

**PUBLIC ACCOUNTS COMMITTEE
(1972-73)**

(FIFTH LOK SABHA)

EIGHTY-SIXTH REPORT

[**Audit Report (Civil), 1970 and Reports of the Comptroller and Auditor General for the years 1969-70 and 1970-71, Central Government (Civil) relating to Ministry of Education and Social Welfare]**

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**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1973/Vaisakha, 1895 (SAKA)

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- Minutes of the sitting held on 23-4-72 (AN)

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PUBLIC ACCOUNTS COMMITTEE

(1972-73)

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SECRETARIAT

Shri Avtar Singh Rikhy—*Joint Secretary.*

Shri T. R. Krishnamachari—*Under Secretary.*

INTRODUCTION

I, the Chairman of the Public Accounts Committee as authorised by the Committee do present on their behalf this Eighty-Sixth Report of the Committee (Fifth Lok Sabha) on Audit Report (Civil) 1970 and Reports of the Comptroller and Auditor General for the year 1969-70 and 1970-71—Union Government, (Civil) relating to the Ministry of Education and Social Welfare.

2. The Audit Report (Civil) 1970 was laid on the Table of the House on the 14.4.70 and the Reports of Comptroller and Auditor General for 1969-70 and 1970-71 Union Government (Civil) were laid on the Table of the House on the 22.6.71 and 7.4.72 respectively. The Committee examined the paragraphs relating to the Ministry of Education and Social Welfare on the 10th, 11th July, 1972 and 12th July, 1972 (both forenoon and afternoon). This Report was considered and finalised by the Committee at their sitting held on the 23rd April, 1973. Minutes of the sitting form Part II* of the Report.

3. A statement showing the summary of the main conclusions recommendations of the Committee is appended to the Report (Appendix III). For facilities of reference, these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of these paragraphs by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the officers of the Ministry of Education and Social Welfare for the cooperation extended by them in giving information to the Committee.

NEW DELHI;
April 23, 1973.
Vaisakha 3, 1895 (Saka)

ERA SEZHIYAN,
Chairman,
Public Accounts Committee.

*Not printed. One cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library.

CHAPTER I

MINISTRY OF EDUCATION AND SOCIAL WELFARE

Audit Paragraph

A. Preparation and Publication of Gazetteers

1.1. The Imperial Gazetteer of India was published, under a comprehensive plan for preparation of Gazetteers under central authority, for the first time in 1881 in 9 volumes. A companion volume appeared in 1882. The second edition of the Gazetteer was published in 1885—1887 in fourteen volumes. A new revised edition of the Gazetteer was issued in 1907—1909 in 26 volumes. Till independence no other editions were issued. The need for revising the Gazetteers was widely felt after the achievement of independence. The first step in this direction was taken by the then Bombay Government in 1949 and certain other State Governments also followed suit. The different State Governments having undertaken the work, there was a risk of uncoordinated and independent efforts by the different States. In order to avoid this, a central scheme for revision of the Gazetteers was taken in hand and this was reported to Parliament in 1951. The Central Government assumed responsibility for the India volumes while the State Governments assumed responsibility for compilation or revision of the District Gazetteers. An expert committee drew up a detailed plan in November, 1955. The Central Gazetteers Unit was constituted in January, 1958 to coordinate the work of the State units as well as to undertake preparation of the central volumes. To aid and advise the Central Unit a Central Advisory Board was constituted in February, 1958.

1.2. Because of the substantial change in the fabric of Indian life, growth of knowledge and difference in approach the revised versions of the Gazetteers are to be a radical revision of the account contained in the earlier Imperial Gazetteers of India. The whole of the Gazetteer work has been "planned as a single coordinated unit, with a uniformity of form, content and standard, but providing room for variations and additions to meet local or special needs".

1.3(i) The Gazetteer of India—The revised version of the Gazetteer of India is to be in four volumes, namely, Volume I "Country and People", Volume II "History and Culture", Volume III "Economic Structure and Activities" and Volume IV "Administration and Public Welfare". Each chapter, and where necessary a section of a

chapter, of this Gazetteer is to be contributed by a specialist in his own field but the overall responsibility for compilation is the responsibility of the Central Gazetteers Unit.

In September, 1959 the Central Advisory Board approved the plan and the list of contributors for the first volume of the Gazetteer of India. It had been originally proposed that it should be published by the end of 1960 but the Board decided that as the Gazetteers are revised only after long periods the publication should be deterred in order to incorporate the results of the decennial census in March, 1961. In the meantime, in April, 1961 the Board approved the plan and the list of contributors for volume II of the Gazetteer of India. The first volume of that Gazetteer was published in 1965. The second volume of the Gazetteer of India was sent for publication in February, 1969, but the manuscript was returned by the Comptroller of Printing and Stationery in August, 1970 owing to heavy rush of work in Government presses. This volume is currently (December, 1971) in the press and is expected to be published shortly. Volume III is being (December, 1971) finally edited and is expected to be sent to the press early in 1972. Most of the chapters of Volume IV have been received (December, 1971) and the contributors of the remaining chapters have been requested to send them early. Writing in December, 1964 in the preface to Volume 1 of the Gazetteer of India, the then Chairman of the Central Advisory Board had expressed the hope that it would be possible to complete the whole project by 1966-67.

1.4 (ii) District Gazetteers:

- (a) Progress of compilation, printing and publication—337 District Gazetteers are to be compiled. The position of their compilation and printing at the end of January, 1971 was as follows:—

Printed	In press	Approved and ready for Press	Under scrutiny	Under preparation	Yet to be taken up
91	24	33	12	57	120

It will be seen from Appendix VII to the Audit Report that progress in preparation of the District Gazetteers has been markedly uneven in the different States. At one end is Bihar, all the 17 District Gazetteers of which have already been published. At the other extreme is (a) Madhya Pradesh where out of 43 Gazetteers to be published only 10 have been published (5) or are in the press (3) or are

approved but not sent to press (2) and work on 22 has not yet been taken up and (b) Uttar Pradesh where out of 54 Gazetteers to be published only 18 have been published (12) or are in the press (5) or are approved but not sent to press (1) and work on 32 has not yet started.

Of the 33 District Gazetteers approved by the Central Gazetteers Unit for publication and ready for the press, 23 had not been sent for printing by the State Governments for one year to twelve years as at end of January, 1971 as follows:—

Period of delay	No of Distric Gazetteers
One year to three years	14
Three to five years	6
Eight to twelve years	3
TOTAL	23

1.5. The delay in bringing out the Gazetteers has been attributed by Government to the following factors:—

- (i) Postponement of publication of the Gazetteers to incorporate the results of the decennial census in March, 1961, the figures of which were available only in 1963-64.
- (ii) The work meant complete re-writing of the Gazetteers and not mere revision of the old ones, as originally envisaged.
- (iii) Failure of some of the States and Union Territories to take up the work.
- (iv) Frequent transfers of editors and non-appointment of wholtime editors in Himachal Pradesh, Haryana and Pondicherry.
- (v) Time taken in getting clearance of the drafts of the Gazetteers relating to border districts from different authorities.

1.6. The Gazetteers are mounmental works. Their value may, to some extent, be impaired by the delay in their preparation and publication.

(b) Government of India's share of expenditure on publication of the Gazetteers

1.7. The State Governments were informed in November, 1956 that Government of India would pay a grant of 40 per cent of the expenditure on revision and printing of the District Gazetteers. The total grants payable to all the States (for 322 districts then in India) were not to exceed Rs. 20 lakhs for all work other than printing. The grant for compilation per District Gazetteer on this basis was not to exceed Rs. 6,211. The ceiling for grant for compilation was raised in December, 1966, to Rs. 14,800 per Gazetteer without any change in the percentage of assistance. This increase was made as the expenditure on compilation had increased considerably. In view of further representations from State Governments about the enormous increase in the cost of compilation and printing during the last three years, it was decided in February, 1970 that Government of India would bear, with effect from 1969-70 the entire expenditure on the District Gazetteers subject to a ceiling of Rs. 60,000 (Rs. 44,000 for compilation and Rs. 16,000 for printing per volume). The expenditure on the Gazetteer of India is to be wholly borne by Government of India.

1.8. Rs. 20.97 lakhs were paid as grants to the State Governments up to 1969-70 for 134 District Gazetteers. The anticipated liability of Central Governments for the remaining 203 District Gazetteers, calculated on the basis of the rates effective from 1969-70, is Rs. 121.80 lakhs.

(c) Sale of District Gazetteers

1.9. The State Editors in their conferences held in September, 1968 and October, 1970 expressed concern about poor sale of the District Gazetteers. They felt that "this was mainly due to want of publicity and multiplicity of sale agencies and high commission charged by sale agencies". The position of sale of District Gazetteers of three States was as follows:—

Name of State	No. of Gazetteers published upto 1968	No. of copies printed	No of copies sold (as on 30-9-70)	No of complimentary copies issued	Balance
Mysore	7	6700	1969	1080	3651
Andhra Pradesh	1	1500	171	100	1229
Orissa	3	8897	132	2071	6694

B. Slow progress in sale of a book—

1.10. The Central Gazetteer Unit also published in October, 1969 "Who's Who of Indian Martyrs". Five thousand copies were printed through a private press at a cost of Rs. 78,104. After retaining 300 copies for free distribution, 4,700 copies priced at Rs. 26 each were sent to the Manager of the Publications Division in October, 1969 for sale. Upto 24th May, 1971, 369 copies only were sold.

[Paragraph 30 of the Report of C. & A. G. for the year 1970-71—
Union Government (Civil)]

1.11. From the information made available to the Committee it is seen that a central scheme for revision of the Imperial and District Gazetteers was taken in hand in 1951 and the same was reported to Parliament in that year by the then Minister of Education. Discussions at various levels were followed by a conference of representatives of the State Governments and of the various Ministries of Government of India in July, 1955. Following the decisions of the Conference, an Expert Committee drew up a detailed plan in November, 1955 and the revision of the Gazetteers was included among the Central Schemes for the Second Five Year Plan.

1.12. The meeting of the Expert Committee appointed to consider and report on the revision of the Imperial and District Gazetteers was held in New Delhi from 8th to 10th November, 1955. For their meeting the Expert Committee had set before themselves the following agenda:

- (i) Drawing up of the overall pattern of the new Imperial and District Gazetteers.
- (ii) The organisational set up required to carry the scheme into completion.
- (iii) The consideration of any special issues which might arise under (i) and (ii) above.

1.13. As regards the organisational set up required for the completion of the project, the Expert Committee decided that "The entire project should be... under the direction of a General Editor, appointed by the Central Government, and he should be assisted by a small Advisory Board, consisting of specialists. The function of the Advisory Board will be to advise the General Editor in regard to all technical questions that may arise in respect of the Indian Volumes and supervision of the District Gazetteers.

1.14. With regard to the organisation in the States, the Committee felt that there should be a State Editor for each State in overall charge of the District Gazetteers of the State. The State

Editor...like the Chief Editor should be assisted by a small Advisory Committee of experts and he will act as a Convener of that Committee.

1.15. In regard to the time required for the completion of the project, the Expert Committee had the following to say:

"While the Committee were conscious of the magnitude and complexity of the work, they felt that it might still be possible for the whole project to be completed in five years' time provided that right from the beginning the General and State Editors were given a large latitude in their work and instructions were issued both by the Central and State Governments to all officers concerned that the work on the Gazetteers should be given the highest priority. If all the Gazetteers are to be made available to the public within a period of five years, all drafts must be finalised before the end of the fourth year so that adequate time is available for getting the publications through the press."

1.16. The recommendations of the Expert Committee were given effect to through the following resolution issued by the Ministry of Education and Scientific Research on the 2nd January, 1958:

" * * * *

The Government of India have taken up the work of revision of Gazetteers as one of the Educational Development Scheme under the Second Five Year Plan. In 1955, the Government of India set up a Committee of Experts to prepare plans for the revision of Gazetteers and to recommend *inter alia* the pattern and organisational set up for the execution of the project. The recommendations of the Expert Committee which have since been accepted by the Government of India envisage the setting up of an organisation at the centre for the revision of the India Volumes while the work relating to the District Gazetteers will be undertaken by the State Governments. The entire project will be under the direction of a General Editor to be appointed by the Government of India who will be assisted by a small Advisory Board consisting of specialists. The function of the Advisory Board will be to advise the General Editor in regard to all technical questions that may arise in the preparation of the India Volumes and supervision of the District Gazetteers.

" * * * *

1.17. The composition of the Advisory Board set up in pursuance of the above resolution was further enlarged through another resolu-

tion issued by the Ministry of Scientific Research and Cultural Affairs on the 12th August, 1955. This resolution laid down the following functions for the Advisory Board:

“ * * *

The Advisory Board will advise the Government generally in regard to all technical questions that may arise in connection with the revision of Gazetteers—both India Volumes and District Gazetteers. The Board will in particular, lay down a programme for the revision of India Volumes and supervise generally the work of the General Editor in regard to both the Indian and District Gazetteers. The Board will also consider and submit their recommendations about any other matters that may be referred to them by Government.

“ * * *

1.18. The plan as finally approved by the Central Advisory Board envisaged compilation of four volumes for the Gazetteer of India, namely, Volume I “Country and People”, Volume II “History and Culture”, Volume III “Economic Structure and Activities” and Volume IV “Administration and Public Welfare”. Besides, one District Gazetteer for each of the districts in the various States in the country was to be prepared.

1.19. The Advisory Board held two sittings in 1958 and thereafter it was reconstituted. The reconstituted Advisory Board met thrice between September, 1959 and April, 1961. At their sitting held on the 11th April, 1961, the Board considered the plan for Volume II of the Gazetteer of India and drew up a list of contributors.

1.20. During evidence before the Committee a representative of the Ministry of Education and Social Welfare deposed: “The original idea was that it should be completed in five years. But, when the actual work was taken in hand, it was found that it was not really a revision of the Gazetteer, but meant re-writing the whole thing. In 1958, in the meeting of the States’ Editors, they brought to our attention that there was no question of just revising what there, because the whole thing had changed, the history had changed, even the course of rivers had changed and so much material had changed. So, insted of revising they thought that we should rewrite the whole thing.”

1.21. The Committee enquired whether the Expert Committee which drew up the plan had not considered the various difficulties

in the revision of the Gazetteers before they had recommended a five year target for the completion of the project. To this a representative of the Ministry of Education and Social Welfare replied: "Actually, the work was not started. It was only a rough plan which was drawn up. When the Advisory Board was set up in 1958, they drew up the plan and that only too for the Volume I of the Gazetteer of India. But, as the census were quite near, the Chairman of the Advisory Board thought that it would be much better if they defer till the results are available. The results were available in 1963. So, the actual work had to be deferred due to the wishes of the Advisory Board."

1.22. The witness added: "Actually, when they took up the work, the Expert Committee consisted of only five or six members like the Director of Archives, Prof. Gopal and one more person. But, later on, when the realistic estimate was made, I think, that was a superior one and much better and at that time they also visualised properly that how much time it would take. The earlier decision which they took was rather unrealistic."

1.23. The Committee desired to know the time-limits fixed at different stages for completion of the project i.e. in 1951 when the scheme was first reported to Parliament, in 1955 when the Expert Committee was set up and then in 1958 when the Central Gazetteers Unit and the Central Advisory Board were constituted. In a note, the Ministry of Education and Social Welfare has state:

"There is nothing on record to show that any time limit was fixed in 1951, when the then Education Minister, Maulana Abul Kalam Azad, made a statement in the Parliament that the Government intend to take up the revision of the Gazetteers. The Expert Committee (1955) drew up the plan and fixed a five year target for the completion of the project, indicating the staff requirements in a phased manner. Out of 337 District Gazetteers, the drafts of 190 have already been completed and 53 are nearing completion which makes a total of 243. Of these, 110 have been published and the rest of the completed drafts are in various stages of printing. Excepting the States of Uttar Pradesh and Madhya Pradesh (for which more than one Unit have been recommended to the respective State Governments) only 46 drafts need to be completed by the remaining States and Union Territories. The printing and sale of the District Gazetteers is entirely the responsibility of the State Governments.

As regards Indian Gazetteers, the first volume has already been published. Its second edition is in the press. Some of its chapters have been brought out in the form of booklets and are being reprinted. The major part of Volume II has already been printed.

Volume III is ready for the press and tenders were invited from private presses. It is likely to be published by March/April, 1973. Thus, out of four volumes. Only one volume would remain to be published.

Two of the three volumes of "Who's Who of Indian Martyrs" have already been published. The third volume is being compiled and edited. It is likely to be published in February/March, 1973."

1.24. The Committee desired to know the reasons for the delay in the preparation and publication of various volumes of Gazetteers. In this connection a representative of the Ministry of Education and Social Welfare explained during evidence that as the Chairman of the Central Advisory Board had decided that the 1961 census figures should be incorporated in the revised volumes of the Gazetteers, there was no question of bringing out these volumes without the 1961 census figures, which became available only in 1963-64. As to the other reasons for the delay, the witness stated: "Actually, if you go into the details, another grave difficulty is about the contributors and to get the write-ups from them is an up-hill task and some of them have died also in between. They took 4-5 years for sending the articles. We also wanted these volumes to be as comprehensive as possible and as perfect as possible."

1.25. The witness further added: "It took quite a lot of time to finalise the plan of the Gazetteers; the contributors had to be decided at various meetings of the advisory board and then the expert committees had to be appointed to finalise the work.....the scheme had to be finalised first. It was done only in 1961 and then we started allotting the work."

1.26. In reply to a question as to why the Advisory Board took too much time in finalising the plan, the witness stated: "They took quite a long time. Even for finalising the chapters, it was quite a tough job. First they finalised the district gazetteers. After that, they took up the finalisation of Volumes I, II, III and IV. It was an uphill task for them and in spite of the diligence on their part, they took quite a long time. Two meetings were held to finalise the list of contributors. There was a lot of controversial things. As you may know, in Volume II alone, there are more than 110 contributors."

1.27. Subsequently in a note furnished at the instance of the Committee, the Ministry of Education and Social Welfare have explained:

"The target of five year fixed in 1955 and 1958 for the completion of the scheme of the revision of Gazetteers could not be fulfilled due to the following reasons:

District Gazetteers:

As already explained at the PAC meeting, the scheme of revision of Gazetteers was taken up in 1958 when the Central Gazetteers Unit was set up.

However, the actual work of the revision of the District Gazetteers started only in 1959-60 when a uniform plan was drawn up by the Central Gazetteers Unit and circulated to the States for their guidance. The States also took their own time in setting up their Units for the revision of the Gazetteer.

The Central Advisory Board for Gazetteers presided over by the then Minister for S.R. & C.A. Prof. Humayun Kabir, decided that since the Gazetteers are revised only after a long period, their publication should be deferred in order to incorporate the results of the decennial census in March, 1961. The figures were available only in 1963-64.

* * *

Moreover, the revision of the District Gazetteers was a centrally sponsored scheme and was therefore the concern of the States Governments from the very beginning. The Centre's role was confined only to coordinate the work in the States. The progress of the scheme which obviously involves considerable research and field work depends on the cooperation of the States. Some of the States such as Jammu and Kashmir, Nagaland and the Union Territories of NEFA, Goa, Daman and Diu, Pondicherry, Andaman & Nicobar Islands, did not take up the work in spite of Centre's best efforts. The Editor, Central Gazetteers Unit, undertook extensive tours to persuade these States and the Union Territories to implement the scheme.

* * *

Besides, the frequent transfers of the State Editors by the State Governments considerably retarded the progress of the work. For example, in Uttar Pradesh, most of the Editors held the post for not more than 6 months. This fact was repeatedly brought to the notice of the Chief Secretary and the Secretaries concerned.

* * *

It may be pointed out that in case of the drafts of border districts, they have to be got cleared from the security point of view

by the Ministry of External Affairs, Ministry of Defence and Ministry of Home Affairs and the Surveyor General of India which naturally takes a lot of time. This is, however, essential keeping in view the national interests of the country.

It may be added that the two largest States viz. Uttar Pradesh and Madhya Pradesh are comprised of 97 Districts. Besides other factors which have delayed the completion of the work in these States, the main reason is that one State Editor is not able to prepare the drafts of more than 3 districts per year. This, in States like Uttar Pradesh and Madhya Pradesh with such a large number of districts, it is essential that there should be more than one Unit with an independent State Editor and the full complement of staff if the scheme is to be completed within a reasonably short time. It was, therefore, suggested to the State Government as early as in 1964 that 2 or 3 State Editors along with the necessary staff completely independent of each other should be appointed to prepare the draft of the district gazetteers. It was expected that these 3 units will be able to complete at least 9 or 10 drafts in a year's time. The State Government, however, did not agree to our proposal. This proposal has again been put up to the new Chief Secretary for his consideration.

* * *

Another important factor was that many new districts have been constituted and this has increased the difficulties of the State Editors as there were no old gazetteers available to serve as the basis. It naturally involved more than the normal time.

* * *

Gazetteer of India:

The Gazetteers of India happen to be the most authoritative work of reference which are consulted in India and abroad for authentic information on any aspect of the life and conditions of the people of this country. The last volumes prepared in British times contained chapters from the most eminent scholars in their respective fields. These Gazetteers are compiled and published once in about 60 or 76 years. It is, therefore, essential that their high standard and objectivity should be maintained at all costs. It has, therefore, been the endeavour of the Central Advisory Board to appoint as contributors the best distinguished persons in their respective fields who are available in this country.

However, as soon as the lists of contributors were finalised, the Gazetteers Unit approached these scholars and there was no delay,

whatsoever in assigning the task to them. . . . Most of these contributors accepted the assignments. But unfortunately they were not able to send their write-ups for quite a long time. We sent them reminders, made personal contacts and requested them to expedite the completion of their chapters. Every time they assure us that the needful will be done and their chapters would reach us by a particular date. But they failed to keep their promises***. Moreover the publication of these volumes was also held up in accordance with the decision of the Central Advisory Board for the revision of the Gazetteers to defer its publication so as to incorporate the results of the decennial census of 1961. These census figures were made available only in 1963-64."

1.28. The present position of the work of revision of the Gazetteers as on 30th March, 1973 was stated to be as follows:

"Volume I has already been published. Volume II—History and Culture has also been printed off and its index is under preparation. Volume III—Economic Structure and Activities is in the Press. It is likely to be published shortly. This leaves only Volume IV—Administration and Public Welfare which will be sent to the press early next year. Out of 331 District Gazetteers to be prepared, the drafts of 200 have already been completed. Of these 119 have been published and the rest are in various stages of printing. As already mentioned at the meeting of the Public Accounts Committee only in the two largest States, i.e. Uttar Pradesh and Madhya Pradesh the progress of the work had been rather slow. To expedite the completion of the schemes steps have already been taken to set up more than one Unit in these States. The work of the revision of Indian as well as district gazetteers will be completed in 2 to 3 years time."

1.29. The Committee desired to be furnished with a statement showing the total estimated and actual expenditure (to date) on compilation, printing and publication of the Gazetteer of India (4 volumes). In a note the Ministry of Education and Social Welfare have stated:

"An amount of Rs. 15 lakhs was estimated to be incurred on the compilation, printing and publication of the 4 volumes of the Indian Gazetteers. It is not possible to calculate the exact amount of expenditure incurred on the compilation, printing and publication of the four volumes of the Indian

Gazetteers as the same staff is engaged in the work of 'Revision of District Gazetteers'. The expenditure is approximately Rs. 11,63,570/-. It also includes an amount of Rs. 43,106.50 paid as honorarium to the contributors."

Delay in the printing of Volume II of the Gazetteer of India

1.30. The Committee were informed that the press copy of Volume II of the Gazetteer of India was made ready in January-February, 1969 and sent to the Press in February, 1969. The Audit Paragraph states that the manuscript sent to the Press in February, 1969 was returned by the Controller of Printing and Stationery in August, 1970 owing to heavy rush of work in Government presses. Explaining the circumstances necessitating return of the manuscript after the lapse of about 1½ years, a representative of the Department of Printing and Stationery informed the Committee:

"The manuscript was received by us from the Publications Division, to whom the Education Ministry had given it for printing, in March, 1969. This job was to be printed on special paper, sunlit offset paper, special rexin and special binding. We had to find out whether the materials are available and then write to the Publications Division saying that this is the sample of paper, rexin and so on. Then we sent 8 pages of composed material to the Publications Division for approval. This was done in July, 1969. Then an officer of the Education Ministry visited the Nasik press in November, 1969 and there were some discussions. This job required certain letters with dia-critical marks. The Nasik Press had it except for 17 characters. The press wanted to compose it in Lino-type machine. Then the Press wrote to the manufacturer for these 17 characters. The company declined to give a firm date by which they can be supplied. This correspondence went on for some time. In the mean time, the eight pages which were sent to the Publications Division for approval of general layout and type face were returned only in April, 1970. They made certain suggestions about change of type face, margins etc. At that time we were printing school text-books for the Delhi Administration at our Nasik, Faridabad and Minto Road presses because of the pressing demand for text-books at the beginning of the school session. Since the printing of the text-books was given the top-most priority, the press wrote to the Publications Division that they can take up the printing of the Gazetteer only after the school text-books are printed. Then, some time in June or

July the Publications Division wrote back saying that this may be done quickly through a private press. The Publications Division had been given some power to get the work done through private press."

1.31. In reply to a question the witness clarified: "They wrote to the Department to approve the paper. After the paper was approved, the press sent eight pages based on the paper on which it was to be printed. At this stage the difficulty arose about special dia-critical marks. Then the proof was sent and the press was reminding to approve the general lay out and get up. An officer from the Ministry visited the press in November. There were certain discussions and in the meantime the press had written to the company for supplying those matrices for special dia-critical marks. The company said that these were not things which were normally kept in stock and that they would have to get them specially cut for us. And they could not give us any firm date when they would be able to give us the matrices. This was the main reason why it was delayed."

1.32. The Committee enquired whether the Central Gazetteers Unit had insisted that a particular kind of paper should be used for printing of volume II of the Gazetteer of India. A representative of the Ministry of Education deposed: "We only told them that it might be done on this paper. I am not a technical man. Had the press advised us, we would not have insisted on it."

1.33. On being asked whether the offset paper required for the printing of volume II of the Gazetteer was not available in the market, the representative of the Department of Printing and Stationery stated: "The paper is available in the market, but we are not getting it."

I will tell for your information, Sir. The Law Ministry want us to bring out a commemorative volume of the Constitution on the Silver Jubilee of independence. They want us to print it on Sunlit offset paper. Some paper is available in the Nasik press. We can print either the Gazetteer or the Constitution. Government is perhaps thinking that we should print this commemorative volume of the Constitution. We have got some 200 and odd reams of this paper."

1.34. The Committee desired to know whether the sunlit offset paper required for printing Volume II in 1969 was included in the indent placed with DGS&D. In this connection, the Director, Publications Division has in a note stated:

"The Publications Division indents paper for its requirements for the whole year. No individual indents are made for

individual jobs. In so far as the requirement of sunlit offset paper required for vol. II is concerned, I might mention that the actual estimates of requirements of paper are worked out in the concluding stages of production when we have the exact idea about the number of formats, prelims, etc. As this job was withdrawn even before the composition of the material could be taken up, we did not work out the requirements of paper for this job."

1.35. The Committee desired to be furnished with a detailed note showing in chronological order the circumstances leading to the delay in printing of volume II of the Gazetteer of India. The note furnished by the Ministry of Education and Social Welfare on the subject is reproduced in Appendix I.

1.36. While sending the manuscript of volume II the Publications Division, the Editor (Gazetteers) had in his D.O. No. F.3-2/68-G-4 dated 26-2-1969, *inter alia* said:

"I may further add that before allotting this work to the press, you may kindly ensure that the press possesses all the dia-critical marks as indicated in the enclosed list. Perhaps you may be aware that due to the inability of the Nasik Press to provide exact dia-critical marks, so many vernacular words had to be printed without proper dia-critical marks. Sometimes different types were used in printing of a particular word. I shall feel grateful if you kindly make it clear to the press to which this work is allotted that they will have to provide these dia-critical marks. These dia-critical marks are required both for italics and Roman words."

1.37. From the letter No. 5.18/pr./68 dated April, 1970 issued by the Publications Division of the Ministry of Information and Broadcasting, it is however, seen that special dia-critical marks were not available either in the Government Press at Nasik or at Faridabad. The relevant extracts from the above letter are reproduced below:

"In spite of our repeated requests, the Chief Controller of Printing and Stationery, could not agree to withdraw the job from Government of India Press, Nasik, and assign it to Government of India Press, Faridabad. As already mentioned to you, we are now requesting the Government of India Press, Nasik, to go ahead with the job. We have also made the necessary arrangements to get the job executed by the more expensive photo-offset process instead of the

letter-press process. Arrangements have also been made to overcome the difficulty regarding the special dia-critical marks which are neither available with Government of India Press, Nasik, nor at Faridabad. The decision is to get the art pulls retouched by our artist and get them photographed for plate-making after approval by you."

1.38. In a note the Ministry of Education and Social Welfare have stated:

"The delay for the printing of Volume II was mainly due to the inability of the Government press which kept the manuscript for over one and a half years. No re-editing was done after its withdrawal from the Government Press. Immediately after it was withdrawn from them after repeated reminders to the Publications Division, Chief Controller of Printing & Stationery, steps were taken to fix a private press and the manuscript was handed over to them. There was no complaint from the private press regarding the poor editing of the manuscript."

Central Gazetteers Unit

1.39. The Committee were informed that the work relating to revision of the Gazetteers was started after the Central Gazetteers Unit came into existence in 1958. It was stated that the Central Gazetteers Unit was a temporary body and had no permanent status. The staff for the Unit consisted of persons on deputation from other Ministries/Departments as also those who were recruited for the Unit. All appointments were however, made through UPSC.

1.40. The total number of persons employed in the Unit was stated to be 32 and there were only two permanent posts—one of Editor and one other of an Officer. During evidence a representative of the Ministry of Education and Social Welfare stated: "The staff is not that much as we would like to have. We have got only six persons for both the Indian as well as the District Gazetteers."

1.41. The Committee were informed that the normal budget of the Central Gazetteers Unit for its establishment was of the order of about Rs. 3 lakhs per year. The post of the Editor was filled in 1968 and since then the post has continuously remained filled.

1.42. The following statement furnished by the Ministry of Education and Social Welfare at the instance of the Committee gives details

of the expenditure incurred on the Central Gazetteers Unit for the compilation and printing of India and District Gazetteers:

Year	Expenditure
	Rs.
1957-58	9,000.00
1958-59	81,000.00
1959-60	1,29,267.00
1960-61	1,54,373.00
1961-62	96,512.00
1962-63	1,25,756.00
1963-64	1,41,024.00
1964-65	1,79,179.00
1965-66	2,08,150.00
1966-67	2,12,320.00
1967-68	2,00,080.00
1968-69	1,56,291.00
1969-70	2,28,088.00
1970-71	2,08,200.00
1971-72	2,02,300.00
TOTAL	23,27,140.00

1.43. In this connection, the Ministry of Education and Social Welfare have stated: "...the staff of the Gazetteers Unit is borne on the strength of the Ministry and it is therefore very difficult to give exact figures of expenditure. However we have tried to work out the expenditure incurred on the establishment of the Central Gazetteers Unit since 1957-58. The total expenditure upto 1971-72 comes to Rs. 23,27,140.00. It also includes the honorarium of Rs. 43,106.50 paid to contributors. It also includes expenditure on other charges such as purchase of books and some office equipment the figures for which are not readily available. I may inform you that the same staff is engaged in the work of the revision of the Indian and District Gazetteers which included the scrutiny of the drafts of about 200 district gazetteers and preparation of three volumes and a part of the fourth and the last volume of the gazetteer of India. I may repeat that the figures as given in the enclosed statement are approximate and have been calculated on the basis of the records available with this Unit."

1.44. About the functions of the Unit, a representative of the Ministry of Education and Social Welfare stated: "One is that they have to see that the contribution conforms to the general pattern and the second is that this is made press ready. These are the two things."

1.45. As regards the functions of the Editor (Gazetteers) the witness stated: "He receives the manuscript, scrutinises it and then points out the factual mistakes. My experience is that if we start this at the Secretariat level, then this work could have been further delayed."

1.46. The Committee were informed that the present Editor, Gazetteers was also incharge of the publication "Who's Who of Indian Martyrs". The Editor Gazetteers also informed the Committee that "I have written only one small book: Introduction to Indian History and Culture. That is in collaboration with another scholar—only one part. Some articles have also been written by me but those are not yet published. Another is 'Quit India Movement'. That has not been printed."

1.47. Besides these the Editor, Central Gazetteer has contributed a chapter on History in the Delhi Gazetteer for which a sum of Rs. 1600/- has been sanctioned to him by the Delhi Administration. He has not drawn the amount as he wanted to retain the copy right with him.

1.48. The Committee were informed that the Editor, Central Gazetteer Unit as well as some editors in the State Units had been given a monthly honorarium of Rs. 300/- for the work done by them in connection with the preparation of 'Who's Who of Indian Martyrs' and 'Freedom Fighters' Who's Who'. The Committee desired to know how the idea of paying honorarium to these full time Government employees was mooted and since when the payment was being made to them. In a note on the subject, the Ministry of Education and Social Welfare have stated:

"There is no provision for payment of an honorarium of Rs. 300 per month to the Editors in charge of Gazetteers at the Centre as well as in the States. However, only the Editor, Central Gazetteers Unit, who had been entrusted with the editing of the three volumes of 'Who's Who of Indian Martyrs' was given an honorarium of Rs. 300/- p.m. with the approval of the Ministry of Finance. Similarly, the Project Officers and some of the State Editors

(Gazetteers) who had been entrusted by their respective Governments with the work of 'Freedom Fighters' Who's Who' were given an honorarium of Rs. 300.00 per month for collection of material for the "Who's Who of Indian Martyrs". This was also done with the concurrence of the Ministry of Finance.

In this connection, it may be mentioned that it was decided in December, 1968 at the initiative of the Ministry of Home Affairs to bring out three volumes of the "Who's Who of Indian Martyrs" for which an assurance was given by the then Ministers of Home Affairs and Education on the floor of the House. Further, the Parliament was assured that Volume I of the "Who's Who of Indian Martyrs" would be brought out by October, 2, 1969 to synchronise with the Gandhi Centenary Celebrations. This was quite a difficult task which was entrusted to the Editor, Central Gazetteers Unit, as no other agency was forthcoming to take it up. At a meeting held in the Ministry of Home Affairs with Sri V. Venkataraman, Joint Secretary (Home) in the Chair, it was proposed to appoint Project Officers for each State and Union Territory in the scale of Rs. 750—1250 to collect information which would be checked, verified, supplemented and edited at the Centre to ensure publication by the Ministry. Later on, however, it was decided that it would be more economical if the persons in charge of "Who's Who of Freedom Fighters" in the States and Union Territories were given an allowance of Rs. 300.00 P.M. to collect the material for this scheme. It was done with the approval of the Ministers of Home Affairs and Finance. Shri Y. B. Chavan, the then Minister of Home Affairs, was the Chairman of the Advisory Committee, while Shri Triguna Sen, Minister of Education, Shri Bhakt Darshan, Minister of State for Education and Shri V. Venkataraman, Joint Secretary, Ministry of Home Affairs, were members. Editor (Gazetteers) was the Member-Secretary. On this basis, Project Officers for "Who's Who of Indian Martyrs" in the States and Union Territories were given an allowance of Rs. 300.00 P.M. These Officers got the approval of their respective Governments to draw this allowance. This scheme proved to be economical and we have been able to bring out Volumes I and II of the 'Who's Who of Indian Martyrs' in the record time of 3 years and are now busy with the editing of Volume III."

1.49. The Committee were informed that the Editor, Central Gazetteers Unit was getting the honorarium of Rs. 300/- per month since December, 1969 when the scheme of compilation of the 'Who's Who of Indian Martyrs' had been taken up. During evidence a representative of the Ministry of Education and Social Welfare stated: "Under the Rules which are followed by us, we do consider the question of payment of honorarium to a full time officer, when he is entrusted with work of an onerous nature, which requires high quality and which require much work outside his normal duty hours. For ordinary type of work, normally no honorarium is sanctioned. But when the work is of a sufficiently onerous nature or it requires a certain effort in qualitative term at a level, which may be higher than what we expect in his normal duties, we do consider the question of payment of honorarium. This is the general policy. In this case all these aspects were considered and a decision taken to recommend the honorarium."

1.50. The witness added: "In this case, it is not a work which is attached to the post. It is a special item of work which was suddenly taken up in order to bring out 'Who is Who' to commemorate the sacrifices of the martyrs. It had to be done within a specified period of time. It was also considered to be a very responsible item of work. Any omission of facts, or facts wrongly given might have repercussion. Our judgement may be wrong, but we did take into consideration the various factors. We did think that the Editor at the top must take the responsibility to see that there is nothing wrong in a job of great responsibility."

1.51. When the Committee pointed out that the honorarium could be paid only for a limited period, the witness stated: "Yes, sir, it cannot be for an indefinite period."

1.52. In reply to another question, the witness stated: "When the pay scales of the Editors of the Gazetteers units were fixed, the amount of responsibility that they would have to shoulder was taken into account and their pay scales fixed accordingly. Having determined that, we were asked to take up the work relating to the bringing out of this 'Who is Who'. It was an additional work. It was never taken into account while fixing his pay earlier. We may be wrong in our judgment, but we came to the conclusion that this does require some special payment and that is why this special pay was allowed."

1.53. As to the work involved in the compilation of the 'Who's Who of Indian Martyrs' it was stated: "That is not simple, as it seems, Sir. We have to collect the information from various sources. The veracity of the facts has to be verified. We give advertisement

also. We get information from the public also. The facts have to be verified. Then we see that whatever they state is authentic and we then scrutinise it and edit it and put it in the particular form; that is how it is done."

1.54. The Committee were informed that in connection with the work relating to compilation of 'Who's Who of Indian Martyrs' the Editor, Central Gazetteers undertook a tour of Kuala Lumpur, Bangkok and Singapor for collecting information.

Sale price of 'Who's Who of Indian Martyrs.'

1.55. The Committee enquired how the prices of the Government publications published by the Publications Division of the Ministry of Information and Broadcasting were fixed. A representative of the Ministry of Information and Broadcasting stated: "The formula that is laid down for us, by the A.G.C.R. and approved by the Ministry of Finance is like this. In regard to Plan literature, normally, the idea is to make it available at a reasonable price to the public. The Publications Division has got the powers to price it, if it is absolutely necessary, even at the cost of production. In regard to non-Plan literature it has got the powers to price it at 100 to 200 per cent of the cost of production. In regard to art books, it ranges from 200 to 300 per cent of the cost of production." The witness added: "The cost of production includes the cost of paper, printing charges, processing, binding, expenditure on contributions, translations and art work by outsiders, cost of any editorial staff employed over and above the regular sanctioned strength and other direct expenses."

1.56. Referring to the price fixed for volume I of the 'Who's Who of Indian Martyrs' the representative of the Ministry of Information and Broadcasting stated: "We do not know how much amount was paid to the contributors. We placed it with the Controller of Printing and Stationery on the basis of the price rates that we worked. The cost of production of each copy at that time was calculated at Rs. 10.50. Normally it is 100 to 200 per cent of cost of production. We priced it at Rs. 22.50".

1.57. In reply to a question whether details regarding the expenditure incurred by the Ministry of Education on the compilation of 'Who's Who' were ascertained before fixing the price, the witness replied: "I do not think that we had ascertained how much expenditure was incurred by them. The 100 to 200 per cent formula is laid down for publications brought out by the Publications Division. This was a manuscript that came from outside. There is a slight difference." He further clarified: "I would like to submit that, in so far as the

pricing formula is concerned, it is laid down basically for our own publications—those conceived and brought out by the Publications Division. In so far as the few books that come from the other Ministries are concerned, we have got to think of the market conditions. Sometimes we ourselves say, "This book will not sell at this price; therefore, reduce the price."

1.58. The Committee enquired whether there were any general instructions from the Ministry of Finance about the fixation of prices of publications brought out by various Ministries other than the Publications Division. The representative of the Ministry of Information and Broadcasting stated: "There are no clear orders of the Ministry of Finance in regard to this. Normally there are not more than three or four books in a year that we get as against the 200 that we are publishing. Whenever a book is sent to us, we give them our advice. It is for them to get the clearance of their Finance."

1.59. The Committee were informed that out of the 5,000 copies of the publication 'Who's who of Indian Martyrs' *329 copies were distributed as complimentary copies.

Appointment of a Literary Editor for Gazetteer of India

1.60. The Committee were informed that for Volume I of the Gazetteer of India, apart from the various contributors and the editorial staff in the Central Gazetteers Unit, one literary editor had been appointed "to look into it from the language point of view." A representative of the Ministry of Education and Social Welfare stated: "The Literary Editor is there to see from the general readability point of view. He has to see that it reads well throughout and uniformly. There should be no mistakes in language." The literary editor was paid remunerations at the rate of Rs. 25 per thousand words as against Rs. 50 per thousand words paid to the contributors of various chapters. The Committee were informed that the Advisory Board had decided that volume I of the Gazetteer of India might be edited. Similar editors had also been appointed for volume II and volume III of the Gazetteers of India. In a note the Ministry of Education and Social Welfare have explained:

The functions of the Literary Editor are as follows:—

- "(i) Revision of language and presentation.
- (ii) Securing of uniformity throughout the Volume. Securing of uniformity in the use of capital letters, hyphen, spellings, diacritical marks etc. Extracts of relevant

*According to Audit paragraph.

Notes regarding the appointment of Literary Editor... are reproduced below:—

* * * * *

4. The ten chapters for the first volume have been written by experts; and all that remains now is to edit them and bring them into some sort of uniform pattern. This is beyond the capacity of the Compilers. We have therefore decided to get the work done on contract by a historian who is also a good writer. We have been fortunate in finding such a person, namely Dr. Bhabani Bhattacharya who has recently compiled the one-volume Encyclopaedia for this Ministry, and has also brought out "Forwards Universal Man" under the auspices of a society of which the Minister of S.R. & C.A. is the Chairman. This volume has been extremely well received in India and abroad. ..

5. Normally an Editor is paid at half the rate given to the people who write the chapters. For the Gazetteer the approved rate is Rs. 50 per thousand words. We, therefore, propose to pay Dr. Bhattacharya at the rate of Rs. 25 per thousand words for editing and revising the chapters of the first volume of the Indian Gazetteers. The volume will contain between 2.5 and 3 lakh words; and the remuneration will cover all expenses except travelling allowance if and when Editor has to come to Delhi at our request. (He lives in Nagpur; and normally we would pay him 1st Class railway fare plus the usual allowances admissible to a Government officer). F.A. is requested to agree. (I may add that the amount to be paid will be far less than the savings that will accrue through our not having had an Editor for a year.)". ..

1.61. Justifying the need for a literary editor, a representative of the Ministry of Education and Social Welfare stated: "Essentially a literary editor is appointed, besides other things, for looking into the language etc. also. It is the style of writing that makes the difference. A person may be a well known archaeologist, but he may not be very good in the style of writing. Some changes are made to make it more readable and interesting. This practice is fairly well known all the world over. Therefore, a literary editor is absolutely essential for a work of this nature. He has a very narrow approach. He is to ensure whether writing is in stylized English.

That competence even our Gazetteers do not possess. We have to select a person and that is his function."

162. The Committee enquired now the contributors who were all eminent writers and masters of their own subject reacted to the corrections or changes made in their drafts by the Literary Editor. The witness replied: "As far as our experience is concerned, they have never objected to those drafts which we have corrected in consultation with them. Whatever the shortcomings we brought to their notice, they had agreed and they did not object to them and they had also seen the published volumes."

District Gazetteers

1.63. From the information made available to the Committee it is seen that out of 337 District Gazetteers to be prepared 109 Gazetteers had been published as on 20-10-1972 and 32 Gazetteers were stated to be in Press. Another 102 Gazetteers were stated to be in different stages of preparation, while 94 Gazetteers had not yet been taken up at all. In Madhya Pradesh the work on 22 out of a total number of 43 Gazetteers had yet to be started. Similarly in the case of Uttar Pradesh 26 out of the 54 Gazetteers have yet to be taken up for preparation. The Committee enquired about the measures taken to expedite the finalisation of district Gazetteers. In a note, the Ministry of Education and Social Welfare have stated:

"The main backlog has been in the two major States viz. Uttar Pradesh and Madhya Pradesh, which have been asked to expedite the completion of the drafts of District Gazetteers by setting up 2 or 3 Units independent of each other. Thus they will be able to produce 9 to 10 Gazetteers per year. Steps are also being taken to expedite the completion of the drafts in the remaining States and Union Territories".

1.64. The Audit para states that of the 33 District Gazetteers approved by the Central Gazetteers Unit for publication and ready for the press, 23 had not been sent for printing by the State Governments for one year to 12 years. As to the reasons for this delay, a representative of the Ministry of Education and Social Welfare stated during evidence: "That is the main hurdle because they also go to the Government press, and Government presses give them very low priority. We have been making efforts asking the State Governments that they should allow them to get printed by private presses. But it is always not possible. They say that they cannot afford it; it costs a lot."

1.65. On being asked as to how the printing difficulties could be got over, the witness replied: "The Advisory Committees are there

in all the States. We can only persuade them and cannot impose our will on them."

1.66. In a note subsequently furnished to the Committee, the Ministry of Education and Social Welfare have stated:

"At the P.A.C. meeting, a reference was made to the delay in the printing of those District Gazetteers which had already been approved by the Centre. The delay in most cases was due to the insistence of the State Governments that these Gazetteers must be got printed at their Government presses. It was repeatedly pointed out by the Central Gazetteers Unit that these drafts would become outdated if they were not brought out expeditiously. In fact, the Editor (Gazetteers) wrote to the Chief Secretaries of States and met some of them to impress the desirability of bringing them out as early as possible. It was as a result of the insistence by the Centre that many of the State Governments have now permitted the printing of the District Gazetteers at private presses. It is hoped that the backlog will be cleared very soon".

1.67. The Committee desired to know how the work relating to District Gazetteers entrusted to the State Governments was coordinated and supervised by the Ministry of Education. In a note, the Ministry of Education and Social Welfare have stated: "Regarding the functions of the Central Gazetteers Unit, it may be mentioned that the Centre scrutinises the drafts of the District Gazetteers received from the States and offers suggestions for their improvement. This scrutiny is based on the study of a vast material (published and unpublished), Census Handbooks, Departmental Reports and other historical, economic, geographical and statistical data available. These reports run into 40 to 50 typed pages for each draft and have earned admiration of the State Governments. In a number of cases, the drafts are referred back for revision and proper editing in the light of our detailed suggestions. Besides, the Centre issues instructions to the State Editors off and on regarding various academic, technical and other related problems for their guidance. Centre is also represented on the State Advisory Committees for the revision of the District Gazetteers. The Officers of the Central Gazetteers Unit attend the meetings and have a frank exchange of views on academic and technical matters. The Zonal Conferences are held to discuss common problems. The State Editors frequently visit the Central Gazetteers Unit to seek guidance on various problems concerning the Gazetteers."

1.68. In another note the Ministry of Education and Social Welfare have stated:

- (a) "The usual practice is to prepare a scrutiny report of District Gazetteer, indicating the discrepancies, and making suggestions for improvement, mentioning the sources wherever necessary. In case of any divergence of views either the State Editor writes to us or visits the Centre with the draft for discussion. The Officers of the Central Gazetteers Unit also visit the State Units for resolving these discrepancies by discussion. Editors also meet at conferences convened by the Centre.
- (b) The Officers also attend the meetings of the State Advisory Committees whenever necessary."

1.69. It is seen from the Annual Report of the Ministry of Education and Social Welfare (Department of Education and Culture) that the scheme regarding publication of District Gazetteers was brought under the Central Sector from the State sector of the plan, from 1969-70 with 100 per cent central assistance, subject to a ceiling for Rs. 60,000 (Rs. 44,000 for compilation and Rs. 16,000 for printing) per volume. During evidence the Committee enquired about the reasons as to why the scheme was brought under the Central Sector. In this connection, a representative of the Ministry of Education and Social Welfare stated: "We have not taken it over in that sense. It is centrally controlled scheme. We only coordinate and scrutinise the drafts received from them. The witness added: "Actually, it was transferred to the States' sector. But because we found that some of the District Gazetteers brought out by some of the States contained a lot of material, particularly, in "History" and other Chapters, which looked like propaganda work, something which would actually affect very much the standard of Gazetteers, it was decided that it might be kept in the Central sector, more or less, as a Centrally-sponsored scheme. Our functions almost remain the same. The State Editors are appointed by the State Governments. They are transferred by them as they like. Whatever staff they recruit, they do it. Only the ceiling was raised. Actually, they were asking for hundred per cent grant. But we were not able to meet hundred per cent grant. We put a ceiling of Rs. 44,000 for compilation and Rs. 16,000 for printing. Originally, the grant was Rs. 6,211. Then, the States wrote that this was a very little amount. Later on, it was raised to Rs. 14,000. Now, it has been raised to Rs. 44,000."

1.70. The Committee enquired how in the initial stages the grant of Rs. 6,211 per district Gazetteer was fixed. A representative

of the Ministry of Education and Social Welfare stated: "At that time, in 1958, they estimated that the Gazetteer should cost about Rs. 12,000. They said that they would bear half of the expenditure. 20 per cent of the sale proceeds of the Gazetteer were to be retained by the States". The witness further clarified: "..... in giving this grant to the State Governments, we went by the estimated cost and the likely sale proceeds which the States were allowed to retain. So, only the net figure was estimated and, out of this net figure, the Centre was to meet 40 per cent and the State Government was to meet 60 per cent of the expenditure. This was the original position".

1.71. Asked about the total estimated cost for each Gazetteer, the witness replied: "The actual cost was an average cost estimated varying from Gazetteer to Gazetteer. The cost will vary naturally according to the size, etc."

1.72. In reply to a question the witness stated: "Earlier the estimate of Rs. 14,800 was, let us assume, at 40 per cent. Now the States have been pressing for more saying that the cost has increased. The increase to Rs. 60,000 is due to two factors: increase in price, cost estimate, demanded by the States and accepted by the Central Government; and secondly, revision in the pattern of assistance from 40 per cent to 100 per cent."

1.73. The Committee desired to know how the grant to the States was raised from Rs. 6,200 per Gazetteer to Rs. 60,000 per Gazetteer. In this connection a representative of the Ministry of Education and Social Welfare stated: "It could be due to cost increase or it could be due to the fact that originally we were more conservative".

1.74. Referring to the Fourth Plan allotment of Rs. 56 lakhs for the revision of Gazetteers the representative of the Ministry of Education and Social Welfare stated: "We are making constant appraisal of the plan progress every year of this expenditure. There are shortfalls in certain schemes and excesses in certain other schemes. If they make adequate progress, we assure them that we will allot to them as much fund as possible by diverting it within our plan allocation, and if this is not possible from the plan's total savings from elsewhere. We do not want the shortage of the allocation to come in the way of our completion of project".

1.75. As regards the number of copies of district Gazetteers printed by different States, the Committee were informed that there was no uniform pattern for all the States although the Central Gazetteers Unit had advised printing of 1,000 copies of each Gazetteer.

teer. A representative of the Ministry of Education and Social Welfare stated: "It depends on the State Governments. We have fixed a ceiling. We do not pay more. If they are able to sell more, let them have the profit. It is for the State Governments to decide whether they would like to have more. We cannot impose our will on them and say that they can have only 1,000".

Gazetteers relating to Union Territories

1.76. The Committee desired to know the latest position about the Gazetteers relating to the Union Territories. A representative of the Ministry of Education and Social Welfare explained: "For Delhi, there is to be one Gazetteer. Two Chapters 'History' and 'Places of Interest' have been published. The rest are under scrutiny. For Goa, Daman and Diu, there is to be one Gazetteer. But this job has been taken up only recently. It has not yet been completed. Regarding Pondicherry also, there is only a part-time editor. The work has not yet been completed. For Laccadives also, one Gazetteer is to be published. Nothing has happened about it. Regarding Dadar and Nagar Haveli also, there is one Gazetteer and the work has been entrusted to Goa, Daman and Diu. For Chandigarh, there is to be one Gazetteer. That has not been published. For Mizoram also, there is to be one Gazetteer but nothing has been done about it."

1.77. The Committee were informed that all the Union Territories had their own units which were engaged in the work relating to the Gazetteers.

1.78. Asked as to why only two chapters of the Gazetteers for the Union Territory of Delhi had been printed separately, the witness replied: "Actually some of the chapters like 'History' and 'Places of Interest' have a wider appeal from tourists and other points of view. So, we suggested, if necessary, one Chapter on 'History' and 'Places of Interest' could be published separately. Delhi brought out 'History and Places of Interest' in a separate volume. About 2,000 copies were sold out in a few months' time."

1.79. Giving the present position of the compilation of the Delhi Gazetteer, the Ministry of Education and Social Welfare have in a note stated:

"Out of the 19 chapters of the Gazetteers, two Chapters viz. Chapter II—'History' and Chapter XIX 'Places of Interest' have been published. Then Chapters viz. I, VI, VII, VIII, IX, XI, XIII, XIV, XVI and XVIII have been received from the contributors, scrutinised in the office of the

Delhi Gazetteer and forwarded to Central Gazetteer Unit for their approval. Two Chapters viz. IV and X have been received from the contributors and scrutinised in the office of Delhi Gazetteer. These will be sent to Central Gazetteers Unit for their approval. The following five chapters are still pending with the various contributors:

Chapter	Title	Name of the Contributor
III	People	Dr. L.M. Gujral, Compiler, Central Gazetteer Unit, Ministry of Education and Social Welfare.
V	Industries	Prof. P.B. Desai, Institute of Economic Growth, University of Delhi.
XII	Law, Order and Justice	Shri H. D. Sharma, Special Secretary (Home) Delhi Administration (now posted as Dy. Commissioner, Municipal Corporation, Delhi.
XV	Education and Culture	Prof. V.N. Datta, Kurukshetra University, Kurukshetra.
XVII	Other Social Services	Shri J. P. Gupta, Asstt. Director, Social Welfare, Delhi Administration, Delhi."

1.80. As to the reasons for delay in completing the work relating to the Gazetteer, the Ministry have stated:

"The delay in the early completion of the scheme may be attributed to the long time taken by the contributors. In many cases the writ-ups received were not found up to the mark and were returned to them with suggestions for improvements. Even these revised drafts were found unsatisfactory and were either recast in the department or were re-allocated to other contributors. In certain cases, the chapters/sections were withdrawn from the contributors due to over delay and these chapters were reallocated afresh."

1.81. The Committee were informed that the Editor of the Delhi Gazetteer Unit was a person related to the Editor of Gazetteers in the Central Gazetteers Unit. The Committee were also informed that a brother of the Editor of Gazetteers, who had been selected by UPSC was working in the Central Gazetteer Unit. The Committee enquired how the appointment of the Editor of the Delhi Gazetteer was made. A representative of the Ministry of Education and Social Welfare stated during evidence: "The appointments for the Delhi Administration are made by the Lt. Governor and not by us. The recommendation for the appointment of... (the Editor) was not given by us."

1.82. The Chief Secretary, Delhi Administration informed the Committee that: "It was in 1958 that the question of the revision of the Gazetteers was taken up. In 1962, as a measure of economy after the Chinese aggression, the scheme was practically ruled out. It was revived again sometime in 1965. Thereafter, one Mr. V. P. Singhal was made the Editor of the Gazetteers. He worked for about six months and thereafter went to the Cabinet Secretariat as Deputy Secretary. At that time it was envisaged that the work would be completed by the end of 1966. It was found that actually before 1962, a lot of material as such had been compiled, but it had to be processed according to the framework that had been laid down, that is, 19 chapters and so on. Thereafter, the Director of Public Relations took over as Editor of the Gazetteer. It was in October, 1966 that one Mrs. Gardhe, I.A.S., from Madhya Pradesh, came as Editor of the Gazetteer. She joined in October, 1966, but in March, 1967, she applied for reversion to her own State. She went back in April, or May, 1967. Thereafter, there was some sort of a gap and effort was made to find out a new Editor of the Gazetteer. In June, 1967, the name of one Mr. P. N. Malhan from the Information and Broadcasting Ministry was suggested and my predecessor wrote to the Secretary of the Ministry of Information and Broadcasting... It was suggested by the Editor, Central Gazetteer Unit as one of the names. Naturally, as the Director of the District Gazetteers, he was interested that along with the other States, the Delhi Administration should also complete the revision work of the gazetteer. That is what I find from the record here. He got into touch with the Joint Secretary, Union Territories, in the Home Ministry and also with my predecessor, the Chief Secretary. He wrote a few letters to the Lt. Governor also. Mr. Malhan somehow was not relieved for some technical reasons, because he was occupying another equivalent post in the Ministry. Thereafter, I find that Dr.... (Editor, Central Gazetteer Unit), who was all the time anxious and was pursuing the matter of having some officer in position, suggested in July, 1967 another officer, Mr. P. C. Roy, again from the Ministry of Information and Broadcasting. I have got his particulars with me. He was a first class B.A. in history from the Calcutta University, and he had enrolled himself for the Ph.D. degree and he had also a number of writings to his credit. His name was suggested.

In the meanwhile, the Information and Broadcasting Ministry, because of our having approached them for Mr. Malhan, suggested another name, that is, of Mr. B. N. Nigam. This name also did not commend itself to the Administration and the matter was considered by the then Lt. Governor and in August, 1967, an effort was made to get Mr. A. N. Shastri from Madhya Pradesh, who was working as Director of Public Relations there. He had experience of the

Gazetteer work. The correspondence went on and it was in February, 1968 that he gave his consent, but ultimately the whole thing fizzled out because he wanted a longer term of deputation and raised certain queries about the advantages that he would get. They were not acceptable either to the Ministry or to the Delhi Administration.

Since the work was being delayed, and as.... (Editor, Central Gazetteer Unit) was pursuing the matter, my predecessor again requested the Lt. Governor that Mr. P. C. Roy, whose name had been suggested earlier, be given this assignment. It was at this stage, on 4th June, 1968, that the name of one Sudhakar Misra was suggested. His name, I think, originated because of the personal knowledge that the Lt. Governor has had in the U.P. Government. I find in his own handwriting that he knew one Mr. Sudhakar Misra who has had experience of the gazetteers and also could write in Hindi and that is why he said 'let him be appointed'.

Before any effort could be made to get Mr. Misra, on May 22, 1968.... (Editor, Central Gazetteer Unit) wrote another letter to the Lt. Governor, because he had been pursuing the matter; he was writing to the Chief Secretary and to the Lt. Governor. There are four letters also, I find, written to the Joint Secretary in the Home Ministry, who deals with these subjects. In his letter of 22nd May, 1968, Dr. (Editor, C.G.U.), along with the name of P. C. Roy, also suggested the name of one Dr. (Miss)..... This is on May 22, 1968. After this, on 6th June, 1968, I find that the Lt. Governor was pleased to reconsider the matter and he decided to appoint Dr. (Miss)..... as the Editor. He gave two reasons; namely, that Dr. (Miss)..... had been working with the Urban-Rural Relationship Committee and also at that time working as the Research Officer in the Ministry for the Morarka Commission which was looking into the finances of the New Delhi Municipal Committee and the Delhi Municipal Corporation. She was the Research Officer there. The Lt. Governor also took into account that the candidate could write well in Hindi and that was an additional consideration which seems to have weighed in her appointment, and that is why she joined the Administration on July 2, 1968.

She was drawing Rs. 570 in the grade of Rs. 400—900. The Administration recommended that we should have her in the grade of Rs. 600—900. So, another grade was recommended by us, that is, Rs. 600—900. She joined us, as I said, on July 2, 1968.

On 5th February, 1969, she represented that in view of the responsibility of the post and since originally the post carried the pay-scale of Rs. 900—1300 which is the grade of Deputy Secretary in the Government of India, she must be given a higher grade, and she made a request for the grade of Rs. 700—1250. She also put in a plea in her representation that it was under the impression that she would get an accelerated promotion or a higher grade that she had resigned her assignment with the Morarka Commission. Because the Administration was not competent to deal with this request, this was referred to the Ministry of Home Affairs, as is the practice in all such matters of finance, education, etc., where the Home Ministry comes into the picture. It was approved on 19th September, 1970, with retrospective effect and she was given this grade with effect from July, 1968."

1.83. In reply to a question the witness stated: "I was asked whether Dr. (Mr.) had any connection with the appointment of Dr. (Mrs.)..... I find that it was subsequently that Dr. (Miss) married Dr. (Mr.)..... some time in July, 1968."

1.84. The witness added: "So far as we are concerned, the rules for this post were framed and sent some time in July last year to UPSC for their formal concurrence."

1.85. As regards the completion of the work, the witness stated: "A question was raised as to when the work was likely to be completed. The present assessment of the departmental head is that it is likely to be completed in 1972. The scheduled date has been indicated as March, 1973, but I think it is likely to take more time, because out of 17 chapters 2 chapters have been published, about six have been written and are with the unit in the Ministry of Education who are going through it. The other chapters are in the process of being written or being processed and in certain cases even some basic material has yet to be gathered."

1.86. A central scheme for the revision of the Gazetteers was reported to Parliament by the then Education Minister in 1951. An Expert Committee drew up a detailed plan in November, 1955. The Plan envisaged compilation of Gazetteer of India in four volumes namely, Volume I 'Country and People', Volume II 'History and Culture', Volume III 'Economic Structure and Activities' and Volume IV 'Administration and Public Welfare', besides compilation of 337 District Gazetteers. The entire project was expected to be completed in five years. The Committee are disturbed to note that so far only

Volume I of the Gazetteer of India and 119 out of 337 District Gazetteers have been published.

1.87. There has been inordinate delay at every stage of the implementation of the Scheme. After the announcement of the scheme in 1951 an Expert Committee to work out the detailed plans was constituted only in 1955. The recommendations of the Expert Committee made in 1955 regarding the organisation set up for the implementation of the scheme were given effect to in 1958 i.e., after a lapse of further 3 years. Although, according to the Expert Committee, all drafts of the Gazetteer must have been finalised before the end of the fourth year and got printed within one year thereafter, the work was taken up in a piecemeal fashion. Thus the four volumes of the Gazetteers of India were taken up one after another and not simultaneously. Then, it was decided that the publication of all the Gazetteers should be postponed so as to be able to incorporate in them the results of the decennial census in March 1961, the figures of which became available only in 1963-64. Even so, as late as December, 1964, the Ministry expected to complete the entire project by 1966-67. This expectation was also not realised.

1.88. Volume I of the Gazetteer of India was published in 1965. The press copy of the Volume II of the Gazetteer of India was made ready and sent to the press only in February, 1969. The manuscript sent to the press was returned after about 1½ years in August, 1970, as the Nasik Press could not undertake this work. The job was thereafter allotted to a private press. The reasons adduced for the delay in the printing of Volume II at the Nasik Press namely shortage of special type of paper and the non-availability of certain diacritical marks are not at all convincing to the Committee. From the correspondence exchanged between the Central Gazetteers Unit and the Publications Division, it is seen that before the work was assigned to the Publications Division the need for sending it to a press where special diacritical marks were available was pointed out by the Central Gazetteer Unit. The letter issued in April, 1970 by the Publications Division indicates that the special diacritical marks were not available either in Government Press at Nasik or at Faridabad. It would thus appear that the work relating to printing of Volume II was accepted by the Publications Division without making sure that necessary arrangements were available at the press.

1.89. The Committee note that Volumes II and III of the Gazetteer of India are expected to be published shortly and Volume IV would be sent to the press early next year (1974). The Committee trust that there will be no further delay in this regard.

1.90. Such inordinate delay in bringing out the Gazetteer of India admits of no justification whatsoever. It is unfortunate that the publication of all the four volumes of the Gazetteer has not been synchronised. The Committee feel that it would have served the purpose better if they had been brought out almost simultaneously. In this connection it is pertinent to note that all the 9 volumes of the Imperial Gazetteer of India were published in the same year viz., 1881 and the new and revised edition in 26 volumes was published in the course of two years 1907-09.

1.91. The expenditure of approximately Rs. 11.64 lakhs incurred on the India Gazetteer so far includes only an amount of Rs. 0.43 lakh paid as honorarium to the contributors. In view of the fact that the Gazetteer is in the nature of collection of articles by eminent persons, there is no justification for engaging a Literary Editor, in addition to the General Editor for editing the articles. The expenditure on the Central Gazetteer unit should, therefore, have been far less. The delay in bringing out the Gazetteer has also pushed up the expenditure.

1.92. As regards District Gazetteers, it is disturbing to learn that work on 94 Gazetteers has not yet been taken up. 124 Gazetteers are stated to be in different stages of preparation. An idea of the expenditure on these Gazetteers can be had from the fact that in 1958 the cost of one District Gazetteer was estimated to be Rs. 12,000, 40 percent of which was to be met by the Central Government. At present the Central Government meet the entire expenditure subject to a ceiling of Rs. 60,000. Grants paid upto 1969-70 for 134 District Gazetteers aggregated to Rs. 20.97 lakhs and the anticipated liability of the Central Government for the remaining 203 District Gazetteers calculated on the basis of rates effective from 1969-70 was estimated to be Rs. 121.80 lakhs. It is obvious that any further delay in the preparation of the District Gazetteers will almost certainly push up the total expenditure still further. Now that the entire expenditure is borne by the Central Government, the Committee consider that it should be their responsibility to see that the work is completed within at most the next two years.

1.93. Even though all the Union Territories have their own units engaged on the work relating to the Gazetteers, no appreciable progress has been achieved. It appears that in most cases the work has not yet been taken up at all. The revision of the Gazetteers for the Union Territory of Delhi affords a typical instance of lack of planning in the execution of the work. The question of revision of the Gazetteer was first taken up in 1958 and upto 1968 "no less than 12 editors changed hands before a whole-time editor was appointed". Further, out of the 17 chapters proposed to be included

in the Gazetteer only two chapters have so far been published. The other chapters are in different stages of preparation.

1.94. From the foregoing it is clear that the scheme has not been implemented properly and with any regard to time and expenditure. The Central Gazetteers Unit has woefully failed both in its work of finalising Central Volumes and in coordinating the work of the State Units. The unit, which is a temporary establishment set up to last for only five years, has perpetuated itself for over 15 years now and will certainly continue to be in existence for another few years. The expenditure incurred on this unit since its inception is about Rs. 23 lakhs. The Committee desire that the working of this unit should be thoroughly investigated with a view to identifying the deficiencies and fixing responsibility.

1.95. The Committee note that the Central Gazetteer Unit was also entrusted with the compilation of the publication "Who's Who of Indian Martyrs". The Editor, Central Gazetteer Unit as also some editors in the State Units were paid a monthly honorarium of Rs. 300 each for the work done by them in connection with the preparation of "Who's Who". The Editor, Central Gazetteer Unit, has been getting this honorarium since December, 1960 when the scheme for compilation of the publication was taken up. The Committee do not appreciate the idea of paying on a continuous basis a substantial amount in the form of honorarium. In the present case there does not seem to be any justification for payment of honoraria particularly in view of the fact that the main work of the Central Gazetteer Unit has been done very leisurely.

1.96. Incidentally the Committee find that out of 5,000 copies of the publication "Who's Who of Indian Martyrs" only 369 copies were sold apart from 329 copies distributed free. It appears that the sale price of Rs. 26 per copy of the publication was arbitrarily fixed without taking into account the total expenditure incurred on compilation and printing of the book. This aspect also needs to be looked into for laying down sound pricing policies for the future.

National Institute of Physical Education and Sports
Audit Paragraph

1.97. Government established the Lakshmi Bai College of Physical Education, Gwalior, in August, 1957. The institute is managed by the 'Society for the National Institutes of Physical Education and Sports' which is a registered body under the Societies Registration Act, XXI of 1860. The College was established with the object of producing highly qualified leaders in the field of physical education, sports and recreation. It is affiliated to the Jiwaji University,

Gwalior (Vikram University prior to 1965). The College offers a three-year course leading to the degree of Bachelor of Physical Education. In 1965 a two year post-graduate course was also introduced for the degree of Master of Physical Education.

1.98. The institute is financed by Government through grants paid on cent. per cent. basis. Rs. 145.99 lakhs were paid as grant to this institute upto 1970-71 as detailed below:—

Year	Recurring	Non-recurring
	(Lakhs of rupees)	
Upto 1968-69	48.51	78.70
1969-70	7.00	1.50
1970-71	7.00	3.28
TOTAL	62.51	83.48

1.99. The expenditure incurred by the institute during 1968-69 to 1970-71 was broadly as follows:—

	1968-69	1969-70	1970-71
	(Lakhs of rupees)		
Salaries and allowances of Staff.	4.66	5.18	15.05
Mess expenses	2.07	1.97	2.18
Buildings	2.10	0.58	1.50
Furniture and equipment	0.67	0.88	0.80
Other expenses	2.87	2.27	2.95
TOTAL	12.37	10.88	12.48

(i) *Intake capacity and teacher-pupil ratio*

1.100. During the four years ending 31st March, 1971 the intake of students for the two courses was far below the available number of seats. The prescribed seating capacity in the degree course was 300 students, but seats ranging from 96 to 112 remained vacant. In the case of the Master's degree the vacancies varied from 8 to 11 against enrolment capacity of 30.

1.101. During the years 1969-70 and 1970-71, the teacher-pupil ratio for the two courses was as under:—

	Degree course	Post graduate course
1969-70	1:9	1:3.5
1970-71	1:9.6	1:3.2

1.102. The per capita recurring expenditure on training was Rs. 4,341 and Rs. 4,606 during 1969-70 and 1970-71 respectively.

(ii) *Under-utilisation of hostel accommodation*

1.103. The college is fully residential and has four hostels (3 for men and 1 for women) constructed at a cost of about Rs. 14.38 lakhs during 1961-63. The seating capacity in the hostels for men is 225 and that of women's hostel 75. The extent of utilisation of these hostels during the four years ending 31-3-1971 was as under:—

	Students residing		Vacant seats	
	Men	Women	Men	Women
1967-68	156	66	69	9
1968-69	153	57	72	18
1969-70	169	54	56	21
1970-71	182	39	43	36

1.104. The Ministry stated (November 1971) that as an immediate measure to utilise the vacant enrolment capacity and hostel accommodation, the College started with effect from 1971-72 a Master's degree in Recreation with an intake capacity of 15 to begin with. Out of 30 applications received, however, only 7 could be admitted for the first M.A. (Recreation) 'Previous' course, but it was expected that with wider publicity enrolment would improve in coming years.

1.105. In view of its record as brought out in the foregoing, the future of the College may need consideration.

[Paragraph 48 of the Report of C. & A.G. for the year 1970-71]

1.106. The Society for the National Institutes of Physical Education and Sports (S.N.I.P.E.S.)—a combined Board of Governors for the two national institutes of Physical Education and Sports viz. the Lakshmbai National College of Physical Education (Gwallior) and the National Institute of Sports (Patiala)—was established in 1965.

1.107. The Lakshmbai College of Physical Education was founded in 1957 and the National Institute of Sports, Patiala, was established in 1961. The Committee wanted to know whether any assessment was made before starting the second one in view of the fact that both offer degree courses. The Joint Secretary, Ministry of Education deposed during evidence: "We would not call it a degree course in the same way as that of a university. It has not yet been

recognised by the Indian universities though it is recognised outside. The National Institute of Sports awards its own diplomas. But the assessment was not necessary for founding the Sports Institute because it has a different aspect. Here coaching is given in various games. They also train our national teams which participate in international events. These are the main functions."

1.108. The Committee wanted to know how the course run at Gwalior was different from the course at the States' level, the witness stated: "They run a diploma course for one year. This is higher research in physical education in all its aspects."

1.109. The Committee were informed during evidence that there were two other colleges in the country which offered degree course in physical education. One was at Patiala run by the Punjab Government affiliated to the Punjab University and the other was at Amarvati, a private college affiliated to the Nagpur University. The number of students at Patiala was 50 and at Amarvati it was 30.

1.110. Asked whether any aid was given by Government to these colleges, the witness stated: "No. But the college is receiving grants from UGC like other colleges."

1.111. On being pointed out that no grant was paid to the college at Amarvati whereas the Institute at Gwalior was being financed by Government on cent per cent basis although it had always been short of students, the witness explained: "Our aim is that it will lay down a model syllabus and do higher research as a university faculty. There are instances where there may not be many students but we cannot close down that particular faculty. It is from that consideration that it is being run by the Government of India. Otherwise, we could have paid this money through the UGC and the faculty would have been running. Our aim is that this institution will lay down a model syllabus and give a national direction in this field. That is the main purpose."

1.112. Giving details of research programme of the College, the Principal, Lakshmibai College stated: "In a very small way we have started research programmes at the college as well. Two of them have written books on sports and we hope that, in course of time, we would develop this research area still better. We had, for example, one research project on yoga. A yoga cell was established and the claims made for various asanas were collected. Ultimately, it is our hope that we would examine these claims physiologically and psychologically and continue in this area as well."

1.113. The Committee referred to para 2 of the Report of Review Committee, 1961 which inter-alia reads "The college was established in 1957 as a National Institute in the field of Physical Education, with the object of training competent personnel to be in charge of physical education in various educational and other institutions' and enquired how many students from each State were admitted to this college. The witness stated: "In the first degree course, Manipur 1; Andhra Pradesh 1; Gujarat 3; Himachal Pradesh 2; Jammu & Kashmir 3; Laccadives 1; Madhya Pradesh 17...."

1.114. Offering an explanation for lesser number of students being sponsored by State Governments, the witness observed: "We invited all State Governments and universities to give us a five-year forecast of the admission requirement. On that basis, a programme was drawn and it came upto 100. But the promised requirements were not fulfilled by them due to various reasons. One of the reasons was the political planning that took place over the academic planning when it was decided to cut down all Centrally-sponsored schemes and bring them under the State sector. In the Second Plan we had an allocation for physical education to the extent of Rs. 75 lakhs. In the Third Plan it was Rs. 97|- lakhs. After the Centrally-sponsored schemes were taken away from the Central sector, we have a budget provision of Rs. 43 lakhs. This explains why there has been a decline in our budgetary provision. Although at the national level we feel that there is a great need for improving the physical standard of the average citizen, for a variety of reasons the States do not feel so. They always found themselves short of funds. That explains why the promised thing never came."

1.115. As regards coordination between the Lakshmi Bai College and the State Education Departments and the functions, the college discharges to help various states, the witness went on to say: "We discharge certain functions to help various States and also carry out some of the schemes that are sponsored by the Ministry of Education. Now, with regard to State Education Departments, we have very close relationship as far as sponsoring of their candidates and institution of scholarship of the States' candidates at the college are concerned. It is gratifying to know that a number of States have instituted scholarships at the college for students coming from other States. When our students pass out, they also work in various States and the college keeps in touch with these States continuously. We have established our old student associations in important cities where there are a large number of our graduates. One each is in Delhi, Jaipur, Bangalore and Bombay. This serves as a nucleus to develop contacts with educational authorities in the cities and also takes up professional matters with the Education Departments.

The college serves another very important role that is to create a nation-wide impact upon the programme of physical education on the whole nation. It organizes very important seminars at the college. During this year, very recently, we had organised a seminar on behalf of the UGC at which a curriculum on physical education for University students has been developed and adopted. Another seminar that was held on behalf of the Ministry was for the Principals of Colleges of Physical Education. Here again, a curriculum proposed by a workshop held at the college was considered by the Principals of Colleges of Physical Education. Now, we are conducting for the whole country the National Physical Efficiency Drive. This responsibility has been handed over to us by the Ministry. We are conducting a National Prize Competition for published literature in physical education, sports etc. Our staff give lectures on various aspects of physical education."

1.116. According to Audit para seats ranging from 96 to 112 remained vacant against 300 students in the degree course and in the case of Master's Degree the vacancies varied from 8 to 11 against enrolment capacity of 30. The Committee enquired whether the question of shortfall in admissions was ever considered by Government or the Governing Body of the Society. The Joint Secretary stated: "Yes. They had taken due note of it and made some recommendations. One recommendation is reduction of fees or abolition of fees as in the colleges of education. We are still considering that recommendation. No final decision has been taken yet." The witness added: "It is true that Board of Governors have made this suggestion. But in the Ministry of Education it will take a little time to accept this suggestion about the surrender of this fee which is fairly substantial."

1.117. In a note, the Ministry stated: "The proposals regarding reduction or abolition of the tuition fee at the Lakshmbai National College of Physical Education in order to attract more admissions, is still under consideration. Meantime during 1972-73 the Institution had full admissions even on existing rates of fees as seen from the table below, except in regard to the MA Recreation which is a new course:—

Course	Intake Capacity	No. Admitted
BPE (I Year)	100	129
MPE (I Year)	15	21
M.A. (Recreation I Year)	15	6

1.118. The Committee pointed out that as per Audit para while the number of male students had gone up, the number of female students had been coming down steadily viz. from 66 in 1967-68 to 57 in 1968-69, 54 in 1969-70 and 39 in 1970-71. The Committee desired to know the reasons for this decrease. The Principal of the College stated that "one reason was that parents were reluctant to send their daughters far away to Gwalior. In the majority of colleges in the country there was one year's course. People wanted quick qualification. Even if they got a diploma in one year, they preferred it, because the cost was less."

1.119. Explaining further, the witness went on to say: "We have several old students' associations in important cities. I have met them personally, including lady teachers and discussed this. They say that the course is too long and that the girls are not willing. Unless they are highly motivated, they prefer one year's course."

1.120. Replying to a question whether in order to attract more women students Government would consider giving scholarships of Rs. 100 or 200, the witness stated: "We shall examine this point."

1.121. The Committee then drew attention of the witness to the fact that poor employment opportunities was, perhaps, the main reason why good students were not being attracted to a career of physical education and enquired to what extent the College had been able to establish close relation with the Army Authorities, the State Governments, the National Fitness Corps and other public sector projects where they have schools and have ample scope for employment of products of this College. The representative of the Ministry stated: "These are two very important points and we will deal with them separately. As far as Physical Education by itself is concerned, it is a State subject. As I have already mentioned, for the schools, we have laid down national norms, but it is upto the State Education Authorities to create posts. If they create posts, then automatically our graduates will go. When you mentioned about the National Fitness Corps, the Government of India was spending Rs. 1-1/2 crores per year for posting 7000 physical education teachers in the schools. We have been telling the State Governments to kindly create vacancies and take them over and it took 12 years when they gave the guarantee on our assuring that we will pay for them till they last. The priority given by the States in their planning of physical education ranks very low as yet. Because in the schools the academic students are already based with a lot of books to study and the physical education is a sort of extra curricular activities. In the Central Advisory Board of Education, these matters were taken up. But the paucity of

funds in the States have not enabled them to get posts of requisite number of physical education teachers created. The Army has its own education arrangement. That is why there is no liaison with the Army training centres for the purpose of improving and helping the physical education at those centres. If the Army wants to conduct any specialized training programme, our staff is available."

1.122. Elaborating the measures contemplated to improve the situation, the witness added: "I do not see any immediate prospect of the position improving unless we take the measures that we are contemplating i.e. finance to an extent for the appointment of physical education teachers at the university level from the UGC and from the State Governments for the schools."

1.123. Asked whether any study of the employment of those who had passed out of the College had been made and whether all the products of this Institute had been employed, the Ministry, in a note, stated: "A study of the employment of those who had passed out of the College was made about 4 years ago through a questionnaire. Students who pass out each year are also advised to write to the College in case they remain unemployed. It is felt that most of the students who have passed out of the institution are employed as Physical Education teachers in Schools, Directors of Physical Education in universities and colleges and as Lecturers of Physical Education in Training Institutions. The students coming from Kerala find some difficulties in finding jobs in that State."

1.124. With regard to employment position of those who had passed from the National Institute of Sports, Patiala, the witness went on to say: "...The coaching has picked up because the UGC pays 75 per cent grant if the coaches are employed by the University. Therefore, we also pay similar amounts to the States Sports Councils. There is no unemployment among the sports coaches."

1.125. Master's Degree Course in recreation was started from 1971-72. Seven students were admitted against intake capacity of 15. The Ministry intimated that six students were admitted to this course during 1972-73.

1.126. The Committee enquired what were the employment opportunities available for post-graduates in recreation. The Principal, Lakshmibai College state: "Because of our increasing standard of living, affluence will come to this country when recreation will be a growing need. The welfare officers in the industries are the persons who are expected to look after the welfare of labour. Unfortunately, they do not have a programme for recreation. They know only the labour laws. If a welfare officer has a recreation programme that will take into consideration the whole gamut

of activities like sports, dance, drama, music, hobbies and so on and develop these so that the labour is creatively engaged. Then the major problems of labour unrest in industries will be solved. There will be growing employment opportunities not only in industries but also in clubs, *yuvak kendras*, *bal bhavans* youth centres etc."

1.127. To a query the witness stated that they teach labour laws also in this course. There is one paper in industrial recreation in which all the aspects are included.

1.128. In a written note furnished by the Ministry subsequently, the Committee were further informed that "it is hoped that these persons will find employment in public and private sector industries as Welfare|Sports-cum-Recreation Officers; as Supervisors of Recreation in Municipal Corporations; as Deans of Student Welfare in Universities; as Directors of Camping and Out-door Education; and in Youth Welfare Organisations such as Bal Bhavans, ~~Nehru~~ Yuvak Kendras, etc."

1.129. The Committee desired to know the extent of actual utilisation of the hostel accommodation during 1971-72. The Ministry in a note stated:

"The existing hostel accommodation provides for 300 students i.e. 225 men students and 75 women students. As against these there were 253 students in all i.e. 216 men students and 37 Women students in the College hostels during 1971-72.

1.130. In 1972-73 with the admission of 140 students to the B.P.E. (I year), as against 100 seats, the total student strength at the College has gone up to 328 as against the total capacity of 300 of the College hostels."

1.131. The Audit para stated that the student-teacher ratio in the College during 1969-70 and 1970-71 was:

	Degree	Post Graduate
1969-70	1:9	1:3.5
1970-71	1:6	1:3.2

1.132. During evidence, the Principal, Lakshmibai College stated that the standard rule about student teacher ratio in training colleges was 1:10 but conceded that "this ratio is not maintained. It is generally 1:20. In some colleges it is perhaps even higher."

1.133. The per capita recurring expenditure on training for the year 1969-70 was Rs. 4341 and for 1970-71 it was Rs. 4606. The 507 (Aii) LS—4.

representative of the Ministry gave the figure for 1971-72 as under: "On the basis of the 1971-72 figures, we have calculated the cost. As already reported in the Audit para, if you go by the overall total expenditure, it comes to Rs. 4212. But if you go by the Government expenditure alone, it comes to Rs. 2767."

1.134. Asked whether Government was satisfied with these figures, the witness added: "We have to take into account the nature of the institution. In this case, if you take the teaching cost alone i.e. the cost of maintaining the 25 members of academic staff, it would come to Rs. 1130, and then if you compare it with cost in other similar teaching institutions, it would be found to be reasonable. That is the *per capita* cost. So, we find that the high expenditure is mainly due to the large administrative staff. Whether the rate is high or not will stand or fall on the justification for the administrative and Class IV staff. That is the first submission I would like to make. My second submission is that, in addition to its activity on the training of students as an educational institution, the Institute also undertakes other programmes like short refresher courses, seminars, and camps and other such activities which I am sure the Director will be in a better position to explain in detail. But that is not the main argument because all educational institutions should undertake such projects in addition to their normal duties. My main argument would be like this. The cost is high because—mainly because—of the Class IV staff and the administrative staff and they are required in view of the large campus and buildings which have to be maintained."

1.135. The Committee then enquired whether *per capita* cost comparison between this College and similar other institutions in the country was ever made. The Joint Secretary replied in the negative and added: "I would like to submit one thing for your consideration. We shall certainly make this study as you have suggested. But just before we came here, we had a study made we have those figures."

1.136. Asked to state the steps taken to reduce the *per capita* cost, the witness deposed: "As I said earlier, the courses that are offered here are entirely different; here we have a degree level course plus a post-graduate course. Some kind of debit will be made of this cost to the social side as well. After all, it is university

faculty. Would you like the university faculty to be judged only on this basis."

1.137. Para 3 of the Review Committee Report for 1960-61 revealed that the total strength of students in the college during that year was 71. As against this, the strength of the teaching staff was 15 and the strength of the Administrative staff (including 36 class IV staff) was 52.

1.138. The Committee regarded the combined strength of teaching and administrative staff as compared to the total strength of students to be on the high side and enquired what steps were being taken to even out this imbalance. The representative of the Ministry stated: "Take up the administrative side. This is a college where adequate facilities of a vast nature exist. It has an area of 150 acres of which 60 acres consists of play-grounds. For maintaining this, and to keep it in a fit and proper condition, a large staff is required. This has no relevance to teaching. The number is very big because there is a big campus and because of the nature of the college itself."

1.139. Referring to the Institute at Patiala, the witness continued. "If you go to Patiala you find an army of Class IV. These are the *malies*, those who maintain gardens play-grounds etc. These are the Class IV servants. This must be a very high number because the nature of the college is such and the facilities it offers."

1.140. The present position of staff (including teaching, administrative and Class IV staff) as given during evidence is as follows:—

Teaching Staff (including 1 Artist and 3 Specialists)	25
Administrative staff (including 1 Administrative Officer)	23
Class IV staff	84
	<hr/>
TOTAL	132

1.141. The Committee referred to the concluding remarks of Audit that in view of its record the future of the College might need consideration and enquired whether Government had considered all aspects of this question and if so, with what result. A note on the Role and Utility of the College' furnished by the Ministry in this regard is reproduced below:

The Lakshmibai National College of Physical Education has a very distinct role to play in the promotion of Physical Education in the country. It was the first institution in the country to start a 3-year Degree Course in Physical Education followed by a 2-year Post-Graduate Degree. Subsequently, a few Universities have also introduced these degree courses, but by and large, most of the physical education institutions in the country still follow a one-year post-school Certificate Course and one-year Post-graduate Diploma Course. In the view of all physical education experts a period of one year is much too short for adequate professional training in physical education. In all progressive countries the training of physical education teachers covers three to four years at the graduation stage. The role of the Lakshmibai National College of Physical Education is to make people conscious of the extensive training required for successful implementation of the programmes of physical education and sports. Unless the basic training in physical education is sound and strong, one can hardly acquire excellency in the field of sports and games. The most important factor why India has not come up in the field of games and sports is the lack of adequate physical education training at various stages. The Lakshmibai National College of Physical Education represents the efforts of the Government to improve the all-round standard of physical education and sports in the country. The main aim of the College, therefore is to produce highly qualified leaders in the field of physical education and sports through intensive professional training spread over three years or more. It is evidence that the quality attained at this College cannot be had in other physical education training institutions of the country where the teacher training programme is still generally restricted to one year.

Besides training leaders for physical education and sports, the College by virtue of its national character, also functions as the store-house for the latest techniques and trends in the field of Physical Education and Sports. The College has accordingly been providing facilities for organising seminars, re-orientation courses, refresher courses etc. for the workers and experts in the field of physical education. The Government and other agencies also look forward to the institution for providing expert guidance on matters relating to physical education and sports.

In view of what has been stated in the preceding paragraphs and if all the suggestions and proposals under consideration at present for improving admissions etc. are implemented, there is no doubt

that the College will overcome all its problems. It will continue to render useful service in the field of Physical Education and Sports and hence in building the character of the youth of the nation.

1.142. In conclusion, the Evaluation Committee (1964) for the Lakshmibai College of Physical Education, Gwalior had stated: "This method of tackling the problem does not seem to be ideal particularly as the students entering physical education colleges not excluding the Lakshmibai College of Physical Education, are not among the brightest. Most of them join this College more or less as a last resort after other attractive avenues are closed to them and because most of their expenses are paid by the College. A large number do not have the maturity and mental equipment required of them in a professional institution of this kind. This raises a vexed question which is too large to be contained within the terms of reference of this Committee. However, as the question is important and will have a bearing on the future of this College in the world of physical education, the Committee would recommend the examination, in all seriousness, of the proposal to introduce physical education as a regular optional subject in the Universities. Such a course might attract good students who after taking their degree could take on school and eventually college jobs on a footing of equality with other teachers."

1.143. The Lakshmibai National College of Physical Education was the first of its kind to be started in the country. It is entirely financed by the Central Government. The Committee feel that because of its national character, special efforts should have been made to attract students from all parts of the country. At present it appears that the students are largely from Madhya Pradesh State in which the college is located. This imbalance should be corrected. As response from other State Governments in sponsoring students is stated to be not encouraging, the Ministry of Education should take up the matter with the State Governments and offer such reasonable incentives and facilities as would induce students from other States to join this institution.

1.144. The Committee further feel that unless enough employment opportunities are available for the persons turned out of this college it will be difficult to sustain even the present level of admissions. Because of this, as pointed out by an Evaluation Committee (1964), bright students do not enter the college. The Ministry should study

this question and take steps to ensure that physical education as a career is made attractive.

1.145. The number of women students had come down steadily from 66 in 1967-68 to 37 in 1971-72. This is disappointing. The Committee suggest that an effort to improve their enrolment should be made by offering suitable concessions to them.

1.146. The per capita expenditure on training was Rs. 4606 during 1970-71 which came down to Rs. 4212 during 1971-72. The Committee consider this to be too high. The teacher pupil ratio was 1:9.6 for the Degree course and 1:3.2 for the Post-graduate course. The position in this regard in the physical education colleges at Patiala and Amarvathi should be studied. While the Committee trust that the position would improve to some extent with increased admissions in the coming years, they see no justification for employment of as many as 84 Class IV servants in this institution. The percentage of Class IV staff to total staff is 63.6 which can, by any standard, be described as excessively high. There should be a progressive reduction of their strength.

Production and Publication of standard books in Indian languages

Audit Paragraph

1.147. In 1959 Government started a scheme for preparation of suitable books in Hindi and translation of standard works into that language to ensure an adequate supply of standard university books. In 1960 the scheme was extended to include production of books in or translation into regional languages.

1.148. The scheme was implemented under the aegis of the Standing Commission for Scientific and Technical Terminology through translating agencies|book production cells opened in universities and other institutions.

1.149. (ii) *Financial Assistance*—The entire expenditure on translation|production and publication of selected books was met by Government, but if the selected titles were suggested by agencies/cells only 50 per cent of the expenditure was shared by Government. During 1961-62 to 1968-69 Rs. 45.36 lakhs were paid as grants to 47

agencies|book production cells. The following table shows the progress made upto the end of 1968-69:—

Language	No of books allotted		No. of books published		No. of books in press	No. of Books with-drawn		
	Original	Transla-tion	Original	Transla-tion				
Hindi	52	398	459	3	111	114	65	19
Regional languages	35	120	155	9	20	29	22	16

1.150. Out of 143 titles published at a cost of Rs. 36.48 lakhs, only 31 titles had been prescribed as text books in 16 universities upto 31st October 1970. Three universities reported that books produced under the scheme could not be prescribed, as they had not adopted regional language as medium of instruction.

1.151. (iii) *Delay in completion of works*—The rights of translation were obtained by the translating cells under an agreement stipulating payment of royalty to the proprietors of the books. The Commission was to get the books translated and published within 5 years, the period allowed by the proprietors of the books. A test-check disclosed that on 30th November 1969 production of 154 books by 29 of the translating agencies could not be completed even after

delays ranging from about 12 months to more than 49 months beyond the stipulated period of five years as shown below:—

Period of delay beyond five years	No. of incomplete books
Less than 12 months	27
13 to 24 months	63
25 to 36 months	61
37 to 48 months	1
49 months and more	2
TOTAL	154

1.152. It was stated by the Commission in October 1970 that in a few cases the translations could not be published by the scheduled dates and that in these cases (except one for which a royalty of Rs. 1050 had been paid) the proprietors had extended the last date of publication upto 1st January, 1971 and that attempts were being made to publish the books by this date.

1.153. Two translating agencies (at Banaras and Bhopal) were paid Rs. 6.01 lakhs as grants as shown below:—

Location of the agency	Year	Amount (Rs. in lakhs)
Banaras	1961-62	0.05
	1963-64	0.49
	1964-65	0.69
	1966-67	3.50
	1967-68	0.38
Bhopal	1964-65	0.40
	1968-69	0.50
		6.01

1.154. Out of 75 books (Banaras 69 and Bhopal 6) allotted to these agencies, 27 books (Banaras 26 and Bhopal one) have been printed by these agencies and 19 books (Banaras 18 and Bhopal one) have not been taken up (October 1970).

1.155. (iv) *Slow progress of sale of books published*—In July 1963, a translation cell started functioning in Delhi University. Rs. 7.46 lakhs were paid to it during July 1963 to March 1969. Out of 16 books translated by it up to June 1969, 14 books were published and 2 were in the press (October 1970). The cost of translation per page worked out to Rs. 23.50.

1.156. The progress of sale of copies of 9 books printed upto 1967 was slow as shown below (position as on 31st October 1969) :—

Name of publication	Year of publication	Copies printed	Complimentary copies	Copies sold	Balance in hand	Cost of copies lying un-sold exclusive of royalty and over head charges	Percentage of un-sold copies
Dynamics Part I	1964	3,000	251	202	2,547	9,280	85%
Do. Part II	1965	3,000	250	197	2,553	11,220	85%
Integral Calculus	1966	3,000	244	300	2,456	9,030	82%
Differential Calculus	1966	3,000	190	300	2,510	10,750	84%
Studies on the Structure and development of vertebrates Vol. I.	1966	2,850	189	263	2,398	20,190	84%
Do. Vol. II	1967	2,987	178	216	2,593	14,880	87%
The invertebrates Vol. I.	1967	3,000	177	216	2,607	21,110	87%
Greek Political Theory	1967	2,990	175	19	2,796	15,115	93%
Foundations of India's Foreign Policy	1967	2,969	179	10	2,780	9,845	93%
		26,796	1,833	1,723	23,240	1,21,420	

1.157. For poor sale the main reason given was that the books were of post-graduate standards and that the University had not adopted Hindi as medium of instruction at that level.

1.158. (v) *Inadequate performance*—(a) The Research Institute of Ancient Scientific Studies, New Delhi, which had been approved as translating agency was paid Rs. 32,604 in 1967-68 for translation of 5 books. An inspection of the institution disclosed that there was hardly any staff, academic or non-academic, employed by it and Government came to the conclusion that it had been set up “merely... with the idea of getting assistance from the Central and State Governments under different schemes” and that they should not have “anything to do in future with the Institution”. Two of the titles allotted to it were cancelled; the remaining three have not been published. Audited accounts for the expenditure of Rs. 23,985 are awaited by the Department (October 1970).

(b) In 1965 the Commission for Scientific and Technical Terminology reviewed 300 books (selected by a Committee in 1958 for translation) and found 13 books unsuitable for translation. The agreements for translation of 2 of these titles were cancelled without financial repercussions, while, for 1 title, the infructuous expenditure of Rs. 4570 was written off in February 1969. Expenditure on payment of royalty for the other 10 titles was Rs. 0.27 lakhs.

1.159. (vi) *Utilisation certificates*—Out of grants totalling Rs. 45.36 lakhs paid to 47 institutions during the period 1961-62 to 1968-69, utilisation certificates for Rs. 17.80 lakhs, are awaited (November 1969) as shown below:—

Period	No. of Utilisation Certificates awaited	Amount
		(Rupees in lakhs)
1961-62 to 1965-66	27	2.31
1966-67	17	2.63
1967-68	18	6.22
1968-69	11	6.64
	73	17.80

1.160. It was stated in October 1970 that utilisation certificates for Rs. 3. 62 lakhs more had been received.

[Paragraph 27 of the Report of the C. & A. G. for the year 1969-70].

1.161. During the course of the evidence, the Joint Secretary, Ministry of Education and Social Welfare informed the Committee that, with the concurrence of the Ministry of Finance and Planning Commission, Rs. 35 lakhs were allocated for preparation of suitable books in Indian languages and translation of standard works into these languages to ensure adequate supply of standard University books. There was no estimated cost of the scheme because it was a promotional venture.

1.162. Explaining the procedure followed in the selection of books for translation or for original work, the witness stated: "In 1958, first of all we addressed communications to Registrars of all Universities to let us have a list of books which they have recommended for study at the first degree class as well as in the post-graduate. The Commission of Scientific Terminology was asked to prepare terminologies for all subjects started in the Universities as well as in other technical and specialised institutions. Therefore it was necessary to get those recommended books, scan them and decide which are the words for which terminology has to be worked out. We have got a list of this."

1.163. The witness further added: "From quite a good number of Universities we got them. They were prepared from the statistics and list of recommended books centrally as well. We have got this list. Heads of Departments of Universities who comprised the Expert Committee went through this list of books."

1.164. The Committee drew the attention of the witness to the fact that the Commission for Scientific and Technical Terminology reviewed in 1965, 300 books selected by a Committee in 1968 for translation and withdrew certain number of books causing infructuous expenditure in the case of one title to the extent of Rs. 4,570 and payment of royalty in the case of some others to the tune of Rs. 0.27 lakhs. On being asked the reasons for delay in reviewing the selected books and consequent withdrawal of some books the witness stated: "There are reasons for it. Take for example, the book called Samuelson's Economic. If you had chosen it for transla-

tion for the third edition, there is now the eighth edition available. When an edition is subject to review at a particular point of time, they almost get out of date. Mainly, we have been asking university professors themselves to review this. The Committee which rejected this is not the same Committee. There have been a number of cross-checks. That has been happening almost all the time."

1.165. The witness further added: "This is the normal trade practice. Even the private publishing houses who take up these ventures, after a year, if they know that there is new edition coming, the first edition will be abandoned."

1.166. In reply to another query the witness stated: "For the new edition to be established, it takes time. By the time we get the information, the book gets a year old. We must allow two to three years for the book to be established. If the books are being sold in large numbers, you know that the book is well established. I would not defend that six years is the limit that is required. It could have been done in four years. But it has just happened so."

1.167. During 1961-62 to 1968-69 Rs. 45.36 lakhs were paid as grant to 47 agencies or production cells. The position in this regard upto the end of 1971-72 including the break-up of the amount in respect of Hindi and Regional languages as furnished by the Ministry is as under:

	Rs.
Translating Agencies (Hindi)	46,31,853.56
Translating Agencies (Regional languages)	4,75,373.29
TOTAL :	51,07,226.85

1.168. The Ministry informed the Committee that no grants were sanctioned to translating agencies (Hindi) beyond 1968-69 under this scheme except to two cells at Banaras Hindu University and Delhi University to enable them to meet past commitments made thereunder. These grants were given in 1969-70 and no grant under the scheme has been given since. Similarly no grants were released in favour of agencies for Regional languages except to Karnatak University for Kanada language during 1971-72 to enable it to meet its previous commitments.

1.169. The following table indicates the progress made upto the end of 1971-72 in respect of publications of books in Hindi and regional languages:—

Language	No. of Books allotted		No. of Book published		No. of Books in Press	No. of Books withdrawn
	original	Translation	original	Translation		
Hindi	52	398	450	19	139	51
Regional Languages	35	120	155	11	43	22
	87	518	605	30	182	73

1.170. The Committee pointed out that out of 605 books allotted (original or for translation) only 187 (30 per cent) had been published and 73 were in press. Explaining the reasons for delay in publication of these books and the arrangements made for getting the remaining books printed, the Ministry of Education informed the Committee: "It is true that there has been delay in getting the books printed and the books have been with the presses for pretty long. This has been so for various reasons for example, difficulty in procuring printing paper, non-availability of suitable types and transfer of work from agencies to the State Boards and Grants Akademies. Out of the above 73 books, 3 have since been published. State Boards Granth Akademies are expected to oversee the printing of these books."

1.171. The Ministry further stated: "The scheme under review has not been continued in the Fourth Plan and the unfinished work has been passed on to the various State Boards and Hindi Granth Akademies established in the various States. The unfinished work is expected to be brought to a close by the end of the Fourth Plan. So far 72 books have been withdrawn. They were withdrawn because either the translation rights as stated above were not available or books became outdated by lapse of time."

1.172. It was pointed out that production of 154 books by 29 of the translating agencies could not be completed till the 30th November, 1969 even after delays ranging from about 12 months to more than 49 months beyond the stipulated period of five years. Giving the reasons for delay, the representative of the Ministry stated: "Five years was absolutely a notional period. Let me explain it. There were numerous difficulties in getting the translations done. First of all, when we got a book from the university list, we knew the name of the book and the name of the author, but we did not know the name of the printer. We had to classify the British and American books. Mainly they were British. For technical books, they were American. We had to negotiate the copyright. We were not wielding the big stick then to tell them that "if you do not do it, we will get out of this." They were not accustomed to that kind of thing. They took two years for negotiation of the copyright. First of all, they asked us to go through the private channels. We said that we would not go through the private channels. There were enormous difficulties which were later resolved. When we come to the other paragraph we will see what has been achieved so far. This is the second difficulty.

1.173. When we criticise this, let us also understand one thing. This money is being pumped for Indian language translation in my own market and not the market of the foreign publishers. But they insisted that if we do not translate the work within five years the copyright would be terminated. The five years is not related to the actual period, but we had to accept that periods because unless we accepted it, there was no copyright available. Five years was not a stipulation that the Government of India made. But the period was forced on us by the private foreign publishers. Let us make that absolutely clear. That is why we said that within five years let us make an attempt to publish it. There were a number of difficulties, but we were trying to settle down on five years. It related only to copyright. We did not take into account the supply of

paper; the conditions of the binderies; the question whether the books could be written within that time and whether translations were available etc. There was only one thing, and that was copy right, and it was dictated by the foreign publishers."

1.174. In reply to another question whether some assessment of the practical aspect of the matter was made by the Ministry when they had accepted the responsibility for publishing so many books, and had accepted the five years limit, the representative of the Ministry explained:

"If you talk on the basis of number the production of 300 books by 86 universities should present no difficulty at all. If it was less, you would have accused us of miscalculation. It is possible. But the main difficulty lay somewhere else. Besides the question of 300 books the fact is that our book industry, the book trade, has been selling only British books and has not made any progress in Indian writings. This was the first attempt we made. The professors get a lot of money by way of setting papers, examinership etc., besides their salaries. So, it is difficult to persuade them to take this up as spare time activity. They are also busy going from one university to another for examining, interviewing and so on. This has the lowest priority with them."

1.175. The scheme for preparation of suitable books in Indian languages and translation of standard works into these languages to ensure adequate supply of standard university books was started in 1959. The scheme was implemented under the aegis of the Standing Commission for Scientific and Technical Terminology through translating agencies and Book Production Cells opened in universities and other institutions. No estimates of the cost of the scheme were prepared as it was stated to be a promotional venture. No time-bound programme appears to have been laid down for the implementation of the scheme. The progress made in publishing the books in Hindi and other regional languages upto the end of 1971-72 has been that out of the total 450 Hindi books allotted for translation or as original work, only 139 have been published, 51 are stated to be in press and 19 have been withdrawn. Thus, 241 Hindi books still remain to be sent to press. Similarly, out of the total 155 books allotted for translation or as original work in other languages, only 48 have been published, 22 are stated to be in the press and 53 have been withdrawn, leaving 32 books yet to be sent to press. The

Committee cannot congratulate the Ministry on the Zeal and diligence with which this scheme has been sought to be implemented. Even after paying Rs. 51,07,227 to various translating agencies upto the end of 1971-72 more than half of the total number of books allotted i.e. 241 (Hindi) and 32 (other Regional Languages) remain to be sent to the press. It is difficult to resist the conclusion that the financial implications of the scheme has been noone's concern. The Ministry should examine the entire scheme with a view to ensuring that further expenditure is kept to a minimum.

1.176. Initially 300 titles for translation were selected in 1958 but later on when the scheme came into operation, these titles were reviewed by the Commission for Scientific and Technical Terminology in 1965. As a consequence of this review, some books were found unsuitable for translation and with-drawn. The Committee regret to note that the inordinate delay of about six years in placing the books before the Commission for review after the Scheme came into operation has resulted in infructuous expenditure to the tune of Rs. 31.570.

1.177. The Ministry informed the Committee that all the 31 titles which had been recommended in the University syllabi were Hindi books. No regional language book had been prescribed or recommended in any of the Universities. As regards remaining 112 titles the State Boards and Akademies had been requested to use their good offices for getting these titles recommended in the various Universities.

1.178. While noting that out of 143 titles published up to 1968-69, only 31 had been prescribed as text-books, up to October 1970, the Committee asked the Ministry whether it had been ensured that the value of the books already published and those in the process of translation/publication had been reduced, particularly in view of the rapid growth of knowledge. The Ministry in a written reply stated: "The question of ensuring suitability of books which have not been published so far is under active consideration. Expert opinion is being obtained to judge their suitability before sending them to the Press. In respect of those books which are already in press, publication has to be undertaken. Whenever a foreign book is selected for translation, it takes nearly two years to bring out the finished product. This is on account of various reasons explained from time to time time, namely (i) the long time which university professors take in translation; (ii) their lack of familiarity with the newly evolved technical terminology in Hindi and (iii) time consuming process of vetting, preparation of manuscript, designs etc But the time, a translation is through press, new editions

are often brought into the market by foreign publishers. As such, we, under the present circumstances, cannot keep pace with the foreign market and the only alternative seems to be to either publish supplementary material to bring the book up-to-date or undertake retranslation of the latest edition after the sale of the printed books. The question of rapid growth of knowledge and use of foreign textbooks pose unavoidable facts. Efforts are, however, being made to find the best possible solutions.

1.179. The university courses are also not keeping pace with the growth of knowledge itself. Most of the university syllabi reflect an academic position far behind the latest organisation of the subject. Their syllabi provide ample evidence to prove this statement. In spite of this, we are taking every care to see that the books are properly scrutinised and evaluated before being sent to press."

1.180. On being enquired as to the reasons for not prescribing the titles which have already been published, the Ministry, in a written reply, informed the Committee: "The subjects in which titles have been published but have not yet been recommended are Engineering, Agriculture, Sociology, Political Science, Botany, Mathematics, Philosophy, Physics, Psychology, Education, Law, Geography, Zoology and Medicine.

1.181. The principal reason for not recommending these titles in the universities is that these books are mainly suitable for post-graduate studies where as the medium of instruction in different universities still continues to be English. Also since some of these titles are purely reference books, the question of such books being prescribed as text-books does not arise. These books are of the requisite standard; most of them are the translations of books in English already being used in the post-graduate classes of Indian universities."

1.182. In reply to another query, the Ministry informed that up to March, 1972, 16 books were produced by the Delhi University. Out of these 9 books were of the post-graduate standard.

1.183. The Ministry further intimated that no general decision was taken that the Delhi University would adopt Hindi as a medium of instruction for the subjects in which the books were being translated by them.

1.184. The information contained in the following table indicate the comparative sale position of 9 out of 16 books produced by the

Delhi University as on 31st October, 1969 and as it emerged on 15th June, 1972:—

Copies printed	Position as on 31-10-1969			Position as on 15-6-1972		
	Copies sold	Balance in hand (excluding 1833 complimentary copies)	Percentage of unsold copies	Copies sold	Balance in hand (excluding 1833 complimentary copies)	Percentage of unsold copies
—						
26796	1723	23240	87%	3902	21061	79%

1.185. It was pointed out to the representative of the Ministry that one of the main reason for poor sale of the books published by the translation cell of the Delhi University was stated to be that the books were of post-graduate standards whereas the University had not adopted Hindi as medium of instruction at that level. Explaining the reasons for getting such books translated and published irrespective of the level of medium of instruction the representative of the Ministry stated: "We agree entirely that writing books should be done in a phased manner. Most of the States have been doing so. The Delhi University switched over to Hindi for the first and second year

1.186. The Delhi University itself said that they would introduce graduate level books and post-graduate level books together. The books they have got are mainly meant for post-graduate students but the serious students at the graduate level also study some of the chapters of those books. It was the academy's decision. They said that it was not a commercial enterprise, that they were interested in carrying out the Parliament's resolution that there should be quicker development of languages. We do not interfere with any decision of the academy."

1.187. During the course of the evidence when it was pointed out that about 85 to 90 per cent of the books published were lying unsold for the last 4 to 5 years, the representative of the Ministry stated: "The position is this. First of all, even in the advanced countries, 80 per cent of the books are lifted by the libraries. Even in U.K. this is the case. We do not give any library grant; the U.G.C. gives a very small amount. Secondly, when you have a large university student population where the students cannot sit in the class rooms, they are content with reading notes. If the notes can make

them pass the examination, naturally they take to them. Many students do not buy books. The third point is our incapacity in the sales organisation. Book marketing is a very specialised subject now. We thought that we would write to the universities and send them copies so that they will buy the books. We did not have the expertise. The sale has increased to such an extent that we have appointed 89 sales agents. We have also got a co-ordinating committee for Hindi-speaking States; for the other States we talk to them individually. We are trying to see whether the books written could be put on the recommended list...."

1.188. The Committee feel that adequate steps have not been taken by the Ministry in utilising the titles already published. It is regrettable that out of 143 titles published till the end of 1968-69, only 31 were prescribed as text-books upto October, 1970. One of the explanations offered by the Ministry is that the books which had already been published are mainly suitable for post-graduate studies whereas the medium of instruction in different universities at post-graduate level still continues to be English. This factor ought surely to have been taken into consideration before the scheme was launched. It is noteworthy that as on 15th June 1972, 79 per cent of the printed copies of 9 Hindi books produced by the Delhi University upto 1967 remained unsold.

1.189. The Committee note that although a coordinating committee for Hindi speaking States has been constituted for promoting the sale of Hindi books but for other States contacts are made individually. The Committee recommend that the feasibility of constituting coordinating committees for other Regional Languages should be examined and action taken accordingly. The Committee would further suggest that both the existing Coordinating Committee and the new ones should be specifically directed to organise their work in such a way that they are able to achieve the maximum results.

1.190. During the course of evidence, when asked about the inadequate performance of the Research Institute of Ancient Scientific Studies, New Delhi, the representative of the Ministry of Education informed the Committee that the Institute had produced some masterpieces which were of immense academic value and that the person who was at the helm of affairs of the Institute had a fairly good command in the academic sphere. The witness further added that the five books were assigned to the Institute for translation on the specific recommendation of two members of the Commission for Scientific and Technical Terminology who had visited the Institute and ascertained the competence of the Institute to undertake the work.

1.191. In reply to further queries during evidence, the representative of the Ministry explained the position as under: "It may be mentioned that the scheme did not make it incumbent on any select agency to employ salaried staff. The Commission allotted five books to the Institute and a sum of Rs. 32,604 was given to the Institute in two instalments of Rs. 5,000 and Rs. 27,604 respectively. Later on, the performance was gone into by the Ministry in 1968, and a decision was taken that once the present assignment allotted to the Institute was completed, neither the Ministry of Education nor the Commission for Scientific and Technical Terminology should have anything to do with the Institution in future. Accordingly, the Institute was instructed to hand over to the Commission the translated manuscripts of the three books completed by it. At that time, the allotment to the remaining books was cancelled. The manuscripts of one book had already been printed and the manuscripts of the remaining two books received by the Institute have since been sent to the various Hindi academies for printing. The Institute has tendered a utilisation certificate for Rs. 29,792.

1.192. About the remedial measures, the Institute was directed to deposit with the Central Government the unspent balance of Rs. 11,810. They have not done it. They have been served with a legal notice on 1-6-1972 in consultation with the Ministry of Law. This is the factual position which tallies with the Audit findings."

1.193. The Committee note that on the recommendation of the two members of the Commission for Scientific and Technical Terminology, the Research Institute of Ancient Scientific Studies, New Delhi was approved as translating agency and was paid Rs. 32,604 in 1967-68 for the translation of five books allocated to it. The performance of the Institute was gone into by the Ministry in 1968 and a decision was taken that once the existing assignment given to the Institute was completed "neither the Ministry of Education nor the Commission for Scientific and Technical Terminology should have anything to do with the institution in future." Accordingly, the Institute was asked to hand over to the Commission the translated manuscripts of the three books completed by it and the allotment of remaining two books was cancelled. It is surprising that although the decision to terminate the assignment was taken as early as 1968, no effective steps were taken to recover Rs. 11,810 which remained outstanding against the Institute. A legal notice is stated to have been served on the Institute on 1st June 1972 only after the presentation of the Audit Report.

1.194. The Committee would like to be informed of the circumstances under which delay in taking effective steps to recover the balance of Rs. 11,810 occurred. The Committee also urge the Ministry to take suitable steps to recover the money.

1.195. The Committee also note that out of the total grants of Rs. 45.36 lakhs paid to 47 Institutions during the period 1961-62 to 1968-69, utilisation certificates for Rs. 3,40,929 were awaited upto the period 1971-72. The Committee would like to be informed of the details of utilisation certificates yet to be received from the respective institutions. The Committee urge the Ministry to take necessary steps to obtain the utilisation certificates from the respective institutions and to recover the unspent balance from them.

Excessive payment of grants

Audit Paragraph

1.196. In March, 1969 Government at the request of the University Grants Commission paid to the latter a grant of Rs. 100 lakhs to meet the financial requirements of the hospitals, attached to the Medical Colleges of Aligarh Muslim and Banaras Hindu Universities, for construction of buildings (Rs. 80 lakhs) and purchase of equipment (Rs. 40 lakhs) during 1968-69 against the overall requirement of Rs. 302 lakhs (Rs. 202 lakhs for buildings and Rs. 100 lakhs for equipment) determined by a committee appointed by the Ministry in August, 1967. The Commission, however, paid to these Universities Rs. 70 lakhs only (Aligarh Rs. 50 lakhs and Banaras Rs. 20 lakhs) in instalments during 1968-69, out of which Rs. 24.51 lakhs remained unspent with the two Universities—Aligarh Rs. 12 lakhs and Banaras Rs. 12.51 lakhs—on 31st March, 1969.

1.197. Although the Commission had in hand Rs. 30 lakhs out of the grant paid by Government in 1968-69 it obtained a further grant (for the same purpose) of Rs. 100 lakhs from Government during 1969-70 out of which Rs. 34.70 lakhs only were paid to these two University in that year. Grant of Rs. 95.30 lakhs was thus prematurely paid and obtained. Rs. 44.53 lakhs were spent by the Universities during 1969-70 leaving an unspent balance of Rs. 14.68 lakhs with them (Aligarh Rs. 7.10 lakhs and Banaras Rs. 7.58 lakhs) on 31st March, 1970.

(Paragraph 28 of the Report of the C.& A.G. for the year 1969-70).

1.198. The Committee have been informed by Audit as follows:—

“Government of India, Ministry of Education, appointed a

Committee in August, 1967 to determine the financial requirement of the hospitals attached to the Medical Colleges of Aligarh Muslim and Banaras Hindu Universities.

1.199. Total requirements of the two Universities were determined by the Committee as Rs. 302 lakhs as detailed below:—

	Rupees in lakhs
<i>Aligarh Muslim University :</i>	
(i) For Building	56
(ii) For equipment	50
TOTAL	<u>106</u>
 <i>Banaras Hindu University</i>	
(i) For essential buildings & Out-patients departments (and for 550 bedded hospital -20 lakhs per year)	30 116
(ii) For equipment	50
TOTAL	<u>196</u>

1.200. Asked whether any time schedule was fixed for progress of work of construction of buildings and procurement of equipment, the Ministry stated: "No time schedule was fixed for the progress of work of construction of buildings and procurement of equipment. However, according to the general conditions of grant laid down by the University Grants Commission, the grant sanctioned will be paid in such instalments as may be needed for meeting expenditure likely to be incurred during a period of 3 to 6 months. Universities are expected to send a progress report while asking for release of funds. Regarding construction of building, if the University is unable to implement the approved scheme sanctioned, within a year of its sanction, the sanction would be considered as lapsed. Fresh consideration of the proposal would be necessary if it is to be taken up again."

1.201. The Committee enquired whether at the time of releasing these grants the actual expenditure incurred was taken into consideration. The Joint Educational Adviser, Ministry of Education stated: "Money is made available to the UGC on the basis of the

requirements proposed by them and then UGC in turn will release the grant and at the time of releasing the grant they do take into consideration the spending capacity of the University and also in the subsequent year take into consideration how much money they have spent in the previous year and on the basis of which only the money is released. That accounts for lesser grants being released in 1969-70."

1.202. Asked to state why a further grant of Rs. 1 crore was paid to UGC in 1969-70 when the money granted already in 1968-69 had not been fully utilised, the witness deposed: ".....In the first year, the Ministry gave Rs. 1 crore. At that time we did not go into the balances available on each individual scheme. We took the total requirements and released funds. So, in the second year, we did not take into account whether under a particular scheme, there had been a saving or not. In one scheme, they may have a surplus and in another, they may have utilised the whole amount. We take their total budget and their total requirements and release the funds accordingly."

1.203. In a note submitted to the Committee, the Ministry of Education explained the circumstances under which additional amount of Rs. 1 crore was paid to the University Grants Commission: "the Committee appointed had already assessed the immediate non-recurring requirements of Aligarh Muslim University and Banaras Hindu University as Rs. 1.10 crores (Rs. 40 lakhs for buildings for Aligarh Muslim University and Rs. 30 lakhs for buildings for Banaras Hindu University and Rs. 20 lakhs for each university for equipment). It was anticipated that these universities would require this amount and come forward with a request for grant, and the Commission should have enough funds to meet their non-recurring requirements for hospitals. With this end in view, the Commission requested the Government of India to place Rs. one crore at its disposal during 1968-69 against the immediate requirements of Rs. 1.10 crores assessed by the Committee. Out of this, Rs. one crore was meant to meet the expenditure on account of the completion of hospital buildings which were already under construction and also meet the requirements for purchase of equipment in the first phase, even though the total requirements assessed by the Committee was to the tune of Rs. 3.02 crores. The amount of Rs. one crore was received only at the end of the year 1968-69 against which the Commission disbursed grants amounting to Rs. 70 lakhs to the Universities of Aligarh and Banaras. Since the Committee had also recommended other urgent programmes of construction of buildings and purchase of equipment amounting to Rs. 1.92 crores, it was felt

that funds to the extent of at least Rs. one crore more should be available with the Commission during the year 1969-70 as the balance of Rs. 30 lakhs left with the Commission against the amount of Rs. one crore received during 1968-69 was inadequate to meet the urgent requirements already assessed by the Committee. It was anticipated that both the Universities of Aligarh and Banaras could undertake the implementation of the remaining programmes as recommended by the Committee against Rs. 3.02 crores, during the period."

1.204. According to Audit para out of a total grant of Rs. 200 lakhs received by UGC during 1968-69 and 1969-70 to meet the financial requirements of hospitals attached to Medical Colleges of Aligarh Muslim University and Banaras Hindu University a sum of Rs. 104.70 lakhs was paid to the two Universities during that period leaving a balance of Rs. 95.30 lakhs with the Commission by the end of 1969-70. While intimating that "in the succeeding years no specific grant for hospitals was given by Government", the Ministry of Education, in a note, furnished to the Committee have claimed that "the UGC paid grant to the hospitals from its own funds to the Universities."

1.205. A statement of grants received by UGC from Government under the scheme and the amounts paid by the former to the Aligarh Muslim University and the Banaras Hindu University year-wise towards construction of buildings and purchase of equipment for the hospitals attached to their Medical Colleges, as furnished by the Ministry is reproduced at Appendix II an extract of which is given below:—

Period	for Buildings		For Equipment	
	Grant received from Government	Payments made to University	Grant received from Government	Payments made to University
1	2	3	4	5
<i>Aligarh Muslim University</i>				
	Rs.	Rs.	Rs.	Rs.
1968-69 to 1972-73 (U.O. 15-10-72)	56,00,000	42,29,700	44,00,000	48,25,000
<i>Banaras Hindu University</i>				
Do.	60,00,000	24,05,353.28	40,00,000	30,25,000
TOTAL	1,16,00,000	66,35,053.28	48,00,000	78,50,000

1	2	3	4	5
Total grant received by UGC from Government for the two Universities upto 15-10-72		For buildings For equipment	Rs. 1,16,00,000 84,00,000	Rs. 200,00,000.00
Total payments made by UGC to these Universities upto 15-10-72		For building For equipment	66,35,053.28 78,50,000.00	144,85,053.28
Balance in hand with UGC as on 16-10-72				55,14,946.72

1.206. The Committee pointed out that it was evident from the Audit para that the Commission had paid to these Universities Rs. 70 lakhs during 1968-69 out of which Rs. 24.51 lakhs remained unspent with the two Universities on 31st March, 1969. A further grant of Rs. 34.70 lakhs was paid to these universities during 1969-70 making a total of Rs. 59.21 lakhs with them for that year. Rs. 44.53 lakhs only, however, were spent by the universities during 1969-70, thus leaving an unspent balance of Rs. 14.68 lakhs on 31st March, 1970. The Committee enquired whether the procedure explained by the witness was followed in this case. The witness stated: "This procedure has been followed. That is why the full amount was not disbursed. I may explain that Government decided in April/May, 1968 that ultimately the hospitals of the two medical colleges which were treated like laboratories would be constructed with the assistance from the Central Government. As my colleague has already mentioned, the Committee looked into the requirements, and approved of the requirements. In the case of the Aligarh Muslim University into account while fixing their next year's grants." The Ministry, where they had already gone ahead with the work but they had not paid for it and other things had to be covered, they decided that in the first year they would need payment of about Rs. 1.10 crores or roughly that much of amount. In the meeting which was held in the Ministry of Education, presided over by the Minister, the Chairman, University Grants Commission made it clear that it might not be possible for the Commission to provide funds unless extra funds were made available to the Commission. So, we had taken this in our budget as part of an earmarked fund. So, we started making the first payment to the university after ascertaining from them what their requirement was some time in June/July, 1968; we have been releasing grants depending upon their requirements and on how much they would be able to spend in a period of six months or so. That was why we released only Rs. 70 lakhs as against Rs. 1.10 crores paid to us by Government. When we prepared the next year's budget, it was also more or less the same time as when this amount of Rs. 1 crore odd was decided for the revised budget. We made

a provision of about Rs. 1 crore for the next year's budget. When the amount was agreed to, we earmarked it and kept it separately. The only thing which we have probably done is that since the universities were not in a position to utilise it, we have used it for the ways and means of the UGC, but we have not given it to them. It is lying with the UGC."

1.207. The Committee wanted to know whether before granting further funds, it is ensured that the moneys granted earlier for specific purposes have been fully utilized and the work completed accordingly, the witness replied, "We do that." Asked to name the agency through which it is done, the Director, Planning and Internal Finance, Ministry of Education stated: "The immediate agency is the Commission which should ensure this, and ultimately Government come to know of the position from the annual report of the UGC." The witness added: "When we review their budget every year, we come to know the progress of the schemes and we take this into account while fixing their next year's grants." The Ministry, in a subsequent note, confirmed that the Commission had obtained the statement of work and estimate of additional requirements during 1968-69 and 1969-70 before additional grants were released to the universities of Aligarh and Banaras.

1.208. The Committee desired to be furnished with a note stating the present position of utilisation of the grants by the two universities. From the information furnished by the Ministry, the following position emerges:

Aligarh Muslim University

Name of the Scheme	Total grant released by the UGS upto 30-9-72	Total expenditure incurred upto 30-9-1972	Unspent balance as on 1-10-72
	Rs.	Rs.	Rs.
(a) Construction of buildings for the hospital attached to the Medical College	42,29,700.00	41,06,932.51	1,22,767.49
(b) Purchase of equipment for the hospital attached to the Medical College	*48,25,000.00	47,53,019.21	†71,980.79
TOTAL	90,54,700.00	88,59,951.72	1,94,748.28

*Includes grant of Rs. 125,000.00 sanctioned on 30-9-1972.
 †Orders placed with the firm but the supply thereof is awaited.

Banaras Hindu University

Name of the Scheme	Total grant released by UGC upto 31-5-1972	Total Expenditure incurred upto 31-5-1972	Unspent balance as on 1-6-72
	Rs.	Rs.	Rs.
(a) Construction of buildings for the hospital attached to the Institute of Medical Services	20,40,787·07	21,15,651·31	74,864·24
(b) Purchase of equipment for the hospital attached to the Institute of Medical Services	26,50,000·00	30,08,982·96	3,58,982·96
TOTAL	46,90,787·07	51,24,634·27	— 4,33,847·20

1.209. Government paid grants totalling Rs. 200 lakhs during the years 1968-69 and 1969-70 to the University Grants Commission to meet the financial requirements of the hospitals attached to the Medical Colleges of Aligarh Muslim and Banaras Hindu Universities for the construction of buildings and purchase of equipments against the overall requirement of Rs. 302 lakhs determined by a Committee, appointed in August, 1967. The Commission, however, paid to these Universities Rs. 104.70 lakhs only during these years. Grant of Rs. 95.30 lakhs was thus prematurely paid to the University Grants Commission. Further payments to the extent of Rs. 40.15 lakhs only were paid to the universities upto 15th October, 1972 leaving a balance of Rs. 55.15 lakhs with the University Grants Commission. It is, therefore, clear that the release of grant to the U.G.C. was not regulated according to the requirement from year to year. The Committee desire that funds should not be locked up in this manner in future.

1.210. The requirements of Aligarh Muslim University and Banaras Hindu University as assessed in 1967 were Rs. 106 lakhs and Rs. 196 lakhs respectively. The amounts spent were, however, Rs. 88.60 lakhs upto 30th September, 1972 in the case of the former and Rs. 51.25 lakhs upto 31st May, 1972 in the case of the latter. The Committee learn that no time-schedule was fixed for the construction of buildings and procurement of equipments. They consider this to be a lapse. The progress is obviously unsatisfactory. In future before grants are committed a firm time-schedule should be insisted on and grants should be released with reference to actual progress made.

CHAPTER II
NATIONAL COUNCIL OF EDUCATIONAL RESEARCH AND TRAINING

Regional College of Education.

Audit Paragraph

2.1. For preparing teachers for multipurpose schools and improving the quality of teachers (by adopting integrated courses of general and professional education), the National Council of Educational Research and Training (a registered society financed by grants given by Government) set up during 1963-65 four regional colleges of education at Ajmer, Bhubaneswar, Bhopal and Mysore. These colleges have been conducting four year courses in science, technology, English and commerce and one-year courses in science, agriculture, commerce, home science etc.

2.2. An analysis of the expenditure of the regional colleges during 1963-64 to 1968-69 is given below:—

	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69
Pay and allowances						
Scholarships	3.29	10.14	17.76	26.85	41.20	42.40
Equipment and furniture	1.46	4.83	6.49	11.29	14.72	17.07
Buildings etc.	9.55	20.62	19.38	20.97	17.15	10.18
Other charges	50.97	9.03	44.02	19.87	37.75	26.46
TOTAL	67.43	50.56	92.81	88.59	123.02	109.09

(In lakhs of rupees)

2.3. There were 263, 804, 953, 1909, 2773 and 3439 students on the rolls of the colleges during 1963-64, 1964-65, 1965-66, 1966-67, 1967-68 and 1968-69 respectively.

(ii) In January, 1968 Government had appointed a review committee to evaluate the activities of the Council including the regional colleges of education. The review committee, in its report submitted in August, 1968, observed that (a) the four-year courses, as developed in the colleges, merely add the subject matter part and the professional part (which continues to remain separate) rather than integrate them as such, (b) the cost of the programme is high in proportion to the marginal gains in quality, (c) four-year courses are not the answer to teacher training problem in India, (d) the regional colleges cannot even be considered as a good experiment or pilot project, (e) the responsibility of training teachers for technical education devolves upon the Ministry of Education which is organising regional training institutes for the purpose and as such it is not necessary for the Council to duplicate the work in this field and (f) it is not within the scope of the Council to provide science teachers to schools or teachers for multi-purpose schools. About the four-year technology course, the committee also observed that "this has been recognised recently by the All India Council for Technical Education as equivalent to the engineering diploma. This has serious implications because it renders the product of these courses unfit for occupying positions at a level higher than that of polytechnics".

2.4. The review committee, therefore, recommended that fresh admissions to four-year courses should be discontinued and that the resources and facilities thus released should be utilised for research and development of one year courses, in service training, extension services, etc.

2.5. Fresh admissions to the four-year degree course in technology were accordingly discontinued from 1968-69. Such admissions to courses in English and Commerce are proposed to be discontinued from 1970-71. For fresh admissions to the four year course in science and utilisation/disposal of surplus staff, equipment and buildings, implementation of the Committee's recommendation is still awaited (November, 1969).

[Paragraph 69 of the Audit Report (civil), 1970].

2.6. *In order to provide teachers of quality to the multi-purpose schools, the Ministry of Education prepared, towards the middle of 1961, a scheme for the establishment of four regional teacher training institutions and four demonstration practising schools at a total cost of Rs. 360 lakhs. It was also decided to introduce an integrated

programme of subject-matter competence plus teacher training as a measure of qualitative improvement and the entire scheme, which was assisted by the Technical Cooperation Mission of the USA, was given to the Council for implementation. A contract was also signed by the Council with the Ohio State University through USAID for the development of the Regional Colleges by supplying consultants and equipment and providing training for Indians in the USA. Accordingly, the Council established the four colleges at Ajmer, Bhubaneswar, Bhopal and Mysore. They started functioning from 1963-64, except the college in Bhopal which started a year later. In the tenth meeting of the Governing Body of the NCERT held on 31st May, 1965 the scope of the Regional Colleges was enlarged to include four-year course in agriculture, commerce, English and one-year course in science, technology, agriculture, commerce and English. The Governing Body also wanted a large enrolment in each college so that each college will have a student population of about 2000 in the regular courses alone as against the original target of 700 only. In the eleventh meeting of the Governing Body held on 11th February, 1966, the Council further directed the Regional Colleges to start summer school-cum-correspondence courses to meet the back-log of untrained teachers. Following these directives, the four-year and one year programmes as well as summer-cum-correspondence courses were started in the Regional Colleges.

2.7. The Joint Secretary, Ministry of Education, Stated during evidence:

"The basis for starting the Regional Colleges of Education goes as far back to 1956 when the All-India Council for Secondary Education discussed the question of diversification of education in the country. There were several suggestions for diversification until the Mudaliar Commission gave its report that the multi-purpose schools should be developed on a large scale."

"There were complaints about shortage of teachers, specially for the technical courses. Several suggestions were considered. One was to train teachers in a separate course in polytechnics. There was another suggestion that separate colleges should be started. The main recommendation of the Mudaliar Commission was that technically-qualified persons should be employed in these schools not the ordinary B.A., B.Ed. teachers.

This idea of starting a few courses in polytechnics and engineering colleges for teachers, for multi-purpose schools,

was discussed at length. Afterwards, it was decided that the number of teachers required would justify only a few such courses, that is, of specialised nature. Hence, ultimately, a decision was taken in consultation with the Planning Commission that we should have four regional institutions for training such teachers.

It was cleared in 1961 and, simultaneously, it so happened that NCERT was also registered as a society at that time. It was decided that this scheme costing Rs. 3.6 crores should be entrusted to the NCERT. It was not that regional colleges will only prepare teachers for multi-purpose schools. This was a major aim, of course. But they were also to train teachers for the secondary science courses, for higher secondary courses and also for normal one year B.Ed course which was being run elsewhere in the country. It was intended that these four regional colleges should act as leaders in the field of school education, particularly, in the field of teacher training.

2.8. The Committee stated that there were other institutions to train teachers and if Government wanted to train them in a particular way for the multi-purpose schools, they could approach the States or those institutions which trained teachers to have a special or a separate programme by giving them an extra grant for the purpose. The Committee enquired whether any effort was made in this direction. The witness deposed:

“From the records of the discussion and the resolutions in the various Council meetings, including the State Ministers' Conference, the Central Advisory Board of Education and the All-India Council of Secondary Education, the general trend was that these courses were going to be costly and that only the Central Government could take them up. Secondly, the number of teachers of the type required would not justify starting a course in each State separately. A regional concept was mooted and agreed to. The leadership was to be provided by the National Council of Education on which all the State Education Ministers are represented. The concept is the same as that of the regional college of engineering, the I.I.T. The idea was to provide the leadership and meet hundred per cent cost and take the full responsibility for experimenting it.”

“As the number of teachers required was going to be small and several States had to be supplied with teachers, it was not advisable to assist one teacher training institute in a particular State to supply for the whole region.”

2.10. Dealing with the necessity of having independent colleges for the special courses envisaged, the witness continued: “The college that was thought of was such a major college with so many facilities and branches that it could not have formed an adjunct of an existing college. It has to be an independent college. The staff are recruited in a different manner and they are better paid. If it is a part of the existing college, there is bound to be friction between the existing staff and the new staff.”

2.11. To a question whether any study was made and whether there was a basic document analysing the reasons advanced by the witness in favour of establishing new schools in preference to the existing institutions, the witness admitted that no particular study detailing all the arguments in favour of the regional colleges as such was made. The witness, however, added:

“...I have made a thorough search; I have gone through the files. There was no particular study made. But from the recommendations of the various commission and Committees, I can see what the line of thinking was. I have taken part in the meetings as a member from the Mysore delegation. I know the line of thinking.”

2.12. At the instance of the Committee, the Ministry furnished a copy of the Expenditure Finance Committee Memorandum regarding Third Five Year Plan Schemes: Establishment of 4 Regional Training Colleges for teachers of multipurpose schools and 4 Demonstration Practising Schools, submitted to the Ministry of Finance in 1961. An extract from para 1 ‘A concise statement of the proposal and full justification for it’ is reproduced below:

“One of the most serious difficulties that have hampered the effective development of multipurpose schools has been the shortage of qualified teachers to handle the multipurpose curriculum as an educationally integrated unit, particularly in the practical and scientific subjects and the lack of an organised teacher training programme to meet such a need. Although emergency measures like seminar-cum-training courses were taken up during the Second Plan for giving the existing teacher certain minimum content and pedagogical competence the larger and permanent

problem has remained almost unsolved. In the Third Plan the accent in the multipurpose programme is on consolidation and improvement and the one direction in which such an effort should proceed is a well-planned and regulated supply of teachers trained to handle the new subjects in the multipurpose school. There is no provision in the existing training colleges to offer such a teacher education programme. It is, therefore, proposed after consultation with the State Governments to establish four regional colleges suitably distributed in the various regions of the country, designed and organised for the purpose of preparing teachers for the multipurpose schools."

2.13. Justifying establishment of these colleges, the witness went on to say: "We are fully convinced that colleges of this type are justified because they will act as centres of excellence and will make new experiments in the field of education, technology and Audio-Visual Education. These have to be regional ones and not States' ones, because the cost involved in the experimentation will be very large. If we have to pay special salary to the teachers, we have to ask the State Governments to make and put specially trained teachers there. That is why for the regional colleges of engineering, it has to be something better than the others and the crux of the matter in the education field is whether you can pay sufficient to attract the best trained teachers. But, ultimately the question of teachers comes in and hence the concept of having a separate cadre of well trained teachers to do this experimentation and extension of work cannot be ruled out. Secondly, the NCERT wants to have an experimentation in schools and colleges if it has to deliver the goods. Otherwise, they have to depend on other colleges. They cannot do experiment. In order to do full scale experimentation and new lessons to be tried, they must have a college where they can train teachers. In the Mysore Regional College, they tried now one year B.Ed. course approved by the Mysore University. But it is different from the other colleges. This is the justification for a course of this type."

2.14. The Committee then enquired whether any planning as to the number of teachers to be trained initially was made and a target fixed. The witness stated that an assessment of the number of teachers was made and it was concluded that four colleges would be required—40 trainees from each college coming out every year—i.e. in all 160 teachers a year was contemplated and added. "But

by the time these courses started, the multi-purpose schools were getting unpopular. The regional colleges were not established only for that. Therefore, they changed the tactics and decided to concentrate on science teacher training and English teacher training. They developed a new course, a one year course”.

2.15. The Committee enquired whether the actual admissions to the various courses were in accordance with the projections made. The witness stated: “The multi-purpose expansion had to be curtailed because multi-purpose schools were not proving popular and the enrolment was very slow. Our projections in 1961 were based on the expansion of multi-purpose schools as visualised during the 3rd Plan. As soon as we came to know that the States are going back on the expansion of multi-purpose schools instead of Higher Secondary schools, the tactics had to be changed immediately. That point has to be admitted. So, these projections had to be revised.”

2.16. To a query as to why the centre came forward to help setting up multi-purpose schools without consulting State Governments as to the necessity of having this type of institutions in the country, the witness stated. “These consultations were there and we are having these continuously. The thinking, however, changed. The States were still prepared, but the parents are not prepared to send their children to these terminal schools.”

2.17. The witness further stated: “The Secondary Education Commission headed by Mr. Mudliar was appointed and all the educationists were consulted. They came to the unanimous conclusion that the multi-purpose school is the solution to the country’s education problem. Attempts were made to implement their recommendations, and nearly a thousand schools were converted into multi-purpose schools.”

2.18. Asked why this was not foreseen by the experts when they gave their recommendations, the witness admitted that this reaction of parents was not foreseen.

2.19. Referring to the present position of these schools, the witness continued: “The present position is that there are a few multi-purpose schools in some States. But the multi-purpose idea is considered a failure and it has been declared as such even by the Education Commission’s report.”

2.20. As regards the number of multipurpose schools that were created throughout the country, the Committee were informed as follows:—

"At the beginning of the First Plan there were no multi-purpose schools. At the end of the First Plan there were *255. At the end of the Second Plan there were 2,115. At the end of Third Plan there were 2,446. At the end of the Fourth Plan it will go down to 500-odd. The latest figure provisionally is 508."

2.21. The Committee were further informed that the seven diversified courses intended to be offered by the multi-purpose schools were domestic science, technology agriculture, commerce, fine arts apart from science and humanities.

2.22. The Committee enquired how many of the multipurpose schools were able to start all the seven or a majority of these courses. The witness conceded that no assessment to this effect had, at any time, been made.

2.23. The Committee then referred to the earlier statement made by the witness during evidence that 'the multipurpose idea is considered a failure' and enquired whether it was advisable to continue these training institutions when the very basis for which these were established had gone. The witness deposed: "The regional college, though established originally with the primary intention of producing teachers for multi-purpose schools, has now converted itself into a teacher training institution for the area concerned."

2.24. The witness further stated: "Science is continuing. Even commerce is continuing. Only agriculture and technology have met with a set-back. In fact, the training course was only in science. It is considered a good success as far as higher secondary system is concerned."

2.25. On being pointed out that it was a costly experiment, the witness stated: "It is on the same lines as the IIT. The whole idea is that we have to show that we can produce better teachers provided, of course, the ideal conditions are given. The States must be persuaded to copy this in due course. For example, the Mysore college has a campus of 125 acres. With adequate facilities, it can produce good teachers. But a college elsewhere, housed in a hired building, also turns teachers."

2.26. The witness added: "Another point is this. The cost, no doubt, should be taken into account. But you must take into account B.Sc. plus one year course. Therefore, you must compare it with science graduate programme and not with teacher training programme."

*374 as stated by the Ministry in a subsequent note furnished to the committee.

2.27. The Committee wanted to know the *per capita* expenditure on training in the Regional Colleges of Education during the period 1967-68 to 1971-72. The Ministry have furnished the following information for the year 1970-71 only.

Statement Showing the cost per Student in the Regional Colleges of Education for the Year 1970-1971.

	Rs. in lakhs	Rs. in lakhs
1. Total Recurring Expenditure for all the four colleges Add scholarship paid to Students		60.35 18.86
2. Expenditure on in-service training of the teachers if the Region in the Regional Colleges (Approx.) (Approximately 4000 teachers are trained per annum in the four Regional Colleges put together)	9.00	
3. Revenue receipts of the colleges such as recovery of fees, water and electricity charges receipts from the agricultural farms etc.	6.87	
	<hr/>	<hr/>
TOTAL	15.87	79.21
Net expenditure:	—15.87	63.34
	<hr/>	
4. No of students on rolls during 1970-71	2076	
5. Gross cost per student per annum	63,34,000	
	<hr/>	
	2076	
	=Rs. 3051 per student per annum.	

- NOTES: 1. A demonstration multipurpose school is attached to each Regional College. The cost of running the school is included in the Gross cost. For the purpose of meaningful comparison this has been excluded in arriving at the net cost.
2. Many colleges charge tuition fees while the Regional Colleges do not charge any such fees. Normally annual tuition fees charged in similar college are of the order of Rs 120 per annum per student. For the purpose of comparison this has been excluded from our calculations.
3. All non-recurring expenditure incurred in equipment and furniture and buildings have been excluded.
4. Expenditure on programme such as summer institutes, seminars etc. have also been excluded as also the number of students attending them.
5. Recoveries effected from students and other receipts have been deducted from the expenditure so that the net *per capita*-cost does not include cost of running the hostels etc.

2.28. When his attention was drawn to an observation of the Review Committee, 1968 that 'the cost of the programme is high in proportion to the marginal gains in quality', the witness stated during evidence:—

"This point was pointed out to me by Dr. Nagchowdhuri who was the Chairman. He was comparing the cost of an ordinary B.Ed. course, where art subjects educational psychology and comparative education were taught, he was not taking into account

the fact that a three-year B.Sc. portion was also integrated. The proper comparison is with the science college and a college of this type. In such a case, this cost is not higher”.

2.29. A break-up of the expenditure of the Regional College for the year 1969-70, 1970-71 and 1971-72 and the budget estimates for the year 1972-73 as furnished by the Ministry is given below:

Period	Ajmer	Bhubaneswar	Bhopal	Mysore	Total
1968-69	21.11	38.17	19.95	29.86	109.09
1969-70	19.45	25.28	17.18	25.95	87.86
1970-71	25.61	25.34	22.24	23.65	96.84
1971-72	24.40	25.90	22.22	23.25	95.77
1972-73(Budget Estimates)	22.99	24.12	19.86	27.64	94.61

2.30. According to the Audit para the number of students on roll in the four colleges during 1963-64, 1964-65, 1965-66, 1966-67, 1967-68, and 1968-69 was 263, 804, 953, 1909*, 2773* and 3439* respectively (*including students of Summer School-cum-correspondence Courses started from 1966-67). On being pointed out that on the basis of demand and supply in the country, the number of students seemed to be much less than expected, the witness explained: “There are a thousand students in each of the College. Then the point is that so far as the Science course is concerned, we admit 60—80. They stay for four years. Similar is the case for English. Then one year B.Ed. course is also there. We have got summer schools and correspondence courses. We work for twelve months. Every year the students we enrol, the number is one thousand. We propose to increase that if the demand comes from the States. There are then so many persons going in for in-service training.”

2.31. Dealing with the four year course as developed in the Regional Colleges, the witness stated: “.....When I made a special study of this, I discovered that in the world outside people were not thinking of the one-year B.Ed. course. They were all thinking of a four-year or a five year teacher education programme after school. I went into the reasons which promoted those different countries to have this system.

2.32. The first reason was that in elementary education, pedagogy was more important than content, that is, subjects like physics, chemistry, history, etc. In secondary education, content is far

more important, and in the one-year B.Ed. course, which lasts for about 8 to 9 months, content is practically neglected with the result that you do not get the teachers who are supposed to be provided on subjects as they mainly study topics like comparative education, history of education, educational psychology and methods of teaching, and they do not have the proper internship where the student teaching like a teacher could have some value.

2.33 The second reason was that for the teaching profession all the world over, the best of brains were not coming, and therefore, what was required was continued indoctrination into the profession. This could not be done in six or eight months, and the general view was that if people were taken through a mill of four or five years, then they would be better trained teachers, and many countries regarded teacher education as professional education very similar to engineering or medicine, and they said that after school, the students must continue their training.

2.34. The third reason was that the university courses were ordinarily arranged for the B.Sc. so that the B.Sc. could go in for M.Sc., and the M.Sc. could go in for research, whereas the courses in science for a teacher should be more broadbased and must show the inter-relationship between the different subjects like Botany, Zoology, Physics, Chemistry, Mathematics etc., and therefore, separate courses in the sciences had to be carved out. Similarly, there had to be separate courses in English or Hindi; it was the language used that had to be taught by the teacher and not classical literature and so on.

2.35 The fourth reason which was emphasised almost everywhere was work-experience. Generally, the teachers try to do blackboard and chalk work and they do not interest the students in learning with the hands and getting them to do certain jobs, and the students get trained only to become babujis in the school. That has to be stopped by giving continued work-experience. If work-experience has to be given to the teachers, they cannot possibly learn this when they grow very old. Further, they cannot possibly learn this in one or two months in a one-year-course. It has to be spread out over three, four or five years."

2.36 The Committee pointed out that the one year B.Ed. course in other training colleges was not really a one year course as stated by the witness but actually a four year course as the student had already put in three years in B.A. or B.Sc. before coming for B. Ed. and enquired how the special four year course was different from the ordinary one year B.Ed. course. The witness clarified: "It is of the same duration but with integration where time could

be found...the content and how it has to be spread out in the four years has also to be borne in mind."

2.37. To a question whether it was advisable to have all the training schools on this pattern, so that the students after passing their Higher Secondary could get admitted into these institutions instead of being admitted after graduation, the witness added: "We admit them after the higher secondary examination, and that is the thing that will have to come in. I want to plead with the Planning Commission that the same thing will have to be done on a large scale in the country, because it is now agreed that work-experience has to be given and if work-experience has to be given, then training in workshop or training in agriculture etc., cannot be had in an in-service course for a few months. Therefore, I am going to advocate the process of combining the facilities in an existing science or arts college with those in the colleges of education by providing a little more money, so that this idea of a four-year or five-year course can be spread out wider."

2.38. In paragraph 3.08 (page 23) of their Report, the Review Committee had *inter-alia* observed:

"..... The courses as they are developed at present in the Regional Colleges of Education merely add the subject matter part and the professional part which continues to remain separate rather than integrate them as such'.

The witness contested the above observation of the Review Committee and stated: "in the first year we deal with psychology, in the second year we teach the methods of teaching and so on. There is integration, and the integration that the Review Committee was referring to is the interaction of the science, history and so on, in which the pedagogy could be injected every type of instruction. That was the first thing I had to attend to."

2.39. To another query whether Government was still experimenting with the subject of teacher training, the witness added: ".....the colleges for teacher-education are there for experimenting and innovating and passing on the experience to other colleges, institutions, the States etc. The four-year course is only one part of the activity at the regional college of education, and I have given the reasons for continuing it. We have made an analysis of the people who have taken the science course. This was done at the time when a committee was appointed by the governing body."

2.40. Giving details of employment position of those who had passed out of these colleges, the witness went on to say: "342 people

passed out; of them, 150 had already taken jobs in the teaching profession. More than 33 had gone in for post-graduate education. The rest of the people did not reply to our questionnaire, but anybody who is unemployed writes to the principal generally, and so we have to conclude that the others are employed but did not care to reply. So, the number of unemployed is very small."

2.41. To another question whether the four year course is preferred to one year course, the witness replied: "There is only the one-year course and the integrated course of three plus one-years. At present in many parts of India we have three-year B.A., and B.Sc., courses followed by one year of B.Ed. Instead of that, in the regional colleges, these three year and one-year courses are integrated.

The one-year B.Ed., courses have been revised and tried out in the regional colleges, and all the innovations are being copied in other States and universities. The range of activity of the regional colleges is extensive in-service education for the existing teachers. Work experience has to be taught to primary teachers. Primary teacher educators from different institutions are brought in and told how to impart instruction in work experience in agriculture, how to teach children in the secondary classes to grow some vegetables or undertake poultry farming or dairy development. This kind of in-service education was also envisaged as one of the primary activities of these regional colleges in the beginning. It is continuing on an extensive scale.

These regional colleges are now embarking on what is called mass in-service education for all the teachers. For example, new mathematics has to be taught. We have got 500,000 primary schools, 100,000 middle schools and over 35,000 secondary schools. The three million teachers who are there were trained in the old way. How are they to teach in the new way? For this purpose we have worked out a scheme under which the teacher-educators of the primary teacher education institutions from the colleges of education undergo training here. Our own staff also go to their institutions and held them learn the technique of teaching laboratory demonstration, so that teachers in groups from the different districts could be called and given the proper inservice education. This is also an extensive type of activity that the regional colleges are carrying out."

2.42. The Committee referred to another recommendation of the Review Committee mentioned in the Audit para that 'four year courses should be discontinued and resources and facilities thus

released should be utilised for research and development of one-year courses, in-service training, extension service, etc.' and enquired why Government did not accept this recommendation in toto. The representative of the Ministry stated: "We have accepted other recommendations. The report was not rejected. They did not say Regional colleges should be closed. They only said that the four-years course should be closed. But we have started only the first project and we have to try the experiment before it can be condemned."

2.43. The Committee were informed that the NCERT had appointed two Committees consisting of the following to go into the recommendations of the Review Committee appointed by Government in January, 1968 under the Chairmanship of Dr. B. D. Nag Chaudhuri Member, Planning Commission, on the question of continuation of four year courses in Science and Languages at the Regional Colleges of Education:

- (1) Shri B. D. Nag Chaudhuri, Member Planning Commission.
Shri D. S. Kothari
Shri S. V. G Aiye
Shri J K. Shukla

to consider the question of continuation of four year Science Course.

- (2) Prof. M. V. Mathur
Prof. V. K. Gokak
Prof D. P. Pattanayak
Director, NCERT
Joint Director, NCERT.

to examine the desirability of continuing four-year courses in Languages and their objectives.

2.44. The respective Committees made the following recommendations:

1. *Four-year Science Course*

A Regional College of Education is unfortunately, thought of as an institution for imparting instruction mainly in subjects like educational psychology, foundations of Education etc. This concept is entirely wrong. A Regional College is primarily concerned with training of a teacher. A teacher must have two accomplishments. Firstly his knowledge of the subject he has to teach must be good and sound. He must be capable of adding to his knowledge of the subject later in life on his own initiative. He must developed the art of innovation so that he could fabricate

simple school science equipment as and when necessary during his life time as a teacher. What has so far been described constitutes the content aspect of the education of a teacher. Unfortunately, this has been commonly neglected in our country. If a teacher who has no clear knowledge of his subject is made to teach it, the consequences can easily be realised.

For a person who has the required competence in the subject, it is necessary to inject the methodology of teaching etc., so that he could become a good teacher. The rux of the problem is an intelligent fusion of the content and the methodology of teaching. This is the real basis of a four-year course. This kind of work has to be done in the country, at a few centres.

In the context of current thinking, other problems have also arisen. Firstly, in keeping with the recommendations of the Education Commission, there has to be some works experience in any scheme of good school teaching. Unless the would be teacher has himself been exposed to this problem of works experience, he will fail to do his assignment properly.

Current thinking envisages vocationalisation in secondary education. To teach vocational subjects, some teachers will be required. They will have to be trained for it and, when vocationalisation schemes are launched, we will not have the required teachers for doing the job properly and systematically. Further, a poor country like ours, we cannot afford to have separate teachers for each subject or employ teachers who are under-worked. Under this circumstances, we have to train teachers who can teach satisfactorily at least two subjects. One of these has to be a vocational subject. In such a case, a proper way of looking at the problem is in terms of training teachers in a group of subjects like Physics, Chemistry and Mathematics. This could be followed by specialisation is one of the subjects which could be classified as a vocational subject.

Examined against the background of the new perspectives described here, the problem of a four-year science course takes a different shape. There is no doubt that the country needs provision for such four-year science courses.

2. Four-year Language Courses

(i) The four-year integrated course in English in the Regional Colleges of Education should be allowed to continue after making suitable modifications in the present courses of study. A "Curriculum Committee" may be set up to review the present syllabus

and to suggest a new course of study according to the latest thinking regarding teaching of English as a second language and on the basis of the experiences gained by the NCERT in conducting the four-year courses during the last few years. The Committee will also work out requirements of staff and equipment for running the course properly. Central Institute of English, Hyderabad and Central Institute of Modern Indian Languages, Mysore, may be associated in the development of the course.

(ii) The Curriculum Committee may be requested to finalize their report within six months to enable the Regional Colleges of Education to process the new courses with the universities in which they are affiliated with a view to starting the new course from the academic session 1972-73.

(iii) Since the revision of syllabus and the finalisation of the scheme will take some time, the Regional Colleges of Education where the four-year courses in English are now offered, may be allowed to continue the present course during 1971-72.

(iv) In order to implement the programme successfully it will be necessary to strengthen the staff position of the English Departments of the Colleges by orienting the existing staff and also by recruitment of suitable personnel from outside. It would be difficult to implement the new scheme without strengthening the existing English Departments.

(v) A course in Language teaching should also consist of specimens of modern English, i.e., 19th and 20th century English. If some 18th century pieces are to be prescribed, the archaic language should be dropped from the extracts.

(vi) NCERT, after watching the success of the four-year course in English, should try to develop four-year Integrated Courses in other languages also which will bring desirable effect on training programmes in educational institutions of the country.

2.45. Explaining the background leading to the appointment of the two committees, the witness stated during evidence: "When the report of the Committee was received, it was sent to the NCERT for comments. The Joint Director, then incharge of NCERT, had a faculty meeting and they accepted some of the recommendations, but they opposed the discontinuance of the 4 year course. He communicated the views to us. They opposed the idea of winding up the 4 year course experiment for science and language. Many parents have also written to us. We then asked

the General Body of NCERT to give their views. They also said that 4 year course should not be discontinued. Let us allow the first few batches to come out and show them the mettle before they are wound up. On that basis the Government issued orders. As regards science, it was said that the orders will be issued later. English courses were discontinued. When our orders were issued, the Director wrote to us saying that next year he would like to admit students for English course, we then referred the matter to the Executive Committee. They appointed two Committees, one for Science and the other for English.

2.46. Asked why the Ministry allowed a committee appointed by Government in which the representative of the Ministry of Education and the Joint Director, NCERT were represented to be superseded by a Committee appointed by the Institution about which the investigation or recommendations had been made, the witness deposed: "The Review Committee gave their recommendations. On one or two recommendations, we had doubts. We went back to the Chairman of the Committee after consulting the UGC Chairman.....in the meantime, the Education Commission's Report had been received and they had recommended to replace these schools. The Regional Colleges had to be refashioned to suit the modern conditions."

2.47. Clarifying the position further, the witness continued: "Two points weighed with us. The Education Committee's report appears to have weighed heavily with it, because they have reproduced more or less chapter 4 of the Report. This Committee of ten persons did not have teacher educator who could have influenced them. They are educationists and civil servants, but, unfortunately all of them were in favour of the continuation of the course."

2.48. Dealing with the examination of programmes of each of the four colleges in the light of the Review's Committee's recommendations, the Director, NCERT further stated: "The programme of each of the colleges have been examined. The Nag Chaudhri Committee's Report laid some emphasis on primary education, training of primary teachers for the preparation of teachers educators and give extensive in-service programme to teacher educators from different colleges, Recruitment had been stopped w.e.f., this year. Regarding this four-year course, commerce has been stopped, agriculture has been stopped, technology has been stopped. In view of the complete decision etc., the Science and English are being continued, but in a new way. It is in this modified manner that the four-year course has been continued. But

by and large this has been on the basis of Nag Chaudhri Committee's report and this continuation of the four-year course came in because of the strong recommendation of the Indian Education Commission (1964-66) where they wanted teachers with working experience in all schools and some provision has to be made. It is because of this aspect that continuation of four-year course in these two areas received precedent and also received the support from many people who thought otherwise earlier."

2.49. The Committee wanted to know the progress made in development of the one-year course, in-service training, extension services etc., in these colleges as recommended by the Review Committee. The Ministry in a note furnished to the Committee stated: "One-year courses in Science, Commerce, Agriculture and Languages (Hindi/English) leading to the B.Ed., degree are being run in the Regional Colleges and in the past 4 years 1968-69 to 1972-73, about 3,000 teachers availed of in-service training in their province:—

2.50. In all the 4 Regional Colleges, there are separate Extension Service Departments, which organise a number of in-service programmes in consultation with the State Governments of the area of their operation. The programmes conducted by these Departments are of varied nature. A few such programmes are listed below:—

- (1) In-service Courses in Chemistry, Demonstration, preparation of objective type of test etc., for Method Masters.
- (2) In-service Course in Commerce to orient teachers in modern methods of teaching Commerce.
- (3) In-service Course in Agriculture.
- (4) Special training in crop production, Horticulture for teacher training schools.
- (5) Re-orientation Seminar for the teachers of History and Geography.

2.51. The Committee then enquired whether the programme for the Fourth Five Year Plan had been modified appropriately in the light of Review Committee's recommendations. The Committee also desired to know whether any final assessment of requirement of staff and equipment had been made and how the surplus was being utilised or would be utilised. The Ministry intimated as follows: Modifications necessitated on account of the re-

commendations of the Review Committee on the Regional Colleges, have been kept in view while implementing the Fourth Five Year Plan for Colleges. Final assessment of requirement of staff and equipment was made in view of the changed situation consequent upon the closure of Tech. Courses, the Deputationists among staff rendered surplus were reverted to their parent offices. Some of the surplus staff was absorbed against the existing vacancies in the other constituent units of the Council. Some staff is being utilised for the Revised four-year science course based on the recommendations of Nag Chaudhry Committee report as the revised course has technology content for the first three years. A part of the staff is being utilised for the in-service short term courses having a vocational basis. As regards the utilisation of surplus equipment, it is being utilised for the revised science course. The imported equipment is being used in the Regional Colleges. The Regional Colleges of Education revised, during 1971-72, many programmes by introducing vocational subjects. The NCERT have also appointed a Committee headed by Dr. S. P. Luthra, Director, Indian Institute of Technology, New Delhi, for the assessment of the requirements of equipment and staff of all categories in the Regional Colleges of Education to cope with the vocational subjects in the 4-year Science courses. (Finding of this Committee are awaited).

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2.52. The NCERT established four regional colleges of education at Ajmer, Bhubaneshwar, Bhopal and Mysore during 1963-65. According to a decision taken in May, 1965 the scope of the colleges was enlarged to include a four-year course each in Agriculture, Commerce, English and one-year course in Science, Technology, Agriculture, Commerce and English. The expectation then was that each college would have a student population of about 2,000 in the regular courses alone as against the original target of 700 only. In February, 1966 the colleges were directed to start summer school-cum-correspondence courses to meet the backlog of untrained teachers. There were, however, only 1909, 2773 and 3439 students (including students of summer school-cum-correspondence courses), on the rolls of all the four colleges during 1966-67 to 1968-69. The latest position is that there are about a thousand students in each college. Thus there is a big shortfall as compared to anticipations. The annual expenditure on these colleges ranged from Rs. 87 lakhs to Rs. 123 lakhs during the period 1966-67 to 1971-72. A Review Committee appointed by Government in January, 1968 felt that the cost of the programme is high in proportion to the marginal gains in quality. The per capita expenditure on training is Rs. 3051 per annum during 1970-71. The Committee consider

that the matter calls for a detailed examination with a view to ensuring fuller utilisation of facilities available with the colleges.

2.53. The Regional Colleges of Education were started with the object of preparing teachers for the multipurpose schools. However, the number of multipurpose schools in the country which rose from 374 at the end of the First Plan to 2446 at the end of the Third Plan has now come down to 508. Thus the multipurpose schools have proved not to be popular and appear to be on the way out. The future role of the regional education colleges should, therefore, be defined and necessary changes made so that these colleges may function without duplicating the efforts of other training colleges in the country.

2.54. From the evidence tendered before them, the Committee find that no detailed study was made before starting the regional colleges. Further the Committee were informed that although the multipurpose schools were intended to offer seven diversified courses such as domestic science, technology, agriculture, commerce and fine arts apart from science and humanities, no assessment was made regarding the number of schools offering each of these courses. Thus the provision of various facilities in the Regional Colleges of Education was not planned scientifically on the basis of actual need.

2.55. According to the Review Committee the four-year degree courses as developed in these colleges merely add the subject matter and the professional part (which continues to remain separate) rather than integrating them as such. They had also felt that the four-year courses are not the answer to the teacher training problem in India. Following the Review Committee's recommendations four-year courses in commerce and technology alone have been stopped. The courses in Science and English are, however, continued. In this connection the Committee find that two committees appointed by the Executive Committee of the NCERT to go into the recommendations regarding discontinuance of Science and English courses have suggested continuation of these courses with some modification. The Committee feel that the four-year courses have not been conceived properly. They desire that Government should have another look into the matter in the light of the observations of the Review Committee.

Audit Paragraph:

2.56. *Loss of library books*:—A number of departments and units of the Council which were functioning at different places in Delhi were shifted to the campus of the National Institute of Education in 1967-68 and thereafter. The libraries of these departments were also shifted to the campus and merged with the main library of the Council. There was no evidence of any physical verification of books of the libraries of most of the departments having ever been conducted. The Council set up a committee in December, 1969 to take a complete census of the books in the library. The report submitted by the committee in February-March, 1970 disclosed that 13,665 books were missing. Of these the cost of 8,057 books, the prices of which were indicated in the accession register, was Rs. 1.02 lakhs and the estimated cost of the remaining missing books was Rs. 0.70 lakh. The Committee also observed that "the loss is about 1/10th of the total number of accessioned books. About unaccessioned material (generally gifted by other organisations and which is about 10,000 in number) the loss cannot be ascertained." The loss was attributed by the committee mainly to (i) shifting of the departmental libraries without proper planning, (ii) flooding of the basement of a departmental library in June-July 1967, (iii) inadequacy of counter vigilance and (iv) complete lack of supervision of purchase of books.

2.57. The Council stated (October 1971) that "it is premature to arrive at a firm conclusion as to the extent of loss of books in the Library, in view of the fact that no rechecking has been done", that for proper organisation and housing of the library another committee was appointed in June, 1970 and report of that committee was awaited (October 1971).

[Paragraph 54 of the Report of C&A.G. for the year 1970-'71].

2.58. Asked to explain why libraries of different departments were not shifted in a phased manner, the Ministry of Education and Social Welfare have furnished the following note:

"The various departments of NCERT were shifted to the NIE Campus as and when space became available for these departments. The departmental library had also to be shifted simultaneously since the rented buildings in which the department were located had to be vacated completely to avoid continued payment of heavy rent. The staff for

the library was inadequate to and consequently necessary precautions were probably not taken at the time of shifting."

2.59. The Committee enquired whether any rules had been prescribed for physical verification of library books at regular intervals and how far these instructions were carried out by various departments of the Council. The Ministry replied: "The National Council of Educational Research and Training follows the rules and regulations prescribed by Government of India as per which the physical verification of the stock of the Library has to be done every year. But in big Libraries and especially research libraries, stock taking is done once two or three years as may be decided upon. Firstly, the necessity of closing the Library to readers during physical verification causes great hardship to individual readers. Particularly during the period between March and July a number of seminars etc. take place for which purpose a large number of books have to be issued. Secondly, as the N.I.E. Library from the very beginning has been acutely short of staff, it has not been possible to set up a separate cell for physical verification at regular intervals. Efforts are now being made to create a shelf-list for the entire Library stock, with which to check the books on the shelves at periodic intervals."

2.60. To a question as to why no physical verification was done by most of the departments the Ministry stated: "In most cases the physical verification of the libraries might not have been undertaken partly because of the paucity of staff and partly because of the consideration of inconvenience which such a verification would have caused to the research workers using these libraries."

2.61. Regarding creation of machinery to see that physical verification is carried out at regular intervals, the Ministry stated:

"As soon as more staff is appointed a separate physical verification cell would be created and made responsible for the year round checking of the Library stock in a phased manner." Elucidating the point further, the Ministry added: "As per recommendations of the Kesavan Committee report, necessary steps are being taken to appoint

more staff and to construct a separate Library building so that the books can be properly housed. These are the necessary prerequisites of proper physical verification."

2.62. Asked about estimation of unaccessioned books which are missing, the Ministry clarified. "It is not possible to estimate the loss of books which have not been accessioned in Library Accession Register as no record is available to which reference can be made. Unaccessioned books belong to various categories like pamphlets, mimeographed documents, cyclostyled documents, complimentary copies, etc. Many of them are not worth preserving. Work has started in weeding out unnecessary books and preparing accession registers for all books worth preserving."

2.63. The Committee were informed by Audit that the loss estimated by the Committee set up in 1969 could not be taken as final. The Committee enquired whether final assessment of the loss had now been made. The Ministry replied:

"As the position of staff has continued to remain unchanged and the available staff has been engaged in putting the Library on a systematic footing, it has not so far been possible to finally assess the position of lost books. The final assessment of the lost books has not been arrived at so far because the shelf list cards are vigorously under preparation, and when they are completed, books on the shelves will be checked against these shelf-list cards."

2.64. In their subsequent note dated 3-2-1973, the Ministry of Education have stated that the Report of the Shukla Committee set up in December, 1969 as well as the Report of the N.I. Library Committee which was constituted in June, 1970, were considered by the Executive Committee of the N.C.E.R.T., in its meeting held on the 4th March, 1972. In implementation of the resolution passed by the Executive Committee at this meeting, an Enquiry Officer was appointed to examine the possibility of fixing the responsibility for the loss of books. It was also decided that further action should be taken on receipt of a report from the Enquiry Officer.

2.65. According to Audit, the Committee set up in 1969 stated that 'A glance at the names of suppliers in the last two to three years show that a large number of suppliers, over 50 per cent, are not members of the Delhi Book Sellers Association and therefore their bona fides are not clear. A perusal of the missing books from amongst the new purchases in 1967 and onwards shows that some of these expensive and costly books were bought from such suppliers.' The Committee desired to know the procedure followed for

purchase of books by various Departments of the NCERT and how the book-sellers were selected. The Ministry in a note have stated:

"The books are acquired in the Library on the basis of recommendations of the research staff of different departments of the N.I.E. who submit their recommendations through their respective Heads of Departments. A book selection committee consisting of one representative from each of the Departments of N.I.E. has now been constituted to scrutinize the recommendations. The books approved by this Committee are procured for the Library." The Ministry, however, added: "under the revised streamlined procedure books are ordered through members of the booksellers association."

2.66. The Committee further enquired whether it has been examined that the missing books were actually purchased and received in the Library particularly in view of the remarks of the Audit that 'the same person was stated to have been incharge of purchase of books, accession in the Register and examination of Bills for payment.' The Ministry intimated as under:

"One Grade II Librarian was incharge of the Section for Procurement of books. He was assisted by one Librarian Grade III and one Library Clerk for the work of accessioning and processing of bills. The Documentalist who was at that time, the senior-most officer in the Library, supervised the work and countersigned the bills for books procured for the Library. Later on when a Reader-Incharge was appointed, he took over the charge of supervision of the section. It appears therefore that the Grade II Librarian received the books on approval after checking the duplication while the Grade III Librarian was assigned the task of accessioning the books by checking them against the approval memos.

There are no concrete facts on record which can indicate that books for which bills were passed were not actually received in the Library. However, this possibility will be carefully examined again."

2.67. As to the reason for purchasing costly books worth more than Rs. 5 lakhs in 1968-69 against budget provision of Rs. 2.40 lakhs, which were redundant or irrelevant to the working of the N.I.E. according to the findings of the Committee set up in December, 1969, the Ministry have stated in a note as follows.

"When the purchase of books exceeded the allotted budgetary provision, special permission was obtained from the Sec-

retary and necessary funds were appropriated from other budgetary Heads. Additional grant should have been asked for in the supplementary budget. However, the procedure has been streamlined now and tighter control over the budget is being exercised now.

The books allegedly found redundant or irrelevant to the working of the National Institute of Education by the Committee set up in 1969, were recommended by the senior staff members of various departments."

2.68. The Committee enquired whether the report of the Committee appointed in June, 1970 'for proper organisation and housing of the library' had since been submitted and if so, what action has been taken thereon. The Ministry intimated as follows:

"The Committee appointed in 1970 under the Chairmanship of Shri B. S. Kesavan has submitted its report on 25th October, 1971. The Committee recommended that additional staff in the senior, junior cadres may be appointed at the earliest and the construction of Library block as per design approved by the Committee may be undertaken so that the first phase of construction is completed within two years, and the Library is properly housed. The Committee has recommended that optimum holdings of the Library should be up to 3 lakhs of books which will be sufficient to cater to the needs of entire NCERT campus and research scholars from neighbouring institutions. It has also recommended systematic weeding out of books which outlive their necessity for the research scholars. The weeding out of course will not affect the classics. The report was placed before the Executive Committee at the next meeting of Committee held on 4th March, 1972. The Executive Committee has accepted the report in principle and action is being taken to implement the recommendations."

2.69. The Committee feel concerned to find that the NCERT suffered a loss of 13,665 books worth Rs. 1.72 lakhs representing about 1/10th of the total number of accessioned books in addition to loss of unaccessioned material which could not be precisely ascertained. The loss of such a magnitude which discloses utter lack of care and vigilance cannot be taken lightly. An enquiry officer is stated to have been appointed to examine the possibility of fixing responsibility for the loss. The Committee desire that the enquiry should be completed expeditiously and deterrent punishment given to the delinquents. The action taken in this regard may be reported to them.

2.70. Although the Ministry have contended that there are no

bills were passed were not actually received in the library, they have promised that this possibility will be carefully examined again. The Committee would like to know the result of the examination.

2.71. The Committee find that no record is available for the pamphlets, complimentary copies and other documents received in the library. This has been yet another unsatisfactory feature of the functioning of the library. It is no wonder that such materials are lost and the extent of such loss could not be precisely stated. The Committee trust that in future such books and documents as are worth preserving will be taken to the registers of the library in order to have an effective control over their receipt and custody for the benefit of the working of the Council.

2.72. The Committee need hardly add that material and publications which are not considered useful for being added to the library should be disposed of with the specific approval of an authority to be laid down and that periodical reports in that behalf should also be placed before the Council so that they are kept contemporaneously informed.

2.73. Although the Council was to follow the rules and regulations prescribed by Government which required physical verification of the stock of the library to be done every year, surprisingly no such verification was carried out. The explanation that it was not done partly because of the inconvenience it would have caused to the research workers using the library is hardly convincing as the resultant loss of thousands of valuable books has obviously caused greater harm to the institution. The Committee hope that taking a lesson from this costly lapse the Council will ensure regular physical verification of books in future.

2.74. It is indeed quite surprising to note that books allegedly found redundant or irrelevant to the working of the National Institute of Education were purchased on the recommendations of the Senior Staff Members of various departments. The Committee desire that this aspect should be gone into carefully with a view to fixing responsibility for the waste of resources of the Council.

2.75. The Kesavan Committee which was constituted in June 1970 to recommend measures for proper organisation and housing of the library has submitted its report in October, 1971. The Committee have been given to understand that the Executive Committee of the NCERT has accepted the report in principle. The Committee consider there should be scarcely any strong ground for accepting a report of this nature in principle; acceptance should be only for purpose of implementation. They desire that action taken to implement the recommendations should be reported to them within six months.

CHAPTER III

NATIONAL BOOK TRUST

Audit Paragraph:

3.1. *Publications of National Book Trusts*:—In paragraph 89 (b) of Audit Report (Civil) 1964 mention was made of printing by the Trust of publications in excess of actual requirements during June, 1967 to December, 1962. The table below shows the number of copies printed, sold and distributed free (upto March, 1970) of publications other than those in English brought out and handled by the Trust during 1961-62 to 1968-69.

Year	Language	No. of titles brought out	Cost of printing etc. (Rs. in lakhs)	Copies printed	Copies sold	Copies distributed free	Copies in stock	Percentage of copies stock
1961-62 to 1965-66	Regional languages	15	0.30	28755	6144	1646	20965	72.9
1966-67	Regional languages	9	0.35	25992	9144	803	16045	61.7
	Hindi	10	0.38	34976	7557	1103	26316	75.2
1967-68	Regional languages	35	1.01	65379	10413	2839	52127	79.7
	Hindi	21	0.87	64067	12472	1655	49940	77.9
1968-69	Regional languages	31	1.01	57529	5016	1696	50917	88.4
	Hindi	16	0.71	37861	6905	637	30319	80.1

3.2. The Trust stated (March, 1970) that it "undertakes publishing of titles which an ordinary reader ought to read but the private publisher would not attempt them because of risk involved" and that "due to this reason the publications brought out by the Trust suffer from an initial disadvantage in so far as their sale is concerned". The Ministry stated (November, 1970) that "the Trust has recently negotiated a contract with some eminent distributors in the country who have undertaken to sell entire editions of the Trust's publications in various Indian languages over a period of five years".

[Paragraph 60 of the Report of C.&A.G. for the year 1969-70].

3.3. According to the Audit paragraph, the sale of the Trust's Publications in Hindi and other languages has shown little improvement after the position was last examined in 1964. The Committee desired to know the nature of action taken to seek the help of State Governments and Union Territories to popularise the books brought out by the Trust. The Ministry of Education intimated as follows:—

In order to publicise its books, National Book Trust has since 1965 been forwarding its list of publications and also its periodical publication announcements to the various Departments of the State Governments. This has been followed up more vigorously since the setting up of the separate Sales Unit in the Trust. State Education Secretaries, Directorates of Collegiate, Technical, Secondary and Primary Schools Education, Directorate of Public Libraries and Universities are being requested to consider the feasibility of prescribing some of the Trust publications as introductory or supplementary reading material in various disciplines, or of purchasing the publications in bulk in the concerned languages besides English and Hindi, for distribution among educational institutions, literary organisations, Panchayat Organisations, etc. functioning under their control. The Officials of the State Governments are also met by the Director and Chairman of Trust either when the State Officials visit Delhi or as and when visits are undertaken by the Officers of the Trust to the State capitals. Wherever necessary, the

matter is taken up by Chairman of the Trust at Ministerial level for personal discussions. The Trust has also been able to persuade certain State Governments like Andhra Pradesh, Tamil Nadu etc. to set up a Co-ordinating Committee with State Education Secretary of State Education Minister as Chairman of the Committee to advise the Trust in regard to language publications, their sale and distribution. During recent years some State Governments like Andhra Pradesh, Maharashtra, Haryana, Madhya Pradesh, Punjab, Rajasthan, Mysore, Orissa, Arunachal etc. have made bulk purchase of the Trust publications. Other States and Union Territories like Delhi, Tamil Nadu, Uttar Pradesh, Himachal Pradesh etc. have recommended certain titles for purchase by educational institutions. Central Organisations like Central Hindi Directorate, Central Schools Organisation have also purchased some of their publications in large quantities. Their efforts to push the sale of their publications through constant negotiations with State Governments and Union Territories continue. It may be stated that out of 145 titles published for the period ending March 31, 1972 as many as 25 titles in Hindi have gone out of print. These efforts have proved fruitful.

3.4. Asked whether the sales have improved the Ministry answered in the affirmative and added: "It normally takes times after the release of a title and after it has appeared in the local bookshops for its sales to pick up. Usually the sales pick up in the year succeeding the year of publication. Only after advertisements, books reviews etc., have had their effect...in regard to publications after 1967 due to the revised policies followed by the Trust, the sales have shown an improvement. In regard to the books published earlier, the sales have picked up but not as much as one would have wished. Since the nature of the books published is such as not to become obsolete it may be expected that after some time and as a result of the improved sales promotion methods now followed, this back log would also be reduced. Books published after 1966-67 will have to be given 5 to 10 years time before they can be considered as dead-stock. It may be pointed out that the

total printing cost of the titles published from 1961-62 to 1965-66 is Rs. 29,736".

3.5. Table below shows sale position as on 31st December, 1971 compared with the position as on 31st March, 1970 as furnished by the Ministry.

Year	Languages	No of titles brought out	Copies printed	Position As on 31-3-70 Copies in stock	Percentage	Position As on 31-12-71 Copies in stock	Percentage
1961-62 to 1965-66	Regional	15	28755	20965	72.9	20073	69.81
1966-67	Regional	9	20992	16045	61.7	10,506	50.06
	Hindi	10	34976	26316	75.2	14721	42.09
1967-68	Regional	35	68379	52127	79.7	44162	64.58
	Hindi	21	62067	49540	77.9	27784	44.75
1968-69	Regional	31	57529	50917	88.4	46422	80.69
	Hindi	16	37861	30319	80.1	14741	38.93
1969-70	Regional	50	101880			68286	67.02
	Hindi	21	140622			51593	37.10
1970-71	Regional	144	581253		..	363377	26.52
	Hindi	20	132089		..	50072	37.91

3.6. The Committee desired to know when the contract with some eminent distributors in the country was executed, whether the contract covers all the titles brought out by the Trust and whether the distributors have been able to push up sales, the Ministry replied:—

“The new contracts are made language-wise in respect of all the titles published in that language with one Distributor. Except in the case of Malayalam, Kanada and Tamil which are under finalisation, the newly devised contract has already been executed. The Distributors have lifted quite a large number of copies. Since there is a specific clause to the effect that the Distributors will have to purchase a certain number of copies initially on outright basis upon publication of each title and as the Distributors have given a guarantee to take over the stock after a certain period, the performance of each distributor can only be reviewed after the end of the contract period. It is too early to assess the performance of each Distributor.”

3.7. The Committee pointed out that the contract with the distributors provides trade discount of 50 per cent of the marked price on sale to them on books of the Trust (Except those in the series Nehru Bal Pustakalya for which discount would be 40 per cent only) which they consider too high and asked how it was justified. The Ministry stated:

“The trade discount of 50 per cent of the marked price on sales to the Distributors is not considered too high because of the fact that they had given a guarantee to clear the entire stock within a specific period. Moreover, the Trust publications are of a general nature and aim at informing persons who have not had the benefit of a higher education of facts about this country, culture and history which they should know; while some series are directed towards fostering national integration. They therefore, do not fall within the category of light reading such as fiction which has a better sale potential as it appeals to the popular taste and has, therefore, to be given increased discount as an incentive to the Distributors.

Further this 50 per cent discount to the Distributors is limited to language editions of other series except Nehru Bal Pustakalya titles only and not in respect of English publi-

cations where the discount is 40 per cent, because even commercially language books are comparatively slow sellers”.

3.8. The Committee had in their 29th Report (1964-65) expressed concern that sale of books of the National Book Trust is not encouraging. The position has not shown any improvement since then. During the period 1966-67 to 1969-70, 68 titles in Hindi were brought out and 2,74,926 copies were printed of which 1,08,839 copies were lying unsold as on 31st December, 1971. Further, during the period 1961—1970, the Trust brought out 140 titles in other languages and 2,77,535 copies were printed of which 1,89,443 copies were lying unsold as on 31st December, 1971. This clearly shows that either no further assessment was made of the number of copies that should be printed or the arrangements made for disposal were unsatisfactory. In this connection it is of interest to note that during the year 1970-71, 1,32,089 copies of 22 titles in Hindi and 5,81,253 copies of 144 titles in other languages were printed. The Committee further note that contracts have been executed with some eminent distributors in the country language-wise in respect of all the titles published obtaining a guarantee that they would take over the stock after a certain period. The progress made in the sale of the stock through the distributors may be reported to the Committee in due course. The Committee hope that the printing of books in future will be regulated on the basis of past experience consistent with the objective of promoting book mindedness among the people and educating them. A review of the working of the Trust with a view to assessing the extent of realisation of its objective is also called for at this stage.

3.9. As the publication and sale of books is a commercial activity the Committee would suggest that the feasibility of preparing pro-forma accounts in the nature of profit and loss accounts and Balance Sheet for the Trust should be examined.

NEW DELHI;

ERA SEZHIYAN,

April 23, 1973.

Chairman,

Vaisakha 3, 1895 (S).

Public Accounts
Committee.

APPENDIX I

(Vide Paragraph 1-35 of the Report)

Statement on delay in printing of Gazette of India—Vol. II by the Publication revision and withdrawal of the Miss from that Division

Reference to letter No. and date	To/from whom	Contents in Brief
D. O. No. 3—2/68-GU dt. 26-2-1969.	Editor to Deputy Director, Publication Division.	Complete MSS with instructions regarding printing of Headings, Sub-headings, paper, binding etc. Also requested to ensure that the Press to which the work is allotted possesses all the diacritical marks a list of which was also enclosed.
do.	do.	1st reminder regarding progress of work.
No. 1/1/62-Ed. dt. 28-7-1969	From Deputy Director, Publication Division to Editor	Job entrusted to Government of India Press Nasik. Promised to send the 1st batch of proofs in August, 1969.
D. O. No. 3-2/88-GU dt. 12-8-1969.	Editor to Deputy Director Publication Division.	Informed Publication Division that the Press did not carry out the instructions regarding printing of headings & diacritical marks as was evident from the Galley Proofs.
No. 3-2/68-GU dt. 1-11-1969	From C.G.U. to (i) Manager Govt. of India Press, Nasik. (ii) Deputy Director, Publication Division.	Intimated that while going through proofs for pages 1—8 (MSS pages 14—30) it appeared that instructions regarding printing of heading Sub-heading, diacritical Marks etc. not carried out.
MW/4-PD 1T B/68, dt. 10-12-1969.	Manager Govt. of India Press, Nasik to C.G.U.	Diacritical marks not available with the Press. Suggested printing by photo Offset process. Necessary diacritical marks to be made by artists on pulls.

8-1-1970
 An Officer of the C.G.U. called on the Publication Division who proposed the withdrawal of the MSS from Nasik Press and hand it over to Faridabad Press.

No. 3-2/68-GU dt. 30-1-1970
 Editor to Dy. Director, Publication Division. Remained to expedite the transfer of job to Faridabad Press.

No. 3-2/68-GU dt. 25-2-1970
 Editor to Director, Publication Division. It was pointed out that the MSS was with the Publication Division for over a year. Requested them to expedite the publication.

do. 9-3-1970
 An Officer of the C.G.U. discussed the question of inordinate delay in the publication of the volume with Director, Publication Division. The latter did not accept the suggestion to give the work to a private press. He assured that the Volume would be printed at Faridabad and all the dis-critical marks will be available. He also said that publication Division will take full responsibility. He did not want us to contact the Press direct.

do. 9-3-1970
 Editor discussed the case with Publication Division. Informed his that we would not need their permission to contact the Press. He was also informed that they had failed to give any directions to the Nasik Press with the result that no work was done for more than a year.

No. 5-18-Pr/68 dt. April, 1970.
 From Dy. Director, Publication Division to Editor. Intimated that the C.&S had refused to withdraw the work from Nasik Press and allot it to Faridabad Press, but promised to get the work done at Nasik by October, 1970.

No. F3/2/68-GU dt. 1-5-1970
 Editor to Dy. Director, Publication Division. Reminder to complete the work by October, 1970

do. 10-7-1970
 An Officer of C.G.U. discussed the case with production Officer, Publication Division. who said that first proofs would start coming within 15 days.

No. 3-2-/68-GU dt. 4-8-1970
 Editor to Director, Publication Division. Intimated that no galley proofs were received from Nasik Press. Criticism feared in Press & Parliament about the inordinate delay in publication. Requested to withdraw the MSS from Nasik Press and allow it to be printed at a private press.

Contents in Brief.

To/from whom

Reference to letter No. and date

do. dt. 10-8-1970

Editor to Chief Controller, Printing and Stationery.

Pointed the inordinate delay in the printing of this Volume at Nasik Press. Requested to withdraw the MSS from Nasik Press and allow it to be printed at a private press.

No. 5-18/68 dt. 4-9-1970.

Publication Division to Editor.

Intimated that job withdrawn from Nasik Press and that the work may be done in a private press. MSS received back.

APPENDIX II

(Vide para of the Report)

Statement of grants received by UGC from Government under the scheme and the amounts paid to Aligarh Muslim University and Banaras Hindu University for hospitals attached to their Medical Colleges.

Grants paid towards

Name of the University	Year	For Building		For Equipment	
		3	4	5	6
		Grant received from Ministry of Education	Payment made to the University	Grant received from Ministry of Education	Payment made to the University
		Rs.	Rs.	Rs.	Rs.
Aligarh Muslim University	1968-69	.	40,00,000	20,00,000	15,00,000
	1969-70	.	16,00,000	5,12,000	20,00,000
	1970-71	.	.	.	3,00,000
	1971-72	.	.	1,57,700	9,00,000
	1972-73	.	.	60,000	1,25,000
(Upto 15-10-1972)					
TOTAL		56,00,000	42,29,700	44,00,000	48,25,000

I	2	3	4	5	6
Benares Hindu University					
1968-69	..	20,00,000	..	20,00,000	20,00,000
1969-70	..	40,00,000	3,02,000	20,00,000	6,50,000
1970-71	7,12,000
1971-72	10,20,787.07	..	2,00,000
1972-73	3,64,566.21	..	1,75,000
(Upto 15-10-1972)					
TOTAL	..	60,00,000	24,05,353.28	40,00,000	30,25,000

APPENDIX III

Summary of Main Conclusions/Recommendations (Vide Para 3 of Introduction)

Sl. No.	Para No.	Ministry Deptt. concerned	Conclusion/Recommendation
1	1-86	2 Ministry of Education and Social Welfare	4 A Central Scheme for the revision of the Gazetteers was reported to Parliament by the then Education Minister in 1951. An Expert Committee drew up a detailed plan in November, 1955. The plan envisaged compilation of Gazetteer of India in four volumes namely, Volume I 'Country and People', Volume II 'History and Culture', Volume III 'Economic Structure and Activities' and Volume IV 'Administration and Public Welfare', besides compilation of 337 District Gazetteers. The entire project was expected to be completed in five years. The Committee are disturbed to note that so far only Volume I of the Gazetteer of India and 119 out of 337 District Gazetteers have been published.
2	1-87	-do-	There has been inordinate delay at every stage of the implementation of the scheme. After the announcement of the scheme in 1951 an Expert Committee to work out the detailed plans was constituted only in 1955. The recommendations of the Expert Committee made in 1955 regarding the organisational set up for the implementation of the scheme were given effect to in 1958 i.e. after a lapse of further 3 years. Although, according to the Expert Committee, all drafts of the Gazetteer must have been finalised before the end of the fourth year and got printed within one year there-

after, the work was taken up in a piecemeal fashion. Thus the four volumes of the Gazetteer of India were taken up one after another and not simultaneously. Then, it was decided that the publication of all the Gazetteers should be postponed so as to be able to incorporate in them the results of the decennial census in March, 1961, the figures of which became available only in 1963-64. Even so, as late as December, 1964, the Ministry expected to complete the entire project by 1966-67. This expectation was also not realised.

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Education and
Social Welfare

Volume I of the Gazetteer of India was published in 1965. The press copy of the Volume II of the Gazetteer of India was made ready and sent to the press only in February, 1969. The manuscript sent to the press was returned after about 1½ years in August, 1970, as the Nasik Press could not undertake this work. The job was thereafter allotted to a private press. The reasons adduced for the delay in the printing of Volume II at the Nasik Press namely shortage of special type of paper and the non-availability of certain diacritical marks are not at all convincing to the Committee. From the correspondence exchanged between the Central Gazetteer Unit and the Publications Division, it is seen that before the work was assigned to the Publications Division the need for sending it to a press where special diacritical marks were available was pointed out by the Central Gazetteer Unit. The letter issued in

April, 1970 by the Publications Division indicates that the special diacritical marks were not available either in Government Press at Nasik or at Faridabad. It would thus appear that the work relating to printing of Volume II was accepted by the Publications Division without making sure that necessary arrangements were available at the press.

The Committee note that Volumes II and III of the Gazetteer of India are expected to be published shortly and Volume IV would be sent to the press early next year (1974). The Committee trust that there will be no further delay in this regard.

Such inordinate delay in bringing out the Gazetteer of India admits of no justification whatsoever. It is unfortunate that the publication of all the four volumes of the Gazetteer has not been synchronised. The Committee feel that it would have served the purpose better if they had been brought out almost simultaneously. In this connection it is pertinent to note that all the 9 volumes of the Imperial Gazetteer of India were published in the same year viz., 1881 and the new and revised edition in 26 volumes was published in the course of two year 1967-69.

The expenditure of approximately Rs. 11.64 lakhs incurred on the India Gazetteer so far includes only an amount of Rs. 0.43 lakh paid as honorarium to the contributors. In view of the fact that the Gazetteer is in the nature of collection of articles by eminent persons, there is no justification for engaging a Literary Editor, in addition to the General Editor for editing the articles. The

expenditure on the Central Gazetteer Unit should, therefore, have been far less. The delay in bringing out the Gazetteer has also pushed up the expenditure.

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As regards District Gazetteers, it is disturbing to learn that work on 94 Gazetteers has not yet been taken up. 124 Gazetteers are stated to be in different stages of preparation. An idea of the expenditure on these Gazetteers can be had from the fact that in 1958 the cost of one District Gazetteer was estimated to be Rs. 12,000, 40 per cent of which was to be met by the Central Government. At present the Central Government meet the entire expenditure subject to a ceiling of Rs. 60,000. Grants paid upto 1969-70 for 134 District Gazetteers aggregated to Rs. 20.97 lakhs and the anticipated liability of the Central Government for the remaining 203 District Gazetteers calculated on the basis of rates effective from 1969-70 was estimated to be Rs. 121.80 lakhs. It is obvious that any further delay in the preparation of the District Gazetteers will almost certainly push up the total expenditure still further. Now that the entire expenditure is borne by the Central Government, the Committee consider that it should be their responsibility to see that the work is completed within at most the next two years.

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Even though all the Union Territories have their own units engaged on the work relating to the Gazetteers, no appreciable

progress has been achieved. It appears that in most cases the work has not yet been taken up at all. The revision of the Gazetteers for the Union Territory of Delhi affords a typical instance of lack of planning in the execution of the work. The question of revision of the Gazetteer was first taken up in 1958 and upto 1968 "no less than 12 editors changed hands before a whole-time editor was appointed". Further, out of the 17 chapters proposed to be included in the Gazetteer only two chapters have so far been published. The other chapters are in different stages of preparation.

From the foregoing it is clear that the scheme has not been implemented properly and with any regard to time and expenditure. The Central Gazetteers Unit has woefully failed both in its work of finalising Central Volumes and in coordinating the work of the State Units. The unit, which is a temporary establishment set up to last for only five years, has perpetuated itself for over 15 years now and will certainly continue to be in existence for another few years. The expenditure incurred on this unit since its inception is about Rs. 23 lakhs. The Committee desire that the working of this unit should be thoroughly investigated with a view to identifying the deficiencies and fixing responsibility.

The Committee note that the Central Gazetteer Unit was also entrusted with the compilation of the publication "Who's Who of Indian Martyrs". The Editor, Central Gazetteer Unit as also some

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editors in the State Units were paid a monthly honorarium of Rs. 300/- each for the work done by them in connection with the preparation of "Who's Who". The Editor, Central Gazetteer Unit, has been getting this honorarium since December, 1969 when the scheme for compilation of the publication was taken up. The Committee do not appreciate the idea of paying on a continuous basis a substantial amount in the form of honorarium. In the present case there does not seem to be any justification for payment of honoraria particularly in view of the fact that the main work of the Central Gazetteer Unit has been done very leisurely.

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Incidentally the Committee find that out of 5000 copies of the publication "Who's who of Indian Martyrs" only 369 copies were sold apart from 329 copies distributed free. It appears that the sale price of Rs. 26/- per copy of the publication was arbitrarily fixed without taking into account the total expenditure incurred on compilation and printing of the book. This aspect also needs to be looked into for laying down sound pricing policies for the future. Effort to improve their enrolment should be made by offering suitable concessions to them.

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The per-capita expenditure on training was Rs. 4606 during 1970-71 which came down to Rs. 4212 during 1971-72. The Committee consider this to be too high. The teacher pupil ratio was 1 : 9.6 for the Degree course and 1 : 3.2 for the Post-graduate course. The position in this regard in the physical education colleges at

Patil and Amarvathi should be studied. While the Committee trust that the position would improve to some extent with increased admissions in the coming years, they see no justification for employment of as many as 84 Class IV servants in this institution. The percentage of Class IV staff to total staff is 63.6 which can, by any standard, be described as excessively high. There should be a progressive reduction of their strength.

16 I 175 -do-

The scheme for preparation of suitable books in Indian languages and translation of standard works into these languages to ensure adequate supply of standard university books was started in 1959. The scheme was implemented under the aegis of the Standing Commission for Scientific and Technical Terminology through translating agencies and Book Production Cells opened in universities and other institutions. No estimates of the cost of the scheme were prepared as it was stated to be a promotional venture. No time-bound programme appears to have been laid down for the implementation of the scheme. The progress made in publishing the books in Hindi and other regional languages upto the end of 1971-72 has been that out of the total 450 Hindi books allotted for translation or as original work, only 139 have been published, 51 are stated to be in press and 19 have been withdrawn. Thus, 241 Hindi books still remain to be sent to press. Similarly, out of the total 155 books allotted for translation or as original work in other languages, only 48 have been published, 22 are stated to be in the press and 53 have

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 been withdrawn, leaving 32 books yet to be sent to press. The Committee cannot congratulate the Ministry on the zeal and diligence with which this scheme has been sought to be implemented. Even after paying Rs. 51,07,227 to various translating agencies upto the end of 1971-72 more than half of the total number of books allotted i.e. 241 (Hindi) and 32 (other Regional Languages) remain to be sent to the press. It is difficult to resist the conclusion that the financial implications of the scheme has been noone's concern. The Ministry should examine the entire scheme with a view to ensuring that further expenditure is kept to a minimum.

17 1.176 Ministry of Education and Social Welfare
 Initially 300 titles for translation were selected in 1958 but later on when the scheme came into operation, these titles were reviewed by the Commission for Scientific and Technical Terminology in 1965. As a consequence of this review, some books were found unsuitable for translation and withdrawn. The Committee regret to note that the inordinate delay of about six years in placing the books before the Commission for review after the scheme came into operation has resulted in infructuous expenditure to the tune of Rs. 31,570.

18 1.186 -do-
 The Committee feel that adequate steps have not been taken by the Ministry in utilising the titles already published. It is regrettable that out of 143 titles published till the end of 1968-69, only 31 were prescribed as text-books upto October, 1970. One of the explanations offered by the Ministry is that the books which had already been published are mainly suitable for post-graduate studies

whereas the medium of instruction in different universities at post-graduate level still continues to be English. This factor ought surely to have been taken into consideration before the scheme was launched. It is noteworthy that as on 15th June, 1972, 70 per cent of the printed copies of 9 Hindi books produced by the Delhi University upto 1967, remained unsold.

19 I. 189

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The Committee note that although a co-ordinating committee for Hindi speaking States has been constituted for promoting the sale of Hindi books but for other States contacts are made individually. The Committee recommend that the feasibility of constituting co-ordinating committees for other Regional Languages should be examined and action taken accordingly. The Committee would further suggest that both the existing Co-ordinating Committee and the new ones should be specifically directed to organise their work in such a way that they are able to achieve the maximum results.

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20 I 193

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The Committee note that the Research Institute of Ancient Scientific Studies, New Delhi was approved as translating agency and was paid Rs. 32,604 in 1967-68 for translation of five books allocated to it on the recommendation of the two members of the Commission for Scientific and Technical Terminology. Later on, the performance of the Institute was gone into by the Ministry in 1968 and a decision was taken that once the existing assignment given to the Institute was completed "neither the Ministry of Education nor the Commission for Scientific and Technical Terminology

should have anything to do with the institution in future" and accordingly the Institute was asked to hand over to the Commission the translated manuscripts of the three books completed by it and the allotment of remaining two books was cancelled. It is surprising that although the decision to terminate the assignment was taken as early as 1968 no effective steps were taken to recover Rs. 11,810 which remained outstanding against the Institute. A legal notice is stated to have been served on the Institute on 1st June, 1972 only after the presentation of the Audit Report.

21. P. 194 Ministry of Education and Social Welfare

The Committee would like to be informed of the circumstances under which delay in taking effective steps to recover the balance of Rs. 11,810 occurred. The Committee also urge the Ministry to take suitable steps to recover the money.

22. I 195

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The Committee also note that out of the total grants of Rs. 45.36 lakhs paid to 47 Institutions during the period 1961-62 to 1968-69, utilisation certificates for Rs. 3,40,929 were awaited upto the period 1971-72. The Committee would like to be informed of the details of utilisation certificates yet to be received from the respective institutions. The Committee urge the Ministry to take necessary steps to obtain the utilisation certificates from the respective institutions and to recover the unspent balance from them.

23. I. 209

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Government paid grants totalling Rs. 200 lakhs during the years 1968-69 and 1969-70 to the University Grants Commission to meet

the financial requirements of the hospitals attached to the Medical Colleges of Aligarh Muslim and Banaras Hindu Universities for the construction of buildings and purchase of equipments against the overall requirement of Rs. 302 lakhs determined by a Committee, appointed in August, 1967. The Commission, however, paid to these Universities Rs. 104.70 lakhs only during these years. Grant of Rs. 85.30 lakhs was thus prematurely paid to the University Grants Commission. Further payments to the extent of Rs. 40.15 lakhs only were paid to the universities upto 15th October, 1972 leaving a balance of Rs. 55.15 lakhs with the University Grants Commission. It is, therefore, clear that the release of grant to the U.G.C. was not regulated according to the requirement from year to year. The Committee desire that funds should not be locked up in this manner in future.

The requirements of Aligarh Muslim University and Banaras Hindu University as assessed in 1967 were Rs. 106 lakhs and Rs. 196 lakhs respectively. The amounts spent were, however, Rs. 88.60 lakhs upto 30th September, 1972 in the case of the former and Rs. 51.25 lakhs upto 31st May, 1972 in the case of the latter. The Committee learn that no time-schedule was fixed for the construction of buildings and procurement of equipments. They consider this to be a lapse. The progress is obviously unsatisfactory. In future before grants are committed a firm time-schedule should be insisted on and grants should be released with reference to actual progress made.

The NCERT established four regional colleges of education at Ajmer, Bhubaneshwar, Bhopal and Mysore during 1963-65. According to a decision taken in May, 1965 the scope of the colleges was enlarged to include a four-year course each in Agriculture, Commerce, English and one year course in Science, Technology, Agriculture, Commerce and English. The expectation then was that each college would have a student population of about 2,000 in the regular courses alone as against the original target of 100 only. In February, 1966 the colleges were directed to start summer school-cum-correspondence courses to meet the backlog of untrained teachers. There were, however, only 1909, 2773 and 3439 students (including students of summer school-cum-correspondence courses), on the rolls of all the four colleges during 1966-67 to 1968-69. The latest position is that there are about a thousand students in each college. Thus there is a big shortfall as compared to anticipations. The annual expenditure on these colleges ranged from Rs. 87 lakhs to Rs. 123 lakhs during the period 1966-67 to 1971-72. A Review Committee appointed by Government in January, 1968 felt that the cost of the programme is high in proportion to the marginal gains in quality. The per capita expenditure on training is Rs. 3051 per annum during 1970-71. The Committee consider that the matter calls for a detailed examination with a view to ensuring fuller utilisation of facilities available with the colleges.

Ministry of Education and
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Research and Training

25. 2.52

The Regional Colleges of Education were started with the object of preparing teachers for the multipurpose schools. However, the number of multipurpose schools in the country which rose from 374 at the end of the First Plan to 2446 at the end of the Third Plan has now come down to 508. Thus the multipurpose schools have proved not to be popular and appear on the way out. The future role of the regional education colleges should, therefore, be defined and necessary changes made so that these colleges may function without duplicating the efforts of other training colleges in the country.

From the evidence tendered before them, the Committee find that no detailed study was made before starting the regional colleges. Further the Committee were informed that although the multipurpose schools were intended to offer seven diversified courses such as domestic science, technology, agriculture, commerce and the arts apart from science and humanities, no assessment was made regarding the number of schools offering each of these courses. Thus the provision of various facilities in the Regional Colleges of Education was not planned scientifically on the basis of actual need.

According to the Review Committee the four year degree courses as developed in these colleges merely add the subject matter and the professional part (which continues to remain separate) rather than integrating them as such. They had also felt that the four-year courses are not the answer to the teacher training problem in India. Following the Review Committee's recommendations four year courses in commerce and technology alone have been stopped.

The courses in science and English are, however, continued. In this connection the Committee find that two committees appointed by the Executive Committee of the NCERT to go into the recommendations regarding discontinuance of Science and English courses have suggested continuation of these courses with some modification. The Committee feel that the four year courses have not been conceived properly. They desire that Government should have another look into the matter in the light of the observations of the Review Committee.

**Ministry of Education and
Social Welfare/National
Council of Education
Research and Training**

29 2.69

The Committee feel concerned to find that the NCERT suffered a loss of 13,665 books worth Rs. 1.72 lakhs representing about 1/10th of the total number of accessioned books in addition to loss of unaccessioned material which could not be precisely ascertained. The loss of such a magnitude which discloses utter lack of care and vigilance cannot be taken lightly. An enquiry officer is stated to have been appointed to examine the possibility of fixing responsibility for the loss. The Committee desire that the enquiry should be completed expeditiously and deterrent punishment given to the delinquents. The action taken in this regard may be reported to them.

30 2.70

Although the Ministry have contended that there are no concrete facts on record which can indicate that books for which bills were passed were not actually received in the library, they have promised that this possibility will be carefully examined again. The Committee would like to know the result of the examination.

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The Committee find that no record is available for the pamphlets, complimentary copies and other documents received in the library. This has been yet another unsatisfactory feature of the functioning of the library. It is no wonder that such materials are lost and the extent of such loss could not be precisely stated. The Committee trust that in future such books and documents as are worth preserving will be taken to the registers of the library in order to have an effective control over their receipt and custody for the benefit of the working of the Council.

The Committee need hardly add that material and publications which are not considered useful for being added to the library should be disposed of with the specific approval of an authority to be laid down and that periodical reports in that behalf should also be placed before the Council so that they are kept contemporaneously informed.

Although the Council was to follow the rules and regulations prescribed by Government which required physical verification of the stock of the library to be done every year, surprisingly no such verification was carried out. The explanation that it was not done partly because of the inconvenience it would have caused to the research workers using the library is hardly convincing as the resultant loss of thousands of valuable books has obviously caused greater harm to the institution. The Committee hope that taking a lesson from this costly lapse the Council will ensure regular physical verification of books in future.

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Ministry of Education and
Social Welfare National
Council of Education
Research and Training

2-74

It is indeed quite surprising to note that books allegedly found redundant or irrelevant to the working of the National Institute of Education were purchased on the recommendations of the Senior Staff Members of various departments. The Committee desire that this aspect should be gone into carefully with a view to fixing responsibility for the waste of resources of the Council.

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The Kesavan Committee which was constituted in June 1970 to recommend measures for proper organisation and housing of the library has submitted its report in October, 1971. The Committee have been given to understand that the Executive Committee of the NCERT has accepted the report in principle. The Committee consider there should be scarcely any strong ground for accepting a report of this nature in principle; accepting should be only for purpose of implementation. They desire that action taken to implement the recommendations should be reported to them within six months.

36

Ministry of Education and
Social Welfare National
Book Trust

3-8

The Committee had in their 29th Report (1964-65) expressed concern that sale of books of the National Book Trust is not encouraging. The position has not shown any improvement since then. During the period 1966-67 to 1969-70, 68 titles in Hindi were brought out and 2,74,926 copies were printed of which 1,08,839 copies were lying unsold as on 31-12-1971. Further, during the period 1961-1970, the Trust brought out 140 titles in other languages and 2,77,535 copies were printed of which 1,89,443 copies were

