

**COMMITTEE
ON
PAPERS LAID ON THE TABLE
(1978-79)**

(SIXTH LOK SABHA)

EIGHTEENTH REPORT

(Presented on 9 May, 1979)



**LOK SABHA SECRETARIAT
NEW DELHI**

May, 1979/Vaisakha 1901 (Saka)

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COMPOSITION OF THE COMMITTEE ON PAPERS LAID ON
THE TABLE

(1978-79)

Shri Kanwar Lal Gupta—*Chairman*.

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3. Shri G. M. Banatwalla
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SECRETARIAT

Shri K. K. Saxena—*Chief Examiner of Bills and
Resolutions.*

Shri N. N. Mehra—*Senior Table Officer.*

Shri P. C. Chaudhry—*Senior Table Officer.*

INTRODUCTION

1. I, the Chairman of the Committee on Papers laid on the Table of the House, having been authorised by the Committee to present the Report on their behalf, present this their Eighteenth Report.

2. On examination of certain papers laid during the Fourth, Fifth and Sixth Sessions (Sixth Lok Sabha), the Committee have come to certain conclusions in regard to delay in laying before Parliament Annual Reports of National Staff College for Educational Planners and Administrators.

3. The Committee considered and adopted this Report at their sitting held on May, 2, 1979.

4. A statement giving summary of Recommendations|Observations of the Committee is appended to the Report (Appendix II).

NEW DELHI;
May 2, 1979

KANWAR LAL GUPTA,
Chairman,

Vaisakha 12, 1901 (Saka).

Committee on Papers laid on the Table.

REPORT

DELAY IN LAYING BEFORE PARLIAMENT ANNUAL REPORTS OF NATIONAL STAFF COLLEGE FOR EDUCATIONAL PLANNERS AND ADMINISTRATORS

The Annual Reports (both Hindi & English versions) for (i) the period 1970-71 to 1974-75 and (ii) the year 1975-76 in respect of the National Staff College for Educational Planners and Administrators, New Delhi containing the Audit Reports and the statements of Accounts were laid on the Table of Lok Sabha on 13-3-1978 along with a statement containing both reasons for delay in laying those Reports and the reasons for not laying the 'Review' on those reports.

1.2. In the statement which was laid alongwith the above Reports, the Minister of Education and Social Welfare explained the reasons for delay *inter alia* as under:—

“The Audit Report for the years 1971-72 to 1974-75 was received in January, 1977 and for 1975-76 in June, 1977. This was owing to the time taken in processing the request to the Comptroller and Auditor General of India to undertake the audit of the accounts of the Staff College, under the provisions of the Comptroller and Auditor General (Duties, Powers and Conditions of Service) Act, 1971.”

1.3. From the Audit Report for the years 1971—1975 it is noted that the Audit made the following observation about the form of Account:

“According to the Rule 37 of the Memorandum of Association of the College, the form of Receipt and Payment Accounts is to be prescribed by the Government of India in consultation with the auditors. In the absence of any prescribed forms of accounts, the college has been preparing upto 1974-75 a skeleton Receipt and Payment Account on different forms in different years. However, the Government of India, Ministry of Education and Social Welfare, prescribed a form of Receipt and Payment Account in February, 1976. The audit of the college was entrusted to the Comptroller and Auditor General of India in June 1976 under section 20 of the comptroller and Auditor General's (D.P.C.) Act, 1971.”

1.4. Section 20 of the Comptroller and Auditor-General's (Duties, Powers and Conditions of Service) Act, 1971 provides as under:

"20. (1) Save as otherwise provided in section 19, where the audit of the accounts of any body or authority has not been entrusted to the Comptroller and Auditor-General by or under any law made by Parliament, he shall, if requested so to do by the President or the Governor of a State or the Administrator of a Union territory having a Legislative Assembly, as the case may be, undertake the audit of the accounts of such body or authority on such terms and conditions as may be agreed upon between him and the concerned Government and shall have, for the purposes of such audit, right of access to the books and accounts of that body or authority:

Provided that no such request shall be made except after consultation with the Comptroller and Auditor-General.

- (2) The Comptroller and Auditor-General may propose to the President or the Governor of a State or the Administrator of a Union territory having a Legislative Assembly, as the case may be, that he may be authorised to undertake the audit of the accounts of any body or authority, the audit of the accounts of which has not been entrusted to him by law, if he is of opinion that such audit is necessary because a substantial amount has been invested in or advanced to, such body or authority by the Central or State Government or by the Government of a Union territory having a Legislative Assembly, and on such request being made, the President or the Governor or the Administrator, as the case may be, may empower the Comptroller and Auditor-General to undertake the audit of the accounts of such body or authority.
- (3) The audit referred to in sub-section (1) or sub-section (2) shall not be entrusted to the Comptroller and Auditor-General except where the President or the Governor of a State or the Administrator of a Union territory having a Legislative Assembly, as the case may be, is satisfied that it is expedient so to do in the public interest and except after giving a reasonable opportunity to the concerned body or authority to make representations with regard to the proposal for such audit."

1.5. As regards the reasons for not laying the 'Review' on the Report, the Minister explained in that statement showing reasons

for delay that "the Government is in agreement with the Reports and hence no review statement is being laid."

1.6. In paragraph 2.15 of their Second Report (Fifth Lok Sabha) the Committee on Papers laid on the Table recommended as under:-

"The Committee feel that the practice of incorporating the reasons for delay in the 'Review' prepared by the Government on the Report is not correct and the reasons for delay should invariably be laid separately so that attention of the House is drawn to that fact specifically."

1.7. In terms of the above recommendation of the Committee the statement showing reasons for delay and 'Review' on the working of the National Staff College for Educational Planners and Administrators should have been compiled and laid on the Table, separately.

1.8. Rules 37 and 38 of National Staff College for Educational Planners and Administrators Rules, 1970 read as under:—

- "37. *Accounts and Audit:* (a) The Staff College shall maintain proper accounts and other relevant records and prepare annual accounts comprising the receipt and payment accounts, Statement of liabilities, etc., in such form as may be prescribed by the Government of India in consultation with the Auditors.
- (b) The accounts of the Staff College shall be audited annually by the Auditors appointed by the Government of India and any expenditure incurred in connection with the audit of the accounts of the Staff College shall be payable by the Staff College to the Auditors.
- (c) The Auditors appointed by the Government of India shall have the same rights and privileges and authority in connection with the audit of the accounts of the Staff College as the Comptroller and Auditor General, or any other person appointed by him in this behalf, has in connection with the audit of Government accounts and, in particular, shall have the right to demand the production of books, accounts, connected vouchers and other documents and papers and to inspect any of the officers or institutions of the Staff College.
- (d) The accounts of the Staff College, as certified by the Auditors, together with the Audit Report thereon, shall be forwarded annually to the Government of India and

the Government shall cause the same to be laid before the Houses of Parliament.

38. An Annual Report of the proceedings of the Staff College, and of the work undertaken during the year, shall be prepared and published for the information of the Government of India and others concerned and interested."

1.9. In paragraphs 1.16 and 3.5 of their First Report (Fifth Lok Sabha)-presented to Lok Sabha on 8-3-1976—the Committee on Papers laid on the Table *inter alia* recommended as under:—

"1.16.....that after the close of the accounting year every autonomous organisation should complete its accounts within a period of 3 months and make them available for auditing. Auditing of the accounts and furnishing replies to audit objections, if any, and also translation and printing of Reports should be completed within the next six months so that the Reports and audited accounts are laid before Parliament within nine months after the close of the accounting year unless otherwise stipulated in the relevant Act etc. under which the body has been set up. If for any reason the report and audited accounts cannot be laid within the stipulated period of nine months, the concerned Ministry should lay within 30 days of the expiry of the prescribed period or as soon as the House meets, whichever is later, a statement explaining the reasons why the report and accounts could not be laid within the stipulated period."

"3.5.normally the Annual Report and audited accounts of autonomous organisations should be presented to Parliament together to enable the House to have a complete picture of the working of that body. This decision should not be taken to imply that laying of reports and accounts could be delayed to any length of time. The Committee recommend that the Annual Report together with the audited accounts and audit report thereon for a particular year should be laid on the Table within 9 months of the close of the accounting year unless otherwise stipulated in the Act or Rules under which the organisation has been set up. To comply with this requirement proper time schedule should be laid down for compilation of Annual Report and accounts and their auditing. The Committee feel that normally a period of 3 months would be sufficient for compilation of, accounts and their submission to audit;

the next 6 months might be given for auditing of accounts, for printing of the report and sending it to Government for laying. If for any reason the report, audited accounts and audit report cannot be laid within the stipulated period of nine months, the Ministry should lay within 30 days of expiry of the prescribed period or as soon as the House meets, whichever is later, a statement explaining the reasons why the report and accounts could not be laid within the stipulated period."

1.10. As the recommendations of the Committee were not being strictly followed by the Ministry, the Ministry of Education and Social Welfare were asked to furnish information about the stage-wise position of all the Audit Reports and the reasons for not following the recommendations of the Committee.

1.11. The Ministry of Education and Social Welfare furnished the requisite information with their note dated 26th May, 1978 (Appendix I).

1.12. According to the information furnished by the Ministry, there were no financial transactions in the year 1970-71 and the accounts for the years 1971-72 to 1975-76 were ready for being audited in June of the following year in all the cases. The following Table (prepared on the basis of information furnished by the Ministry) shows the position of Annual Accounts and Audit reports for the years 1971-72, 1972-73, 1973-74, 1974-75 and 1975-76:

Sl. No.	Stages of Annual Accounts and Audit Reports	1971-72	1972-73	1973-74	1974-75	1975-76
1	2	3	4	5	6	7
1.	Date when Accounts were ready . . .	June, 1972	June, 1973	June, 1974	June, 1975	June, 1976
2.	Date when Accounts sent to Audit . . .	11-9-1974	11-9-1974	11-9-1974	28-7-1975	9-6-1976
3.	Date when Auditing of Accounts taken up . . .	13-7-1976	13-7-1976	13-7-1976	13-7-1976	30-12-1976
4.	Date of completion of Audit . . .	17-8-1976	17-8-1976	17-8-1976	17-8-1976	19-1-1977
5.	Date of receipt of Audit Report in Ministry . . .	15-1-1977	15-1-1977	15-1-1977	15-1-1977	13-6-1977
6.	Date of transmission of Audit Report to Staff College . . .	24-1-1977	24-1-1977	24-1-1977	24-1-1977	8-8-1977]

1	2	3	4	5	6	7
7. Date of consideration and approval of Audit & Annual Report by Staff College		Aug., 1977	Aug., 1977	Aug., 1977	Aug., 1977	Aug., 1977
8. Date of receipt of copies of Report in the Ministry						
English		6-12-1977	6-12-1977	6-12-1977	6-12-1977	6-12-1977
Hindi		19-12-1977	19-12-1977	19-12-1977	19-12-1977	19-12-1977

1.13. Explaining the circumstances due to which the accounts of the Staff College could not be audited in time, the Ministry have in their note dated 26th May, 1978 *inter alia* stated as under:

"The National Staff College for Educational Planners and Administrators was registered under the Indian Societies Registration Act on 31st December, 1970 but started functioning effectively from the 1st March, 1973 after the winding up of the erstwhile Asian Institute of Educational Planning and Administration. The Asian Institute had been set up as a subordinate office of the Ministry on the basis of a contract between the Government and the UNESCO. The contract expired in December, 1972 and the Asian Institute itself ceased to exist with effect from 28th February, 1973. The National Staff College is the successor institution.

Accordingly on 10th January, 1973 this Ministry addressed a request to the Comptroller and Auditor General to arrange for the audit of the accounts of the Staff College.

After some correspondence, the C & AG in his final reply dated 7-1-1974, pointed out that the request for undertaking the audit was to be made in the name of the President in consultation with the Ministry of Finance. Thereupon the Ministry of Finance (Budget Division) was approached and that Ministry on 25-3-74 issued a formal request to the C & AG under the C & AG (Duties Powers and Conditions of Service) Act, 1971, in the name of the President to undertake the audit of the Staff College on terms and conditions to be settled with the Education Ministry.

The C & A G on being reminded informed that the matter was under correspondence with the Ministry of Finance. The C & AG was again reminded on 29-7-74 and on 29-8-74 sent another interim reply to the same effect. On 18-9-74, the Ministry of Finance passed on to us a reference from the C & A G enquiring whether the requirements of Section 20(3) of the C & A G Act were satisfied in the present case. This was referred to the Staff College on 5-10-74 for furnishing the information required by the C & A G. On receipt of the reply dated 27-12-74 from the Staff College, this Ministry sent a reply to the Ministry of Finance on 1-1-75 furnishing the required information and repeating our request for the terms of C & A G to undertake the audit. The Ministry of Finance was reminded on 31-5-75 and on 10-6-75. That Ministry then indicated a set of terms for specific acceptance. These were referred to the Staff College on 17-6-76 and was received back on 28-7-75. On 16-8-75, we communicated acceptance to the Ministry of Finance. On 26-8-75, the Ministry of Finance wrote back to enquire whether the decision regarding the audit by C & A G was taken with at a "high level". Another reference was made to the Staff College on 4-9-75, and a reply was received on 11-12-75. This was followed by consultations on file with Ministry of Finance. On 17-5-76 a self-contained note was sent to the Ministry of Finance on file explaining the rationale of the desire of this Ministry to entrust the audit of the Staff College to the C & A G. The Ministry of Finance passed on the reference to the C & A G, who received consent on 9-6-76 to undertake the audit on certain conditions. On our acceptance of these conditions, the Ministry of Finance issued on 26-6-76 a fresh request in the name of the President to the C & A G to undertake the audit."

1.14. As regards the question about reasons for not following the recommendations contained in para 2.15 of Second Report (Fifth Lok Sabha) regarding laying of the 'delay statement' and the 'Review' separately, the Ministry have, while regretting the omission in not laying a separate formal statement regarding the 'Review', stated:

"Even though the laying of the Reports of the Staff College has been admittedly delayed for reasons recounted above, the Institution itself is still in its infancy and its activities in the years under report have not been on any extensive scale. This will be evident from the slimness of the Re-

ports themselves. These reports have been considered in the Ministry and we had no comments to offer by way of review of these reports. It was for this reason that a single statement was laid on the Table first indicating that the review statement was being laid and, secondly, making a brief explanation of the delay."

1.15. The Annual Report containing the audit report and accounts for 1976-77 was laid on the Table of Lok Sabha alongwith a statement showing reasons for delay and a 'Review', on 14th August, 1978 (i.e. 16½ months after the close of accounting year). In the statement showing reasons for delay in laying the aforesaid report, the Minister of Education, Social Welfare and Culture have *inter alia* stated:

"The afore-mentioned papers in respect of the Staff College for the year 1976-77 could not be laid before the Parliament before the end of December, 1977. At the end of December, 1976, the AGCR had conveyed instructions to the Staff College to recast the accounts retrospectively from the year 1970-71. This resulted in delay in preparing the accounts for 1976-77, which could be completed only in September, 1977. The accounts for 1976-77, therefore, could be sent to AGCR only on September 13, 1977. The audit was conducted by the AGCR from December 19, 1977 till January 5, 1978. The interim queries from the AGCR were received in the Staff College on February 28, 1978, and the replies were sent on March 18, 1978. The Audit Report was received in the Staff College on April 29, 1978. Copies of the Hindi version of the Audit Report were not prepared by the Staff College and forwarded to the AGCR by this Ministry on June 15, 1978. The authenticated copies of the Hindi version were received back in the Staff College on July, 1, 1978.

The Annual Report, the Audited Accounts, and the Audit Report for 1976-77 were placed before the Council of the Staff College which held its meeting on July 15, 1978 and approved of the same."

1.16. The Annual Report containing the statement of accounts and Audit thereon for the year 1977-78 was laid on the Table of Lok Sabha on 21-12-1978, alongwith a statement which states as under:

"The Annual Reports for the year 1977-78 in respect of the National Staff College for Educational Planners and Ad-

ministrators, New Delhi, containing, *inter alia* the Audit Report and the Statement of Accounts, have been examined by the Government. The Government is in agreement with the Report and hence no review statement is being laid."

1.17. It has been noticed from the Audit Report for the year 1977-78 that the Audit made the following observations.

Statement of Liabilities

Rule 37(a) of the rules of the Society, viz. the National Staff College for Educational Planners and Administrators Rules, 1970, requires the preparation of annual accounts comprising of the Receipts and Payments Accounts, Statement of Liabilities etc. in such form as may be prescribed by the Government of India. No statement of Liabilities has been prepared by the Staff College despite comments to this effect in the audit reports on the accounts for the years 1970-71 to 1976-77. The Staff College stated (July, 1978) that the Statement of Liabilities would be prepared when the form of the Statement, which is under consideration of Government, is prescribed."

1.18. The Committee feel deeply concerned to find that the Annual Reports together with the statement of accounts and Audit Reports thereon of the National Staff College for Educational Planners and Administrators, New Delhi, an autonomous institution set up under the Societies Registration Act, 1860 and fully financed by the Ministry of Education & Social Welfare, pertaining to the years 1970-71 to 1974-75 and 1975-76 were laid on the Table of Lok Sabha as late as 13-3-1978 and for 1976-77 on 14-8-1978. Such alarming delays in placing the Annual Reports of the College before Parliament has inevitably led the Committee to conclude that neither the College nor the Ministry paid any serious attention to finalisation of accounts and Reports of these years and their laying before Parliament. The Committee are of the view that laying of Reports on the Table was treated just a formality by the Government and Parliament was simply taken for granted. The Committee have emphasised more than once that in case the Reports are not laid on the Table within a reasonable time, they lose their importance and utility and the members are also denied an opportunity to examine the Report and to pin point in time the defects and deficiencies, if any, coming to light through the Report. The Committee, however, note with satisfaction that the Annual Report for 1977-78 was laid on the Table on 21-12-1978, within the time limit prescribed by the Committee.

1.19. From the information furnished by the Ministry of Education and Social Welfare on 26-5-1978 (Appendix I) the Committee find that the Ministry requested the Comptroller and Auditor-General of India on 10 January, 1973 to arrange for the audit of the accounts of the Staff College but their request was acceded to by the C.&A.G. after a long and protracted correspondence among the Ministries of Education and Social Welfare and Finance, the C.&A.G. and the Staff College spreading over a period of 3½ years (from 10-1-1973 to 26-6-1976). After examining the information furnished by the Ministry the Committee find that this case was processed in a very tardy manner and at no level any serious attempt was made to settle the matter promptly, in spite of the requirement of rule 37(d) of the National Staff College for Educational Planners and Administrators Rules 1970 that the certified accounts shall be forwarded annually to the Government of India and the Government shall cause the same to be laid before Parliament. The Committee are of the view that had the Staff College and the Ministry of Education & Social Welfare themselves examined the point, before approaching the C.&A.G. for conducting the audit of the accounts of the college, whether the requirements of section 20(3) of the C.&A.G. Act, 1971 were met by them or not, much of time lost in correspondence would have been saved. After examining the whole case the Committee have come to the inescapable conclusion that the Ministry of Education and Social Welfare neither applied their mind to the matter before making the request to C.&A.G. to undertake auditing of accounts of the College nor did they guide the Staff College properly in the matter. The Committee deplore this lackadaisical approach of the Ministry in handling this case.

1.20. The Committee also find from the information given in the Ministry's note that though the accounts of the college for the years 1971-72, 1972-73 and 1973-74 were ready with the Staff College in the months of June, 1972, June, 1973 and June, 1974 respectively yet all these accounts were submitted to Audit together on 11-9-1974, i.e. 27 months, 15 months and 3 months, respectively, after their completion. Further the Audit Reports for the years 1971-72, 1972-73, 1973-74 and 1974-75 were transmitted by the Audit to the Staff College together in January, 1977 but the Staff College took 7 months (in August, 1977) thereafter to consider and approve the Audit and Annual Reports and 4 months further to make copies of the Reports available to the Ministry for laying. So far as Audit Report for 1975-76 is concerned, the Committee note that it was received by the Ministry on 13-6-77 and transmitted to the Staff College on 8-8-1977 i.e. nearly two months after the receipt.

1.21. From the statement showing reasons for delay in laying the Annual Report for 1976-77 (laid on 14-8-1978, 16½ months after the close of the accounting year) it is found that at the end of December, 1976, the Accountant General, Central Revenues had issued instructions to the Staff College to recast the accounts retrospectively from the year 1970-71 and this delayed finalisation of the accounts for the year 1976-77. It is apparent that the accounts of the college were not maintained properly and were also not prepared in the manner in which these should have been drawn for the years from 1970-71 to 1976-77. The Committee's view is strengthened and corroborated by the observations made by the Audit in their Audit Report for the years 1971-75 that "In the absence of any prescribed forms of accounts, the college has been preparing upto 1974-75 a skeleton Receipt and Payment Account on different forms in different years. However, the Government of India, Ministry of Education and Social Welfare, prescribed a form of Receipt and payment Account in February, 1976". The Committee are surprised to find that in spite of an express provision in Rule 37(a) of the National Staff College for Educational Planners and Administrators Rules, 1970 that "the Staff College shall maintain proper accounts and other relevant records and prepare annual accounts, statement of liabilities, etc., in such form as may be prescribed by the Government of India in consultation with the Auditors" the Ministry of Education and Social Welfare took more than 5 years in prescribing the form of Receipt and payment Account (prescribed in February, 1976).

1.22. The Committee are also surprised to find from the observations made by Audit in the Audit Report for 1977-78 that despite the Audit's repeated exhortations in their Audit Reports for the years 1970-71 to 1976-77 to prepare the Statement of Liabilities, no such statement has so far been prepared by the College, as the form of statement, which is to be approved by Government in consultation with the C & AG, has not so far been prescribed.

1.23. It is highly unsatisfactory that Government should take such an extraordinary long time in prescribing forms for preparing annual accounts and the Statement of Liabilities. The Committee feel that Government have not taken any serious note of the observations made by the Audit in their successive Audit Reports. The Committee are of the view that had the Ministry been serious, these procedural matters could have been settled long back and not allowed to linger on for years. The Committee feel that these forms should have been prescribed within the minimum possible time so that the Staff College could prepare their accounts properly and efficiently every year. The Committee, therefore need hardly stress

that the requisite form of Statement of Liabilities should be finalised and approved without further delay.

1.24. The Committee also do not appreciate the routine manner in which Ministry have said in the statement laid along with the report that "the Government is in agreement with the Reports and hence no review statement is being laid". When the point regarding Statement of Liabilities having not been prepared had been raised in the Audit Report contained in the Annual Report 1970-71 to 1974-75, it was duty of the Ministry to have touched this point in their review and explained to Parliament the steps being taken to meet the audit objection. The Committee hope that in future, review on a report will be prepared after careful examination of all aspects of the report and particular care will be taken to mention the shortcomings or deficiencies noted from the report and action taken to remedy the situation.

1.25. The Committee note that Rule 37 of the Rules of the National Staff College for Educational Planners and Administrators is not comprehensive inasmuch as it does not specify the time limits for completion of various stages of finalisation of accounts and their laying before Parliament. Further Rule 38 thereof does not provide for laying of Annual Report before Parliament, even though it is being laid on the Table in actual practice.

1.26. The Committee, therefore, recommend that urgent steps should be taken to amend the relevant rules of the Staff College suitably to make it obligatory on the part of the Ministry of Education and Social Welfare to lay on the Table of both Houses of Parliament the Annual Report, Accounts and Audit Report of the College within 9 months of the close of the accounting year.

NEW DELHI;

KANWAR LAL GUPTA,

May 2, 1979

Chairman,

Vaisakha, 12 1901 (Saka).

Committee on Papers laid on the Table.

APPENDIX I

(Vide Para 1.11 of Report)

No. F-1-17/78. P.N. 1

GOVERNMENT OF INDIA

MINISTRY OF EDUCATION AND SOCIAL WELFARE

(Department of Education)

New Delhi, May 28, 1978.

SUBJECT: *Delay in laying Annual Reports of National Staff College for Educational Planners and Administrators before Parliament.*

The undersigned is directed to refer to Lok Sabha Secretariat O.M. No. 4/3/CPL/78-L-II, dated April 4, 1978, and to enclose a statement containing the information required therein.

2. Prof. M. V. Mathur, the Director of the National Staff College for Educational Planners and Administrators, will be visiting Canada to participate in an international seminar and is expected to return by the end of May 1978. This may kindly be placed before the Committee in case it decides to hold a hearing in this matter.

Sd/-

P. K. UMASHANKAR,
Joint Secretary to the Government of India.

Encl: as above.

Lok Sabha Secretariat,
NEW DELHI.

MINISTRY OF EDUCATION AND SOCIAL WELFARE

Department of Education

SUBJECT: *Delay in laying the Annual Reports of National Staff College for Educational Planners and Administrators before Parliament.*

- (i) the due date, if any, by which the accounts of the Staff College should be ready for being sent to the Audit for auditing;

The Rules of the National Staff College for Educational Planners and Administrators do not specify any formal deadline for this purpose. However, in para 1.16 of its First Report (1975-76), the Committee on Papers laid on the Table had recommended that after the close of the accounting year every autonomous organisation should complete its accounts within a period of three months and make them available for auditing.

- (ii) the exact dates on which the accounts of the Staff College for the years 1970-71, 1971-72, 1972-73, 1973-74, 1974-75 and 1975-76 were ready for being audited;

According to the Staff College, there were no financial transactions in the year 1970-71. The accounts for the year 1971-72 to 1975-76 were ready by the June of each year.

- (iii) the exact dates on which the Audit was approached to audit those accounts;

The National Staff College for Educational Planners and Administrators was registered under the Indian Societies Registration Act on 31st December, 1970 but started functioning effectively from the 1st March, 1973 after the winding up of the erstwhile Asian Institute of Educational Planning and Administration. The Asian Institute had been set up as a subordinate office of the Ministry on the basis of a contract between the Government and the UNESCO. The contract expired in December, 1972 and the Asian Institute itself ceased to exist with effect from 28th February, 1973. The National Staff College is the successor institution.

Accordingly on 10th January 1973 this Ministry addressed a request to the Comptroller and Auditor General to arrange for the audit of the accounts of the Staff College.

After some correspondence, the C & AG in his final reply dated 7-1-1974, pointed out that the request for undertaking the audit was to be made in the name of the President in consultation with the Ministry of Finance. Thereupon the Ministry of Finance (Budget Division) was approached and that Ministry on 25-3-74 issued a formal request to the C & AG under the C & AG (Duties, Powers and Conditions of Service) Act, 1971, in the name of the President to undertake the audit of the Staff College on terms and conditions to be settled with the Education Ministry. The C&AG on being reminded informed that the matter was under correspondence with the Ministry of Finance. The C&AG was again reminded on 29-7-74 and on 29-8-74 sent another interim reply to the same effect. On

18-9-74, the Ministry of Finance passed on to us a reference from the C&AG enquiring whether the requirements of Section 20(3) of the C&AG Act were satisfied in the present case. This was referred to the Staff College on 5-10-74 for furnishing the information required by the C&AG. On receipt of the reply dated 27-12-74 from the Staff College, this Ministry sent a reply to the Ministry of Finance on 1-1-75, furnishing the required information and repeating our request for the terms of C&AG to undertake the audit. The Ministry of Finance was reminded on 31-5-75 and on 10-6-75. That Ministry then indicated a set of terms for specific acceptance. These were referred to the Staff College on 17-6-75 and was received back on 28-7-75. On 16-8-75, we communicated acceptance to the Ministry of Finance. On 26-8-75, the Ministry of Finance were back to enquire whether the decision regarding the audit by C&AG was taken with at a "high level". Another reference was made to the Staff College on 4-9-75, and a reply was received on 11-12-75. This was followed by consultations on file with Ministry of Finance. On 17-5-76 a self-contained note was sent to the Ministry of Finance on file explaining the rationale of the desire of this Ministry to entrust the audit of the Staff College to the C&AG. The Ministry of Finance passed on the reference to the C&AG, who recorded consent on 9-6-76 to undertake the audit on certain conditions. On our acceptance of these conditions, the Ministry of Finance issued on 26-6-76 a fresh request in the name of the President to the C&AG to undertake the audit.

The Staff College sent to the A.G.C.R. the accounts for 1971-72, 1972-73 and 1973-74 on 11-9-1974. The accounts for 1974-75 were sent on 28-7-75 and that for 1975-76 on 9-6-76.

- (iv) the exact dates on which the Audit undertook the job of auditing those accounts;

Audit of the accounts for the year 1970-71 to 1974-75 was held from 13-7-76 to 17-8-76, and the audit for 1975-76 was held from 30-12-76 to 19-1-77.

- (v) the exact dates on which queries, if any, from the Audit were received and resolved;

No queries were received from the Audit in respect of 1970-71 to 1974-75. The queries in respect of 1975-76 were received on 8-3-1977 and the Staff College sent its replies on 15-4-77. Further queries were received on 26-8-77 and replies sent on 3-9-77.

The Audit Report for the period 1970-71 to 1974-75 was received in the Ministry on 15-1-77 and transmitted to the Staff College on

24-1-77. The Audit Report for 1975-76 was received in this Ministry on 18-6-77 and transmitted to the Staff College on 8-8-77. The Hindi version of these reports have been prepared in the Ministry itself for subsequent authentication by the AGCR.

- (vi) the exact dates on which the printed copies of the Annual Reports were received by the Ministry for laying the same before Parliament;

The Council considered and approved both the Audit Reports as well as the Annual Reports since the inception of the Staff College upto the year 1975-76 in the meeting of the Council held in August 1977.

Copies of the English version of the Reports for 1970-71 to 1974-75 and for 1975-76 were received from the Staff College on 6-12-77 and the copies of the Hindi version on 19-12-77.

- (vii) whether the question of delay was taken up with the Staff College; if so, the result thereof;

The delay in this regard is in respect of two documents viz., the Audit Report which goes with the Statement of Accounts, and the Annual Reports.

In so far as the Audit Report is concerned, the delay that has occurred was owing to the time taken in processing the request to the C&AG to undertake the audit of the Staff College, as per the resume give under points (iii) and (iv) above. The finalisation of the Annual Report was done after the Audit Report was available.

- (viii) whether the Ministry are aware of the recommendation of the Committee made in para 2.15 of second Report (Fifth Lok Sabha) according to which the statement of reasons and the statement of 'Review' should be laid separately; if so, the reasons for not following the said recommendation;

Even though the laying of the Reports of the Staff College has been admittedly delayed for reasons recounted above, the Institution itself is still in its infancy and its activities in the years under report have not been on any extensive scale. This will be evident from the slimness of the Reports themselves. These reports have been considered in the Ministry and we had no comments to offer by way of review of these reports. It was for this reason that a single statement was laid on the Table first indicating that the review state-

ment was being laid and, secondly, making a brief explanation of the delay.

However, the omission in not laying a separate formal statement regarding the "Review" is regretted.

- (ix) the present position of the Report for 1976-77 of the Staff College which has not been laid before Parliament so far.

The Audit Report in respect of 1976-77 has been received in this Ministry from A.G.C.R. on 26-4-78 and transmitted to the Staff College on 29-4-1978. As such it is not possible to lay the Audit Report and the Annual Report in respect of 1976-77 during the current session of Parliament which ends on 12-5-78. However, every effort will be made to lay them in the ensuing session of the Parliament. The draft Annual Report is ready and awaits approval by the Council.

APPENDIX II

Summary of Recommendations|Observations contained in the Report

Reference to Sl. No. para No. of the Report		Summary of Recommendations Observations
(1)	(2)	(3)
1	1.18	<p>The Committee feel deeply concerned to find that the Annual Reports together with the statement of accounts and Audit Reports thereon of the National Staff College for Educational Planners and Administrators, New Delhi, an autonomous institution set up under the Societies Registration Act 1860 and fully financed by the Ministry of Education and Social Welfare pertaining to the years 1970-71 to 1974-75 and 1975-76 were laid on the Table of Lok Sabha as late as 13-3-1978 and for 1976-77 on 14-8-1978. Such alarming delays in placing the Annual Reports of the College before Parliament has inevitably led the Committee to conclude that neither the College nor the Ministry paid any serious attention to finalisation of accounts and Reports of these years and their laying before Parliament. The Committee are of the view that laying of Reports on the Table was treated just a formality by the Government and Parliament was simply taken for granted. The Committee have emphasised more than once that in case the Reports are not laid on the Table within a reasonable time, they lose their importance and utility and the members are also denied an opportunity to examine the Report and to pin point in time the defects and deficiencies, if any, coming to light through the Report. The Committee, however, note with satisfaction that the Annual Report for 1977-78 was laid on the Table on 21-12-1978, within the time limit prescribed by the Committee.</p>

(1)	(2)	(3)
2	1.19	<p>From the information furnished by the Ministry of Education and Social Welfare on 26-5-1978 (Appendix I) the Committee find that the Ministry requested the Comptroller and Auditor-General of India on 10th January, 1973 to arrange for the audit of the accounts of the Staff College but their request was acceded to by the C. & A.G. after a long and protracted correspondence among the Ministries of Education and Social Welfare and Finance, the C.&A.G. and the Staff College spreading over a period of 3½ years (from 10-1-1973 to 26-6-1976). After examining the information furnished by the Ministry the Committee find that this case was processed in a very tardy manner and at no level any serious attempt was made to settle the matter promptly, in spite of the requirement of rule 37(d) of the National Staff College for Educational Planners and Administrators Rules 1970 that the certified accounts shall be forwarded <i>annually</i> to the Government of India and the Government shall cause the same to be laid before Parliament. The Committee are of the view that had the Staff College and the Ministry of Education and Social Welfare themselves examined the point, before approaching the C.&A.G. for conducting the audit of the accounts of the college, whether the requirements of section 20(3) of the C. & A.G. Act, 1971 were met by them or not, much of time lost in correspondence would have been saved. After examining the whole case the Committee have come to the inescapable conclusion that the Ministry of Education and Social Welfare neither applied their mind to the matter before making the request to C.&A.G. to undertake auditing of accounts of the College nor did they guide the Staff College properly in the matter. The Committee deplore this lackadaisical approach of the Ministry in handling this case.</p>
3	1.20	<p>The Committee also find from the information given in the Ministry's note that though the ac-</p>

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cunts of the college for the years 1971-72, 1972-73 and 1973-74 were ready with the Staff College in the months of June, 1972, June 1973 and June, 1974 respectively yet all these accounts were submitted to Audit together on 11-9-1974, i.e., 27 months, 15 months and 3 months, respectively, after their completion. Further the Audit Reports for the years 1971-72, 1972-73, 1973-74 and 1974-75 were transmitted by the Audit to the Staff College together in January, 1977 but the Staff College took 7 months (in August, 1977) thereafter to consider and approve the Audit and Annual Reports and 4 months further to make copies of the Reports available to the Ministry for laying. So far as Audit Report for 1975-76 is concerned, the Committee note that it was received by the Ministry, on 13-6-1977 and transmitted to the Staff College on 8-8-1977, i.e., nearly two months after the receipt.

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From the statement showing reasons for delay in laying the Annual Report for 1976-77 (laid on 14-8-1978, 16½ months after the close of the accounting year) it is found that at the end of December, 1976, the Accountant General, Central Revenues had issued instructions to the Staff College to recast the accounts retrospectively from the year 1970-71 and this delayed finalisation of the accounts for the year 1976-77. It is apparent that the accounts of the college were not maintained properly and were also not prepared in the manner in which these should have been drawn for the years from 1970-71 to 1976-77. The Committee's view is strengthened and corroborated by the observations made by the Audit in their Audit Report for the years 1971-75 that "In the absence of any prescribed forms of accounts, the college has been preparing upto 1974-75 a skelton Receipt and Payment Account on different forms in different years. However, the Government of India, Ministry of Education and Social Welfare, prescribed a form of Receipt and Payment Account in February, 1976." The Committee are

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surprised to find that in spite of an express provision in Rule 37(a) of the National Staff College for Educational Planners and Administrators Rules, 1970 that "the Staff College shall maintain proper accounts and other relevant records and prepare annual accounts, statement of liabilities, etc., in such form as may be prescribed by the Government of India in consultation with the Auditors" the Ministry of Education and Social Welfare took more than 5 years in prescribing the form of Receipt and Payment Account (prescribed in February, 1976).

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The Committee are also surprised to find from the observations made by Audit in the Audit Report for 1977-78 that despite the Audit's repeated exhortations in their Audit Reports for the years 1970-71 to 1976-77 to prepare the Statement of Liabilities, no such statement has so far been prepared by the College, as the form of statement, which is to be approved by Government in consultation with the C. & A.G., has not so far been prescribed.

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It is highly unsatisfactory that Government should take such an extraordinary long time in prescribing forms for preparing annual accounts and the Statement of Liabilities. The Committee feel that Government have not taken any serious note of the observations made by the Audit in their successive Audit Reports. The Committee are of the view that had the Ministry been serious, these procedural matters could have been settled long back and not allowed to linger on for years. The Committee feel that these forms should have been prescribed within the minimum possible time so that the Staff College could prepare their accounts properly and efficiently every year. The Committee, therefore, need hardly stress that the requisite form of Statement of Liabilities should be finalised and approved without further delay.

(1)	(2)	(3)
7	1.24	<p>The Committee also do not appreciate the routine manner in which Ministry have said in the statement along with the report that "the Government is in agreement with the Reports and hence no review statement is being laid". When the point regarding Statement of Liabilities having not been prepared had been raised in the Audit Report contained in the Annual Report 1970-71 to 1974-75, it was duty of the Ministry to have touched this point in their review and explained to Parliament the steps being taken to meet the audit objection. The Committee hope that in future, review on a report will be prepared after careful examination of all aspects of the report and particular care will be taken to mention the shortcomings or deficiencies noted from the report and action taken to remedy the situation.</p>
8	1.25	<p>The Committee note that Rule 37 of the Rules of the National Staff College for Educational Planners and Administrators is not comprehensive inasmuch as it does not specify the time limits for completion of various stages of finalisation of accounts and their laying before Parliament. Further Rule 38 thereof does not provide for laying of Annual Report before Parliament, even though it is being laid on the Table in actual practice.</p>
9	1.26	<p>The Committee, therefore, recommend that urgent steps should be taken to amend the relevant rules of the Staff College suitably to make it obligatory on the part of the Ministry of Education and Social Welfare to lay on the Table of both Houses of Parliament the Annual Report, Accounts and Audit Report of the College within 9 months of the close of the accounting year.</p>