

**COMMITTEE ON PAPERS LAID ON THE TABLE
(2017-2018)**

SIXTEENTH LOK SABHA

TWENTIETH REPORT

(Presented on 02 August, 2018)



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI
August, 2018/ Shravana, 1940(Saka)**

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COMPOSITION OF COMMITTEE ON PAPERS LAID ON THE TABLE

(2017-2018)

Shri Chandrakant Khaire - *Chairperson*

M E M B E R S

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

SECRETARIAT

- | | | | |
|----|-----------------------|---|---------------------|
| 1. | Dr. Preeti Srivastava | - | Joint Secretary |
| 2. | Smt. Rita Jailkhani | - | Director |
| 3. | Smt. Maya Lingi | - | Additional Director |
| 4. | Smt. Rajni Bhagat | - | Committee Officer |

* Shri Midhun Reddy resigned w.e.f. 20.06.2018

INTRODUCTION

I, Chairperson of the Committee on Papers Laid on the Table of the House (2017-18), having been authorized by the Committee to present this Report on their behalf, present this Twentieth Report in respect of delay in laying of the Annual Reports together with Audited Accounts of the Wildlife Institute of India, Dehradun.

2. In terms of the recommendation of the Committee on Papers Laid on the Table contained in its First Report, Second Report (5th Lok Sabha) and Second Report (6th Lok Sabha) presented to the House on 08 March 1976; 12 May 1976 and 22 December 1977 respectively, the Annual Report and Audited Accounts of the Organisation/Company are required to be laid on the Table of the House within nine months of the closure of Accounting Year.

3. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of the Wildlife Institute of India, Dehradun and took oral evidence of the representatives of the Ministry of Environment, Forest and Climate Change at their sitting held on 12 January, 2018.

4. The Committee considered and adopted this Report at their sitting held on 13 April, 2018.

5. The Committee wish to express their thanks to the officers of the Ministry of Environment, Forest and Climate Change for furnishing the written replies, other material/information and for placing their views in the matter before the Committee.

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

New Delhi

July, 2018
Shravana, 1940 (Saka)

Chandrakant B. Khaire
Chairperson
Committee on Papers Laid on the Table

Report

Delay in laying of the Annual Reports and Audited Accounts of the Wildlife Institute of India, Dehradun.

The Wildlife Institute of India (WII) was established in 1982 with a primary mandate of building capacity for wildlife conservation and protected area management in the country. WII has been working towards strengthening nature conservation and fostering development of 'Wildlife Science' in the country. With the advancement of conservation science and needs of both science and society, WII has been enlarged over the years. As per the submission made to the Committee currently WII performs four-fold functions: (i) Impart professional training to protected area managers in wildlife management, (ii) Promote higher education in the field of Wildlife Science, (iii) Carry out scientific research on priority species, ecosystems and landscapes to strengthen conservation, and (iv) Provide advisory services in the field of wildlife conservation. WII is stated to be the only institution in the country that runs regular courses in Wildlife Management for the in-service Forest Officers and Veterinary Officers. WII is receiving regular funds from the Ministry of Environment, Forest and Climate Change. A statement showing the funds provided to Institute for the years 2012-13 to 2016-17 is at Annexure-I.

2. Rule 19 (v) of Memorandum of Association and the Rules & Regulations of the Wildlife Institute of India states that:-

"The accounts of the WII-Society, as certified by the Comptroller and Auditor General (C&AG), together with the audited report thereon, shall be forwarded to the Central Government and the Government shall cause the same to be laid before the houses of Parliament, along with the Annual Report of the Society."

3. In term of recommendations of the Committee on Papers Laid on the Table contained in Paras 1.16 and 3.5 of its First Report (5th Lok Sabha), Paras 4.16 and 4.18 of Second Reports of 5th Lok Sabha and Paras 1.12 and 3.6 to 3.8 of Second Report of 6th Lok Sabha presented to the House on 08.03.1976, 12.05.1976 and 22.12.1977 respectively, the Annual Report and Audited Accounts together along-with Review Statement of the Institutes/Organisations (Statutory/Autonomous Organization, Public Undertakings, corporations, Joint ventures, Societies etc.) are required to be laid within 09 months of the close of the respective Accounting Year. To comply with this requirement proper time schedule should be laid down for compilation of Annual Report and Accounts and their auditing. The Committee felt that

normally a period of 3 months would be sufficient for compilation of accounts and their submission to audit; the next 6 months might be given for auditing of accounts; printing of the Report and sending it to Government for laying. If for any reason, the Annual Reports and Audited Accounts of the Institute could not be laid within the prescribed period of 9 months, the Ministry concerned should lay a Statement within 30 days of the expiry of the said period or as soon as the House meets whichever is later, explaining the reasons as to why the documents could not be laid in time.

4. The scrutiny by the Parliamentary Committee on Papers Laid on the Table reveals that the Annual Reports and Audited Accounts of the WII for the years 2011-12 to 2015-2016 were laid on the Table of the House with delays ranging from 03 months to 27 months. The Annual Report and Audited Accounts of the Institute for the year 2016-2017 have not been laid as yet. The dates of laying and extent of delay in laying of the Annual Reports/Audited Accounts of the WII have been given at **Annexure-II**. But, the delay statements as referred in Para 3 above have not been laid on the Table of the House within a stipulated.

5. The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of WII for the years 2011-2012 to 2015-2016 as furnished by the WII have been given at **Annexure-III**.

6. Regarding the reasons for delay in laying of the Annual Reports and Audited Accounts of WII, the Ministry in its written note submitted as under:-

"The major reason for the delay in laying of the Annual Reports and Audited Accounts for the period 2011-12 to 2015-16 has been on account of not having the Annual General Meeting of WII-Society on account of circumstances beyond control."

7. On being enquired by the Committee as to whether the Ministry/Institute has identified the stages in which delays have occurred during all these year, the Ministry in its written Note stated that-

The major steps in laying of Annual Report are (a) Endorsement of the WII Governing Body and (b) Approval of the WII-Society. In both these bodies, there are members who have a fixed tenures and these have to be reconstituted on completion of their tenures. In the instant case, the reconstitution of these bodies has taken more time than was visualized leading to the overall delay in laying of the Annual Reports, which is regretted.

8. The Ministry in their written Note have also stated that there has been no delay in appointment of auditors for the purpose of auditing Annual Accounts of the Institute. The work related auditing of Annual Accounts and the receipt of final Audit Certificate from the audit authorities was also done in time bound manner. They have handled the work for translation of the documents in Hindi Version and subsequent printing thereof without any real problem. Meetings of the Competent Authorities for getting approval of the documents of WII were also convened without any procedural difficulties. The only reason for delay were Time taken to reconstitute the Governing Body and WII-Society and Convening the meeting of WII-Society under the Chairmanship of Hon'ble Minister of Environment, Forest and Climate Change.

9. About the status of computerization of Accounts to facilitate speedy and timely compilation of Accounts of the WII, the Ministry in its written note submitted as under:-

" The Institute has taken up the computerization of its accounts to facilitate their speedy and timely compilation and is gradually moving towards total computerization of accounting processes."

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

" The Institute has a system of internal audit which takes care of timely compilation of accounts and also helps to minimize audit queries and also respond to them at the time of auditing."

11. On being asked by the Committee as to whether any time schedule has been laid down either by the Institute or by the Ministry indicating normative time for completion of the task at each stage involved in finalization of the Annual Reports and Audited Accounts, the Ministry in written note stated as under:-

"The Institute has laid down a time schedule for obtaining information from various sections of the Institute required for compilation of the Annual Reports and accounts."

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

" There is no formal mechanism to monitor the progress of work in the context of Annual Report. However, during the meetings of Institute's Training, Research and Academic Council, Finance Committee and Governing Body, up-to-date information on all aspects of Annual Report and accounts are presented and reviewed."

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

" The Institute as well as the Ministry are working to ensure that timely re-constitution of the bodies *viz.* WII-Governing Body, WII-Society takes place in future so that the delays do not occur."

14. As regard the latest position regarding finalization of the Annual Reports and Audited Accounts of the Organization for the year 2016-17, The Ministry in its written replies stated as under:-

"The draft Annual Report along with audited accounts for the year 2016-17 have been endorsed by WII Finance Committee in its meeting held on 08.12.2017 and WII Governing Body in its meeting held on 14.12.2017. The Annual General Meeting of WII Society has been scheduled on 16.01.2018. It is expected that the Annual Report of the year 2016-2017 along with audited accounts shall be laid in both the Houses of Parliament in the month of February, 2018."

15. In the matter of delays in laying of the Annual Reports and Audited Accounts of WII for the years 2011-2012 to 2016-2017, the Committee took oral evidence of the representatives of the Ministry of Environment, Forests and Climate Change and WII on 12 January, 2018.

16. Elaborating the reason for delay, the Secretary of the Ministry during evidence stated as under:-

As far as delay in laying the Report is concerned, first of all the Ministry is regretful of excessive delay in the past on its part. I would like to present it in two parts. The first part belongs to year 2011-12, 2012-13 and 2013-14, for these three years Report was prepared on time but it could not be approved. The process of approval is that first it goes to the governing body. When the Chairman of the governing body who is also the Secretary of the body approves the report it goes to the Wild Life Institute Society wherein the Minister presides. Unfortunately, no meeting of the Committee which was constituted at the level of the Minister, could be held in the last three years. Since, no meeting was held, the report could not be finalised. When the next Minister took over the meeting was held and the Committee approved the Reports of three years together and these were presented on 17 January, 2015. The second part belongs to year 2014-15 and 2015-16. The meetings started to be held but at that time what happened was that the 02 years term of the non-Government Member ended and no one was appointed against those vacant seats. Therefore, this meeting could not be held during these two years. Thereafter, the Institute requested the Ministry that there is a special provision that the meeting may be held only in the presence of Government-Members. After that meeting was held in the presence of the Government Members on 17 July, 2017 and the report of these two years were presented therein.

Observations/Recommendations

17. The Committee are disappointed to note that the Annual Reports and Audited Accounts of the Wildlife Institute of India, Dehradun for the years 2011-2012 to 2015-2016 were laid on the Table of the House with delays ranging from 03 to 27 months. The Annual Report and Audited Accounts of the Institute for the year 2016-2017 have not been laid as yet. The Committee was apprised during oral evidence that delay in getting approval of the documents from the Competent Authorities for these years is the main reason for delay in laying of these documents. The meeting of the WII Society which is chaired by Hon'ble Minister of the Environment, Forest and Climate Change, could not be held during this period. The Annual Reports and Audited Accounts of the WII for the years 2011-2012 to 2013-2014 were approved during the meeting of the Committee held on 17 January, 2015. The Committee feel that the issue of delay in convening the meetings of WII Society which leads to delay in laying of Annual Reports and Audited Accounts of the WII should be reviewed at the highest level as already recommended by the Committee in their 16th Report 13th Lok Sabha. The relevant para of the Report is reproduced below:-

"Incidentally, the Committee note that delay in according approval to the annual accounts by Governing Bodies/Executive Committee is the main reason for delay in laying of documents by a number of organisations. These include Rajiv Gandhi National Institute of Youth Development, Sriperumbudur under the Ministry of Youth Affairs and Sports, National Institute of Rural Development, Hyderabad under the Ministry of Rural Development and a score of organizations under the Ministry of Health and Family Welfare. Governing Bodies/Executive Councils of all these organizations are stated to be headed by the Union Ministers and due to their pre-occupation they could not spare time to hold periodical meetings of Governing Bodies/Executive Councils. Consequently, not only the documents requiring approval of these bodies got delayed, there was also consequential delay in their being laid on the Table of the House. Such avoidable delays, the Committee feel lead to inevitable adverse impact on the efficient functioning of these organisations. The Committee, therefore, feel that the question of Ministers heading Governing Bodies of various organizations under the control of their respective Ministries should be reviewed at the highest level and if the review brings out any need for corrective measures, suitable steps be taken in the light thereof."

The Committee would like to be informed about action taken in this regard.

18. The Committee further note that time taken in the process of reconstitution of the Governing Body and WII Society was another reason for delay in getting approval of the documents of the WII for the years 2014-2015 and 2015-2016. The Committee find it strange that the Ministry/Institute has taken near about two years for taking decision that the meeting of the Governing Body could be held in the absence of non-official Members as per their procedure. It is also noted that unduly long time was taken by the Ministry/WII in finalisation of Reports during the years 2011-12 to 2015-16 (except for the year 2013-14) although this was well within control of the Ministry/ WII. In the opinion of the Committee, had the Ministry been pro-active and given due priority to their Parliamentary obligations in laying documents in time on the Table of the House, the procedural bottleneck could have been easily overcome. The Committee feel that by not according due seriousness to this matter, the Ministry in a way failed in their accountability and duty towards Parliament. The Committee, however, have been informed by the Ministry that they are working to ensure timely laying of the documents. The Committee expect the Ministry to ensure that henceforth the time schedule drawn for the purpose of laying documents is followed rigorously. A Copy of the Time Schedule so prepared should also be furnished to the Committee. The monitoring mechanism in the Ministry should be strengthened further to ensure that such slippages and delays are eliminated. Action Taken in this regard be intimated to the Committee within three month from the presentation of this Report.

19. The Committee also impress upon the Ministry that if for any reasons, the Annual Reports and Audited Accounts of the WII are not laid on the Table of the House within the stipulated time; a statement explaining the reasons as to why the requisite documents could not be laid within prescribed period should be laid on the Table of the House strictly within 30 days as per the procedure laid down by the Committee.

New Delhi

July, 2018
Shravana, 1940 (Saka)

Chandrakant B. Khaire
Chairperson
Committee on Papers Laid on the Table

Annexure-I
Vide para 01 of the Report

Statement showing the funds released to the Wildlife Institute of India for the years 2012-13 to 2016-17

Amount in lakhs

Budget Head	Financial Year 2012-13	Financial Year 2013-14	Financial Year 2014-15	Financial Year 2015-16	Financial Year 2016-17
Plan	1827.00	2004.00	1949.00	2039.00	2300.00
Capital	1.00	25.00	150.00	543.00	200.00
Non Plan	115.20	102.49	125.00	135.00	150.00
Total	1943.20	2131.49	2224.00	2717.00	2650.00

Statement showing the dates of laying of the Annual Reports and Audited Accounts of the Wildlife Institute of India for the years 2011-12 to 2016-17

Year	Date by which required to be laid	Date of laying of Annual Reports and Audited Accounts	Extent of delay
2011-2012	31.12.2012	20.03.2015	27 months
2012-2013	31.12.2013	20.03.2015	15 months
2013-2014	31.12.2014	20.03.2015	03 months
2014-2015	31.12.2015	08.08.2017	19 months
2015-2016	31.12.2016	08.08.2017	07 months
2016-2017	31.12.2017	Not Laid	-

The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the Wildlife Institute of India, Dehradun for the year 2011-12 to 2015-16.

S N		2011-12	2012-13	2013-14	2014-15	2015-16
A)	The date on which the C&AG approached the auditors for auditing the Accounts and date of their appointment. Time taken in Appointment after closure of F/Y	02.07.2012 03 Months 02 Days	26.06.2013 03 Months	05.07.2014 03 Months 05 Days	01.07.2015 03 Months	12.07.2016 03 Months 12 Days
B)	The date of compilation of Annual Accounts of the Company Time taken after closure of F/Y	23.06.2012 03 months	25.06.2013 03 months	24.06.2014 03 months	01.07.2015 03 months	25.06.2016 03 months 10 days
C)	The date on which the annual accounts of the Company were submitted to Auditors for final auditing Time taken after compilation of Accounts	02.07.2012 09 Days	26.06.2013 01 Day	06.07.2014 12 Days	01.07.2015 07 Days	19.07.2016 07 Days
D)	The date and duration for auditing the annual accounts of the company by auditors;	05.07.2012 to 12.07.2012	04.09.2013 to 17.09.2013	09.07.2014 to 25.07.2014	29.07.2015 to 11.08.2015	03.08.2016 to 12.08.2016
E)	The date and duration queries raised by auditor auditing the annual accounts of the company by auditors;	05.07.2012 to 12.07.2012	04.09.2013 to 17.09.2013	09.07.2014 to 25.07.2014	29.07.2015 to 11.08.2015	03.08.2016 to 12.08.2016
F)	The date on which the replies to the audit queries was finished to the Auditors;	12.07.2012 01 week	16.09.2013 12 days	24.07.2014 15 days	10.08.2015 13 days	11.08.2016 08 days
G)	The date on which draft Audit Report was issued by Audit Authorities; Time taken after auditing of Annual Accounts	13.08.2012 01 month	25.09.2013 09 days	28.10.2014 03 months	18.11.2015 03 months	16.11.2016 03 months
H)	The date on which the final Audit Report received by company The Time taken after Draft Report	07.09.2012 23 days	15.10.2013 21 days	04.11.2014 01 week	23.11.2015 01 week	22.11.2016 01 week

I)	The date of finalization of Annual Report Time taken after receipt of final Audit Report	22.12.2012 3.5 months	11.12.2013 2 months	09.11.2014 5 days	31.05.2017 17 months	31.05.2017 06 months
J)	The date on which documents were got approved from the Competent Authority Time taken after finalization of Annual Report	GB- 17.01.2013 WII 17.12.2014 24 Months	GB-- 19.12.2013 WII 17.12.2014 12 Months	GB-- 28.11.2014 WII 17.12.2014 01 Month	GB-- 06.06.2017 WII 27.06.2017 27 Days	GB- 06.06.2017 WII 27.06.2017 27 Days
K)	The date on which documents were taken up for translation & printing and the time taken for completing the task; Translated work started/Time taken after finalization of Annual Report Document sent for Printed completed/Time taken after translation	15.01.2015 - -	15.01.2015 - -	15.01.2015 - -	15.07.2017 - -	15.07.2017 - -
L)	The date on which documents were sent to the Ministry for being laid in the House; Time taken after documents sent to Printing section Delay statement has been received by the Ministry Time taken after received of document from the company	17.01.2015 - - -	17.01.2015 - - -	17.01.2015 - - -	17.07.2017 - - -	17.07.2017 - - -
M)	The date of laying of the documents on the Table on the House. Time taken by the Ministry after receipt of the Annual Report and Audited Account	11.03.2015 2 months	11.03.2015 2 months	11.03.2015 2 months	31.07.2017 15 days	31.07.2017 15 days

**EXTRACTS OF THE MINUTES OF THE SITTING OF THE
COMMITTEE ON PAPERS LAID ON THE TABLE (2017-2018)**

The Committee sat on Friday, 12 January, 2018 from 1100 hrs to 12:30 hrs. in Committee Room No.-3, Parliament House Annexe Extn. Building, New Delhi.

PRESENT

Shri Chandrakant Khaire - Chairperson

MEMBERS

2. Shri Dushyant Chautala
3. Smt. Veena Devi
4. Shri P.C. Gaddigoudar
5. Shri Choudhury Mohan Jatua
6. Shri B. B. Patil
7. Shri Bishnu Pada Ray
8. Shri P.R. Sundaram

SECRETARIAT

1. Dr. Preeti Srivastava - Joint Secretary
2. Smt. Rita Jailkhani - Director
3. Smt. Maya Lingi - Additional Director

**REPRESENTATIVES OF THE MINISTRY OF ENVIRONMENT, FOREST AND
CLIMATE CHANGE**

1. Shri C.K. Mishra - Secretary
2. Shri Saibal Dasgupta - ADG Forest (FC)
3. Shri Soumitra Dasgupta - Inspector General of Forest (WL)

REPRESENTATIVES OF THE WILDLIFE INSTITUTE OF INDIA, DEHRADUN

1. Dr. V.B. Mathur - Director

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

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8. The Committee then called the representatives of the Ministry of Environment, Forests and Climate Change and the Wildlife Institute of India, Dehradun.

9. The Chairperson welcomed the representatives of the Ministry and the Institute to the sitting of the Committee and explained the purpose of convening the meeting. The Chairperson also explained to the witnesses the provisions of Direction 58 of Directions issued by the Speaker, Lok Sabha regarding confidentiality of the proceedings.

10. The Secretary of the Ministry, at first, regretted for delay in laying of the Annual Reports and Audited Accounts of the Institute for the years 2011-2012 to 2015-2016. He apprised the Committee that the Wildlife Institute Society is chaired by the Hon'ble Minister of Environment, Forest and Climate Change. The Reports of the said years were prepared in time but the approval could not be obtained. He further added that unfortunately the Committee constituted at the level of the Ministry, for these three years could not hold its meeting. As no meeting was held during these period this is why the Report could not be finalized. Thereafter, the meeting of the said Committee was organized and the new Minister on taking the charge approved the Reports on 17 January, 2015. The Reports of these three years were presented.

11. Further, it was stated that the meeting of the Society could not be held for next two years as Non-Government Members of the Society were not appointed during this period against the retired Non-Government Members of the Society. After the decision taken by the Society that the sitting of the Society could be held in the absence of non-Government Members, the meeting of the Society was held only on 17.07.2017 and the documents of the Institute for the years 2014-2015 and 2015-2016 were approved by the Society.

12. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Institute for useful discussion - in connection with examination of the subject.

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

The Committee then adjourned.

**EXTRACTS OF THE MINUTES OF THE SITTING OF THE
COMMITTEE ON PAPERS LAID ON THE TABLE (2017-2018)**

The Committee sat on Friday, 13th April, 2018 from 11:30 hrs to 13:15 hrs. in Committee Room No. '03', Parliament House Annexe Extension Building, New Delhi.

PRESENT

Shri Chandrakant Khaire - **Chairperson**

MEMBERS

2. Shri P.R. Sundaram
3. Smt. Veena Devi
4. Smt. Mausam Noor
5. Shri Choudhury Mohan Jatua
6. Shri Bheemrao B. Patil

SECRETARIAT

1. Smt. Preeti Srivastava - Joint Secretary
2. Smt. Rita Jaikhani - Director
3. Smt. Maya Lingi - Additional Director
4. Shri R.S. Banga - Deputy Secretary

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

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2. Thereafter, the Committee took up for consideration the draft Report regarding delay in laying of the Annual Reports and Audited Accounts of the Wildlife Institute of India, Dehradun.

3. After deliberations, the Committee adopted the Report without modifications.

4. The Committee authorized the Hon'ble Chairperson to present the same to the Parliament during the ensuing session.

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The Committee then adjourned.