

PUBLIC ACCOUNTS COMMITTEE 1960-61

THIRTY-SECOND REPORT

(SECOND LOK SABHA)

**[Excesses over Voted Grants and Charged
Appropriations disclosed in the Appropriation
Accounts (Civil), 1958-59]**



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 1960

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CONTENTS

	PAGE
Composition of the Public Accounts Committee	(iii)
PART I	
I. Introduction	1
II. Excess Grants/Appropriations	2
PART II — APPENDICES	
I. Note from the Ministry of Commerce & Industry in respect of Grant No. 1—Ministry of Commerce & Industry (Voted)	13
II. Note from the Ministry of Finance in respect of Grant No. 31—Opium (Voted).	15
III. Note from the Ministry of Finance in respect of Grant No. 37—Superannuation Allowances and Pensions (Voted) and Grant No. 41—Prepartition Payments (Charged).	16
IV. Note from the Ministry of Health in respect of Grant No. 48—Medical Services (Voted).	17
V. Note from the Ministry of Home Affairs in respect of Grant No. 51—Ministry of Home Affairs (Voted).	19
VI. Note from the Ministry of Home Affairs in respect of Grant No. 52—Cabinet (Voted).	2
VII. Note from the Ministry of Home Affairs in respect of Grant No. 60—Himachal Pradesh (Voted).	22
VIII. Note from the Ministry of Irrigation & Power in respect of Grant No. 69—Ministry of Irrigation & Power (Voted).	25
IX. Note from the Department of Atomic Energy in respect of Grant No. 9)—Department of Atomic Energy (Voted).	27
X. Note from the Ministry of Health in respect of Grant No. 121—Capital Outlay of the Ministry of Health (Voted).	30
XI. Note from the Ministry of Transport & Communications in respect of Grant No. 132—Capital Outlay on Civil Aviation (Voted).	33
XII. Note from the Ministry of Home Affairs in respect of Grant No. 58—Privy Purses and Allowances of Indian Rulers (Charged)	35
XIII. Note from the Ministry of Home Affairs in respect of Grant No. 63—Tripura (Charged).	36
XIV. Note from the President's Secretariat in respect of the Charged Appropriation—S.aff, Household and Allowances of the President.	37

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COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE

1960-61

CHAIRMAN

Shri Upendranath Barman

MEMBERS

2. *Shri Rohan Lal Chaturvedi
3. Shri Maneklal Maganlal Gandhi
4. Shri R. S. Kiledar
5. Shri Vinayak Rao K. Koratkar
6. Shri T. Manaen
7. Shri G. K. Manay
8. Shri S. A. Matin
9. Shri Baishnav Charan Mullick
10. Shri T. R. Neswi
11. Shri Shamrao Vishnu Parulekar
12. Shri Purushottamdas R. Patel
13. Shri Radha Raman
14. Dr. N. C. Samantsinhar
15. Pandit Dwarka Nath Tiwary
16. Shrimati Sharda Bhargava
17. Shri Jashaud Singh Bisht
18. Shri Surendra Mohan Ghose
19. Dr. Shrimati Seeta Parmanand
20. Shri V. C. Kesava Rao
21. Shri Mulka Govinda Reddy
22. Shri Jaswant Singh.

SECRETARIAT

Shri V. Subramanian—*Deputy Secretary.*

Shri Y. P. Passi—*Under Secretary.*

*Elected on the 25th November, 1960 *vice* Shri Feroze Gandhi died.

**REPORT ON EXCESSES OVER VOTED GRANTS AND
CHARGED APPROPRIATIONS DISCLOSED IN THE
APPROPRIATION ACCOUNTS (CIVIL), 1958-59.**

I

INTRODUCTORY

I, the Chairman of the Public Accounts Committee, having been authorised to present the Report on their behalf, present this Thirty-second Report on the excesses over Grants/Appropriations as disclosed in the Appropriation Accounts (Civil), 1958-59 which were presented to the House on the 29th April, 1960.

2. In para 2 of their Twenty-third Report dealing with the excesses over Grants/Appropriations relating to the year 1957-58, the Public Accounts Committee (1959-60) had commented upon the delay on the part of the Ministries in furnishing notes stating the reasons or circumstances leading to such excesses and had urged that the Ministry of Finance should impress upon all the Ministries that the prescribed time-limit should be observed strictly by them in future. There has not been much improvement in the situation and in some cases, notes were received in the Lok Sabha Secretariat more than two months after the prescribed date, viz., 29th June, 1960 as will be seen from the dates shown in column 7 of the statement in para 4 below. As the Committee are anxious that their report on the examination of excesses should be presented to Parliament at the earliest possible opportunity after the accounts are laid on the Table, they expect Government to ensure that all Ministries duly furnish the notes in this regard within the prescribed time-limit.

3. The Committee examined the excesses at their sitting held on the 1st December, 1960, in the light of the explanations furnished by the Ministries etc., concerned (Appendices I to XIV).

II

EXCESS GRANTS

4. During the year ended 31st March, 1959,
the voted Grants/Charged Appropriations

S. N .	No. and Name of Grant	Ministry concerned
I	2	3
1.	1—Ministry of Commerce and Industry.	Commerce & Industry.
2.	31—Opium.	Finance
3.	37—Superannuation Allowances and Pensions.	Finance
4.	48—Medical Services.	Health
5.	51—Ministry of Home Affairs.	Home Affairs
6.	52—Cabinet.	Home Affairs
7.	60—Himachal Pradesh.	Home Affairs
8.	69—Ministry of Irrigation & Power.	Irrigation & Power
9.	99—Department of Atomic Energy.	Department of Atomic Energy
10.	121—Capital Outlay of the Ministry of Health.	Health
11.	132—Capital Outlay on Civil Aviation.	Transport & Communications (Deptt. of Comm. & Civil Aviation).
12.	41—Pre-partition Payments.	Finance
13.	58—Privy Purses and Allowances of Indian Rulers.	Home Affairs
14.	63—Tripura.	Home Affairs
15.	Staff, Household and Allowances of the President.	President's Secretariat

*The explanatory notes were to be furnished by the 29th June, 1960.

**The excess required to be regularised works out to Rs. 69,073 after taking

APPROPRIATIONS

the actual expenditure exceeded
in the following cases:-

Final Grant/Appropriation	Actual expenditure	Excesses	*Date of receipt of the note
4	5	6	7
Rs.	Rs.	Rs.	Rs.
VOTED	GRANTS		
69,28,000	71,51,716	2,23,716	1.7.60
2,70,23,000	2,72,21,432	1,98,432	31.8.60
3,64,00,000	3,67,34,105	3,34,105	2.6.60
5,18,73,000	5,19,52,170	79,170	5.9.60
2,73,56,000	2,76,22,056	2,66,056	8.8.60
35,34,000	35,73,193	39,193	15.7.60
4,62,40,000	4,77,10,042	14,70,042	20.7.60
21,31,000	22,00,073	69,073**	16.7.60
10,08,000	10,24,413	16,413	1.7.60
9,79,38,000	9,87,20,071	7,82,071	5.9.60
3,23,67,000	3,31,19,019	7,52,019	20.9.60

CHARGED APPROPRIATIONS

2,85,000	2,90,271	5,271	2.6.60
5,42,18,000	5,43,48,778	1,30,778	18.7.60
50,000	84,148	34,148	15.7.60
24,33,000	24,44,490	11,490	2.8.60

into account the misclassifications totalling Rs. 13,185.

5. The Committee observe from the notes furnished to them by the Ministries, etc. concerned that as in the previous years the excesses were primarily due to defective estimation both at the time of framing the budget and also at the time of framing the revised estimates. In some cases, the excesses were due to receipt of debits explained as unanticipated by the Ministries either for stores supplied or services rendered by other departments or non-provision for outstanding liabilities relating to the previous years. *The Committee are of the view that most of these excesses could have been anticipated and provided for had proper control over expenditure been exercised by the Ministries/Departments and had there been close liaison between the indenting and supplying Departments. In this connection, the Committee would like to draw attention to their observations in para 5 of their Second Report (Second Lok Sabha) and to reiterate the recommendations in para 5 of their Report (1950-51) on the accounts of 1947-48 (Post-Partition) and para 15(i) of their First Report (1951-52).*

6. The Committee would now proceed to deal with a few individual cases of excesses over Voted Grants/Charged Appropriations which can be attributed to defective budgeting and control.

(i) Ministry of Commerce and Industry—Grant* No. 1—Excess Rs. 2,23,716/- (Voted):

The excess under this Grant has been explained as due to (a) certain liabilities pertaining to the late Ministry of Production for the year 1957-58 which could not be provided for, as information in regard to the same did not come to the notice of the Ministry during the course of the year (Rs. 63,150).

(b) Non-provision for certain temporary posts created during the year under the assumption that the extra cost would be covered by the savings in the Grant (Rs. 70,948).

(c) Non-provision for outstanding liabilities amounting to Rs. 89,618 in respect of the preceding year.

The above explanations indicate that there has been loose budgeting and the revised estimates were not prepared on firm data. Apparently, the Liability Register introduced under Ministry of Finance Order dated 3-8-1955 was also not being maintained. The Ministry have, however, stated that with the introduction of the system of Internal Financial Advisers in August, 1959 steps have been taken to ensure regular monthly review of expenditure, timely reconciliation of departmental expenditure and upto-date maintenance of the Liability Register and other ancillary records. *The Committee hope that with these measures the standard of budgeting by the Ministry will improve.*

*Appendix I.

(ii) *Ministry of Home Affairs—Grant* No. 51—Excess Rs. 2,66,056 (Voted):*

The excess under this Grant occurred mainly due to adjustment of debits pertaining to the year 1957-58 for which provision was not made in the budget. This indicates that estimation was defective inasmuch as outstanding liabilities were not taken into account while framing the budget and revised estimates. *The Committee would, therefore, impress upon the Ministry the necessity of ensuring proper maintenance of Liability Registers.*

(iii) *Ministry of Home Affairs—Grant** No. 60—Himachal Pradesh—Excess Rs. 14,70,042 (Voted):*

In this case, the excess occurred mainly under the following heads:—

- (a) Account III—I—Agriculture—Experimental farms—Other charges—Rs. 1,16,455.
- (b) Account III—J—Veterinary—Breeding Operations—Other charges—Rs. 49,174.
- (c) Account IV—C.I—Road Transport Scheme—Other charges—Rs. 14,27,791.
- (d) Account VI—A.I—Community Development Projects—Other expenditure—Rs. 1,60,698.

NOTE:—The total gross excess of Rs. 18,03,416 was partly counterbalanced by savings under other heads, the net excess over the grant being Rs. 14,70,042.

As regards (a), the excess is said to have occurred due to booking of expenditure wrongly in the first instance which came to notice after the close of the year's accounts. *This indicates that reconciliation of departmental figures with the accounts was not done in time as enjoined on the controlling officers.*

Excesses under (b) and (d) have been mainly attributed to unanticipated adjustments of old debits. *This shows that proper watch was not kept on past commitments and liabilities which were yet to be met by the Ministry.*

Under the head Road Transport Scheme—Other charges mentioned at (c) above, a provision of Rs. 3,88,000 was included in the budget estimates for hiring of private vehicles for lifting potatoes during the potato season. The expenditure on this account during the year, however, amounted to Rs. 18,41,477/-. According to the present procedure the receipts realised from the private vehicles are credited to the receipt head and the payments to be made to the owners of the

*Appendix V.

• Appendix VII.

vehicles on account of hire charges are treated as working expenses. As this resulted in unnecessary inflation of the figures on the receipts and expenditure sides of the account of the Road Transport undertaking it was proposed by the Ministry that payment made to the owners of the vehicles could be treated as "Refund of Receipts" under the Receipt head. No provision was, therefore, made. This suggestion was not, however, agreed to by Audit as it would take away the expenditure on hire charges out of the purview of Parliament. This accounted for the excess of Rs. 14,27,791/-.

The Committee trust that in future before deciding upon a change in the accounting procedure the Ministry will consult Finance Ministry and Audit and implement it after they have approved of the procedure. The Committee desire that this may be brought to the notice of all the Ministries.

(iv) *Ministry of Irrigation and Power—Grant No. 69—Excess Rs. 82,258 (Voted*):*

The excess under this Grant has been stated as mainly due to adjustment of old debits in respect of expenditure incurred during the years 1955-56 to 1957-58 on an Indian Delegation sent to U.S.A. in 1955, in connection with the Canal Water Dispute with the Government of Pakistan. The payments were made through the Mission abroad, and because of delays in these Missions in finalising the expenditure and passing on the details of the debits to the Audit Office and the Ministry, necessary adjustments could not be carried out in the years in which the expenditure was actually incurred. Most of these adjustments were carried out in the Accounts of 1958-59 during the months from April to November. The Ministry thought that these debits would be covered by the existing provision for that year, which did not, however, materialise.

The Committee are not satisfied with the above explanation. As most of the debits, according to the Ministry's own admission, had been adjusted in the accounts almost in the first half of the financial year, it should have been possible for the Ministry to detect the shortfall in provision by a careful review of the expenditure. *The Committee trust that the Ministry will take steps to ensure better control over expenditure.*

The Committee do not also see why there should have been so much delay on the part of the Missions concerned in finalising the expenditure on the Delegation and furnishing details to the authorities concerned. All expenditure incurred in a year should, as a rule, be adjusted in the accounts of that year and agencies incurring

*The excess required to be regularised works out to Rs. 69,073/- vide para 3 of the Ministry's note in Appendix VIII.

expenditure on behalf of other Departments should pass on the debits and particulars thereof to the Department/Accounts Officers concerned for acceptance and adjustment in accounts well in time.

(v) *Ministry of Finance—Grant* No. 31—Opium—Excess Rs. 1,98,432 (Voted):*

The excess under this Grant has been explained as mainly due to the adjustment of certain liabilities of Railway freight pertaining to previous years. The Ministry have stated "as the debits relating to the year 1957-58 remained unadjusted upto March, 1959, it was thought that similar debits relating to 1958-59 would also likewise remain unadjusted and would result in savings in the Opium Grant. Hence no provision was kept to meet the unexpected debit raised in July, 1959. It was only in these circumstances that the expenditure exceeded the appropriation by Rs. 1,98,432."

The Committee do not find this explanation acceptable. In their opinion the progress of the expenditure was not watched closely and proper liaison was not kept with other departmental and accounts officers. The Committee hope that such cases will not recur.

(vi) *Ministry of Health—Grant** No. 121—Capital Outlay of the Ministry of Health—Excess Rs. 7,82,071 (Voted):*

The excess under this Grant has mainly occurred under the following sub-heads:—

- (i) B-2—Medical Stores Depots and Factories—Other Charges—Rs. 19,49,174.
- (ii) B-3—Materials and equipments under the T.C.A. Programme—National Water Supply and Sanitation Programme—Rs. 1,74,241.
- (iii) C—Capital Outlay on Development—National Water Supply and Sanitation Programme—Other Grants—Rs. 6,30,830.

As regards (i), the Ministry have explained that their forecast in regard to the expenditure on stores was based on the trend of expenditure actually incurred during the first ten months of the year (1958-59) and not on the quantum of medical stores indented/received.

The Committee consider that the above practice is incorrect. While past trends will serve as a guide for framing forecasts, commitments entered into should not be ignored. Had there been close liaison between the indenting and supplying departments, the excess in this case would have been avoided. The Committee trust that such cases will not recur.

*Appendix II.

**Appendix X.

As regards excess under (ii) above, it has been explained that contrary to the instructions issued to the Accountants General to keep the expenditure under "suspense" pending revision and finalisation of the accounting procedure pertaining thereto the expenditure was adjusted by the Accountant General in the Accounts of 1958-59. *The Committee are surprised to note that although the expenditure in question was being incurred since 1955-56, its adjustment in Accounts was withheld for three years. They feel that the tendency to withhold adjustment of debits to the proper heads of accounts and allow them to lie under "Suspense" heads on the alleged plea of non-finalisation of the accounting procedure over a long period, will vitiate Parliamentary financial control and should be eschewed by all the spending authorities. They would invite attention of the Ministry to their observations in para 14 of the Tenth Report (1953-54).*

In regard to excess under (iii), it has been explained that no provision was made as the procedure for granting financial assistance for the Urban and Rural Water Supply Schemes in Union Territories was finalised only on 13-10-1959. *The Committee trust that such instances will not recur.*

(vii) Ministry of Transport & Communications (Department of Communications & Civil Aviation)—*Grant No. 132—Capital Outlay on Civil Aviation—Excess Rs. 7,52,019 - (Voted):

The excess occurred mainly under the sub-head A1(1)—Aviation Works in this Grant. The excess expenditure on Aviation Works is stated to be mainly due to:

- (a) accelerated progress of works,
- (b) execution of emergent works,
- (c) increase in the scope of projects, and
- (d) unanticipated adjustment of cost of materials.

The Ministry have stated that provision in the final Grant was retained on the basis of expenditure incurred upto the end of November, 1958 and expenditure likely to be incurred during the remaining part of the year. However, the expenditure actually incurred during the last quarter was much more than the expenditure incurred during the first 8 months and it was due to various factors mentioned above, which could not be foreseen well in time, when proposals for supplementary Grant were formulated.

The Ministry have further stated that during the preceding years a substantial part of the grant under the Head '72-A—Capital Outlay on Civil Aviation' used to lapse and the Government had urged upon the C.P.W.D. to accelerate the progress of Works so that the targets set out in the Second Five Year Plan could be achieved. The excess in expenditure during 1958-59 was, therefore, due to efforts made by the local C.P.W.D. authorities to make up the leeway of earlier years and to ensure that the budgeted amount is fully utilised.

The Committee are not convinced by this explanation. When the progress of work was accelerated to achieve the target set out, the Ministry should have kept a closer watch over the progress of the works and provided for requisite funds to avoid excesses. This again is a case of defective control over expenditure.

7. *Subject to the above observations, the Committee would recommend that the excesses referred to in para 4 above be regularised by Parliament in the manner prescribed in Article 115 of the Constitution.*

8. The Committee would like to place on record their appreciation of the assistance rendered to them in this task by the Comptroller & Auditor General of India.

NEW DELHI;
The 1st December, 1960.
Agrahayana 10, 1882 (Saka).

UPENDRANATH BARMAN,
Chairman,
Public Accounts Committee.

APPENDICES

APPENDIX I

*Note on the excess of Rs. 2,23,716 over the voted Grant No. 1—
Ministry of Commerce & Industry for the year 1958-59 [Refer-
ence: Lok Sabha Sectt. O.M. No. 2(vi)-PAC/60, dt. 29-4-60].*

The Original Provision under this Grant was Rs. 66,43,000, which was increased to Rs. 69,28,000 by a supplementary grant of Rs. 2,85,000 voted by Parliament in February, 1959 to meet additional expenditure anticipated during the year. The actual expenditure for the year, after the closing of Annual Accounts, however, came to Rs. 71,51,716/- resulting in an excess of Rs. 2,23,716.

2. The excess is mainly under Group Head A-1. Secretariat. It is mainly attributable to the following factors:—

- (i) Excess of Rs. 63,150 is due to certain liabilities pertaining to the late Ministry of Production for the previous year (1957-58) which could not be provided for as information in regard to those was known to this Ministry after the close of the year.
- (ii) Excess of Rs. 70,948 was due to the fact that certain temporary posts of Gazetted & Non-Gazetted Officers were created during the year 1958-59 and it was considered originally that the extra cost in respect of these posts would be covered out of the savings under the grant. But unfortunately as there was no substantial saving available, the excesses stated above could not be covered up as originally expected.
- (iii) Outstanding liabilities amounting to Rs. 89,618 in respect of the preceding year of this Ministry not being provided for owing to over-sight.

3. Items (i) & (iii) mentioned in para 2 above did not come to notice during the course of the year. The final budget allotment was fixed taking into account only known liabilities.

4. As regards item No. (ii) above it was anticipated that the extra expenditure would be met out of the normal savings of the grant and, therefore, no cushion to absorb this element was provided in the Supplementary Grant in the interest of economy.

5. After the introduction of the system of Internal Financial Advice in August, 1959, steps have been taken to ensure regular monthly review of expenditure, timely reconciliation of departmental figures with those of the Audit Office and upto-date maintenance of the Liability Register and other ancillary records.

APPENDIX II

Excess in Grant No. 31-Opium—1958-59

31-Opium	(Voted)	
Original and Supplementary Appropriation	Actual Expenditure	Excess
Rs.	Rs.	Rs.
2,70,23,000	2,72,21,432	1,98,432

There existed a Budget provision of Rs. 2,42,18,000 in the Opium Grant which was subsequently increased to Rs. 2,70,23,000 by obtaining a supplementary grant of Rs. 28,05,000 (voted) in December, 1958. At the time of ten monthly estimates, savings to the extent of Rs. 1,06,000 were anticipated as compared to the modified grant and the savings were duly surrendered to the Government. However, contrary to this Ministry's expectations, actual expenditure has been Rs. 2,72,21,432 resulting in an excess of Rs. 1,98,432 in the Grant during the year 1958-59. The excess was mainly due to the adjustment of Rs. 4,02,718 under Sub-head D.4. Other Charges, being liabilities (*viz.* Rs. 1,57,025 for 1957-58 and Rs. 2,45,693 for 1958-59) of Railway freight in the accounts for March, 1959 (Supplementary) received by the Department in July, 1959. As the debits relating to the year 1957-58 remained unadjusted upto March, 1959, it was thought that similar debits relating to 1958-59 would also likewise remain unadjusted and would result in savings in the Opium Grant. Hence no provision was kept to meet the unexpected debit raised in July, 1959. It was only in these circumstances that the expenditure exceeded the appropriation by Rs. 1,98,432.

B. N. BANERJEE,

Joint Secretary to the Government of India.

6. The Excess is only 3 per cent of the sanctioned grant. In the circumstances explained above, it is requested that the same may be regularised.

7. The note has been vetted by Audit *vide* letter No. Rep.-9 (80)/60-61/648, dated the 29th June, 1960 of the Director of Audit F.R.S., C.S. & M., New Delhi.

29-6-1960.

S. RANGANATHAN,
*Secretary to the Government of India,
Ministry of Commerce & Industry.*

APPENDIX III

No. F. 8(10)-B/60

GOVERNMENT OF INDIA

MINISTRY OF FINANCE

(Department of Economic Affairs)

New Delhi, the 2nd June, 1960.

MEMORANDUM

SUB: *Notes regarding the excesses in the Grants and Appropriations as reported in the Appropriation Accounts (Civil) for 1958-59 relating to the Ministry of Finance.*

GRANT NO. 37—SUPERANNUATION ALLOWANCES AND PENSIONS

Excess—Voted: Rs. 3,34,105.

The excess occurred mainly under the head "A—Superannuation and Retired Allowances" (Rs. 7,23,100), partly counter balanced by savings under other heads in the Grant. The estimates under this Grant are based on the information furnished by the Accounts Officers, who are largely guided by the past and present trend of actuals and other information available with them at the time. As the payment of pensions depends upon the claims preferred by the pensioners, it is not possible to make a precise forecast of the payments likely to be made and adjusted during the closing months of the year.

The excess of Rs. 3.34 lakhs occurring in this Grant, which is less than one per cent of the final grant, was due mainly to un-anticipated adjustments of debits at the close of the year.

GRANT NO. 41—PREPARATION PAYMENTS

Excess 'Charged': Rs. 5,271.

The excess occurred mainly under the head 'A-7—Interest on Debt, etc.' and was due to un-anticipated adjustments made in the accounts for March, 1959. This head accommodates interest on public loans, Savings Bank Deposits and debt liabilities of Government relating to the period prior to partition. It is difficult to estimate in advance the extent of preparation claims likely to be preferred or settled during the course of the year.

2. This has been seen by Audit.

SHIV NAUBH SINGH,
Joint Secretary to the Government of India.

APPENDIX IV

MINISTRY OF HEALTH

Note on the excess of Rs. 79,170 under Grant No. 48—Medical Services for the year 1958-59.

Against the final allotment of Rs. 5,18,73,000/- under this Grant, an expenditure of Rs. 5,19,52,170/- was incurred during 1958-59. This resulted in an excess expenditure of Rs. 79,170/-.

2. The excess is less than 1/5% of the final grant and may be regarded as nominal. It may, however, be mentioned that the final excess is mainly attributable to the following sub-heads to the extent shown against each:—

Major Head and Sub-head	Final Grant	Actual Expenditure	Excess (+ Saving (-)
B. Hospital and Dispensaries			
B. 4—Other Charges.	24,47,250	28,29,601	(-) 3,82,351
C. 1—Grants to State Governments			
C. 1(2) - Grants for the Establishments of T. B. Clinics.	26,23,562	28,76,200	(-) 2,52,638
	50,70,812	57,05,801	(+) 6,34,989

3. The above gross excess of Rs. 6,34,989/- has been counterbalanced to the extent of Rs. 5,55,819/- by the savings under other sub-heads, thereby bringing down the net excess to Rs. 79,170 which is due to the reasons explained in the following paragraphs:

Sub-head 'B. 4'.

4. Excess is mainly under Willingdon Hospital (Rs. 2,66,683/-) and Safdarjang Hospital (Rs. 1,24,086/-).

5. A provision of Rs. 9,48,600/- was made in the original estimates for Willingdon Hospital under this sub-head. The expenditure upto the end of December, 1958 was only Rs. 4,83,900/- and as only three months were left for the financial year to close it was considered that the expenditure would not exceed the budget estimate. On 23-3-59, a sum of Rs. 1,26,200/- was reappropriated from this sub-head reducing the final grant to Rs. 8,22,400/-. The total expenditure however, exceeded anticipations resulting in an excess of Rs. 2,66,683/-.

About Safdarjang Hospital, provision of Rs. 12,55,100/- was originally made under the above sub-head. A review of expenditure on 13-3-60 showed that a further amount of Rs. 3,44,900/- would be required which was provided by re-appropriation on 30-3-59 making

the final grant as Rs. 16,00,000. The additional funds provided were required to meet the following demands:—

1. Equipment and Medicines intended for on the D. G. S. & D. during the years 1956-57 and 1958-59 but adjusted during 1958-59	Rs. 3,19,000
2. Miscellaneous expenditure (Purchase of furniture etc.)	Rs. 25,900
	<hr/>
	Rs. 3,44,900

As against the anticipated expenditure of Rs. 16,00,000/- a sum of Rs. 17,24,086/- was actually spent, involving an excess of Rs. 1,24,086/-. The excess was mainly due to more adjustments made than were anticipated on account of the indents placed during the year 1958-59 and previous years and these could not be assessed for want of information at the time of making provision in the revised estimates. However, instructions are being issued to the Medical Superintendents to exercise all possible care to formulate the final estimates in future as accurately as possible.

Sub-head 'C. 1(2)'

The supply of X-Ray and laboratory equipment for 60 T. B. Clinics at a cost of Rs. 30 lakhs was indented through the D.G.S.&D. in 1956-57. Part of the equipment was received in 1957-58 and the balance in 1958-59. An expenditure of Rs. 15,39,601/- was adjusted during 1957-58. The remaining expenditure was to be adjusted during 1958-59 and subsequent years on the basis of the payments made by the Pay and Accounts Officer of W.H.S. Ministry.

On the basis of the information available at the time of review of expenditure in March, 1959, bills amounting to Rs. 6,99,300/- on account of the supplies of X-Ray and Laboratory equipment made by the firms during 1957-58 which had not been adjusted during that year, had to be adjusted during 1958-59. Hence the provision for Rs. 6,86,000/- was retained in India Circle of account but the adjustments actually carried out in July, 1958 to June 1959 were to the tune of Rs. 9,38,638/- resulting in an excess of Rs. 2,52,638/-.

It is requested that the overall excess of Rs. 79,170/- in the demand which was due to the reasons explained above and which is nominal may be recommended for regularisation.

B. R. TANDAN,
Secretary.

APPENDIX V

Note regarding the amount expended in excess of the Grant for the year ended 31st March, 1959 in respect of Grant No. 51—Ministry of Home Affairs

Final Grant	Rs. 2,73,56,000
Actual Expenditure	Rs. 2,76,22,056
Excess	Rs. 2,66,056

In accordance with Article 115 of the Constitution, this excess expenditure is required to be regularised by Parliament.

2. The excess occurred mainly under the following sub-heads.

B. Intelligence Bureau

B. 2—Pay of Establishments	Rs. 1,12,806
B. 3—Allowances, Hon., etc.	Rs. 1,87,244
B. 7—Charges paid to other Governments, Departments, etc.	Rs. 74,327

Total Rs. 3,74,377

3. Of the total excess of Rs. 3,74,377, as detailed above, an excess of Rs. 2,94,030 was mainly due to adjustment of debits (Rs. 1,12,806—Sub-head B-2; Rs. 1,06,897—Sub-head B-3; and Rs. 74,327—Sub-head B-7) pertaining to the year 1957-58 in the Accounts for 1958-59. In the Appropriation Accounts for 1957-58, there were savings under the corresponding sub-heads. This arrear adjustment came to notice too late to go in for a supplementary grant, to cover the excess expenditure. The remaining excess of Rs. 80,347 under the sub-head B-3 was due to the adjustment of old claims preferred by the Government of West Bengal on account of supply of provision stores to the constabulary posted in the Intelligence Bureau's Office at Calcutta. The adjustment of these claims in 1958-59 could not be anticipated and it came to notice only after the close of the financial year 1958-59. It was not, therefore, possible to provide funds at that stage.

4. However, the overall excess of Rs. 3,74,377 was partly set off by a saving of Rs. 1,08,321 under other sub-heads of the grant leaving a net excess of Rs. 2,66,056.

5. This note has been seen by audit.

N. SAHGAL,

Joint Secretary.

APPENDIX VI

Note regarding the amount expended in excess of the grant for the year ended 31st March, 1959, in respect of Grant No. 52—Cabinet in the Ministry of Home Affairs

Final Grant	Rs. 35,34,000
Actual Expenditure	Rs. 35,73,193
Excess	Rs. 39,193

In accordance with Article 115 of the Constitution, this excess expenditure is required to be regularised by Parliament.

2. The excess mainly occurred under the following two sub-heads:—

(i) A. 1—Pay of Ministers and Deputy Ministers	Rs. 18,222
(ii) A. 3—Tour Expenses	Rs. 29,214

3. *Sub-head A.1—Pay of Ministers and Deputy Ministers.*

The final review of the grant was made in the month of March, 1959. The actual expenditure under the sub-head 'A.1—Pay of Ministers and Deputy Ministers' upto January, 1959, was Rs. 9,11,685, and the estimated expenditure for the remaining two months on the basis of actual requirements was Rs. 1,90,315, bringing the total requirement under this sub-head to Rs. 11,02,000. The sanctioned grant of Rs. 9,20,700 was, therefore, supplemented by re-appropriation of Rs. 1,81,300, bringing the final appropriation under the sub-head 'A.1—Pay of Ministers' to Rs. 11,02,000. The actual expenditure, however, amounted to Rs. 11,20,222, thereby registering an excess of Rs. 18,222. Out of this, (i) an excess of Rs. 5,366 was due to adjustment of debits pertaining to the year 1957-58; (ii) Rs. 1,750 on account of drawal of pay by one Minister for March, 1959 in March, 1959 itself; and (iii) the balance of Rs. 11,106 due to omission to provide funds through oversight.

Sub-head A. 3—Tour expenses.

The excess of Rs. 29,214 which occurred under this sub-head was mainly due to the book adjustments relating to requisitioned railway accommodation for which sometimes belated debits are raised by the administrations of the various Railways. The following steps have since been taken to ensure the timely adjustment of these debits, viz:—

- (i) All the Ministries have been asked to maintain a separate liability register for Ministers' tour expenses and make a note of financial liability in it as soon as the requisition for Railway/Air accommodation is made;
- (ii) Ministry of Railways (Railway Board) have issued, at the instance of this Ministry, instructions to the administrations of the various Railways, to raise the debits promptly in respect of railway requisitioned accommodation; and

- (iii) Instructions have also been issued to all the Ministries that High Official Requisition forms should be completed in all respects and the name of the Minister, Deputy Minister etc. for whom the railway accommodation is required is invariably mentioned in the requisition form before it is sent to the Railway authorities, to enable them to raise the debits in time.

Besides, the expenditure pertaining to this sub-head is of a fluctuating nature, because it is not possible to envisage all the tours that would be undertaken by the various Union Ministers during the course of the year. It is, therefore, difficult to anticipate with meticulous exactitude the expenditure likely to be incurred on tour expenses of Ministers particularly in respect of tours abroad.

4. These excesses were to some extent counter-balanced by savings elsewhere in the grant bringing down the net excess for the grant as a whole to Rs. 39,193.

5. This note has been seen by Audit.

FATEH SINGH,
Joint Secretary.

APPENDIX VII

*Explanatory Note in respect of Grant No. 60—Himachal Pradesh
(voted portion only) for the year 1958-59.*

Final Grant	Rs. 4,62,40,000
Actual Expenditure	Rs. 4,77,10,042
Excess	Rs. 14,70,042

The above excess of Rs. 14,70,042 is mainly attributable to the following sub-heads:—

Account III—Civil Administration

	Rs.
(A) H—Public Health	
H.3—Expenditure in connection with Epidemic Diseases	
H.3 (2) (3)—Other Charges	49,298
(B) I—Agriculture	
I.4—Experimental Farms	
I.4 (1) (3)—Other Charges	1,16,455
(C) J—Veterinary	
J.4—Breeding Operations	
J.4 (4)—Other Charges	49,174
(D) Account IV—Civil Works and Miscellaneous Public Improvements—	
C.—Receipts from Road and Water Transport Schemes	
C.1—Road Transport Scheme	
C.1 (2)—Operation	
C.1(2)(4)—Other Charges	14,27,791
E Account VI—Extraordinary Items	
A.—Community Development Projects. National Extension Service and Local Developments Works.	
A.1—Community Development Projects.	
A.1.2—Other Expenditure	1,60,698
Total	18,03,416

2. The above gross excess of Rs. 18,03,416/- has been counter-balanced to the extent of Rs 3,33,374/- thereby bringing down the net excess to Rs. 14,70,042 which is due to the reasons explained in the following paragraphs:—

Account III

- (A) H. 3—Expenditure in connection with Epidemic Diseases.
H.3 (2)—Organisation of Anti-Malaria Measures.
H.3 (2) (3)—Other Charges. Rs. 49,298.

3. The original provision of Rs. 31,100/- under the sub-head H.3 (2) (3)—Other Charges which was sanctioned for meeting expenditure on the contingent charges for the organisation of Anti-Malaria Measures, was enhanced to Rs. 1,52,630/- by re-appropriation. The additional funds were provided, keeping in view the fact, that D.D.T.

and other equipment (allotted under the T.C.A. Programme) would be received by the Administration by goods train thereby involving lesser expenditure and that some of the materials would not be received before the close of the financial year. The actual expenditure, however, amounted to Rs. 2,01,928/- thereby leading to an excess of Rs. 49,298/-. This excess was mainly due to the fact that the material was received by passenger train at the fag end of the year and the payment of freight charges, loading and unloading, had to be made by the District Medical Officers which were of inevitable nature. Besides, as the material was transported in March, 1959, there was no time left for asking for additional funds.

(B) I.4—*Experimental Farms*

I.4(1) (3)—Other Charges

Rs. 1,16,455.

4. The excess was mainly due to the booking of expenditure of Rs. 1,20,297. 59 in respect of cost of land for Experimental Farms. A cash order was issued in March, 1958 for Rs. 1,20,297. 59 in favour of the District Agriculture Officer for this purpose. This cash order lapsed as the District Agriculture Officer did not encash it within the period of its currency. The District Agriculture Officer, thereafter withdrew the money from the Treasury in October, 1958 by means of a separate voucher which seems to have been initially wrongly classified. The Accountant General, Punjab rectified this in March, 1959 by taking it to the correct head "40—Agriculture—I.4—Experimental Farms etc." and intimated it to the Department for making necessary budget provision. By this time it was too late to arrange for this.

(C) J.4—*Breeding Operations*

J.4(4)—Other Charges Rs. 49,174.

5. The excess of Rs. 49,174 resulted on account of payment of Rs. 39,020 as cost of fodder and concentrates to be used for the first two months of the following year (1959-60) for the animals. The payment had to be made at the fag end of the year when it was not possible to cover the expenditure by valid appropriation or re-appropriation. The balance excess of Rs. 10,154/- was due to adjustment of unanticipated debits relating to the cost of Sheep Shearing Machines, Purchase of Bulls, Construction of Sheep Breeding Farm, Chamba, etc.

Account IV

(D) C.1—*Road Transport Scheme*

C.1 (2) (4)—Other Charges

Rs. 14,27,791.

6. Under the abovementioned sub-head, a provision of Rs. 3,88,000/- was included in the budget estimates on account of the hiring of private vehicles for lifting potatoes during the potato season. The expenditure on this account during the year, however, amounted to Rs. 18,41,477/-. According to the present procedure the receipts realised on account of the private vehicles are credited to the receipt head and the payments to be made to the owners of the vehicles on account of hire charge are treated as working expenses. It was,

however, considered that this procedure results in unnecessary inflation of receipts and expenditure of the Road Transport undertaking and needs a change in so far as payment to be made to the owners of the vehicles could be treated as "Refund of Receipts" under the Receipt head. Hence, the excess provision required on this account was not provided for either by re-appropriation or by supplementary grant. The Accountant General, Punjab has, however, not agreed to the suggestion to treat the expenditure on account of hire of private vehicles as "Refund of Receipts", as this would result in the expenditure on hire-charges not coming within the purview of the Legislature. This has resulted in an excess of Rs. 14,27,791/-.

Account VI

(E) A.1—Community Development Projects

A.1(2)—Other Expenditure.

7. The original provision of Rs. 13,05,000/- was increased to Rs. 35,50,692 - by re-appropriating a sum of Rs. 22,45,692/-. The actual expenditure, however, touched the figure of Rs. 37,11,390/- thereby resulting in an excess of Rs. 1,60,698/-. The excess is mainly on account of adjustment of old debits for material and equipment, extension of the period of Sadar Block in Bilaspur District and adjustment of debit raised by the P.W.D. in respect of construction of Chail Kuhl which could not be covered by Supplementary grant or re-appropriation.

8. The note has been seen by Audit.

R. R. BAHL,
Joint Secretary to the Government of India.

APPENDIX VIII

GOVERNMENT OF INDIA

MINISTRY OF IRRIGATION AND POWER

Subject: *Excess of Rs. 82,258 under Grant No. 69—Ministry of Irrigation and Power for the year 1958-59.*

	Rs.
Original Grant	19,67,000
Supplementary Grant	1,64,000
Final Grant.	21,31,000
Actual Expenditure	22,13,258
Excess	82,258

2. The circumstances leading to this excess over the final grant are explained below:—

(a) *Adjustment of Old debts.* Rs. 62,668.

These liabilities pertain to the years 1955-56, 1956-57 and 1957-58. The expenditure was mainly incurred on the Indian Delegation sent to U.S.A. in connection with the talks over the Canal Water Dispute with the Government of Pakistan under the auspices of the World Bank. The payments were made through our Missions abroad, and due to delays in these missions in finalising the debits of expenditure and passing on the details to the Audit office and the Ministry, necessary adjustments could not be carried out in the years, in which the expenditure was actually incurred. Most of these adjustments were carried out in the Accounts of April to November 1958. It was expected that these would be covered by the existing provision for that year. This did not, however, materialise.

(b) *Adjustment of air passage of one member of the D.V.C. Loan Delegation.* Rs. 8,506.

In May, 1958, a delegation consisting of the officers of D.V.C., Ministry of Finance and this Ministry visited U.S.A., to negotiate the Third Loan from the World Bank for financing the Bokaro Thermal Station (4th Set), Durgapur Thermal Power Station and the extension of the Transmission Lines. The Secretary to the Government of India in the Ministry of Irrigation and Power led the delegation. In accordance with the decision of the Government of India, the entire expenditure on the delegation was to be debited to the D.V.C., but cost of the air passage from New Delhi to New York and back, of the leader of the Delegation was wrongly classified and adjusted under this Grant in the accounts for September, 1958. Necessary re-adjustment is being made in the accounts for 1959-60.

(c) *Study Tour to Tennessee Valley Administration.* Rs. 1621.

While leading the Delegation for negotiating the loan for the D.V.C., the Secretary of Irrigation and Power Ministry also undertook a study tour of the TVA. Originally it was considered that it would be possible to accommodate this petty amount from within the same grant under 'TA' but this was not ultimately found possible.

(d) *Excess under 'TA'.* Rs. 4,349.

Excess under this item is due to more expenditure than anticipated earlier on the tours undertaken by the officers of the Ministry in connection with the meetings towards the close of the financial year of the Control Boards for various River Valley Projects.

(e) *Acceptance of the liability for 'TA' of the Officers of the Internal Finance Organisation.* Rs. 4,679.

In 1958-59, certain officers and staff of the Ministry of Finance were transferred to the Ministry of Irrigation and Power as a part of the Internal Finance Organisation. The salaries of the officers continued to be paid from the Grant of that Ministry. The expenditure on T.A. should also have been charged to the Ministry of Finance, but due to some misunderstanding this was not done.

(f) *Canal Water Dispute.* Rs. 7,265.

During the year 1958-59 a number of delegations were sent abroad in connection with the Canal Water Dispute. As their compositions and the periods of stay abroad were always uncertain, the requirement of funds could only be approximately estimated and a lumpsum provision of Rs. 3,77,300/- was made in the Budget. The actual expenditure, however, stood at Rs. 3,84,565/-, resulting in an excess of Rs. 7,265/-.

(g) *Miscellaneous items.* Rs. 1,886.

This excess was primarily on account of unanticipated increased telephone trunk call charges towards the close of the financial year. As these bills were required to be settled within the stipulated period, postponement of their payment for want of necessary provision, was not possible.

3. The total excess on account of the liabilities amounted to Rs. 90,974/-. This was to some extent set off by a saving of Rs. 8,716/- due to the non-filling of certain technical posts in the Ganga Basin Organisation for which the provision was retained in the final review conducted in March, 1960. The excess under the grant is, therefore, Rs. 82,258/-, but after taking into account the misclassifications of Rs. 8,506/- and Rs. 4,679 - mentioned in para 2(b) and 2(e) above, the actual excess requiring regularisation by vote of Parliament is Rs. 69,073/-.

P. P. AGARWAL,
Joint Secretary to the Government of India.

APPENDIX IX

DEPARTMENT OF ATOMIC ENERGY

SUBJECT: Notes to the Public Accounts Committee on the Excess Disclosed in the Appropriation Accounts (Civil) for 1958-59 Relating to Grant No. 99—Department of Atomic Energy.

Grant No. 99—Department of Atomic Energy.

	Rs.
Voted Grant	
{ Original	9,08,000
{ Supplementary	1,00,000
Actual Expenditure	10,24,413
Net excess	16,413

The excess of Rs. 16,413 is the net result of excesses under certain sub-heads set off partly by savings under certain other sub-heads.

2. The main excesses have occurred under the sub-heads "A-1 Pay of Officers" (Rs. 1,676), "A-3 Allowances, Honoraria etc." (Rs. 18,889) and "C-3 Allowances, Honoraria etc." (Rs. 3,453) while the saving has mainly occurred under "A-4 Other Charges" (Rs. 6,353). The circumstances which led to the excesses/savings, are explained below:—

EXCESSES:

A-1 Pay of Officers (Rs. 1,676).

This excess was caused partly by the adjustment of an unanticipated debit for Rs. 579 representing the leave salary contribution of an Officer and partly due to insufficient provisioning to the extent of Rs. 1,097.

A-3 Allowances, Honoraria etc. (Rs. 18,889).

This excess was mainly due to:

- (a) non-materialisation of a credit of Rs. 8,506 before the close of the financial year as expected, on account of refund of the cost of air passage of a Member of the Commission in respect of his journey from Bombay—Geneva—New York—Bombay, initially paid for by the Department on March 4, 1959, but finally borne on March 30, 1959 by the International Council of Scientific Union. The credit was actually realised only during 1959-60;
- (b) more expenditure having been incurred than provided for on the Office of the Resident Representative of India to

the International Atomic Energy Agency (Rs. 9,044). Out of this amount, Rs. 3,300 was on account of transfer T.A. of the Resident Representative for his journey from New York to Vienna in December 1957, which was paid by the Embassy on the 31st March 1959 and adjusted in the accounts of March Supplementary (Final) 1959. The residuary expenditure was mainly on account of entertainment and other miscellaneous items of expenditure. In the absence of intimation from the Indian Embassy in Vienna regarding the quantum of expenditure, adequate provision for covering such expenditure could not be made. Instructions have since been issued to the Indian Embassy to furnish monthly statements regularly indicating the expenditure and outstanding liabilities as required under General Financial Rules, so that such excesses are avoided in future.

C-3 Allowances, Honoraria etc. (Rs. 3,453).

This excess was caused as a result of adjustment of more debits than anticipated in respect of expenditure incurred by the Members of the Atomic Energy Commission while on deputation. It may be added here that a major portion of the debits were received for adjustment in March (Final) 1959 accounts, along after the close of the financial year 1958-59.

SAVINGS:

A-4 Other Charges (Rs. 6,353).

This savings is made up of small savings under a number of items of "Contingent Expenditure" the more important of which are given below:—

	Rs.
(1) Service and private postage	1,311
(2) Telephone and trunk call charges	1,721
(3) Purchase of typewriters	1,545
(4) Furniture and Fixtures	1,758
TOTAL	6,335

3. At the time of framing the budget estimates for 1958-59, the question of setting up a new Atomic Energy Commission with full executive and administrative powers was under consideration and the original provision of Rs. 9,08,000 voted by Parliament did not include any amount to defray the expenses of the Commission, which was set up on 27-6-1958. This Department consequently sponsored a proposal for a supplementary grant of Rs. 1,35,000 during the November-December 1958 Session of Parliament for defraying expenditure on the Commission for the remaining part of the financial

year 1958-59. The Ministry of Finance, however, agreed to support a supplementary demand for Rs. 1,00,000 only with the assurance that if this amount was found insufficient, they would support a further supplementary grant during the Budget Session.

4. On the basis of the progress of expenditure to the end of January, 1959, it was anticipated that it would be possible to restrict the expenditure during the year to the total voted grant of Rs. 10,08,000. No proposal for a further supplementary demand was, therefore, sponsored by the Department during the Budget Session. The adjustment of a large number of book debits at the close of the year in respect of expenditure incurred outside India, for which sufficient provision could not be made due to absence of information regarding the quantum of expenditure, resulted in the excess in the Grant.

5. The total excess expenditure amounting to Rs. 16,413 works out to 1.6% of the original grant.

R. BHAKTAVATSALU,

Joint Secretary to the Government of India.

APPENDIX X

MINISTRY OF HEALTH

Note on the excess of Rs. 7,82,071 under Grant No. 121—Capital Outlay of the Ministry of Health for the year 1958-59.

The excess of Rs. 7,82,071 is attributable to the following sub-heads to the extent shown against each.

Major Head and Sub-head	Final Grant	Actual Expenditure	Excess (+) Saving(—)
B. 2.—Medical Stores Depots and Factories.			
B. 2 (1) (5).—Other Charges			
B. 2(1)(5)(1).—India	1,40,94,800	1,60,43,974	(+)19,49,174
B. 3.—Material and Equipment under the T.C.A. Programme.			
B. 3(4).—National Water Supply and Sanitation Programme	...	1,74,241	(+)1,74,241
C. Capital Outlay on Development			
C. 1.—National Water Supply and Sanitation Programme:			
C. 1(2).—Other Grants	2,34,58,125	2,40,88,955	(+)6,30,830
	3,75,52,925	4,03,07,170	(+)27,54,245

The above gross excess of Rs. 27,54,245 has been counterbalanced to the extent of Rs. 19,72,174 by savings under other sub-heads, thereby bringing down the net excess to Rs. 7,82,071, which is due to the following reasons:

Excess of Rs. 19,49,174 under sub-head B.2(1) (5) (1).

The final grant of Rs. 1,40,94,800 was meant for the Medical Stores Depots, Madras, Bombay, Calcutta and Karnal. The depot-wise break up of the excess of Rs. 19,49,174 is as follows:

M. S. D. Madras	10,19,66
M. S. D. Karnal	7,68,278
M. S. D. Calcutta	1,51,653
M. S. D. Bombay	9,576
	19,49,174

As would be seen the excess is mainly in Madras and Karnal depots. A review of the progress of expenditure in respect of the above depots showed that the expenditure upto the end of January, 1959 amounted to Rs. 43,47,209 for Madras Depot and Rs. 14,47,247 for Karnal Depot. Considering the trend of expenditure during the past 10 months, it was considered that the expenditure for February and March 1959 would be Rs. 8.50 lakhs for Madras and Rs. 3.50 lakhs for Karnal. This anticipation, however, did not prove to be correct as the actual expenditure booked during February and March was Rs. 32.69 lakhs (Rs. 17.65 lakhs for Madras and Rs. 15.04 lakhs for Karnal) as against the anticipated expenditure of Rs. 12 lakhs. Instructions have been issued to the Depots to exercise all possible care to formulate the final estimates in future as accurately as possible.

Excess of Rs. 1,74,241 under sub-head B.3(4)

The above excess is due to the debits raised by the various Accountants General on account of incidental charges pertaining to the earlier years 1955—58 in connection with the materials and equipment procured under O.A. No. 25 and distributed to the State Governments for the execution of the National Water Supply and sanitation schemes. The break up of the above excess is as follows:

	Rs.
Assam Circle of Account	1,360
Bombay Circle of Account	11,036
Kerala Circle of Account	2,360
Mysore Circle of Account	4,673
Punjab Circle of Account	5,386
Rajasthan Circle of Account	8,305
U. P. Circle of Account	565
India Circle of Account	1,40,556
	<u>1,74,241</u>

The various Accountants General had no doubt intimated this Ministry about the adjustments being made by them in the year 1958-59 but they were always advised that these amounts should not be adjusted but kept under suspense until the accounting procedure was revised and finalised. This was done only on 24th June, 1959. As such no provision could be made for adjustments in 1958-59. However the Accounts Officer could not keep the debits under suspense and hence made the adjustments which resulted in excess.

Excess of Rs. 6,30,830 under sub-head C.1 (2).

A sum of Rs. 6,30,830 representing expenditure incurred by the Himachal Pradesh, Public Works Department on Water Supply schemes originally booked by the Accountant General, Punjab under the Major Head '70-Capital Outlay on improvement of Public Health' was subsequently transferred by him against sub-head 'C.1(2)' under the Major Head '88-Grants for Developments' as the former Major

Head was not operative in the Central Section of the Accounts. No provision was made for this amount as the question regarding procedure to be adopted for granting financial assistance for the Urban and Rural Water Supply Schemes in Union Territories was finalised only on 13-10-1959.

In view of the foregoing and as the overall excess in proportion to the sanctioned grant is below 1% the same may kindly be recommended for regularisation.

B. R. TANDAN,
Secretary.

APPENDIX XI

MINISTRY OF TRANSPORT & COMMUNICATIONS

Regularisation of excess over 'Voted' Grant as reported in the Appropriation Accounts (Civil) 1958-59.

Grant No. 132—Capital Outlay on Civil Aviation

A provision of Rs. 3,23,67,000/- was made in the 'Voted' Section in the Budget Estimates for 1958-59 which included a provision of Rs. 2,26,00,000/- for Aviation Works and Rs. 97,67,000/- for Equipment. As against this provision, an expenditure of Rs. 3,31,19,019/- was incurred resulting in an excess of Rs. 7,52,019/- over the Voted Grant. This is mainly due to increase in expenditure on Aviation Works—Sub-head A1(1).

2. Considering the general trend of expenditure on Aviation Works upto the end of November, 1958, it was felt that the total expenditure on works during the year as a whole was likely to exceed slightly the amount budgeted for the purpose. The position in regard to supply of equipment was, however, uncertain. In the circumstances, the conclusion reached was that the grant as a whole would be utilised in full and that there would be neither any saving nor any excess.

3. Briefly, the excess in expenditure on Aviation Works is mainly due to (a) accelerated progress of works (b) execution of emergent works, (c) increase in the scope of projects, and (d) unanticipated adjustment of cost of materials. A statement indicating (i) the provision made in the Budget Estimates for 1958-59, (ii) the expenditure incurred upto the end of November, 1958, (iii) the provision retained in the Final Grant; and (iv) the actual expenditure incurred in respect of certain major works is enclosed*; provision in the Final Grant being retained on the basis of expenditure incurred upto the end of November, 1958, and the expenditure likely to be incurred during the remaining part of the year. However, the expenditure actually incurred during the last quarter was much more than the expenditure incurred during the first eight months and it was due to various factors mentioned above, which could not be foreseen well in time, that is, early in January, 1959, when proposals for Supplementary Grant are formulated.

4. During the preceding years a substantial part of the grant under the Head '72-A—Capital Outlay on Civil Aviation' used to lapse and the Government had urged upon the C.P.W.D. to accelerate the progress of works so that the targets set out in the Second Five Year Plan could be achieved. The excess in expenditure during 1958-59 was evidently due to efforts made by the local C.P.W.D. authorities to make up the leeway of earlier years and to ensure that the budgeted amount is fully utilised.

*Not printed.

5. In terms of percentages, the excess in expenditure during 1958-59 was only 2.3% of the final grant. If this difference is distributed over 680 items of works, which the C.P.W.D. had then in hand and which were spread all over the country, the variation is almost negligible.

6. However, with a view to minimising as far as possible such excesses/savings in future, instructions have been issued by the Additional Chief Engineer, (II), C.P.W.D. to the local C.P.W.D. authorities to ensure that the final grants are not exceeded under any circumstances.

D. C. DAS,

Joint Secretary to the Government of India.

APPENDIX XII

Note in respect of the excess disclosed in the Appropriation Accounts (Civil) for 1958-59 relating to Grant No. 58—Privy Purses and Allowances of Indian Rulers (Charged)

Final Grant	...	Rs. 5,42, 18,000 (Charged)
Actual Expenditure	...	Rs. 5,43,48,778 (Charged)
Excess	...	Rs. 1,30,778 (Charged)

The 'Charged' portion of the grant is meant for meeting charges on account of Privy Purses to former Indian Rulers and 'Voted' portion for allowances payable to their relatives.

2. The excess in the charged portion of the grant is attributable to the sub-head 'A. 3—Integrated States' mainly in the Bombay Circle of Account. When the grant as a whole was reviewed on the basis of nine monthly estimates in January, 1959, additional funds to the extent of Rs. 4,10,000 were required under Bombay Circle for arrear payments pertaining to the year 1957-58 to certain rulers for which no provision was made in the Budget Estimates for 1958-59. This additional requirement was expected to be partly counter-balanced to the extent of Rs. 3,75,700 by estimated savings of Rs. 1,09,500 and Rs. 2,66,200 under Assam and Madhya Pradesh Circles of Accounts respectively, leaving a net excess of Rs. 34,300 only. A supplementary grant for Rs. 34,000 was obtained in February, 1959, to cover this excess.

3. The final review of the grant in the month of March, 1959. (on the basis of actual expenditure for the first eleven months and estimated expenditure for the remaining one month) however, revealed that the savings anticipated on the basis of the nine monthly estimates did not materialise in full due to (i) adjustment of some arrear debits in Madhya Pradesh Circle; and (ii) restoration in the later part of the year of a portion of privy purse of a Ruler in Assam Circle which was withheld temporarily in the earlier part of the year. It was too late at that stage to go in for a supplementary grant to cover the additional expenditure. This resulted in excess in the charged portion of the Grant.

4. The note has been seen by Audit.

V. VISWANATHAN,

Special Secretary.

APPENDIX XIII

Explanatory Note in respect of Grant No. 63—Tripura for 1958-59

(Charged Appropriation)

	Rs.
Final appropriation	.. 50,000
Expenditure	.. 84,148
Excess	34,148

The excess of Rs. 34,148/- occurred under the sub-head mentioned below:—

Account IV—Civil Works and Miscellaneous Public Improvement.
Major Head XLI

A—Receipts from Electricity Schemes—Working Expenses:

A. 5—Interest (Charged).

2. In the budget estimates for 1958-59 a sum of Rs. 50,000/- was provided under this sub-head.

3. In March, 1959, the Tripura Administration came up with a proposal that in order to meet the expenditure on account of Adjustment of arrear due to interest charges, the details of which are in the attached statement*, the provision under this sub-head may be augmented to Rs. 85,380/-.

4. Due to belated receipt of the proposal of the Administration, the necessary funds could not be provided.

5. The note has been seen by Audit.

R. R. BAHL,

Joint Secretary to the Government of India.

*Not printed.

APPENDIX XIV

PRESIDENT'S SECRETARIAT

Regularisation of excesses over Charged Appropriations disclosed in the Appropriation Accounts (Civil), 1958-59

The Civil Appropriation Accounts 1958-59 disclosed an excess of Rs. 11,490/- under the Appropriation "STAFF, HOUSEHOLD AND ALLOWANCES OF THE PRESIDENT." The reasons leading to this excess were as follows:—

(a) There was an excess of Rs. 1,35,624/- under sub-head A. 2—TOUR EXPENSES due to the following causes:—

- (i) A debit of Rs. 47,952/- on account of interest, maintenance and depreciation charges of the President's air-conditioned saloons for the period 1st April, 1957 to 31st March, 1958, raised by Central Railway, was accepted by this Secretariat in November 1958 for adjustment in the accounts of 1957-58. This was, however, adjusted by the Accountant General, Central Revenues, in accounts of 1958-59, as the accounts of 1957-58 had been closed by then.
- (ii) The Central Railway, who are responsible for the maintenance of the twin-set of the President's air-conditioned saloons, raise debits against this Secretariat on account of maintenance, interest and depreciation charges. These charges are worked out on the all-in cost of the saloons. It was anticipated that the debits would be raised by the Central Railway at 9½ per cent. on Rs. 9,77,019/-, the all-in cost of the saloons then known. Subsequently, however, in April 1959, the Central Railway raised debits at 10 per cent on Rs. 11,20,693/-. Thus an excess debit of Rs. 19,253/- was raised which had not been anticipated.
- (iii) Debits for Rs. 23,693 were received by the Accountant General, Central Revenues, direct from various Railways and adjusted in 1958-59 accounts. As these debits were not anticipated, no provision could be made during 1958-59.
- (iv) Owing to an increase in the number of tours undertaken by the President during the latter part of the financial year, debits aggregating Rs. 44,726/- were received, for which provision could not be made beforehand.

(b) In addition, there were minor excesses under sub-heads

**B.2(3) (1)—PAY OF OFFICER and B.2(3) (3)—
ALLOWANCES, HONORARIA ETC.**

These excesses were set-off by savings and surrenders under other sub-heads, and there was a net excess of Rs. 11,490 in the Appropriation.

2. It is requested that this excess, which is only 0'47 per cent of the final appropriation, may be recommended for regularisation.

Dated 1st August 1960.

A. V. PAI,

Secretary to the President.

**LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY
PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1.**

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
1.	Jain Book Agency, Connaught Place, New Delhi.	20.	The English Book Stores, 7-L, Connaught Circus, New Delhi.	37.	Amar Kitab Ghar, Durgam Chowki, Hyderabad-1.
2.	Kitabistan, 17-A, Kamla Nehru Road, Allahabad.	21.	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	38.	Allied Traders, Motia Park, Bhopal.
3.	British Book Depot, 84, Hazratganj, Lucknow.	22.	International Book House, Private Ltd., 9, Ash Lane, Bombay.	39.	E. M. Gopalkrishna Kone, (Shri Gopal Mahal) North Chitrai Street, Madurai.
4.	Imperial Book Depot, 268, Main Street, Poona Camp.	23.	Lakshmi Book Store, 42, M. M. Queensway, New Delhi.	40.	Friends Book House, M. U., Aligarh.
5.	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	24.	The Kalpana Publishers, Trichinopoly-3.	41.	Modern Book House, 286, Jawahar Ganj, Jabalpur.
6.	H. Venkataramiah & Sons, Vidyaniidhi Book Depot, New Statue Circle, Mysore.	25.	S. K. Brothers, 15A/65, W.E.A., Karol Bagh, New Delhi-5.	42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.
7.	International Book House, Main Road, Trivandrum.	26.	The International Book Service, Deccan Gymkhana, Poona-4.	43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.
8.	The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.	27.	Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.	44.	W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.
9.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	28.	City Booksellers, Sohan-ganj Street, Delhi.	45.	Thacker Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.
10.	Book Centre, Opp. Patna College, Patna.	29.	The National Law House, Near Indore General Library, Indore.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.
11.	J. M. Jaina & Brothers, Mori Gate, Delhi-6.	30.	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	47.	Laxami Narain Aggarwal, Hospital Road, Agra.
12.	The Cuttack Law Times Office, Cuttack-2.	31.	A. H. Wheeler & Co. (P) Ltd., 15, Elgin Road, Allahabad.	48.	Law Book Co., Sardar Patel Marg., Allahabad.
13.	The New Book Depot, Connaught Place, New Delhi.	32.	M. S. R. Murthy & Co., Visakhapatnam.	49.	D. B. Taraporevala & Son Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.
14.	The New Book Depot, 79, The Mall, Simla.	33.	The Loyal Book Depot, Chhipi Tank, Meerut.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
15.	The Central News Agency, 23/99, Connaught Circus, New Delhi.	34.	The Good Companion, Baroda.	51.	S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchinappalli-1.
16.	Lok Milap, District Court Road, Bhavnagar.	35.	University Publishers, Railway Road, Jullundur City.	52.	Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
17.	Reeves & Co., 29, Park Street, Calcutta-16.	36.	Students Stores, Raghunath Bazar, Jammu-Tawi.	53.	M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.
18.	The New Book Depot, Modi No. 3, Nagpur.				
19.	The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.				

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
54.	C. V. Venkatchal- Iyer, Near Railway Station, Chalakudi. (S.I.)	68.	Oxford Book & Stationery Co., Scindia House, Con- naught Place, New Delhi.	81.	Mittal & Co., 85-C, New Mandi, Muzaffar Nagar (U.P.).
55.	The Chindambaram Provision Stores, Chindam- baram.	69.	Makka's Pustaka Press, Balamandira, Gandhi- nagar, Bangalore-9.	82.	Firma K. L. Mukhopad- yay, 6/1A, Banchharam Akrur Lane, Calcutta-12.
56.	K. M. Agarwal & Sons, Railway Book Stall, Udai- pur (Rajasthan).	70.	Gandhi Samriti Trust, Bhavnagar People's Book House, Opposite Jaganmohan Palace, Mysore-1.	83.	Freeland Publications (P) Ltd., 11-A/16, Lajpat Nagar, New Delhi-14.
57.	The Swadesmitran Ltd., Mount Road, Madras-2.	71.	'JAGRITI' Bhagalpur-2 (Bihar)	84.	Goel Traders 100-C, New Mandi, Muzaffar Nagar (U.P.)
58.	The Imperial Publishing Co., 3, Faiz Bazar, Darya- gani, Delhi-7.	72.	'JAGRITI' Bhagalpur-2 (Bihar)	85.	Mehra Brothers, 50-G, Kalkaji, New Delhi-19.
59.	The High Commission of India Establishment Deptt, Aldwych, London. W.T. 2.	73.	The New Book Company (P) Ltd., Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.	86.	The Krishna Book Depot Publishers, Booksellers, Stationers & News Agents, Main Bazar, Pathankot, (E.P.)
60.	Current Book Stores, Maruti Lane, Raghunath Datta Street, Bombay-1.	74.	The English Book Depot, 78, Jhoke Road, Ferozapore Cantt.	87.	Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.
61.	International Consultants, Corporation, 48C, Marred- pally (East), Secundera- bad-3 (A.P.)	75.	Minerva Book Shop, 9, Jor Bagh Market, New Delhi-3.	88.	The United Book Agency, 48, Amritkaur Market, Paharganj, New Delhi.
62.	K.G. Aseervandam & Sons, Cloughpet, P.O. Ongoli, Guntur Distt. (Andhra).	76.	'People's Publishing House, Rani Jhansi Road, New Delhi-1.	89.	Pervaj's Book House, Book Sellers & News Agents Koppikar Road, Hubli.
63.	The New Order Book Co., s Bridge, Ahmedabad.	77.	Shri N. Chaoba Singh Newspaper Agent, Ramlal Paul High School Annex, Imphal, Manipur.	90.	B. S. Jain & Co., 71, Abupura, Muzaffarnagar (M.P.).
64.	The Triveni Publishers, Masulipatnam.	78.	Minerva Book Shop, The Mall, Simla-1.	91.	Swadeshi Vastu Bhandar Booksellers, Jamnagar.
65.	Deccan Book Stall, Ferguson College Road, Poona-1.	79.	Universal Book Company 20, Mahatma Gandhi Marg, Allahabad.	92.	Bhogilal L. Fanna, Book- stall Contractor, Railway Junction, Rajkot.
66.	Jayana Book Depot, Chap- parwala Kuan, Karol Bagh, New Delhi-5.	80.	Madhya Pradesh Book Centre, 41, Ahilya Pura, Indore City (M.P.)	93.	Sikh Publishing House (P) Ltd., 7-C, Connaught Place, New Delhi.
67.	Bookland, 663, Madar Gate Ajmer (Rajasthan).				

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