

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

DRAFT TWENTY FOURTH REPORT

(Presented on 09 August, 2018)



सत्यमेव जयते

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

C O N T E N T S

PAGE

COMPOSITION OF THE COMMITTEE ON PAPERS LAID ON THE TABLE (2017-2018)	(iii)	
INTRODUCTION	(iv)	
<u>REPORT</u>		
Delay in laying of the Annual Reports and Audited Accounts of the National Institute of Solar Energy, New Delhi	01	
ANNEXURES		
Annexure-I	Statement showing grants in aid received by National Institute of Solar Energy, New Delhi during the year 2014-15 to 2017-18.	08
Annexure-II	Statement showing the dates of laying of the Annual Reports and Audited Accounts of the National Institute of Solar Energy, New Delhi for the years 2013-14 to 2015-2016.	08
Annexure-III	The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the National Institute of Solar Energy, New Delhi for the years 2013-14 to 2016-2017	9

<i>APPENDICES</i>		
<i>Appendix-I</i>	The Extracts of the Minutes of the sitting of the Committee held on 13 April, 2018	12
<i>Appendix-II</i>	Extracts of the Minutes of the sitting of the Committee held on 06 August, 2018	14

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 Manohar Untwal
12. Shri Uday Pratap Singh
13. Shri Virendra Singh
14. Shri P.R. Sundaram
15. Vacant*

SECRETARIAT

1. Dr. Preeti Srivastava - Joint Secretary
2. Smt. Rita Jaikhani - 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 Twenty Fourth Report in respect of delay in laying of the Annual Reports together with Audited Accounts of the National Institute of Solar Energy, New Delhi.

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 Organization/Company are required to 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 National Institute of Solar Energy, New Delhi and took oral evidence of the representatives of the Ministry of New and Renewable Energy at their sitting held on 13 April, 2018.

4. The Committee considered and adopted this Report at their sitting held on 06 August, 2018.

5. The Committee wish to express their thanks to the officers of the Ministry of New and Renewable Energy 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
August, 2018
Shrawana, 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 National Institute of Solar Energy, (NISE), New Delhi

National Institute of Solar Energy (NISE), an autonomous institution of Ministry of New and Renewable (MNRE), is the apex National R&D institution in the field of Solar Energy. The Government of India had converted 25 years old Solar Energy Centre (SEC) under MNRE into an autonomous institution vide notification no. A.11015/40/2010-SEC dated 24th September, 2013 to support the Ministry in implementing the National Solar Mission and to coordinate research, technology, training and other related works. NISE also receives grants from the Government of India. The Statement showing the grants received during the years from 2014-15 to 2017-18 is placed at Annexure-I.

2. According to the Provision of Rule 212(3)(iv) of General Financial Rule (GFR) 2005 and Rule 237 of GFR-2017 and the instructions of Deptt. Of Expenditure, the Ministry of Finance the Annual Reports and Audited Statement of the Autonomous Organisations are required to be laid before Parliament within 09 months after the closing of the accounting year.

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 of (5th Lok Sabha), Paras 4.16 and 4.18 of Second Report 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 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 Institutes 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 NISE for the years 2013-14 to 2015-2016 were laid on the Table of the House with delays ranging from 13 months to 37 months. The said

documents of 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 NISE have been given at **Annexure-I**. But, the delay statements as referred in Para 03 above, were not laid on the Table of the House within a stipulated time period.

5. The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of NISE for the years 2013-14 to 2016-2017 as furnished by the Ministry have been given at **Annexure-II**

6. It may be observed from Annexure-II that NISE took 06 months each of the year 2013-2014, 2014-2015 and 2016-2017 and for the year 2015-2016 at the stage of compilation of Annual Accounts. Further, NISE took 30 $\frac{1}{2}$, 20 months, 7 $\frac{1}{2}$ months and 5 months for the years 2013-2014, 2014-2015, 2015-2016 and 2016-2017 respectively in getting approval of the documents from the Finance Committee. The NISE took 04 months for getting the documents translated in Hindi Version and printing thereof.

7. On being asked by the Committee about the reasons for delays in laying the Annual Reports and Audited Accounts of NISE, the Ministry in its written note submitted as under:-

"The major reasons for delay are on account of initial delay in Appointment of Statutory Auditors, audit of accounts, convening Finance Committee meeting of NISE and printing of Annual Reports."

8. As regard to identification of the stages at which the delays have occurred during all these years and also as to how the Ministry propose to curtail delays in future, the NISE in its written note submitted as under:-

"The delay has been observed mainly in appointment of auditors, submission of audited report to the Finance Committee of NISE. Slight delays in finalization and printing of the Annual Report both in Hindi and English were also observed. This may be due to lack of regular staff in the newly formed Institute."

"The delay occurred in the past on account of delays in audit of accounts and printing of annual reports. It will be strictly ensured that these issues do not lead to any delays in future, and the timelines are strictly followed. The Ministry has apprised the Institute about the instructions issued by Deptt. of Expenditure, Ministry of Finance vide their OM No. 17(3)/2011-E-(II)(A) dtd. 05.09.2011 wherein the details of different tasks and date by which the particular task is to be completed, is stipulated."

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

"NISE has computerized the process of accounting by using standard software. As per instructions of Ministry of Finance, all Public Sector Undertakings and the Autonomous Bodies under the aegis of this Ministry, have been requested to use the Expenditure, Advance and Transfer (EAT) module of Public Financial Management System. NISE is in the process of adopting the laid process for EAT module."

10. To a query about the internal auditing mechanism to ensure timely compilation of Accounts of the NISE and also to minimize audit queries at the time of auditing, the Ministry in its written note stated that NISE has appointed internal auditors to take care of accounting procedure.

11. On being enquired by the Committee as to how the issue of auditing of Accounts and finally timely receipt of the Final Audit Report from the Audit Authorities was dealt with the Ministry/NISE, the Ministry, in its written note stated as under:-

"The Ministry had been pursuing consistently with the Institute to furnish the annual reports along with the audited reports from time to time."

12. Regarding steps taken to avoid delay at the stage of translation of documents in Hindi Version and subsequent printing thereof, the Ministry in its written Note stated as under:-

".. NISE has engaged a translation agency for two years for translation work of Annual Report and also a creative agency for designing and printing of Annual Report."

13. On a query as to whether the Ministry/NISE had faced procedural difficulties associated with convening the meeting of Competent Authority for getting approval and documents of NISE, the Ministry, in their written Note stated as under:-

"The Ministry had not faced any such problem in getting approval of the documents."

14. As regards the time schedule prescribed by the Ministry for finalization of Annual Accounts and Annual Report of NISE indicating the target dates for completion of work, the Ministry in their written Note stated that-

"The Ministry has apprised the institute about the instructions issued by Deptt. of Expenditure, Ministry of Finance vide their OM No. 17(3)/2011-E-(II)(A) dtd. 05.09.2011 wherein the details of different tasks (e.g. Annual accounts to be made available to the concerned audit office, issue of draft Separate Audit Report (SAR), Receipt of reply to draft SAR from Management, Submission of draft SAR for approval, issue of final SAR etc.) and date by which the particular task is to be completed, is stipulated."

15. Regarding latest position for laying of the Annual Report and Audited Accounts of NISE, the Ministry in their written Note stated as under: -

"The annual report of the Institute for the year 2016-17 was received on 02.04.2018 and could not be laid during the last Budget Session of Parliament for want of approval of Governing Council and adoption in Annual General Body Meeting. These meetings are now scheduled in April 2018 and subsequently the report will be laid in the forthcoming session of the Parliament."

16. 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 :-

" The reminders are issued for timely laying of the documents in Parliament "

17. 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 delay occurred in the past on account of delays in audit of accounts and printing of annual reports. It will be strictly ensured that these issues do not lead to any delays in future, and the timelines are strictly followed. The Ministry has apprised the Institute about the instructions issued by Deptt. of Expenditure, Ministry of Finance vide their OM No. 17(3)/2011-E-(II)(A) dtd. 05.09.2011 wherein the details of different tasks and date by which the particular task is to be completed, is stipulated.

NISE has also engaged a translation agency for translation work of Annual Report and also a creative agency for designing and printing of Annual Report for a period of two years to avoid delay in these activities in future."

18. In the matter of delays in laying of the Annual Reports and Audited Accounts of NISE for the years 2013-2014 to 2016-2017 , the Committee took oral evidence of the representatives of the Ministry of New and Renewable Energy and NISE on 13th April, 2018.

19. Elaborating further the reasons for delay in laying of the Annual Reports and Audited Accounts of the NISE, the Secretary to the Ministry during the evidence stated as under:

"As you have said, the National Institute of Solar Energy is a new organization under the New and Renewable Energy Ministry. Earlier it was functioning as the Solar Energy Centre and from 2013, it was registered as a society and we set up this new institute. The delay in laying the audit accounts and the annual report was due to initial hiccups in setting up of this institute. Before 2017, we only had the ad-hoc working arrangements even for the Director-General of the institute. Last year, considering all these delays and seeing that institute was not functioning in a Director-General for the institute as a proper head.

That is how, Dr. A.K. Tripathi took over the charge of DG. He started looking into various issues, including the delay in submitting the audited accounts and annual reports

to the Parliament. This was the first task given to him – to expedite finalisation of the accounts, printing of reports and also laying the reports on the Table of the House. That is how, we were able to lay the reports up to 2015-16 before the Parliament in the last Session.

As far as the report for 2016-17 is concerned, I would submit that since we were doing it gradually in regular serially manner, we did it for 2013-14, 2014-15 and 2015-16. For 2016-17, we have also finalised the accounts. In fact, we were trying to lay it during the last Session, but there was delay in printing and we got our printed thing on the 2nd of April. Since we were doing a parallel exercise, we assure that we would be laying the audited accounts and printed report in the next Session on the Table of the House.

As far as future is concerned, for all others institutions under the Ministry, we have already tabled the annual accounts and also the audited accounts. We have particularly brought to the notice of the DG that the instructions in regard to laying of papers before the Parliament must be strictly adhered to. So, I may assure the Committee that for 2017-18, the report and annual audited accounts would be laid before December this year, as has been prescribed. I assure you that we will finalise the audited accounts and we will also make arrangements in advance for the translation and the printing of the annual report so that it can be laid on the Table of the House before 31st of December. We have already made these arrangements and we would be making arrangements as far as printing is concerned."

Observations/Recommendations

20. The Committee note that the National Institute of Solar Energy, New Delhi, an autonomous Organization, has been receiving recurring Grants-in-Aid from the Ministry of New and Renewable Energy since its inception i.e. from the year 2013. However, the Annual Reports and Audited Accounts of the NISE for the years 2013-2014 to 2016-2017 have been laid on the Table of the House with delays ranging from 07 months 37 months. The Committee was apprised that appointment of Statutory Auditors, Audit of Accounts, convening Finance Committee Meetings of NISE and printing of Annual Reports are the main reasons for delay. However, the Committee observed from the information furnished by the Ministry that the delay in compilation of Annual Accounts of NISE for the aforesaid years were also one of the reasons for delay. NISE took 06 months each for the years 2013-2014; 2014-2015 and 2016-2017 and 07 months for the year 2015-2016 at the stage of compilation of Annual Accounts as against 03 months recommended by the Committee in this regard. It was informed to the Committee that NISE has computerized the process for accounting of Accounts. Internal Auditors have also been appointed to take care of procedure. The Committee hope that besides the remedial measures undertaken by the Ministry, the time taken during compilation of Annual Accounts could be brought within limits.

21. While the Ministry of new and renewable energy informed that there was no problem faced in getting the approval of the documents, NISE, took 30 ½, 20 months, 7 ½ months and 5 months for the years 2013-2014, 2014-2015, 2015-2016 and 2016-2017 respectively. The Committee do not find any justification for such a lapse. The NISE/MNRE should take necessary corrective measures to ensure timely finalization of the documents.

22. Another reason noted for delay in laying of the documents of NISE is getting printing copies of the documents from Printing Agencies. After getting approval of the documents of the Competent Authority, NISE took 04 months for the year 2013-2014 in getting the documents translated and printed of NISE, though it was informed by the Ministry/NISE that they had engaged a translation Agency for two years for translation work of the Annual Report and also a creative agency for designing and printing of Annual Report. The Secretary of the Ministry during evidence stated that NISE has been instructed to adhere strictly to instructions issued by Deptt. of Expenditure, Ministry of

Finance regarding timely laying of the Annual Reports and Audited Accounts of NISE in future and assured that the documents of NISE for the year 2017-2018 would be laid by 31 December, 2018. The Committee hope that as assured during oral evidence these steps will be taken in right earnest and it would be ensured that in future there is no avoidable delay on the part of the NISE. The Committee recommend that the time schedule indicating target dates for completion of various stages involved in finalisation of the Annual Report and Audited Accounts formulated in this regard should be strictly adhered to and it should be ensured that the documents of NISE are laid on the Table of the House in time in future.

23. The Committee strongly recommend that if for any reason the Annual Reports and Audited Accounts of NISE could not be laid within the stipulated time, the Ministry concerned should lay within 30 days of the expiry of the prescribed period or as soon as the House Meets, whichever is later, a statement explaining the reasons as to why the Report and accounts could not be laid within the stipulated period.

**New Delhi
06th August 2018
15 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 National Institute of Solar Energy, New Delhi for the years 2014-15 to 2017-18

(Rs. in Crore)

	2014-15	2015-16	2016-17	2017-18
Grant in Aid Capital Assets	26.68	6.59	2.50	5.82
Grant in Aid Salaries	1.00	1.00	3.50	2.82
Grant in Aid General	6.75	6.75	1.00	6.00

Annexure-II

vide para 04 of the Report

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

Year	Date by which required to be laid	Date of laying of Annual Reports and Audited Accounts	Extent of delay
2013-2014	31.12.2014	08.02.2018	37 months
2014-2015	31.12.2015	08.02.2018	25 months
2015-2016	31.12.2016	08.02.2018	13 months
2016-2017	31.12.2017	19.07.2018	07 months

Annexure-III

vide para 05 of the Report

The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the National Institute of Solar Energy, New Delhi for the year 2013-14 to 2016-17

Sl. No		2013-14	2014-15	2015-16	2016-17
1.	(i) The date on which the organization approached the Audit Authorities to appoint the auditors for auditing the Accounts (ii) date of their appointment. (iii) Time taken in Appointment after closure of F/Y	- 10.11.2014 07 months	- 05.11.2015 07 months	- 19.04.2016 No delay	11.09.2017 05 months
2.	The date of compilation of Annual Accounts Time taken after closure of Accounting Year	October, 2014 06 months	October, 2015 06 months	November, 2016 07 months	October, 2017 06 months
3.	The date on which the annual accounts of the organization were submitted to Auditors for auditing Time taken after compilation of annual account	November, 2014 One month	October, 2015 Nil	November, 2016 Nil	October, 2017 Nil
4.	The date and duration for auditing of the annual accounts of the organisation by auditors;	02 month	02 month	1.5 month	01 month
5.	The date of queries raised by the auditors during auditing of Annual Accounts	The queries raised by auditors were discussed and settled simultaneously, within the duration of audit mentioned in reply to Point 7 (d) above.			
6.	The date on which the replies to the audit queries was furnished to the Auditors;				
7.	The date on which draft Audit Report was issued by Audit Authorities; Time taken after receipt of Annual Accounts				
8.	The date on which the final Audit Report received by organisation	13.01.2015	04.12.2015	15.12.2016	30.10.2017
9.	The date on which documents were got approved from the Competent Authority (AGM); Time taken after receipt of final Audit Report	31.07.2017 30 ½ months	31.07.2017 20 months	31.07.2017 07 ½ months	26.03.2018 05 months
10.	The date on which documents were taken up for translation The date on which documents were taken up for printing Time taken after getting approval of documents	16.11.2017 02.12.2017 04 Months	04.01.2016 (E)- 21.12.2015 (H)- 19.06.2016 - 1 ½ months	21.08.2017 16.09.2017 - 1 ½ months	12.01.2018 26.03.2018 -

11.	The date of finalization of Annual Report	18.12.2017	18.12.2017	18.12.2017	02.04.2018
12.	The date on which documents were sent to the Ministry for being laid on the Table of House; and Time taken finalisation of Annual Report	18.12.2017 -	19.09.20161 8.12.2017 -	18.12.2017 - -	02.04.2018 - -
13.	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	08.02.2018*	08.02.2018*	08.02.2018*	19.7.2018

* The Annual Reports for the years 2013-14 to 2015-16 were laid on the Table of Lok Sabha on 08.02.2018. The Ministry received the reports alongwith other related documents on 18.12.2017. The corrected versions of related documents were received vide letter dated 27.12.2017 and processed the reports on 27.12.2017 for approval and authentication. These reports could not be laid in Parliament during Winter Session ending 05.01.2018 for want of sufficient number of days. These were sent later to Lok Sabha Secretariat and Rajya Sabha Secretariat vide O.M. dated 25.01.2018.

**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 Jailkhani - Director
3. Smt. Maya Lingi - Additional Director
4. Shri R.S. Banga - Deputy Secretary

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**REPRESENTATIVES OF THE MINISTRY OF
NEW AND RENEWABLE ENERGY**

1. Shri. Anand Kumar - Secretary
2. Shri Praveen Kumar - Additional Secretary
3. Ms. Sutapa Majumdar - Economic Adviser

**REPRESENTATIVES OF THE NATIONAL INSTITUTE OF
SOLAR ENERGY (NISE), NEW DELHI**

1. Dr. A.K. Tripathi - Director General

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

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10. The representatives of the Ministry of New and Renewable Energy and the National Institute of Solar Energy, New Delhi were then ushered in.

11. The Chairperson welcomed the representatives of the Ministry and the National Institute of Solar Energy (NISE), New Delhi to the sitting of the Committee and explained to them that the meeting has been called to discuss the reasons for delays in laying of the Annual Reports and Audited Accounts of the Institute.

12. The representative of the Ministry submitted before the Committee that the National Institute of Solar Energy is a new organization under the New and Renewable Energy Ministry. Earlier it was functioning as the Solar Energy Centre and from 2013, it was registered as a Society and we set up this new Institute. They stated also that the main reasons of the delay in laying the Audit Accounts and the Annual Report was due to lack of experience of the Institute. Before 2017, we only had the ad-hoc working arrangements even for the Director-General of the Institute. Last year, considering all these delays and the Institute could not function in a proper manner. Thereafter the Ministry decided to appoint the regular Director-General for the Institute.

13. The representative further added that with new DG took over the charge, the first task would be – to expedite finalisation of the Accounts, printing of Reports and also lay the Reports on the Table of the House in stipulated time period. That is how, NISE could lay the reports up to 2015-16 before the Parliament in the last Session. They have also finalised the Annual Report and Audited Accounts pertaining to 2016-17, however, there was delay in printing stage. They assured that they would be laying the audited accounts and annual report in the next Session of the Parliament.

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

The witnesses then withdrew.

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

The Committee then adjourned.

**MINUTES OF THE TENTH SITTING OF THE
COMMITTEE ON PAPERS LAID ON THE TABLE**

The Committee sat on Monday, 06 August, 2018 from 15:00 hrs to 16:00 hrs. in Committee Room 139, Parliament House Annexe , New Delhi.

PRESENT

Shri Chandrakant Khaire - **Chairperson**

MEMBERS

2. Smt. Veena Devi
3. Shri P.C. Gaddigoudar
4. Shri Bheemrao B. Patil
5. Shri P.R. Sundaram

SECRETARIAT

1. Dr. Preeti Srivastava - Joint Secretary
2. Smt. Maya Lingi - Additional Director
3. Shri Munish Kumar Rewari - Deputy Secretary

2. At the outset, Chairperson welcomed the Members to the sitting of the Committee.
3. Thereafter, the Committee took up for consideration the following three Draft Reports for consideration :-
 - (i) Draft Twenty Second Report regarding delay in laying of the Annual Reports and Audited Accounts of the UP Project Corporation Ltd. Lucknow;
 - (ii) Draft Twenty Third Report regarding delay in laying of the Annual Reports and Audited Accounts of the Nehru Yuva Kendras, New Delhi; and
 - (iii) Draft Twenty Fourth Report regarding delay in laying of the Annual Reports and Audited Accounts of the National Institute of Solar Energy.
4. After deliberations, the Committee adopted the Reports without modifications.
5. The Committee authorized the Hon'ble Chairperson to present the same to the Parliament during ongoing Session.

Then the Committee adjourned.