



REPORT
OF THE
COMMISSION OF INQUIRY
INTO THE
AFFAIRS OF
THE BHARAT SEVAK SAMAJ

(VOLUME VI)

Chairman

MR. JUSTICE J. L. KAPUR

GOVERNMENT OF INDIA
MINISTRY OF AGRICULTURE
DEPARTMENT OF COMMUNITY DEVELOPMENT
NEW DELHI

1973



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CHAPTER 8

A. TRAINING CENTRES

There were two training centres established by the Samaj for the training of Sahyogis—one at Mehrauli near Qutab Minar, Delhi, and the other in Trivandrum. The scheme for training was contained in paragraph 35 of the original scheme (Exh. 175) which the Samaj submitted in response to the invitation of the Planning Commission in enlisting public cooperation and participation during the Second Five Year Plan. As envisaged in this document it was a grandiose scheme but as put into operation its area was considerably reduced. After revising the scheme in accordance with the directions of the Planning Commission, a detailed scheme was submitted by the Samaj for the training of Sahyogis on December 10, 1958 and it was approved after discussion by the Minister of Planning.

8.2 When the scheme was submitted for approval of the Finance Ministry, the Finance Minister in a letter to the Planning Minister dated August 22, 1958 suggested that the Samaj should contribute 25% of the cost by way of cash contribution of the services of voluntary workers and the balance should be met by Government. However, there was a further discussion between the Planning Minister and the Finance Minister and it was agreed to put the figure at 20%, although the Planning Minister, wanted to discuss the matter further with the Finance Minister. Anyhow, this condition was incorporated in the sanction for the first two training courses but was not repeated in the sanction for the training courses following the first two. Evidently a separate sanction was given for each course. This continued for the first two years and subsequently the sanction was for the training courses to be conducted during a full year and this practice continued upto the year 1966-67.

8.3 A letter by Mr. Krishna Prasada dated October 21, 1959 to the Planning Minister shows that the contribution of 20% was not mentioned in subsequent sanctions. As a matter of fact the Samaj was never able to contribute its share in cash. But it is not clear if it did so in the shape of services. The letter seems to suggest that persons like Mr. Krishna Prasada himself, Prof. Malkani, Member of Parliament, Major Ramachandra, Mr. Sri Ram Puri, retired District and Session Judge, Mr. Shankar Saran, retired Judge of the Allahabad High Court, Dr. D.R. Mehta, retired Director of Health and Mr. Chakradhari Aggarwal were all giving time and experience for the benefit of the training Centres and these services could hardly be measured in terms of money. This evidently was accepted by the Coordination Committee.

8.4 The Planning Commission through Mr. H.K.D. Tandon, wrote to the Samaj that in view of the fact that cash contributions from the Samaj were going to be discontinued, previous shortfall of Rs. 550 would be waived and the Samaj would have to make its contribution in the form of voluntary services rendered by its workers, for which there was no measure indicated and from the record it is difficult to evaluate the services of the gentlemen above named in terms of money. It would depend on various factors too numerous to enumerate. But they expected the Samaj to send a statement of the value of voluntary services rendered, a requirement which was observed in its breach.

8.5 For the periods of first two training courses the contributions made by the Samaj were as follows:

	Rs.
First Course	6,677.35
Second Course	2,129.00

The accounts show that the contribution of the Samaj was in the following sums :

	Rs.
(1) Total of receipts No. 9401-9414	664.25
Total of receipts No. 9525-9570	2,966.00
Total of receipts No. 9571-9578	547.00
Contribution by Kshetras	2,000.00
Contribution by Bharat Sevak Samaj Central	500.00
	6,677.25
(2) Total of receipts No. 5601-5614	918.00
Total of receipts No. 5660-5680	711.00
Contribution by Kshetras	500.00
	2,129.00

8.6 Out of these sums the contribution by the Central Samaj was only Rs. 500; two sums of Rs. 2,000 and Rs. 500 respectively were contribution from the Kshetras i.e. from the grants to the Kshetras; the rest was deducted from the maintenance allowance and travelling allowances of the trainees who, as a matter of fact, were to be given free food. This shows that the contributions envisaged by the Finance Ministry really came out of the pockets of the trainees or from the grants in favour of the Lok Karya Kshetras.

NUMBER OF COURSES

8.7 In the year 1961-62 in place of 3 courses of 3 months each and 2 courses of one month each, which were required under the scheme, there were 2 courses of 3 months each and one course of one month.

8.8 For 1962-63 the corresponding figures of courses actually held there were 3 courses of 3 months each and one course of one month and one course of 2 weeks.

8.9 In 1963-64 instead of 2 courses of 3 months each and 3 courses of one month each, and one course of 15 days which were sanctioned, the Samaj actually held 2 courses of 3 months each, 2 courses of one month each, and one course of 3 days.

8.10 In the year 1964-65 in place of 3 courses of 3 months each, and 2 courses of 2 weeks each the Samaj held 3 courses of 3 months each, 2 courses of one month each, and one course of 2 weeks.

8.11 In 1966-67 against 2 courses of 3 months each and 3 courses of one month each and one course of 15 days the Samaj held one course of 3 months, one course of one month, one Sahayogi Refresher Course of one month and the Emergency Mass Contact Camp for 7 days. The details of this have been set out in Table (8-A).

8.12 This Table will also show that between 1958-59 and 1966-67 the number of idle days which were allowed under the scheme and under the grants totalled 250 but the number of actual days was 618.

8.13 Some details have been given at another place of 2 Lok Karya Kshetras which were allotted to the Ex-Services Federation. In continuation of that there are certain matters which may be discussed here. At the Mehrauli centre from November 20 to November 30, 1962 a training camp of Bharat Sevak Dal was held the expenditure for which came to Rs. 2,031.34, and the entire expenditure was debited to the Lok Karya Kshetra training centre. This expenditure was not for the purposes of the scheme because these volunteers were neither Sahyogis nor had they anything to do with Lok Karya Kshetras but the Planning Commission seems to have allowed this expenditure for reasons best known to itself.

8.14 It appears that the Samaj had 3 telephones Nos. 46062, 46338 and 72795 which were all debited to the training centre. As far as one can judge from the telephone numbers there

was only one telephone which could have had any connection with the training at Mehrauli. Why and where of the two others is not known. They were all in the name of Bharat Seva Samaj and at least two of them were with the Connaught Circus Exchange.

8.15 The amount expended on the telephones was as follows:—

	Rs. p.
1st batch of trainees	14.56
2nd batch of trainees	6.50
2nd batch of voluntary Sahyogis	1.50
1961-62	225.14
1962-63	2,504.14
1963-64	646.61
1964-65	634.18
1965-66	2,189.56

And the expenditure at least for the years 1962-63 to 1965-66 was quite high. Out of these sums there was one item of Rs. 110 which was paid to the Publication Section of the Bharat Sevak Samaj on account of telephone bills.

8.16 A foreign gentleman Prof. A.V.S. Louckhead came to New Delhi and in the expenditure of the training centres is included a sum of Rs. 1,406.42 as his Travelling Allowance which was expended as follows:—

12-11-1963	1,050.00
12-2-1964	356.42

The Auditor of the Samaj has commented that special sanction of Rs. 3,000 was made for Travelling Allowance of this gentleman but this separate grant is not shown in the audited statement of accounts of the year 1963-64.

8.17 Another small point relates to the training of six foreigners at the Training centre whose expenses were paid out of the training centre money. It is not shown if they had come on the basis of some reciprocal arrangement. The Commission would refrain from giving any decision as to this expenditure because the evidence in this point is insufficient. And it is not clear if this training was with the concurrence of the Planning Commission.

8.18 A sum of Rs. 3,500/- was sanctioned by the Planning Commission on December 30, 1962 for a short-term orientation training course for 45 workers of the Lok Karya Kshetras in the borders areas. The period of training was to be 14 days and training was to be given at the

Training Centre, Delhi. The course was actually held from December 21, 1962 to January 3, 1963. But out of the 34 trainees 11 were from Nainital, Chamauli, Purnea, Pithoragarh and the remaining 23 were the officials working in the Central Bharat Sevak Samaj or other functionaries of the Samaj. Twelve were helpers in the After Care Homes for Women and Boys, New Delhi. If people belonging to the border areas were to man these Kshetras in the border areas then the objective was not attained. The register containing the names and the avocation of these trainees shows that the persons from Delhi who are receiving training were Stenographers, Typists, Accountants, Store-keepers and five were tailors.

8.19 Out of the 34 persons who were imparted training five were of the age group between 14 and 16. 9 were of the age of 18 and one of 19; 3 were aged 56. The others were between the ages of 22 to 44. What useful purpose these teenagers or over-aged gentlemen could serve is difficult to see. As far as the educational qualifications of these trainees are concerned one had read upto the 3rd class, one upto the 5th class, one upto the 7th class, 7 upto the 8th class, 2 up to the middle class, 12 were matriculates, one was higher secondary, two were inter arts, one a prabhakar and one was a B.A.

8.20 It is difficult to find out the reasons why this class of people were given training. Unfortunately in regard to this part of the enquiry the Samaj has not given any cooperation and its reply to the questions put was as follows:—

“After the stoppage of the grants and the closure of the Centre its record was shifted from place to place. The staff associated with this scheme is also no longer in the service of the Samaj. In the circumstances it is regretted that it has not been possible for us to trace all the records required for answering the questionnaire. Replies to some of the questions which it has been possible to answer are, however, given below.”

8.21 It does not appear that the Planning Commission or anybody in the Planning Commission carefully scrutinised these matters. The two agencies which have commented upon these training centres were the programme Evaluation Organisation and the Accountant General, Central Revenues.

8.22 The remarks of the Programme Evaluation Organisation which were made after a study of 38 sample Kshetras are very pertinent. They have given a table showing the qualifications of the Sahyogis, the training given to them and

the Refresher Courses taken by them. The table is as follows:—

Qualification	Trained in Lok Karya Kshetras training centres.			Attended any other refresher courses.		
	Mukh- ya Sah- yogi	Sah- yogi	All work- ers	Mukhya- Sah- yogi	Sah- yogi	All wor- kers
Upto Primary .	0	1	1	0	1	1
Primary passed .	1	3	4	0	1	1
but below middle						
Middle passed .	9	9	18	5	7	12
but below matric						
Matric . . .	16	14	30	9	9	18
Graduate . . .	3	0	3	1	0	1
Total :	29	27	56	15	18	33

It is not indicated in this report as to how many people were actually employed in the 38 Kshetras studied by the Organisation. Normally at the rate of 3 per Kshetra i.e. a Mukhya Sahyogi and 2 Sahyogis, the number would work out to 114 but the number given in the table comes to 56.

8.23 The notes regarding Kshetras at district and state level show a general criticism that the training given was not of great use and the reports indicate that it was too theoretical and lacking in practical knowledge. Besides the language used at the training centre was either English or Hindi which a large number of trainees could not follow because they were not educated enough or they came from those parts of India where these two languages were not understood. The remarks regarding different Kshetras given in the report of the Programme Evaluation Organisation are given in Table (8-B).

8.24 The calibre of the Sahyogis who were selected was not uniformly of a high order and quite a number were either too young or not sufficiently educated or both. The record shows that the number of persons trained in the training centres was 1,558 and their ages ranged from 14 to 70 years of age. Of them the persons who are not even matriculates were 424.

Training of voluntary Sahyogis and utilisation of their services

8.25 On May 23, 1959 sanction was given for the training of voluntary Sahyogis meaning those who were honorary and were not to be paid;

270 such persons were so trained. The conditions applying to these voluntary Sahyogis were (i) residence in one of the villages in the Kshetra; (ii) social background and experience of social work having other occupation to sustain them, and after training the Samaj was required to have some liaison between the Sahyogis and the voluntary Sahyogis. From the grants and accounts it is not clear as to how much money was meant for these Sahyogis but from the names and qualifications ascertainable from the record it does not appear that all of them were qualified in accordance with the conditions laid down. 9 were of the age of 18 or below; 5 were between 18 and 21 years; 6 were students; 2 were shopkeepers or had other avocations, and persons with social background were 4 only.

8.26 The Samaj was asked if they had any record of the follow-up action by voluntary Sahyogis in the Kshetras to which they belonged; but no record has been produced nor any information given in this matter, and it appears that the Planning Commission also did not make any enquiries as to what use these voluntary Sahyogis trained in the training centres were put to by the Samaj.

8.27 The Accountant General, Central Revenues in his inspection report for the period during which the training centres were in existence has pointed out certain infirmities in the accounts for which no explanation was given by the Samaj. And when this Commission asked the Bharat Sewak Samaj they gave no reply. The infirmities were the following:—

- (i) The total of receipts of moneys received by the Samaj not accounted for would amount to Rs. 9,744.55.
- (ii) Over payments of Rs. 869.95.
- (iii) Advance not adjusted totalled Rs. 1,292.85.
- (iv) There were doubtful payments amounting to Rs. 2,726.14.
- (v) The amount not recovered from the staff for missing charges was Rs. 1,943. There were also certain charges for private use of vehicles, which were not recovered amount to Rs. 661.49.

There were certain other irregularities like missing articles and this was want of stamped receipts or vouchers in support. The amounts for which there were no stamped receipts was Rs. 9,258.46.

8.28 Whether these infractions were of major amounts or of minor amounts, the point remains that the Accountant General raised these objections and they should have been replied to; but the Samaj chose to ignore them.

The Training Centre at Trivandrum

8.29 A table (8-C) has been prepared for the Training Centre in Kerala showing the grant given and when it was given, idle period allowed, the actual period of idleness, the number of courses to be conducted, the number of courses actually held, the number of trainees to be trained, the number actually trained, amount utilised and the excess expenditure on unapproved items. At a glance this table will show how grants were utilised. It also shows the number of courses required to be conducted and actually conducted and how far the grants were spent or remained unspent. (The use of the word 'idle period' is rather inelegant. What it really means is the period during which no training was being given or the gap between one training course and another).

8.30 For this Training Centre a sum of Rs. 22,500 was sanctioned in February, 1963 to conduct a month's training course for the workers of Bharat Sewak Samaj and other voluntary organisations. This sum included a non-recurring grant of Rs. 15,000. The grant was for the training of 50 persons and that number was given training but there remained an unutilised balance of Rs. 2,434 which was adjusted in the following year. On unapproved items a sum of Rs. 688.54 was expended; but this expenditure was allowed by the Planning Commission.

8.31 In 1963-64 Rs. 36,300 in two instalments was given for 3 course of 3 months each and one course of one month's duration. This was for the training of 200 trainees and the total gap between the various courses allowed was 60 days. Actually two courses of 3 months each and one course of one month duration were held and the gap between the various course instead of 60 days was 114 days and instead of 300 people being trained, only 127 were trained and only about one-third of the amount granted i.e. Rs. 10,616.72 remained as an unspent balance which was adjusted in the following year.

6.32 In 1964-65 the amount of grant, which was given in two instalments, was Rs. 30,000. It included the unspent balance of the previous year. This was for three courses of three months each, two courses of one month each and the gap allowed between the various courses was 30 days. The number of persons to be trained was 250. Actually two courses of three months each and three courses of one month each were held, and the gap between the courses came to 111 days. The number of persons trained was 238 and the unspent balance was Rs. 818.21 which was adjusted in the following year. The unapproved expenditure was Rs. 3,282.91 and as it was considered that the total expenditure was within the total grant given this unapproved amount was also accepted as proper expenditure.

8.33 In the year 1965-66 the amount sanctioned was Rs. 18,000 for five courses for 50 trainees each making a total of 250 and these five courses were to be 5 courses of 3 months each and two courses of one month each. Actually the courses held were one of one month, two of two weeks, one of one week and there was no course of 3 months. The gap between the various courses worked out to 134 days and this upto October 31, 1965. The Number of persons trained was only 129. The unutilised amount worked out to Rs. 1,208.82 which was adjusted in the following year.

8.34 In 1966-67 the amount sanctioned was Rs. 15,000 for four courses i.e. two of three months each, two of one month each. Actually only one course of three months from January 7, 1967 to April 6, 1967 was held and the amount of unspent balance was Rs. 8,368.03. But the accounts have not been finalised. It may be pointed out that instead of the total gap of 30 days there was a gap of 281 days and the number of persons trained instead of 200 was 34. In this year somehow or the other as shown by the dates in the table the training course was held towards the end of the year.

8.35 The upshot of all this discussion is this that a sum of Rs. 1,21,800 was given by way of grant for 19 courses and for 950 trainees and for 165 non-working days. Actually 14 courses were held, 578 persons were trained. There were 640 non-working days and actually the accounts of the last year have not been finalised leaving a balance of Rs. 3,682.03 with the Samaj.

8.36 In the opinion of the Commission there was too long a period of non-working days and the number of courses was less than those which were required and actually the period was very much less than what was required. If it was considered that a three months or one month's course was necessary the training for a longer period did not sub-serve the purpose for which the training was given.

8.37 The Kerala branch of the Bharat Sewak Samaj has produced a statement showing the number of workers trained and that has been marked Exh. Ker-1. It shows that in the year 1965 two courses of about two weeks were held in July and August of that year for training library workers. The number of workers trained during these two courses were 20 and 15 respectively. But it has not been shown that training of library workers was also a part of the training which was envisaged under the scheme. And what happened to these 36 workers and whether they were of any use to the Samaj to carry out the objectives of Lok Karya Kshetra movement has not been shown. What training was given to these library workers and who gave

this training and whether it was of any particular value or not has also not been shown on this record.

8.38 Similarly in October 1965 for about 7 days the Samaj held a civil defence training camp where 40 persons were trained. How the Samaj could give training in civil defence and how it fell within the jurisdiction of Lok Karya Kshetra movement has not been shown. But it was stated before the Commission by Mr. Govinda Pillai Kerala Witness No. 1 that this training was given by the police and the military and all that the Samaj did was to lend its premises for the purpose and collected the people for getting the training. From the point of view of citizens it may be a very issuable idea that training for civil defence should be provided but the time chosen was sometime after the Indo-Pakistan hostilities had ended. But even then the Samaj could not charge moneys from persons who were getting training in civil defence for the protection of the country. This was the function of either of a Department of the Central Government or the police administration of the State Government. Firstly one would not expect that citizens getting training in civil defence would be fed at the expense of the Samaj and, therefore, out of the moneys granted by the Planning Commission and secondly there is no indication that there was any sanction from any one for the expenditure of money for people getting training in civil defence—at least not for their food charges. If for giving training to library workers no expenditure was incurred at the Training Centre there was less jurisdiction for expending on people getting training in civil defence and that also after the emergency was over.

Utilisation of trained personnel:

8.39 Out of the 578 persons trained 287 were voluntary workers and 291 were paid workers. The record does not show how the Samaj made use of voluntary workers and how many of the trained "paid workers" were employed by the Samaj and made use of in the Lok Karya Kshetras. Neither the files contain this information nor has the Samaj chosen to give this information.

8.40 In the very first year a sum of Rs. 15,000 was sanctioned as non-recurring grant out of which Rs. 14,418.56 was expended on the purchase of furniture, Stensils, a typewriter and such other articles and Rs. 326.66 was spent out of the recurring grant on library books. There is nothing to show on the record as to what happened to these articles and is in whose possession they are. Mr. Govinda Pillai, Kerala witness No. 1, examined at Trivandrum stated that he had a stock register and he handed over the charge of all these articles to his successor

Mr. P. V. Sudershan and he handed over the stock register to the Pradesh Office for which he held a receipt. Thus the public moneys spent for purchases of certain articles of furniture have remained in the possession of the Samaj and it cannot be said that they become owners of those. They are only custodians. -

B. TRAINING CENTRES FOR TRAINING OF SUPERVISORY, ACCOUNTS AND ORGANISER STAFF

8.41 Amongst the schemes proposed and sponsored by the Bharat Sevak Samaj one was for starting 18 training centres "at about 20 sites" costing about Rs. 2.25 crores. This scheme was proposed in a letter dated April 27, 1956 of Mr. Krishna Prasada to Secretary of the Ministry of Irrigation and Power. It sets out 5 benefits of the Public Co-operation Scheme under which they were working:

- (1) Giving employment to agriculturists and not merely to professional labour.
- (2) The exclusion of middle-man's profit.
- (3) Eliminating graft and corruption.
- (4) Manual labour will get more for his work through the Samaj than through contractors. In the work done at Kosi, it was stated, labour got 90 per cent of the value of the work executed with 10 per cent being retained by the Samaj for administrative expenses, 2½ per cent, and construction of development works, 7½ per cent.
- (5) Works executed would be of a higher technical standards.

8.42 One other advantage added was that this would create a feeling of national pride amongst the workers about their labours; but it was not stated how it would do so.

8.43 The Samaj, it was stated, wanted to expand its construction work of the River Valley Projects during the Second Five Year Plan. It was to subserve that objective that the training centres were to be started.

8.44 The centres were to have 3 channels (a) for mobilising the enthusiasm of the people, (b) to have efficient agency for enlisting volunteers and sending them to the site of the work and (c) to train persons in organisation, accounts and supervision etc.

8.45 It was this scheme costing Rs. 2.25 crores during the full plan period which was proposed. During the year of its inception it was to cost Rs. 19.4 lakhs.

8.46 Upon the receipt of this proposed scheme the Ministry of Irrigation and Power

prepared its own scheme which is contained in the note dated June 30, 1956 of Mr. Venkataraman, Deputy Secretary in the Ministry, which along with other papers was discussed by the Deputy Minister, Mr. J. L. Hathi, Joint Secretary of the Ministry, Deputy Secretary (Co-operation) and Mr. Mithal of the BSS. The date of this meeting is not given. Mr. E. Kolet another Deputy Secretary then wrote a note of 12 paragraphs on the scheme on July 6, 1956. This note shows that in the preparation of of the scheme discussed Mr. Mithal who was an Honorary Adviser (Public Co-operation) in the Ministry of Irrigation and power and had a similar position in the Bharat Sevak Samaj played to inactive part.

8.47. There was a preliminary discussion on July 7, 1956, in the room of the Deputy Minister, Mr. J. L. Hathi where the persons already mentioned were present and two points in principle were agreed to—

- (1) Grant-in-aid was not intended to cover the entire expenditure proposed to be incurred by the Samaj; and
- (2) the Samaj was to meet 20% of the expense.

8.48. At page 22 of the file Mr. M. D. Mithal has recorded a note dated July 21, 1956 which is marked confidential and a copy seems to have gone to the Samaj because it has a stamp of the Samaj giving number and date of receipt which militates against its being confidential. This note shows that in Mr. G. L. Nanda's (Planning Minister) room on July 20, 1956, Mr. Mithal requested that about Rs. 5 lakhs be allotted for training centres for supervisors, organisers, way-side camps and organisation for enlisting of workmen from the villages. It was also suggested by him that Rs. 4 to 5 lakhs be granted as subsidy for construction of buildings required for housing the Bharat Sevak Samaj headquarters at Delhi for which a plot had already been earmarked. This shows that grants were to be asked for providing the Bharat Sevak Samaj with an office at a cost of about 4 or 5 lakhs.

8.49. Upon this Mr. K. Prasada, General Secretary of the Bharat Sevak Samaj, and Secretary, National Advisory Committee on Public-Co-operation in the Planning Commission commended Mr. Mithal's note to the attention of Mr. J. L. Hathi, Deputy Minister. Mr. K. Prasada said:

"If the Bharat Sevak Samaj is to assist in this work, it must be provided with the wherewithals, viz.

- (1) "A building for a Training Centre—Rs. 4-5 lakhs may kindly be allotted for this."

- (2) "Funds for starting training centres for Supervisors, organisers and way-side camps, and setting up an organisation for enlisting of workmen from the villages. Shri Mithal estimates that Rs. 5 lakhs would be necessary."

"These amounts will be in addition to those provided in the budget of the Ministry of Irrigation and Power."

8.50. It may be observed that both the file of the Ministry and the file of the Samaj produced by it on July 21, 1971, show that the Samaj was fully aware of the notings in the Ministry and even had been supplied with the copies of the notes.

8.51. On September 14, 1956, Mr. L. N. Mishra, M. P. who was at that time connected with the Samaj as the Convener of the Kosi Project sent another scheme for Kosi Project area only to Mr. M. D. Mithal with a copy to the Deputy Minister of Irrigation and Power, Mr. J. L. Hathi. The cost of this scheme was Rs. 1,57,760.

8.52. This scheme was discussed by Mr. Hathi, Deputy Minister, with Joint Secretary (Finance) and was finally sanctioned on September 29, 1956. The first instalment paid was of Rs. 65,000/ and the second instalment of Rs. 24,900/ was sanctioned on December 20, 1957 which was six months after the schemes had ended in the middle of that year. And this grant was sanctioned merely on the certificates of the Samaj that major portion of the previous grant had been expended and more was needed.

8.53. This scheme for the Kosi Project was as follows:

- (i) For training of 125 persons on each bank of the river, i. e., 250 persons in all, for supervisory and accounts staff; the training was to be for 3 months.
- (ii) 2 camps with a total of 100 persons to be trained as Organisers, the period was 15 days.
- (iii) Mobilisation of public for construction work, the period was six months.

8.54. Only (i) and (iii) were operated and evidently No. (ii) was abandoned.

8.55. This Scheme postulates funds to be expanded by the Samaj for training those who were to supervise construction or to mobilise public co-operation for and on behalf of the Bharat Sevak Samaj.

8.56. Scheme (I)—Taking the first scheme—

(i) The file of the Samaj shows that it was to operate from October 16, 1956 to January 16, 1957. The audited accounts mention the period of training to be from October 1956 to December 1956 and in the report of the auditor it is stated that it operated for $1\frac{1}{2}$ months, i.e., for half the sanctioned period.

(ii) It was not put into operation.

(iii) This scheme was to work for six months but actually it worked from October 1956 to June, 1957 i. e., for 9 months.

8.57. The total expenditure incurred schemes on (i) and (iii) based on audited accounts is shown in the Table 8-D attached hereto.

8.58. Upto June 30, 1957 the Central Bharat Sevak Samaj had remitted to Kosi Rs. 45,150. The note of Mr. R. N. Goela, Accounts Officer dated June 8, 1957 shows that upto the first week of May 1957 the amounts spent on (i) and (iii) were Rs. 23,200/- and Rs. 9,500/- respectively (total Rs. 32,700/-). Therefore, the extra amount making Rs. 40,024.02 on (i) must have been spent after the close of the training on (i). And the extra sum making Rs. 63,916.79 if spent is out of all proportions to Rs. 9,500/ which was expended in the first 7 months of the working of scheme (iii).

8.59. As there are no account books nothing can be said as to the factum or the propriety of the expenditure after the scheme had terminated.

8.60. Reference may here be made to two abstracts of account sent by Mr. Lahtan Choudhary to Mr. R. N. Goela at the latter's request. They are at pages 101 and 102 of the Bharat Sevak Samaj file and are signed by the Accountant of the Bharat Sevak Samaj at Kosi and dated October 15, 1957. They do not specify the period but presumably they must be from the commencement of the schemes upto the date of the accounts. These figures are at considerable variance with that were shown by the retired Accounts Officer acting as an Auditor.

8.61. Receipts and Payments shown in this abstract are:

<i>Receipts</i>		<i>Payments</i>	
	Rs.		Rs.
Grants received from Central Office	45,150.00	Expenditure on Training Centres:	
		Recurring	21,488.56
		Non-recurring	1,471.96
Dues of working people (who they were is not indicated).	12,199.27		= 22,960.52
		Expenditure on Mobilisation :	
		Recurring	32,128.82
		Non-recurring	900.00
Loan from Eastern Embankment	5,527.31		= 33,028.82
		Total expenditure	55,989.34
		Advances recoverable	6,887.24
	62,876.58		62,876.58
<i>Central Office Account also dated 15-10-1957 :</i>			
For training Centres	23,148.47		
For mobilisation	15,512.78		
<i>Recoverable</i>			
Western Embankment Office	730.06		
Uncashed draft	3,000.00		
Cash with Convener	2,758.69		
Total	45,150.00		

8.62. In this note attached to a letter dated November 7, 1956 Mr. Mishra said that at each centre one Superintendent, one Accounts Teacher and one social Instructor had been appointed who mostly were members of the teaching staff of the local high School. Against this on the margin Mr. K. Prasada wrote "how can they find the time in proportion they may not be able to have the full appreciation of the needs of our trainees".

8.63. Mr. Mishra's note also shows that the Kosi Project Department had allowed its Executive Engineers, Assistant Engineers, Divisional Accountants, Medical Officers, Labour Welfare Officers of Supaul and Ghoghardiha to take classes of subjects of their interest. Against this portion of the remark of Mr. Krishna Prasada is "I hope this works mostly such arrangements remain on paper."

8.64. This shows that Mr. Krishna Prasada was doubtful in regard to the efficacy if not the genuineness of both these arrangements.

8.65. About accommodation Mr. Mishra's note said that a local high school would be available for holding classes of the centre and that for residential accommodation of trainees special temporary sheds had been constructed.

8.66. It may also be observed that the scheme which was to be worked for 3 months with an

estimated expenditure of Rs. 40,720/ was actually worked for half that period and the amount spent was Rs. 40,024.02, i.e., about the same as for 3 months. Why it so happened is not explained. But in place of 250 persons envisaged in the Scheme 282 joined out of whom 275 completed their training. If the training was to be for 3 months it is difficult to accept that 1½ months training sufficed to produce trainees of requisite qualification assuming that some quality was required of the trainees.

8.67. As there were no prescribed standards nor any assessment of the standards achieved, the results achieved are incapable of being judged.

8.68. The amounts which were actually released by the Ministry and amounts spent have been set out in the account given above. No books of account of the Kosi Project training centres have been produced. What has been produced is the Cash Book of Public Co-operation Section of the Central Bharat Sevak Samaj and no ledgers and there is an audited statement of account of expenditure only termed "Account of mobilisation work (Kosi) from October 1956 to June 1957" and "the account of the training of supervisory staff (Kosi) from October 1956 to December 1956". Along with this there is a report giving the remarks of the Auditor as to the accounts. The Auditor was not a Chartered Accountant, but one Mr. Daya Shankar, a retired Assistant Accounts Officer,

Accountant General, Central Revenues, New Delhi. The certificate of the Auditor was this:

"Audited and found correct to the best of my belief and knowlegde.

Daya Shankar
Retired Assistant Accounts Officer,
New Delhi".

And this is unsatisfactory certificate of the correctness of the accounts. The report also shows that some trainees in Scheme No. 3 left the training centre before the completion but still grants were paid for those trainees.

Utility of Scheme

8.69 A letter of the Bharat Sevak Samaj dated August 26, 1959, addressed to the Ministry of Irrigation and Power shows that 282 persons joined for training under Scheme No. 1, out of whom 275 completed the training. All were employed by the Samaj for the first season in its Kosi Projects Scheme, and in the next season 50% of them were employed under the Bihar Government or in private service on the strength of the certificates given to them by the Bharat Sevak Samaj training centres. What happened to them subsequently has not been ascertained.

8.70 All we have is that at a cost of about Rs. 40,000 some 250 people received training who were employed by the Samaj only for one season and half of them were gainfully employed elsewhere in the next season and then what happened no one knows; nor what happened in between the seasons. But the construction work of the Samaj continued for some more seasons without the trainees being made use of. Thus the Scheme did not subserve the objectives of its sponsors.

8.71 Under Scheme (iii) besides employing Pracharaks, Sanchalaks, the Samaj purchased 2 jeeps, 20 bicycles, 10 loudspeakers, and the scheme cost Rs. 63,916.79. Strangely enough nobody has been able to tell the Commission as to what the exact scope of the mobilisation scheme was. The nature of duties to be performed by the Pracharaks and the Sanchalaks and others was nowhere prescribed by the Government or by the Samaj, and as no records of these centres have been produced by the Samaj the Commission is unable to say what exactly was the work required to be done by these various persons or what was done by them. But the nature of the Scheme indicates that the grant was intended to help the Samaj to recruit and organise its labour. As a matter of fact when the Kotah Scheme was being discussed in the

Irrigation and Power Ministry and sanction was sought from the Ministry of Finance, the latter raised two main objections to the scheme that—

- (i) there was no information available of the results of the implementation of the Scheme at Kosi nor what the experience was; and
- (ii) at Kosi the labour was brought from far off places and not from near villages as was expected to result from the working of the scheme.

8.72 The Samaj at the time of applying for the grant under mobilisation scheme had represented that as much as 90% of the amounts, i.e., wages etc. received from the execution of the works on the Kosi embankments would be paid to labour, 2½% retained for administrative expenses, and 7½% for construction of developmental works in the villages of the labour employed. No evidence has been produced before the Commission to show that as a matter of fact 90% or 2½% or 7½% were paid and what happened to 2½% and 7½%. The last 2 items are necessary for consolidated accounts. The Commission has referred to this matter because the *raison d'être* of the scheme was that the Samaj proposed to distribute the money as mentioned above, and if those moneys were not so distributed then the scheme would not have been for the purposes which were indicated by the Samaj.

8.73 The inspection report of Mr. R. N. Goela in the Bharat Sevak Samaj file shows that the system of payment to labour was defective; payments were not attested by any responsible officer; money was paid to mates—there is no mention of unit leaders. This report, really a note, was given after May 1957.

8.74 When Mr. G. L. Nanda was examined as a witness he undertook to satisfy himself about the payments of proper wages to labour and he has assured the Commission that he had seen audited accounts. If there are audited accounts they could have been produced before this Commission but the statement of the Samaj's representative was "we do not think it necessary to produce the accounts before this Commission".

It may be that the percentage payable for labour was so paid but the non-production of accounts regarding other deductions cannot be covered by the assurance of Mr. G. L. Nanda's examination of the accounts.

Accounts

8.75 The Samaj has not produced any account books of the Kosi Training Centres

but there is an audited account of the Training Centre which, as has already been said, was prepared and audited by a retired Assistant Accounts Officer of the Office of the Accountant General, Central Revenues, at New Delhi. It is not in the usual form of audit reports usually prepared by the Chartered Accountants and shows only the expenditure and there is no proper certificate as to the correctness of the accounts prepared and what they are based on.

8.76 On September 29, 1956, the Government sanctioned the first instalment of Rs. 65,000. The file of the Central Samaj shows that the Samaj had to contribute a sum of Rs. 30,000/- and there is a note dated February 19, 1957

by Mr. Mithal in the file of the Samaj which puts a query as to how it was proposed to be done and that it would have to be paid out of the works executed by the Samaj.

8.77 The letter dated March 7, 1957 of Mr. Krishna Prasada to Mr. L. N. Mishra shows that up to February 23, 1957, a sum of Rs. 40,150 had been remitted to Mr. Mishra by the Central Samaj.

8.78 Accounts of the Central Samaj further show that up to January 18, 1958, a sum of Rs. 78,150 was remitted by the Central Samaj to Kosi as follows :

	Date	Amount	
		(Rs.)	(Rs.)
Shri L.N. Mishra	25-10-1956	10,000.00	
	14-11-1956	5,000.00	
	23-11-1956	6,250.00	
	7-12-1956	7,500.00	
	19-12-1956	3,000.00	
	23-2-1957	8,400.00	
	10-6-1957	2,000.00	
	11-6-1957	3,000.00	
			45,150.00
Shri Lahtan Chowdhary	1-7-1957	8,000.00	
	31-10-1957	3,000.00	
	18-1-1958	20,000.00	
			31,000.00
Shri Tej Narain Singh	31-10-1957	2,000.00	
			2,000.00
			78,150.00

8.79 It is significant that although the schemes had terminated in June 1957, Rs. 33,000 were sent after that upto January 1958. As the records and books of account of the Kosi Centres have not been produced, the utilisation of the sum of Rs. 78,150 is difficult to determine. Still less as to when the various amounts were spent and on what.

8.80. The Auditor has shown in his audited accounts the actual expenditure on the scheme under (i),

Training work and Supervisory Staff, and	Rs. 40,024.02
On the mobilisation from October 1956 to June 1957	Rs. 63,916.79

This makes a total of Rs. 1,03,940.79 spent on the two schemes. Now the accounts above given show the total remittances by the Central Samaj to be Rs. 78,150.00 out of which Rs. 33,000 was remitted after end of June 1957, i.e., after the termination or close of the two schemes. How then could the Kosi Bharat Sevak Samaj have spent the total amount of Rs. 1,03,940.79.

8.81 Further the abstract of accounts sent by Kosi Bharat Sevak Samaj to the Central Samaj of the expenses upto October 15, 1957, under the signature of the Accountant at Kosi show receipts including sums of money sent by Central Samaj, amounts due to "working people" and loan from Eastern Embankment to be Rs. 62,876.58. Out of this money the expenditure was Rs. 22,960.52 on Training Centres and Rs. 33,028.82 on mobilisation totalling Rs. 55,989.34 and recoverable advances of Rs. 6,887.24 making a total of Rs. 62,876.58 which was less than the grant (1st instalment) of Rs. 65,000.

8.82. And there is no proof of any contribution made by Kosi Bharat Sevak Samaj as envisaged in the scheme. Nothing out of Rs. 30,000 payable by it seems to have been contributed.

8.83. Thus the figures given in the audited statement of expenditure, the account of moneys remitted by the Central Samaj and the two abstracts of Kosi Bharat Sevak Samaj dated October 15, 1957 do not tally and in th

absence of account books of Kosi it is not possible to say which figures are correct.

8.84 In the first week of May 1957, Mr. Goela's check-up of the accounts of Kosi showed a sum of Rs. 7,450 as balance with Kosi showing that out of Rs. 40,150 sent, for the Central Samaj the Kosi Project had spent a sum of Rs. 32,700. This was expended according to the "check-up" as follows: on mobilisation Rs. 9,500 and on the Training of Supervisory Staff etc. Rs. 23,200.

8.85 The note of Mr. Goela also shows that no local contributions had been made and it should have been Rs. 14,664. Mr. Goela was not satisfied with the accounts of Kosi because there was nothing to show how this balance of Rs. 7,450 was being spent and the accounts did not disclose that the Bharat Sevak Samaj Kosi had collected any funds to meet its obligations. He further emphasized that when further funds were applied for Kosi should establish that necessity by furnishing a statement of expenditure already incurred and probable requirements for a month or so; which indicates a lack of this procedure.

8.86 In June 1957 when Mr. L. N. Mishra asked the Central Samaj to send Rs. 8,400 (Rs. 2,000 in cash to himself and Rs. 6,400 to Mr. Lahtan Chowdhary at Punjab National Bank, Patna) Mr. Goela wrote a note on June 8, 1957 reiterating what he had said in his note of May 1957.

8.87 On February 28, 1957, Mr. L. N. Mishra had previously asked for Rs. 13,600 to be sent by the next available mail to State Bank of India, Murliganj (Saharsa Branch).

8.88 In that letter he had mentioned that a number of telegrams had been sent regarding payment of bills relating to Mobilisation work in Kosi and that the telegrams had not been replied to. He also said that he was "abnormally" busy in electioneering work in his constituency, that "my people are busy in the field and we cannot help them even with food. This is something very much cruel". Then he asked for Rs. 13,600 and also requested that auditors be sent to audit the accounts of the Training Centres and Mobilisation work in Kosi adding "it is getting late now". This read with Mr. Mithal's letter of February 24, 1957 (at page 43 of the file) asking for accounts at the finishing of the schemes would be indicative of both the Training Scheme and Mobilisation having come to an end.

8.89 If in May 1957 there was still a balance of Rs. 7,450 the necessity of Rs. 13,600 is, in the absence of any special need, not made out and the contents of the letter do not show the necessity being connected with the requirements of the scheme of mobilisation.

8.90 Mr. Goela's inspection note on Public Co-operation work above referred to gives his assessment of the accounts. After recognising the good work economically done by Mr. Mishra, Mr. Goela set down his objections, which *inter alia* were:

- (i) that trainees were allowed to join the training scheme during the middle and also allowed to leave and yet they were paid;
- (ii) that an Accounts Officer was appointed for 4 months when the training centre was only for one and a half months; that Rs. 8,400 received by Kosi Centre on March 5, 1957 was in excess of the needs of the scheme; and that the cash book was full of over-writings which was a very serious defect.

8.91 Mr. Goela's criticism further shows that on March 1, 1957, the accounts showed Rs. 340-12-9 to have been paid as salary to the staff whereas in reality only Rs. 60 had been disbursed up to May 9, 1957. Similarly, on April 7, 1957, a sum of Rs. 489-9-6 was shown as disbursed whereas actually Rs. 133-7-0 were disbursed. Evidently these sums were disbursed later but they do not tend to show that the accounts kept at the Kosi Centre could be termed accurate.

8.92 In a note by Mr. Mithal dated May 31 1957, it was pointed out that cash remained in the personal custody of Mr. L. N. Mishra, the Convener, as there was no banking facility at Saharsa or Supaul and that it was desirable that the moneys belonging to the Samaj should be kept in a Bank at a convenient place and amounts brought in small instalments.

8.93 It appears that the Samaj was anxious to get the second instalment of the grant even though this amount could not justifiably be asked for. Mr. Mishra in his note dated October 26, 1957 said that he had a talk with Mr. Venkataraman, Deputy Secretary of the Irrigation & Power Ministry and he had been assured that the second instalment would be paid.

8.94 There is a note by Mr. J. L. Hathi dated July 17, 1957 in which he says that the second instalment for the scheme of Training and mobilisation at Kosi had not been paid. "This may be done". Upon this Mr. Jagan Nath Seth, Accounts Officer, Bharat Sevak Samaj wrote a note in which he gave details of payments and said that the payment of second instalment mentioned in Mr. J. L. Hathi's note was not envisaged by the procedure and further clarification be asked.

8.95 Mr. Rama Nand Goela, on July 26, 1957, then wrote a note mentioning the total

expenditure incurred, of which the accounts had not been checked and ended by saying that the necessity for obtaining of further grants from the Government of India "has not been felt". Thereupon Mr. Mithal wrote saying that the exact amount needed by Mr. Mishra might be asked for keeping in view the fact that the Bharat Sevak Samaj had to make a contribution of Rs. 29,644. The reply of Mr. Mishra dated July 27, 1957, when quoted, is as follows:

"The letter of the Irrigation & Power Ministry in this connection may be referred. The first instalment of the grant has been spent mostly on mobilisation, training centres etc. The Bharat Sevak Samaj has not been able to make purchases of the jeeps etc. For mobilisation also some money is required. The Kosi Section of Bharat Sevak Samaj has collected as, I am told, some amount required for payment as contribution from the Bharat Sevak Samaj. We need not worry much on that account. The Bharat Sevak Samaj should make all possible efforts to draw the second instalment from the Government immediately and make purchases of the jeeps and other materials sanctioned by the Government. This may be treated as most urgent".

And Mr. Mithal then wrote, "We may act accordingly". Then in a note dated August 26, 1957, Mr. Mithal says:

"It does not appear feasible to apply for further instalments. The Government of India sanctioned Rs. 65,000 as grant-in-aid for the scheme of training and mobilisation. The share of the Bharat Sevak Samaj towards this scheme is Rs. 29,664. The Government made a stipulation that the second instalment will be paid after the Bharat Sevak Samaj had utilised a substantial portion of the first instalment, together with its own share of expenditure. The total expenditure upto end of April was about Rs. 32,000 approximately, leaving a balance of Rs. 33,000 out of the first instalment in the hands of the Bharat Sevak Samaj. Adding proportionate contribution of say Rs. 20,000 approximately, the Bharat Sevak Samaj has Rs. 53,000 available for further expenditure.

"Since the first two schemes of training supervisory staff and the training of organisers have been completed, no more expenditure is likely to be incurred thereon. The Bharat Sevak Samaj will, therefore, not appear justified in going with a request for the payment of the second instalment.

"If Shri Mishra has any point which can support a demand for second instalment in spite of the points above-mentioned, he may indicate it".

8.96 The next day, i.e., on August 27, 1957, Mr. L.N. Mishra wrote the following:

"It is correct that we could not spend all the amount that we drew from the Government for public co-operation work in Kosi. But this is not because we did not require it but because of the fact that we could not get jeep cars and other materials for which funds were sanctioned. For the next working season, we have to make purchases of the articles for which sanction has been made. Hence it is only necessary to approach the Irrigation & Power Ministry to allow us to draw the second instalment of the grant.

"2. So far as contribution of the Bharat Sevak Samaj is concerned, I am sure a major portion of the required amount has been collected by the Bharat Sevak Samaj organisation in Kosi from the unit leaders. We have only to await a statement from them. But I do not think in demanding the payment of second instalment, it will be necessary to make mention of the question of this contribution. It is getting late and we should not delay it further. We must ask for the money".

8.97 This note is significant. *Res ipsa loquitur*."

8.98 On December 11, 1957, Mr. L. N. Mishra wrote to Mr. Krishna Prasad that certificate could be given to the effect that the moneys had been "substantially" expended and that the contribution of the Samaj was Rs. 18,000 paid by 3,000 unit leaders @ Rs. 50 each, the payment of which, according to the evidence before the Commission, has not been substantiated. As a matter of fact, the "abstract of accounts" dated October 15, 1957, of the Kosi Centre makes no mention of this sum.

8.99 In the note of Mr. Goela of December 14, 1957, it was emphasized that the certificate should contain a specific mention of contribution of this Rs. 18,000 and also an undertaking that the balance of Rs. 12,000 would be contributed before the second instalment was fully spent.

8.100 Mr. Krishna Prasada then gave on December 16, 1957 a certificate saying "It is certified that the Samaj has utilised major portion of the first instalment together with its own proportionate share of expenditure" and also requested the release of the second instalment. The note of Mr. Goela was evidently ignored.

8.101 Actually before the money was received Mr. Goela pointed out that it was not needed, it was going to be used for Kosi Project, i.e., for purposes other than mobilisation which would meet with audit objection.

8.102 The general sanction for the payment of second instalment for all the training schemes of the Bharat Sevak Samaj is dated November 19, 1957, but it was not paid because of the want of a certificate of utilisation of the first instalment. The grant of the second instalment to Kosi was contained in the sanction dated December 20, 1957. It used the following significant language:

“As the Bharat Sevak Samaj had utilised a substantial portion of the first instalment together with their own proportionate share of expenditure the President is pleased to sanction.....”

This shows that the Samaj had utilised the grant already made and also its own share. The certificate dated December 16, 1957, forming the basis of the sanction was the certificate of Mr. Krishna Prasada which has already been quoted.

8.103 The record, however, shows that the certificate was not based on correct facts.

8.104 Mr. Goela in his note dated October 24, 1957, said that the second instalment could be applied for if the Samaj contributed its share of Rs. 29,644.

8.105 In his note dated November 1, 1957, Mr. Goela indicated that need for applying for the second instalment had not arisen. He said that when he went to Saharsa in May 1957, expenditure on mobilisation was Rs. 9,506 and in five months it had increased to Rs. 33,028.82 which increase required explanation in view of the fact that the scheme had ended in June and so had the season.

8.106 Mr. Goela again wrote a note on December 14, 1957, pointing out that the certificate must show the contribution of the Samaj. This was followed by another note of his dated December 31, 1957, saying that the two schemes had been completed and that the mobilisation scheme had to operate for six months which period was already over. He referred to Rs. 20,000 required by Mr. Mishra and said that it appeared to him that this money was not to be expended for mobilisation but for clearing old debts of the Kosi Project which was shown by the inadequacy of funds with Kosi Project. He further pointed out that the spending of money on jeeps and other recurring expenses would be objected to by the Accountant General, Central Revenues.

8.107 In getting the payment of second instalment, it appears that Mr. G. L. Nanda was also made interested. A letter dated November 23, 1957, from his Private Secretary, Mr. H.K.D. Tandon, to Mr. Venkataraman, Deputy Secretary, Ministry of Irrigation & Power thanking

him for having secured payment of second instalment for the Bharat Sevak Samaj hoped that the Ministry of Irrigation & Power will continue its guidance and support to these training schemes. It is presumed that this letter was authorised by Mr. Nanda.

8.108 This shows that Mr. J. L. Hathi made a note on July 17, 1957, regarding the second instalment; then the Accounts Officer Mr. Jagan Nath Seth gave his remarks saying that under the circumstances its payment was not envisaged. On July 26, 1957, Mr. R. N. Goela gave his opinion agreeing with Mr. Seth. Thereupon Mr. L. N. Mishra on July 27, 1957, mentioned the need for the purchase of jeeps for which the Bharat Sevak Samaj should try to get the grant. Mr. M. D. Mithal was still of the view that the Samaj could not justifiably ask for the money but Mr. Mishra emphasized the getting of the grant without mentioning the non-contribution by the Samaj of its share. And the second instalment of Rs. 24,900 was applied for and received without disclosing correct facts.

Rs. 5,000

8.109 There are three sums each of Rs. 5,000 which need to be discussed under this heading.

8.110 When financial help was urgently needed for the organisation in Kosi area, Mr. L. N. Mishra asked for Rs. 8,400 to be sent—Rs. 2,000 in cash to Mr. Mishra at Delhi and the balance by a bank draft to Mr. Lahtan Chowdhary at Patna. Mr. Goela recommended the sending of Rs. 5,000 as a special case which was done on June 10, 1957 and this has been shown in the accounts which have been set out above.

8.111 The payment of the second Rs. 5,000 was again at the request of Mr. L. N. Mishra who in his note of October 18, 1957, asked for payment of Rs. 10,939.34 advanced to Kosi Section for training and mobilisation. When it was pointed out that the Samaj only had Rs. 5,000 he asked for that sum being paid. In his note dated October 26, 1957, he said that the money was required to make payments to those people who “had worked for the organisation”. After Mr. Mithal had agreed, Mr. Krishna Prasada on October 29, 1957, also agreed and this amount was sent in two sums; to Mr. Lahtan Chowdhary Rs. 3,000 and to Mr. Tej Narain Singh Rs. 2,000 and this is supported by cash book entries.

8.112 The third item of Rs. 5,000 starts with Mr. Mishra's request for payment of out of a cheque of Rs. 8,000 which had been sent by the Bihar Government to the Central Bharat Sevak Samaj for repayment of its loan out of the training centre account to the Kosi Bharat Sevak Samaj Mr. Mishra wanted Rs. 5,000 to

be paid out of this amount. Mr. Mithal recommended that it be paid.

8.113 Mr. Goela then wrote on November 22, 1957, that Rs. 5,250 had already been paid and that Rs. 5,500 could be easily paid. Whether it was paid or not the Commission cannot say because there is nothing said about it on the file and the Commission has not been able to find any entry in regard to this Rs. 5,500 in the cash book of the Central Samaj.

Rs. 8000

8.114 A sum of Rs. 8,000 was sent by the Central Samaj on July 8, 1957 to Mr. Lahtan Choudhary at the request of Mr. L. N. Mishra. It appears that it was required for their construction activities. This was out of the Central Government grant for the training centres and as it could be expended only for the purposes of the centres, it was required to be repaid to the Central Samaj by July 31, 1957.

8.115 On August 27, 1957, Mr. Goela wrote to Mr. Lahtan Choudhary that in May 1957 there was a sum of Rs. 7,450 out of the grants of the Kosi Unit of Bharat Sevak Samaj. In June 1957 another Rs. 5,000 was sent. Mr. Goela therefore wanted to know how the moneys sent for the training centre and mobilisation upto the end of August 1957 had been spent. An account was sent which is dated October 15, 1957, showing the receipt and expenditure but without specifying the period which the account covered.

8.116 In reply to a demand for the return of the sum of Rs. 8,000 (Para 8.114) Mr. L. N. Mishra said that that sum had been sent to Mr. Nand Kumar Sinha out of the moneys of the Kosi Embankment Project, and that Mr. Sinha should be asked to send Rs. 8,000 making it clear that the Rs. 8,000 previously sent had been advanced expressly on the understanding that it would be returned to the Central Samaj. Mr. Mithal thereupon wrote to Mr. Sinha on September 2, 1957, and September 25, 1957, and again on October 9, 1967.

8.117 In order to emphasise that this Rs. 8,000 was sent out of the Government grant on the understanding that it was to be repaid, reference may be made to the note of Mr. Goela dated October 24, 1957.

8.118 On November 19, 1957, a note was recorded by Mr. Mithal saying that a crossed cheque had been sent to Mr. S. R. Puri of the Central Samaj in payment of the advance which had been made by the Central Samaj to the Kosi Project, but it appears that this cheque was for some reason, not cashed and was sent back with a request that a fresh cheque be taken from the Executive Engineer.

8.119 The letter of Mr. Goela to Mr. Lahtan Choudhary dated May 12, 1958, shows that the Rs. 8,000 which had been advanced out of the grant had not been returned; and further that Rs. 2,720 which was included as pay of the P.A. to Mr. L. N. Mishra was not debitable to the Government grant under the training centres and it was to be transferred to the Kosi Project account, and a further letter of Mr. Goela dated July 17, 1958 also shows that this sum had not been returned.

8.120 In the audited accounts which have been sent to the Ministry, there is no receipt side and therefore it is not clear as to whether the Rs. 8,000 was taken into account and, if so, when, nor is there any indication of the return of this money.

Rs. 20,000 sent to Mr. Lahtan Choudhary

8.121 The second instalment for Kosi training centres was dated December 20, 1957, and was actually received by the Central Bharat Sevak Samaj as shown in their Cash Book on January 25, 1958 and deposited in the Punjab National Bank the same day. But before it was actually received Rs. 20,000 was sent through the Punjab National Bank to Mr. Lahtan Choudhary for training centres at Kosi. This is shown in the Cash Book of the Central Samaj dated January 18, 1958, and the record discloses the facts to be these:

8.122 On December 28, 1957, Mr. Lahtan Choudhary sent a telegram to Mr. L.N. Mishra that money had not been received for paying outstanding dues nor were there any funds available for the coming season, and claims had also not been settled which made everything uncertain and he asked for necessary arrangements to be made or to give up the work.

8.123 Thereafter Mr. L.N. Mishra wrote a note dated December 30, 1957, saying that the starting of work in Kosi was being delayed, a number of telegrams had been received for moneys to clear off old dues and to meet the initial expenses for the new year. Hence Rs. 20,000 out of the second instalment may be sent and further the draft for the money may be sent through a messenger who was to go to Patna with the papers for Mr. Mishra himself.

8.124 Mr. R.N. Goela then wrote a note on December 31, 1957 saying that the schemes (i) and (ii) undertaken had been completed, and money had been sanctioned for the scheme (iii) which was sanctioned for six months which period had already elapsed and the Ministry of Irrigation & Power had made it clear that they would not sanction any future financial assistance. In view of this it was not desirable to incur any liability which the Samaj would

not be able to meet. He further said that the note of Mr. Mishra gave him the impression that Rs. 20,000 was to be utilised not for mobilisation but for meeting the expenses and clearing old dues of the Kosi Project and to meet the initial expenses for the next year, which was clear from the fact that there was not enough money to pay the old dues. Therefore, Mr. Mishra should be advised not to spend money for purposes other than those for which it was sanctioned. Then follows some noting by Mr. M.D. Mithal and Mr. S.R. Puri and after discussing with Mr. Mishra it was ordered by the Secretary Mr. Krishna Prasada that "the moneys be sent for the mobilisation scheme towards the purchase of two jeeps". Mr. R.N. Goela had therefore to order on January 17, 1958 for the money to be sent.

8.125 On January 20, 1958, Mr. M.D. Mithal wrote to Mr. Lahtan Choudhary saying that out of the second instalment Rs. 20,000 was being paid, the first instalment having already been paid in full; that the accounts showed that money had been expended under every other head excepting the purchase of jeeps and the moneys which were being sent might be utilised for the purchase of the jeeps. It was also said that the Samaj had to make a contribution of Rs. 29,680 and that although Mr. Mishra had said that Rs. 18,000 was paid, no such contribution had been credited in the accounts.

8.126 On February 13, 1958, Mr. Lahtan Choudhary wrote to Mr. L.N. Mishra saying "we have diverted the amount to recurring head as desired by you for coping with the situation. Hence this is for your information". Reference was to Pracharaks for more than 6 months, who were pressing "hard" for payment.

8.127 Mr. R.N. Goela's note on this dated February 27, 1958, pointed out that this diversion was not for the purposes specified under the grant and that Rs. 20,000 should not have been utilised for recurring expenditure. He added "in that case the sum Rs. 20,000 can be utilised for the purchase of the jeep and the requirements of the western embankment can be met and audit objections avoided". Mr. M.D. Mithal wrote on March 4, 1958:

"Shown to Shri L.N. Mishra. It is being decided to purchase a Jeep which will be in accordance with the sanction".

8.128 It shows, therefore, that although according to the sanction the mobilisation scheme was to operate for six months, i.e., upto March 1957, it was worked upto June 1957, i.e., 3 months more and if the scheme had come to an end the Commission fails to see why jeeps should

have been required or should have been purchased under a scheme which had already been completed.

Two Jeeps:

8.129 The matter of jeeps has been partly discussed under the heading Rs. 20,000. A telegram from Mr. Tej Narain Singh of Western embankment dated February 18, 1958 was sent to Mr. Gulzari Lal Nanda, Planning Minister, New Delhi. It bears the stamp of the Government of India and office of the Planning Minister and is dated February, 19, 1958 and also had a diary No. It was then sent by Mr. H.K.D. Tandon, Mr. Nanda's Private Secretary on the 21st February 1956 to the Secretary, Bharat Sevak Samaj and that is how it finds place in the file of the Samaj and it is also copied in the note of Mr. R.N. Goela dated February 27, 1958 and it appears that the decision to purchase a jeep was taken in pursuance of this telegram.

8.130 In his report dated June 10, 1959, Mr. Goela while discussing a sum of Rs. 50,000 drawn by Swami Harinarayanandji, and expended on the purchase of two jeeps for Kosi project, remarked that the money had already been sent by the Central office to meet the cost of jeeps and that the Swami had not rendered the accounts for Rs. 50,000. Only a receipt for one jeep was produced and the other was stated to be awaited from the Pradesh Office. There is nothing to show on this record as to when the moneys sent by the Central Samaj from out of the grants specifically meant for mobilisation under the scheme of training centres was expended for the purchase of jeeps or any jeep was purchased at all from out of these moneys.

8.131 =B2 The total expenditure on the two schemes (i) and (iii) as shown by the audited accounts was Rs. 1,03,990.81, i.e., Rs. 40,024.02 on scheme (i) and Rs. 63,966.79 on scheme (iii) the former was from October, 1956 to December 1956 and the latter from October 1956 to June 1957. The abstract of accounts upto October, 15, 1957 which was sent to Mr. Goela, if correct, would show that the difference of figures on the two schemes as shown by the audited accounts must have been expended after October 15, 1957, when neither of the schemes was in operation. There is no indication on the record to show on what it was spent on and when. It is no credit to the sponsors and conveners of the Scheme to have used the money in the manner they seem to have used because they were or should have been familiar with the purposes of grants and their proper expending and utilisation.

8.133 This detailed discussion of the evidence shows that in spite of the fact that the mobilisation scheme had ended in June 1957 three months more than six months period prescribed

and when no further expenditure should have been incurred at least not on buying jeeps, the second instalment was applied for after a certificate which was not based on correct facts was given and therefore it was used for purposes unconnected with the specific purposes of the grant.

8.134 And the pity is that the Ministry upon which was cast the duty of a careful scrutiny of the accounts performed their duty so perfunctorily and paid the second instalment and then accepted the utilisation certificate given by the Samaj to be correct and in accordance with the terms of the grants. The facts above stated are just the opposite.

8.135 There is a report of Mr. Goela on the accounts of the scheme of Training and of Kosi area dated June 10, 1959. It points out various defects in the accounts, the main items of which were as follows:

About Training Schemes he said that cash balance had not been verified; the staff under Scheme (1) was paid for January and February 1957 although the Scheme had ended on December 16, 1956. There was also an objection as to the want of a bill or a receipt regarding the second jeep.

Regarding the Project he said :

(1) The unit leaders should be required to maintain accounts which should be periodically checked.

(2) There should be only one cash book where all receipts and payments should be shown. At that time, several cash books were being maintained which could not be easily checked.

(3) Previously there was no Bank at Supaul but a branch of the State Bank of India had been opened and the cash balance amounting to Rs. 25,000 to Rs. 30,000 was being kept by the Honorary Treasurer, a businessman, which was unsatisfactory and an account with the Bank should be opened.

(4) Swami Harinarayanand was stated to have drawn Rs. 50,000 and he had purchased two jeeps the cost of which had been debited to the mobilisation scheme sanctioned by the Military of Irrigation and Power and no final account of Rs. 50,000 had been rendered by the Swami. Only a receipt for one jeep was produced by the Kosi Bharat Sevak Samaj and the other was stated to be awaited from the Pradesh Office.

It was also pointed out that the Swami had drawn the amount for purchase of jeep from project authorities and the amount had already

been remitted by the Central Office to meet the cost on jeeps.

(5) Firm's bills (meaning thereby the firm from whom the jeeps were purchased) and receipts should be furnished.

(6) The scheme for mobilisation was sanctioned for 6 months whereas it had continued for 9 months and the expenditure of the entire period had been debited to the grant.

(7) Project authorities had been paying moneys out of Community Savings and organisational expenses to the various authorities namely Pradesh Convenors, Babu Nand Kumar Singh, Swami Harinarayanand, to the Secretary, Bharat Sevak Samaj Construction Committee and to the Central Office of the Bharat Sevak Samaj. No intimation was sent to the Central Office by the Kosi Bharat Sevak Samaj. A proper account of the receipts and disbursements should be maintained.

(8) The amount payable to Mr. Mishra was shown in the accounts by him to be Rs. 1,780.69 but in the ledger of the Kosi Bharat Sevak Samaj the amount was Rs. 2,278. There were also other outstandings in the accounts which had continued for a long period and required to be adjusted.

(9) Kosi Project Administration had claims on account of advances granted to several unit leaders but they did not start work or did not do the full amount of work. The unit leaders had represented that they had outstanding claims against Project authorities and had promised to adjust outstandings. The Superintending Engineer had promised to see these things for himself.

(10) Accurate figures of total work done in the Kosi Project area were not available and figures given by the Assistant Engineer were different from that on the record of the Bharat Sevak Samaj.

(11) "...there is no authentic record regarding the technique of work adopted in the Kosi area and the various percentages paid to the unit leaders and set apart for organisational expenses and the community savings.

Various other defects were also pointed out which may be enumerated as follows:

Eastern Embankment

Mr. Nand Kumar Singh had not rendered any account of money drawn by him from the project authorities.

8.136 This report of Mr. Goela which extends from p. 204 to 218 with the trial balances from

p. 219 to 224 is indicative of the Control of the Kosi Project in the hands of the Central Bharat Sevak Samaj whose officers were looking into the accounts and the working of the projects and sending reports to the Central Samaj.

8.137 This was not the only inspection done by Mr. Goela. He had previously inspected the accounts and the place in May 1957 and the report to that effect is at pages 56-58 of the Samaj file relating to inspection of Kosi accounts.

8.138 Mr. Mithal has given a resume of the work of the Kosi Project through Bharat Sevak Samaj from January 1955 to June 1957 which is at pages 69-81 of the Samaj file above referred to.

8.139 The main facts that emerge out of the various notings of the Central Bharat Sevak Samaj and the letters exchanged between the Central Bharat Sevak Samaj and the Kosi Units are the following:

- (i) The Training Centre for supervisory and account staff functioned for 1½ months from October 16, 1956 and the mobilisation scheme functioned upto June 30, 1957.
- (ii) The staff employed for the Training Centres was comprised of teachers of the local high school and the General Manager of the Central Bharat Sevak Samaj expressed his doubt as to the teachers being able to find the time to perform that function and being also to realize the full appreciation of the needs of the trainees.
- (iii) The Kosi Project Department had allowed its Executive Engineers, Assistant Engineers, Divisional Accountants, Medical Officers, Labour Officers, to take up classes on subjects of their interest according to Shri L.N. Mishra and the General Secretary of the Bharat Sevak Samaj remarked on this arrangement that such arrangements mostly "remain on paper". In other words the General Secretary himself was not satisfied with the arrangements for the training classes.
- (iv) The moneys remitted for the Training Centre were kept in the personal custody of the Convenor, Kosi Project Construction Committee and no Bank account was opened for keeping these moneys.
- (v) Up to June 30, 1957 sums totalling Rs. 45,150.00 were remitted by the Central Bharat Sevak Samaj for the Training Centre and the Mobilisation Scheme; and during the inspection of the Training Centre accounts the Accounts officer of the Central Bharat Sevak Samaj found

that upto the first week of May 1957 the expenditure on the Training Centre and the Mobilisation Scheme was Rs. 23,200 and Rs. 9,500 respectively i.e. in all Rs. 32,700 and there was a balance of Rs. 7,450 with the Training Centre. The Samaj had not contributed any part of its share of the expenditure upto that date.

- (vi) Even though there was a balance of Rs. 7,450 in the first week of May 1957 and the Samaj was to contribute its share amounting to about Rs. 20,000, Rs. 5,000 was remitted in June 1957 (Rs. 2,000 on June 10, 1957 and Rs. 3,000 on June 11, 1957) to the Kosi Training Centre at the request of Mr. L. N. Mishra even though the Accounts Officer wanted accounts to be rendered before any further remittances were to be made.
- (vii) The abstract of accounts sent to the Central Samaj dated October 15, 1957 showed the expenditure on the two Schemes to be Rs. 22,960.52 and Rs. 33,028.82 making a total of Rs. 55,989.34. And this itself was after the schemes had ended. When the audited accounts were submitted, the total expense was Rs. 1,03,940.81. This further expenditure over and above the totals of October 15, 1957 could not be taken, in the absence of evidence to that effect, to be for the purposes of the schemes.
- (viii) An amount of Rs. 8,000 was sent by the Central Bharat Sevak Samaj to Mr. Lahtan Choudhary for meeting the expenses of the Kosi contract works taken up by the Bharat Sevak Samaj and this amount was remitted on the specific condition that it would be returned by the end of July, 1957. But this was not returned till the accounts of the Training Centre were settled and finally this was adjusted in the final accounts.
- (ix) A second instalment of the grant was asked for from the Ministry of Irrigation & Power in December 1957, i.e., six months after the closure of the scheme by giving a certificate that a major part of the first instalment together with the share of the Bharat Sevak Samaj had been utilised. This certificate was given on the assurance given by the convenor that both the conditions had been satisfied even though the Accounts officer of the Central Bharat Sevak Samaj was not satisfied and was against drawing a second instalment as he felt that the moneys had not been fully utilised and its proper share had not been contributed by the Samaj.

- (x) Rs. 20,000 was remitted to the Kosi Unit on January 18, 1958 to enable the Kosi Unit to purchase two jeeps. The Accounts Officer of the Central Bharat Sevak Samaj felt that this amount was utilised for meeting the needs of the Construction Unit of the Kosi Bharat Sevak Samaj.
- (xi) The jeeps were not purchased upto February 27, 1958. Moneys were withdrawn by the Pradesh Chairman from the Community Savings Fund of the Kosi Unit also for the purchase of the jeeps. There is also a telegram from the Bharat Sevak Samaj in charge of the Western Embankment of the Kosi Project reporting that his jeep was condemned and it had to be replaced for continuing the work in the project. From this it would appear that the jeeps were purchased for the construction activities of the Bharat Sevak Samaj after February 1958 and their cost was debited to the Mobilisation Scheme which had stopped functioning from June 1957.

Kotah and Nagarjunasagar

8.140 Taking the training centre at Kosi at the pattern, the Irrigation & Power Ministry prepared similar Schemes for Bharat Sevak Samaj training centres at Kotah and Nagarjunasagar after discussing the matter with the Honorary Adviser (Public Cooperation) Mr. M.D. Mithal, and the Deputy Minister of the Ministry, Mr. J. L. Hathi both of whom were intimately connected with the Samaj. These schemes provided for :—

- (i) Opening of training centres at both the places to train 50 persons each for Supervisory and accounts staff;
- (ii) Opening of camps at both the places to train 50 persons each to act as organisers of workers; and
- (iii) for mobilisation of construction workers. When the scheme was sent to the Ministry of Finance, it raised some important objections as to its utility and vitality. They were :—
 - (i) the period of training had been increased from 3 months to one year;
 - (ii) it appeared that the idea of the Bharat Sevak Samaj was to train some kind of overseers, the propriety of which was doubtful, as
 - (a) Bharat Sevak Samaj had no facilities for such training; and
 - (b) the Samaj was not a training institution.

In the note of the Finance Ministry reference was made to para 2 of Mr. Venkataraman's note dated November 9, 1957 which had been approved by the Deputy Minister of the Irrigation & Power Ministry and the Ministry itself. It was also said that if the Samaj required the services of overseers, the appropriate method would be to engage qualified persons and it was not for Government to encourage the Samaj to turn itself into an institution for the training of overseers. The Irrigation & Power Ministry was asked to reconsider this aspect of the proposals.

8.141 As to the scheme for mobilisation, the Finance Ministry was equally critical saying (i) that it was not known whether the scheme at Kosi was implemented; (ii) that the Samaj itself should be able to contribute more substantially towards the expenses of mobilising labour by reserving for this purpose a reasonable percentage of income; (iii) "we do not know as to whether the schemes of public cooperation sanctioned for Kosi has already been implemented by Bharat Sevak Samaj and also what is their experience in the matter". And it would not be desirable to sanction any more schemes until the Kosi experience justified the expenditure; (iv) in the case of Kosi all the labour employed was not from neighbouring villages and therefore it would be "interesting to know as to whether in the case of Kotah and Nagarjunasagar also labour employed will be drawn from neighbouring villages or from distant places".

8.142 The note of the finance Ministry also showed that a committee had been set up by the Ministry of Irrigation and Power to assess the working of the scheme of the Bharat Sevak Samaj as to whether true public cooperation resulted in savings; therefore the Ministry of Finance was for postponing the proposal of setting up training centres at these two places i.e., Kotah and Nagarjunasagar.

8.143 It appears, however, that the Irrigation and Power Ministry took little notice of the points raised by the Ministry of Finance and the matter was discussed between the Financial Adviser and the Deputy Minister Mr. J. L. Hathi, on November 16, 1956 and a note was recorded by the Financial Adviser showing that the scheme had been prepared to suit the local conditions and the Deputy Minister suggested that the scheme might be allowed to go through and further proposals of this kind might be kept pending. The Financial Adviser suggested that it might be agreed to. The most important point was that the Ministry of Finance was not in favour of allowing the Samaj to turn itself into a training institution for overseers. That this was the intention of the Samaj is discernible from a note of Mr. Mithal of the Samaj dated

May 4, 1957 in file No. 24/26/56-Policy which was as follows:

"3. The Training Centre at Chauke was also visited twice and arrangements studied. The urgent need is to ensure grant of a diploma to the trainees and the recognition of the same by Government. Hathiji may kindly take up this question with the Education Ministry, Government of India. Pending the recognition of the Diploma, it has been decided not to recruit the second batch of trainees at this Centre. There are also no funds sanctioned for the fresh batch. It is trusted that this will be approved by the Chairman.

Sd: M.D. Mithal
4-5-57".

This note was sent to Mr. G. L. Nanda and the Secretary of the Irrigation & Power Ministry and several others of the Bharat Sevak Samaj.

Kotah Scheme :

8.144 As said above all the three Schemes which were in the Kosi Training Centre Project were set up at Kotah also :

- A: Training Centre for Supervisory and Accounts staff for one year for 50 persons;
- B: Scheme for organisers for 50 persons for 1½ months;
- C: Mobilisation Scheme for 4 months.

Actually 'A' was worked from January 1, 1957 to January 31, 1958, i.e., for 13 months; 'B' from February 3, 1957 to March 25, 1957, i.e., 1 month and 22 days; and 'C' was worked from December 1, 1957 to June 30, 1958, i.e. 7 months.

8.145 The scheme at Kotah was sanctioned on November 20, 1956 and first instalment of Rs. 38,300 was paid to the Central Samaj for all the three schemes, and the second instalment of Rs. 39,700 was paid on November 19, 1957 after a certificate from the Samaj of exhausting the previous instalment. On August 30, 1957 the Samaj intimated that it had already incurred an expenditure of Rs. 53,407.00 on the Kotah Centre and required Rs. 20,000 more. Whether as a matter of fact all this amount was spent or not is difficult to determine because the accounts books have not been produced before this Commission and there is no other evidence on the point. The expenditure incurred on these three schemes 'A' 'B' and 'C' and the period for which they functioned is given in Table 8-E.

Utilisation:

8.146 According to the letter of the Ministry of Irrigation & Power to the Accountant General, Central Revenues dated December 19, 1958 out of 25 persons completed the course of Scheme 'A' but no one was employed by the Bharat Sevak Samaj. 17 amongst them, however found employment in different organisations and whether this training was of any use to them or to the employers is not known. What happened to the other six, we do not know.

8.147 On July 19, 1961 the Samaj submitted further information to the effect that under Scheme 'B' at the Kotah Training Centre, 43 persons were trained although 50 were recruited and therefore the number of organisers trained may be treated as 40.

8.148 The accounts given above show that on Scheme 'A' i.e., training of supervisory and accounts staff Rs. 42,550.96 was spent, and instead of 50 only 25 joined the training, and 23 completed the course and only 17 got employment and that also not by the Samaj and the main object of the Scheme of creating a cadre of supervisory and accounts staff for the Samaj remained unfulfilled because none of them got employment with the Samaj. The unfortunate part is that there is no evidence of any authority having prescribed the course of training for the trainees of Scheme 'A' nor was there any assessment of their achievements. The Ministry paid the money and was solely interested in getting a certificate of its expending.

8.149 The total non-recurring expenditure incurred on Kotah Centre on Schemes 'A', 'B' and 'C' was Rs. 12,517.66 and whatever was purchased out of this was given to the Chambal Samiti on the ground that the Samaj had contributed about 20% on the purchase of this material of which there is precious little evidence.

8.150 Out of these articles which were given to the Chambal Samiti, the old Chambal Samiti sold goods worth Rs. 6,242.81; thus leaving a balance of Rs. 6,274.85.

8.151 Out of this non-recurring grant, the main articles purchased were: a jeep, bicycles, petromax lamps and amplifiers and furniture. On the November 28, 1960, in a letter by the Samaj to the Irrigation and Power Ministry it was stated that the assets of the Kotah Centre were being used by the Chambal Samiti, Kotah, and a list of assets was attached which included a jeep which was purchased for Rs. 4,100.

8.152 A complicated transaction seems to have been entered into in regard to the above mentioned jeep to which a trolley was attached. The old Chambal Samiti owed to the Pradesh

Bharat Sevak Samaj Rs. 13,957.53, and the old Samiti gave to the new Samiti the jeep and trolley, which was valued at Rs. 8,716 minus Rs. 1,000. How this Rs. 1,000 was brought in is not very clear. At any rate the new Samiti gave this account to the Pradesh Bharat Sevak Samaj against the debt due from the old Samiti i.e., towards the payment of Rs. 13,957.53. This is shown by the income and expenditure account ending December 31, 1958.

8.153 The same account shows on the income side "rent on vehicles" Rs. 3,000 and profit on vehicles Rs. 1,000 which indicates that this jeep was not used for the centre but was given out on hire.

8.154 The Receipt and Payment account of Kotah Centre shows that Rs. 2,556.67 which was due as rent to the Executive Engineer, Public Works Department on account of rent of buildings in which the training centres was located was paid to the old Chambal Samiti but the accounts of the old Chambal Samiti (balance sheet) does not show this payment; on the other hand it shows this account to be still outstanding. Therefore, to the extent of Rs. 2,556.67 the grant had not been utilised.

8.155 Further, Kotah Centre accounts show that on schemes 'A', 'B' and 'C' the Chambal Samiti paid a sum of Rs. 12,781.00 but audited Chambal Samiti accounts do not show this payment between January 1, 1956 and December 31, 1958. The new Chambal Samiti accounts also do not show any such payment. As no books of account have been produced of the Chambal Samiti, new or old, or of the Training Centre it is difficult to find out which is correct and which is not.

Mobilisation

8.156 Under this scheme pracharaks and Sanchalaks were appointed and bicycles and a loudspeaker set, petromax lanterns and furniture were purchased on which a sum of Rs. 3,470.15 was spent.

8.157 Unfortunately, like at other centres the duties to be performed by these Pracharaks, Sanchalaks etc. were not prescribed and, therefore, the expenses on the jeep and its maintenance cannot be linked with any certainty with the duties performed by persons appointed under this Scheme. On the scheme of mobilisation a total sum of Rs. 26,173.73 was expended. How the expenditure of this money was justified or on what basis it was accepted by the Ministry, we do not know. All we can say is that this money was given to the Samaj for organisation of their labour force, and it is stated it was spent but how it was spent, the Commission is unable to find out.

8.158 It is not shown as to who was employed under this scheme; what exactly the persons employed under this scheme did, is also not shown nor was there any machinery devised to inspect and assess the work done by these employees or the achievements under the scheme. The Income and Expenditure account of the Chambal Samiti shows on the expenditure side the wages to labour as follows :

On contract or monthly pay basis including salaries of Mistries for supervision of the work....Rs. 3,38,590.65

8.159 There is no indication whether the work at Chambal was done through contractors or labour was directly employed and where this labour came from which would be a detriment of the success of the scheme.

8.160 The balance-sheet for the same period shows that certain amounts were advanced by the old Chambal Samiti to *Camp Sanchalaks, Pracharaks*, Conveners and others making a total of Rs. 10,455.83 showing their connection with the activities of the old Chambal Samiti. In the absence of books, relating both to Chambal Samiti and Training Centres, showing to whom these moneys were paid and why they were paid, it is difficult to determine and give a finding as to how the amount of Rs. 26,173.73 was used.

Jeep

8.161 There was a jeep which seems to have been purchased out of the grants for mobilisation which has a story of its own. In the audited expenditure account dated October 16, 1959, an expenditure of Rs. 4,000 for the purchase of jeep is shown and it is shown that it was an old jeep which was purchased at a "lesser cost". To this account is attached a report of the Auditor which reads—

"The cost of Jeep of Rs. 4,000 as shown in column in account have been found not being debited in the books of account and their relative vouchers have not been checked and verified by us".

This statement of accounts was sent by the Bharat Sevak Samaj to the Ministry on October 28, 1959.

8.126 The audited Receipt and Payment account dated November 29, 1958, received by the Ministry on February 17, 1959, does not show any jeep but it does show an item of "Wayside expenses" of Rs. 8,281.69 as cost of Petrol, travelling allowance and jeep hire. This entry is not quite understandable because if the jeep had been purchased, there could not have been hire of a jeep.

8.163 As regards this item of "wayside expenses" of Rs. 8,281.69 (indicating cost of petrol, travelling expenses and jeep hire) the Ministry wanted to know whether the expenditure of Rs. 5,000 on the purchase of a "jeep car" by the Chambal Samiti was in addition to the expenditure on jeep hire and it added that it should have been brought to the notice of the Chartered Accountant at the time of the examination of the accounts of the Training Centre.

8.164 About "wayside expenses" the Bharat Sevak Samaj on October 28, 1959, said that the jeep was not purchased in the initial stages and the jeep of Chambal samiti was used for mobilisation and the amount of Rs. 8,281.69 was spent on petrol and hire charges of the jeep and later on the jeep was purchased for Rs. 5,000/- out of which 80% was debited to the grant. Even this does not show when the jeep was purchased and whether it was purchased while the scheme was in operation.

8.165 By a letter dated July 7, 1961, the Ministry asked for a certificate of payment for the jeep purchased for the Kotah Training Centre.

8.166 The purchase of the jeep and the payment of its price was sought to be proved by an extract from a letter dated February 5, 1958 from the Chambal Samiti, Kotah to the Central Bharat Sevak Samaj and a bill showing purchase. What purports to be a bill is a duplicate of a bill dated May 22, 1958 from Mr. Rattan Lal Sodhani, District Rural Water Supply, Kotah. The letter was as follows :

"I am sending herewith vouchers for Rs. 5,000 cost of Jeep (with trolley) No. RJR 1020. There was provision in the said budget for purchase of a jeep. We received an amount of Rs. 4,000 from the Central Office and by adding Rs. 1,000 (20% contribution) account of Rs. 5,000 is being submitted as desired".

The duplicate of the bills was as follows :

1. Cost of one Jeep (Willys) with trolley	
No. RJR—1020	Rs. 5,000
2. Received	Rs. 4,100
Balance due	Rs. 900
True copy attested.	

Asstt. Education Officer,
Ministry of Education
Government of India.

It is attested by an Assistant Education Officer of the Ministry of Education, Government of India Presumably at Delhi. Why the original bill and the original receipt were not sent is not explained nor clear from the record. According to the bill itself what was received by this organisation was Rs. 4,100 and as no proof of the payment of Rs. 900 was given by the Samaj, it was asked to refund it and it did refund. The bill is not in the name of the Bharat Sevak Samaj nor is it shown as to who paid the money or from whom it was received.

8.167 In the opinion of the Commission, it is a very unsatisfactory way of proving payments. There is nothing to indicate that RJR 1020 was transferred in the name of the Training Centre.

8.168 Further, the copy of the bill is dated May 22, 1958 and the copy of the letter to which it was attached is dated February 5, 1958; when the jeep was purchased; when the money was paid is not shown and in the absence of proper receipt from the organisation from whom this jeep is alleged to have been purchased, its being attested by Assistant Educational Officer of the Government of India presumably at New Delhi does not show that this jeep was purchased or this money was paid and in the absence of this entry being in the Receipt and payment account, it becomes still more difficult to accept this.

8.169 If the jeep was purchased for the Training Centre then there is no reason why the running expenditure should be borne by the Chambal Samiti as shown by the letter of the Samaj dated October 28, 1959.

8.170 More surprising fact is that even before the Auditor neither the original bill for the cost of the jeep nor a receipt for the payment of Rs. 4,100/- was produced and the remark of the Auditor is as follows :

"That a duplicate copy of the bill for the cost of jeep with a trolley amounting to Rs. 5,000 in which a sum of Rs. 4,100/- have been stated to have been received had been produced before us for our inspection. The same has been gone through by us and have found accordingly".

8.171 This certificate does not appear to be in accordance with auditing practice but even if it is no precedent is brought before the Commission and it is both vague, incomplete and inconclusive.

8.172 There is some evidence before the Commission to show that there was a Pradesh Water Board for which the Samaj received

grants from the Rajasthan Government and the Pradesh ledger for 1960-61 has an account of Water Board of Jaipur at page 171. S. K. Kaushik, Jaipur Witness No. 4 has stated that the Water Board had connection with the Pradesh Bharat Sevak Samaj. Whether this particular one at Kotah was also one of those water Boards may not be quite clear on the record but this much could be said that there was some connection between the Water Board and the Samaj.

8.173 A copy of the bill, which does not tally with the accounts, should have been the last document which should have been accepted by the Ministry without proper scrutiny.

8.174 In the written statement of S. K. Kaushik, it is stated that the work of the Water Board was being looked after by a Sodhani and he wanted it to merge with the Bharat Sevak Samaj activities as nearly all the funds were exhausted. Besides there was a Mr. B. Sodhani who was a convener of the Kotah Cham-bal Samiti; whether the two Sodhanis had any connection is not on the record.

Nagarjunasagar

8.175 A similar scheme for Nagarjunasagar was sanctioned on November 20, 1956, and the first instalment paid was Rs. 38,300. Like the scheme at Kotah, training for supervisory and accounts staff (A) was to be for one year; for organisers (B) 1½ months; and for mobilisation (C) 4 months. In this case, only scheme 'A' was worked; 'B' and 'C' were not.

8.176 The second instalment under the grant was paid on February 24, 1958 on a certificate. There is nothing on the record to show how long the scheme worked nor have the books of account or any accounts been produced. There is, however, a letter of the Ministry to the Accountant General, Central Revenues dated December 19, 1958 showing that 35 persons out of 50 joined the training out of whom 23 were successful and one was employed by the Samaj. The commission has not been given any information about the rest.

8.177 A letter of the Bharat Sevak Samaj to the Ministry dated March, 8, 1959, shows that only minor works were given to the Samaj and they were not of such a magnitude where these persons trained could be employed.

8.178 Out of the total grant of Rs. 78,000 the amount expended was Rs. 27,624.28. This is shown by the audited accounts of the Centre dated October 29, 1959. The accounts also show that the expenditure incurred was on a civil engineering school of the Bharat Sevak Samaj, Telengana Region at Chauke (Hyderabad) and the idea was to start an engineering

institution which could give technical education to persons who would be entitled to a Diploma. This is supported by the following extracts from a note dated May 4, 1957 of Mr. M. D. Mithal who was Adviser on Public Co-operation in the Ministry of Irrigation and Power and was also an official of the Bharat Sevak Samaj. This note was as follows:

"3. The Training Centre at Chauke was also visited twice and arrangements studied. The urgent need is to ensure grant of a diploma to the trainees and the recognition of the same by Government. Hathiji may kindly take up this question with the Education Ministry, Government of India. Pending the recognition of the Diploma, it has been decided not to recruit the second batch of trainees at this Centre. There are also no funds sanctioned for the fresh batch. It is trusted that this will be approved by the Chairman".

8.179 All it comes to is that for one person, who was employed, Rs. 27,624.28 was expended and the grant actually paid was Rs. 78,000/-. How long it remained with the Samaj and how it was utilised, cannot be determined in the absence of any accounts during the period that it was in the possession of the Samaj.

8.180 The equipment purchased from out of non-recurring expenditure of the Centre was of the value of Rs. 3,826.37. After the closure of the Scheme, these assets were received in the Pradesh Office and were kept there and the Ministry allowed it to be given to the Bharat Sevak Samaj and there is nothing to show how they were subsequently used.

Delhi

8.181 Schemes similar to that at Kosi were also sanctioned for Delhi. They were (A) training of supervisory and accounts staff for one year and 50 trainees were to be trained; (B) training of organisers for 1½ months for 50 trainees; and (C) Mobilisation, the period of which was 3 months.

8.182 The first instalment of Rs. 46,800 was sanctioned on November 26, 1956. On February 21, 1958, a certificate was given by the Samaj saying that the amount had been spent and that the major portion of the grant had been utilised together with its own share—the share which was to be and was contributed by the Samaj.

8.183 The second instalment of Rs. 31,900 was sanctioned on March 12, 1958, thus making

a total of Rs. 78,700. This was on the certificate of the Samaj and was paid after the Scheme had come to an end and had been closed.

8.184 Only Scheme 'A' was worked. 'B' and 'C' were not put into operation.

8.185 The account of the Samaj which was audited by Mr. Daya Shankar, a retired Assistant Accounts Officer of the Accountant General, Central Revenues, was sent on January 8, 1959, showing an expenditure of Rs. 38,733.62 including the share of the Samaj, the share of the Government being Rs. 30,986.90. But the period during which the scheme was in operation is not given. It is, however, shown that the number of trainees was 38.

8.186 On December 19, 1958, the Ministry informed the Accountant General, Central Revenues that 38 trainees had been trained none of whom was employed by the Bharat Sevak Samaj. Six were employed by the National Construction Corporation and 8 in the Chambal Project.

8.187. Out of Rs. 46,800 which was the first instalment, the Samaj had spent Rs. 30,986.90. The Samaj gave a certificate that a major share of the first instalment had been exhausted. The certificate cannot, in the circumstances, be accepted as correct and the release of the second instalment had not been shown to be warranted. How the balance of the money was utilised is not shown in the accounts submitted by the Samaj.

8.188 There are no books of accounts of the Delhi Centre. The only information regarding the accounts is contained in the audited statement of expenditure and in the books of account of the Central Samaj. There is nothing on the record to show as to what happened to the rest of the money. The Commission will deal at a later stage with what was refunded.

8.189 The assets, which were purchased out of the grant, were of the value of Rs. 8,441.36 and on March 11, 1960 they were given to the Delhi Pradesh Bharat Sevak Samaj.

Accounts:

8.190 No books of accounts of this Training Centre were produced and the only account produced was the audited statement of expenditure referred to above. The Central Bharat Sevak Samaj has produced some accounts but they are joint accounts contained in a cash book of the tools and equipment and of the Training Centres. These accounts show that the Central Samaj paid to the Pradesh Convener Rs. 25,000 in four instalments as under:

	Rs.
30-4-1957	10,000
19-7-1957	5,000
25-7-1957	5,000
21-2-1958	5,000
	<u>25,000</u>

8.191 As disclosed by the above mentioned cash book, the Central Samaj incurred an expenditure of a sum of Rs. 8,827.80 for the Delhi Training Centre as follows—

Upto end of March 1957

	4/57	5/57	8/57	Total
	Rs.	Rs.	Rs.	Rs.
Maintenance allowance to staff (Mohinder Overseer 2/57)	250.00+	337.62	819.67	819.67
			(Mohinder Overseer)	837.62
Printing and Stationery	251.94	5.62		257.56
Postage	92.00			92.00
Advertisement	427.00			427.00
Literature	67.00+	1.00+	33.00	101.00
Security Deposit	75.00+	25.00		100.00
Furniture	1320.19+	4787.82+	12.00	6119.82
				0.19
Bank Commission	0.50+			0.50
Miscellaneous . . . . .	..	44.44	28.00	44.44
				28.00
	2483.63	5201.50	892.67	250.00
				8827.80

8.192 While preparing the summary of the items in the cash book for the period ending March 1958, the total payments of advance grants out of the grant and other expenses for the Training Centre at Delhi have been shown to be Rs. 32,222.54. As the cash book of the Delhi Pradesh Bharat Sevak Samaj and the books of account of the Training Centre have not been produced, it is difficult to determine as to how the money was utilised by the Delhi Pradesh Bharat Sevak Samaj.

8.193 In an undated consolidated account of the Delhi Pradesh Bharat Sevak Samaj filed before the Commission, Exhibit 86, the total grant received from the Government of India is shown to be Rs. 30,986.91 but they have been shown for construction. Whether this

item is the same as the one received for the Training Centre or not is difficult to say.

8.194 The ledgers of Delhi Pradesh Bharat Sevak Samaj which have been produced do not show any receipts of the grants but payments from January 20, 1958 to March 31, 1959 for the Supervisory-cum-Accountants Technical Training Centre, have been shown as Rs. 10,478.17.

8.195 In the General Bharat Sevak Samaj Payment Ledger of the Pradesh Delhi Samaj *inter alia* there are two columns—one is shown as L. M. Bund T. T. C. and another is shown as Supervisory-cum-Accountants, Training Centre also called T. T. C. and these various items are shown as payments as follows:—

Date	Payment to L.M. Bund	Supervisors-cum-Accountants Technical Training Centre
	Rs.	Rs.
20-1-1958	..	1,500.00 (by transfer from C.D. Sharma).
20-1-1958	..	2,500.00
1-2-1958	..	500.00
12-2-1958	..	900.00
24-4-1958	20,000.00	..
11-7-1958	10,000.00	..
19-5-1958	..	1,000.00
25-7-1958	..	500.00
31-3-1959	..	1,235.63
31-3-1959	..	2,222.54
31-3-1959	..	120.00
	30,000.00	10,478.17

8.196 How the L. M. Bund had any connection with the Training Centres cannot be discovered from any of the account books.

8.197 Further, these entries in the Delhi Pradesh account books only show lumpsum payments and there are no detailed accounts of the L. M. Bund or the Supervisory-cum-Accountants Technical Training Centre. At least, none have been produced before the Commission.

8.198 There is another confusing factor in the accounts. As indicated above, Rs. 25,000 was paid by the Central Samaj to the Delhi Pradesh Bharat Sevak Samaj for this Training Centre and its cash book also shows that it had spent Rs. 8,827.80 as also shown in the accounts above given. But in the summary of the Central Samaj giving the amount sent to the Delhi Pradesh Bharat Sevak Samaj and the amount spent on behalf of the Training Centre, the total is shown as Rs. 32,222.54 which would mean that the amount actually spent by the Central Samaj for the Delhi Training Centre will be Rs. 7,222.54. For this difference in these figures no explanation is forthcoming from the Samaj.

8.199. Another point to be noticed is that the grant of Rs. 46,800 was given on November 26, 1956, and the Central Samaj started making payment to the Pradesh Unit for the Training Centre on April 30, 1957 and the Delhi Pradesh Bharat Sevak Samaj at least so its ledger shows, started expending moneys on behalf of the Training Centre on January 20, 1958. What was the happening to the moneys in between is not shown from the accounts.

8.200 What is more surprising is that in the unaudited consolidated statement of Accounts for the Bharat Sevak Samaj, Delhi Pradesh from May 1952 to March 1965, the grants paid for the Training Centre amounting to Rs. 30,986.91 has been taken as a grant-in-aid for the Construction activities of the Delhi Pradesh Bharat Sevak Samaj and the savings in the construction activities have been worked out after taking this into account. This fact read with the combined folio allotted for the L. M. Bund and the Training Centre cast serious doubt as to whether the Training Centre Scheme was

not merely a device for debiting a part of the cost of the staff employed on the Construction activities to Government. Unfortunately the primary records of accounts of the Training Centre have not been produced before this Commission. It is difficult, therefore, to say as to how these moneys were spent and how much was actually spent. From the records produced, it is difficult to make out which are the correct figures.

Training Mobilisation and Construction Control Staff

8.201 Yet another scheme was framed by the Irrigation and Power Ministry on November 12, 1956, which was for giving grants to the Bharat Sevak Samaj for appointment of control staff for training mobilisation and construction. The Finance Ministry did not, however, agree to this scheme and wanted information as to the duties and functions to be performed by the staff and also the necessity therefor, but that information was never given. They also wanted to know the qualifications of the persons who were to be appointed and how Rs. 500 per mensem were fixed as a remuneration for them.

8.202 Once again on December 7, 1956, the matter was discussed by Mr. J. L. Hathi, Deputy Minister of I&P with the Dy. Secretary, Finance. At that meeting it was explained that the posts were being sanctioned for enabling the Samaj for directing its activities connected with the training and mobilisation schemes sanctioned by the Ministry of Irrigation and Power. Thereafter the Deputy Secretary of the Finance Ministry recorded the following note which is dated December 11, 1956:

"This staff should, strictly speaking, be regarded as a part of the organisation of the Bharat Sevak Samaj. Ordinarily, therefore, the Bharat Sevak Samaj should not expect any contribution from us towards the cost of this staff. As, however, the scheme is in its initial stages and we have already stipulated that the whole position regarding the contribution of the Samaj would be reviewed after the present schemes are over, we may agree to the present proposal also as a special case".

8.203 On the scheme being approved, first instalment of Rs. 7,000 was sanctioned on December 17, 1956, and the second instalment of Rs. 5,480 on February 14, 1958. This was on the basis of a certificate furnished by the Samaj that the first instalment together with its own share had been used up.

8.204 On August 2, 1958 audited accounts of the scheme were submitted to the Ministry by the Samaj showing that three posts were created, namely (i) Director of Training, (ii) Director of Construction and (iii) Accounts Officer, and a sum of Rs. 13,200, was spent plus the contribution of the Samaj of Rs. 3,300 making a total of Rs. 16,500.

8.205 The periods for which the incumbents of these posts were employed were: Director of Training for 9 months, Director of Construction for 15 months, and the Accounts Officer for 15 months. The amounts above mentioned were only for the salary or remuneration but there is no indication of any expense on T.A. or D.A.

8.206 It is observed that although the original scheme under this heading was for 12 months, the expenditure in the case of 2 persons employed was for 15 months and this was approved by the Ministry. For the following year the Ministry of Finance did not agree to any grants being given for this scheme. There is nothing to indicate as to how this scheme worked and there is no assessment of its being of any benefit to anyone. But this much is clear that during this period the Samaj did not employ any other engineer for its construction work or Accounts Officer although for the years subsequent to this scheme they did employ persons who would have fallen under this scheme had it continued.

Delay in the refund of unspent balances of the Training Centres:

8.207 The grants for the training centres and the control staff were sanctioned on the following dates:

Name of the Centre		Date of sanction	Amount in Rupees
Kosi	First Instalment	29-9-1956	65,000.00
Kotah	do.	20-11-1956	38,300.00
Nagarjunasagar	do.	20-11-1956	38,300.00
Delhi	do.	26-11-1956	46,800.00
Control Staff	do.	17-12-1956	7,000.00
			<hr/> 1,25,400.00

Name of the Centre		Date of sanction	Amount in Rupees
			B. F. 1,95,400.00
Kotah	Second Instalment	12-12-1957	39,700.00
Kosi	do.	20-12-1957	24,900.00
Nagarjunasagar	do.	4-2-1958	39,700.00
Control Staff	do.	14-2-1958	5,480.00
Delhi	do.	12-3-1958	31,900.00
			1,41,680.00
		Total grants released	3,37,080.00

8.208 The period of functioning of the different centres as collected from the available records was as follows:

Kosi	Scheme 'A'	1½ months from 15-10-1956.
Kosi	Scheme 'C'	October 1956 to June 1957.
Kotah	Scheme 'A'	1-1-1957 to 31-1-1958.
Kotah	Scheme 'B'	3-2-1957 to 25-3-1957.
Kotah	Scheme 'C'	1-12-1957 to 30-6-1958.
Nagarjunasagar	Scheme 'A'	Period of functioning not indicated. 'A' Scheme was to run for one year.
Delhi	Scheme 'A'	Period of accounts are not indicated in the records so far produced. The scheme was to run for one year.
Control Staff		1-1-1957 to 31-3-1958.

8.209 The Government share of the expenditure of all the schemes worked out to Rs. 2,07,949.01 and the unspent balance of Rs. 1,29,130.99 was refunded by the Samaj on the following dates which are within a period of four and a half years:—

Date	Amount in Rs.
16-8-1958	1,08,000.00
3-1-1959	2,913.10
15-7-1959	4,965.93
28-3-1960	2,610.64
28-3-1960	282.83
6-7-1960	3,289.94
4-2-1961	6,468.55
24-1-1963	900.00
	1,29,130.99

8.210 From the above it would be seen that the second instalments of the grants were released in most cases except in the case of the Control Staff and the Kotah Centre after the scheme had come to an end and was over and that there was no justification for the second instalment of the grants. Even in the case of the Kotah Centre the mobilisation scheme was not started for a period of more than one year after the release of the grants. The unspent balances were retained by the Samaj for a long period. The unspent balances as shown elsewhere were utilised either by the Central Samaj for its own activities or by the different centres. As the books of accounts and records of the centres have not been

produced before this Commission, to what extent these moneys were utilised and how they were utilised has not been possible to determine. The fact remains that the moneys were left with the centres for unduly long time.

The contributions to be made by the Bharat Sevak Samaj under the scheme of Training Centres:

8.211 Under the Scheme of the Training Centres the Bharat Sevak Samaj was required to contribute Rs. 12,000 for the Schemes 'A' and 'B' in respect of Kotah, Nagarjunsagar and Delhi Training Centres and Rs. 15,000 in respect of Kosi. If the total expenditure of these schemes was less than the approved amount, proportionate reduction in the share of the Government was to be made. For the Scheme 'C' the Samaj was required to contribute 20 per cent of the total approved expenditure. The Government worked out its share of the expenditure in respect of all these training centres and asked the Bharat Sevak Samaj to deposit the unspent balances on the basis of the Government share of the expenditure. The shares of the Government and the Bharat Sevak Samaj for the different centres were as shown in Table 8-G.

8.212 The accounts of the training centres, however, do not show a complete picture as in the case of Delhi and Kosi Centres no Receipt and Payment Accounts were sent by the Bharat Sevak Samaj in respect of training centres. In respect of the Nagarjunasagar and Kotah centres, however, the contributions of

the Bharat Sevak Samaj were shown in the Receipt and Payment Accounts but these were actually less than what was required under the sanctioned schemes and in the sanctions of the grants. The Bharat Sevak Samaj has not produced the accounts of the units which contributed these amounts nor the account books of the Training Centres which would have shown the donations received by them. On verification of the accounts of the Bharat Sevak Samaj units the accounts of which have been produced before this Commission it has been possible to find only one contribution of Rs. 2,000 by the Rajasthan Pradesh Bharat Sevak Samaj. In the absence of the records of the other units it cannot be verified whether the contributions which should have been made by the other units were actually made or not. At least in respect of the Chambal Samiti, Kotah, the accounts of which were produced before this Commission even though Rs. 12,781 were shown as contributed by the Chambal Samiti in the accounts of the Training Centre the Chambal Samiti accounts do not show any contribution. Therefore, the accounts of the Training Centre cannot be taken at its face value. Similar verifications in respect of the other training centres could not be done as the accounts of the contributing Bharat Sevak Samaj units have not been produced before this Commission.

Diversion of funds from recurring to non-recurring items of expenditure and vice-versa

8.213. The letters sanctioning the grants for the training centres at Delhi, Nagarjunasagar, Kotah and Kosi had a condition that no reappropriation of savings from the provision for non-recurring expenditure to recurring expenditure and vice-versa was permissible. In spite of this condition in the grants savings totalling Rs. 11,390.81 under the head recurring were diverted by the Samaj to meet non-recurring expenditure in all the four centres and amounts totalling Rs. 6,783.88 from non-recurring to recurring heads. Thus in all Rs. Rs. 17,196.79 was spent in excess of approved amounts by the Bharat Sevak Samaj. Details of the excess expenditure incurred under various heads for the four centres are given in Table 8-H. The approval of the Ministry was not obtained by the Bharat Sevak Samaj before exceeding the approved limit of expenditure. When the accounts were received the Ministry issued utilisation certificates for the entire expenditure incurred by the Bharat Sevak Samaj.

8.214. The Ministry were asked to clarify whether its prior approval was obtained by the Bharat Sevak Samaj before exceeding the expenditure under the prescribed heads and for diverting funds from recurring to non-recurring and vice versa, to meet such excess expenditure.

They have stated that as the overall expenditure for the four centres was not exceeded they admitted the expenditure in full for purpose of grants; thus they made the conditions of grants negatory.

8.215. The Ministry's reply only shows that the conditions put in the sanctions was not enforced by the Ministry and that the Bharat Sevak Samaj did not approach the Ministry before incurring expenditure in accordance with this condition.

8.216. It may also be pertinent to point out that the major part of the diversion was to meet non-recurring expenditure and all the items purchased out of the non-recurring expenditure were allowed to be utilised by the Bharat Sevak Samaj for its own purposes after the closure of the schemes which ran for periods varying from 6 weeks to one year.

Lands and Building for the Delhi Training Centre

8.217 Three files are relevant in the discussion of the subject of lands and building for the Training Centre at Delhi. They are File Nos. 24(3)/56-Policy-Vols. I and II and file No. 24(2)/57-Policy-Part I and for the sake of convenience they are marked (I) (II) and (III).

A meeting was held on July 7, 1956 which was attended, amongst others, by the Deputy Minister of the Irrigation & Power Ministry, its Joint Secretary Mr. R. R. Bahl, Joint Secretary Finance and two Deputy Secretaries one of whom was the Internal Adviser Finance and the other of Co-operation. Two decisions were taken in regard to construction of buildings for the Training Centre and the Bharat Sevak Samaj at Delhi:

- (i) The land should be in the name of Works, Housing & Supply Ministry who may be requested to pay the development charges of about Rs. 75,000 to the Rehabilitation Ministry. The Minister, Irrigation and Power would speak to Minister, Works, Housing Supply in the matter. Pending settlement, the land will be kept in the name of Irrigation & Power Ministry.
- (ii) An appropriate grant not exceeding Rs. 1 lakh will be given to the Bharat Sevak Samaj for the buildings to be put up by the Samaj for the training centre.

The note dated July 21, 1956 of Mr. M. D. Mithal who was adviser to the Ministry and also Adviser of the Bharat Sevak Samaj mentions that in the Planning Minister, Mr. G. L. Nanda's room a confidential note on Public Co-operation was discussed and he, Mr. M. D. Mithal, therefore,

requested that funds should be allotted for Training Centres of Supervisors and Organisers, Wayside Camps and Organisations for enlisting workmen from villages, for which Rs. 5,00,000 might be allotted for the large number of projects which were to be started out of the funds of the Irrigation and Power Ministry. He also suggested that Rs. 4 lakhs to Rs. 5 lakhs should be granted as subsidy for the construction of the buildings required for housing the Bharat Sevak Samaj headquarters at Delhi for which a plot had already been earmarked. Mr. Mithal therefore, wanted the Government to give a grant of Rs. 9 to Rs. 10 lakhs for the Training Centre and buildings for the Bharat Sevak Samaj.

The General Secretary of the Bharat Sevak Samaj thereon recorded a note saying that the Bharat Sevak Samaj was to assist the Government and that a building should be provided and funds for starting a Training Centre be made available. This note was sent to Mr. Hathi, Deputy Minister. The matter was then discussed by Mr. Mithal with Mr. Nanda on July 27, 1956 and Mr. H. K. D. Tandon, who was Mr. Nanda's Private Secretary recorded a note saying that the points which had been indicated by Mr. Nanda might be intimated to the Deputy Minister, Mr. Hathi. On August 3, 1956, Mr. Mithal recorded another note which was sent on to the Deputy Minister, Mr. J. L. Hathi, stating that the Minister desired that the request for money for the buildings may be considered. There is a note which appears to be in the handwriting of Mr. J. L. Hathi which says "a note has to be prepared. I shall do it".

4. In pursuance of all this Mr. S. S. Puri's note of August 7, 1956 prominently brought out three points:

- (i) After reference to the meeting in the Minister's room on July 7, 1956, it mentions that a request had been made to the Works, Housing and Supply Ministry to pay the development charges of Rs. 75,000 to the Rehabilitation Ministry.
- (ii) In case Works, Housing & Supply Ministry does not agree, Irrigation & Power Ministry will consider this matter.
- (iii) After mentioning that there was a plot—it appears to be a plot of 15 acres—there was a proposal for getting another 15 acres.

5. Thereafter on August 21, 1956, Mr. J. L. Hathi recorded a minute saying:

- (i) He would like to know what happened to the 15 acres of additional land which was required for the Training Centre;
- (ii) Plans and estimates for Training Centre were being prepared and he would like to see what has happened to this.

6. Mr. Dharma Vira who was the Secretary of Rehabilitation Ministry was approached and there is note of August 21, 1956 showing that Mr. Dharma Vira was prepared to give the land but the Finance Ministry had raised certain objections. A note was then recorded by Mr. Venkataraman of the Irrigation and Power Ministry dated August 22, 1956 mentioning that Mr. Dharma Vira had been requested to reserve the land and transfer it free of cost to which a reply was being awaited. It also mentions that Mr. Mithal had told the writer that the plans were ready and that Mr. Mithal had sent another note regarding the exact location of the additional area of 15 acres, really 16 acres, showing that the demand was for total area of 31 acres. A note of Mr. H. K. D. Tandon dated September 3, 1956 shows that the Planning Minister desired that immediate action should be taken as suggested in Mr. Mithal's note and that he was also anxious to know as to what progress had been made in regard to the plans for buildings.

7. The correspondence section of file No. (I) contains at page No. 1 the schemes submitted by the Bharat Sevak Samaj for the training of supervisory staff etc. It shows that the area of 15 acres which was to be taken from the Ministry of Rehabilitation had already been taken free of cost and that the payment of about Rs. 75,000 was expected to be made in connection with the development of that area, which could be made a charge on the budget provision of Rs. 15 lakhs for grants-in-aid for 1956-57. It was proposed that an additional area of 15 acres adjoining the area might also be taken from the Ministry of Rehabilitation on similar conditions as the first area of 15 acres.

On August 7, 1956, Mr. Shivshankar wrote to Mr. Dharma Vira of the Ministry of Rehabilitation asking him to reserve another 15 acres, which was adjoining the land already transferred free of cost but for which Rs. 5,000 per acre could be paid as development charges. Mr. Mithal's note dated August 21, 1956, to the Ministry of Irrigation & Power and to Mr. G. L. Nanda mentions that the Minister for Rehabilitation had approved of the transfer of the additional area of 15 acres but the difficulty was that 6 acres in between had been allotted to a public school sponsored by "Sir Frank Anthony". But he had suggested that that 6 acres might be given to the Samaj making the two areas contiguous. By making certain changes of boundaries of land given to another party there was still an area of 31 acres left which could be given to the Bharat Sevak Samaj in lieu of the land they had and the land which they had been promised. A copy of this note of Mr. Mithal was sent to the Ministry of Rehabilitation.

8. There was a discussion on September 8, 1956 where representatives of the Ministries of

Irrigation and Power, Works, Housing & Supply, Finance and Planning Commission were present and it was decided there that (i) Rs. 75,000 development charges would be paid to the Ministry of Rehabilitation by the Ministry of Irrigation & Power and the Samaj would be allowed to use the land for construction of a building; (ii) Ministry of Rehabilitation had been approached for the allotment of additional area of 15 to 16 acres and charges would be on the same pattern as indicated in the first 15 acres; (iii) building would be put up by the Samaj although that would remain the property of Works, Housing & Supply Ministry and the Samaj would pay rent on the usual basis. But the building would be constructed by the Samaj as contractors without calling for tenders; (iv) for the major requirements of the Samaj a suitable accommodation would in the meanwhile be given on rent but it would be for the Samaj to find out as to what accommodation would be suitable for them.

9. Sanction was given on December 8, 1956, for Rs. 1,19,800 for the construction of five blocks of buildings in accordance with the estimates and plans forwarded. The building was to be constructed by the Samaj and a sum of Rs. 7,500 was given by way of advance to be adjusted out of the bills. This building was to be borne on the register of Works, Housing & Supply Ministry and the Samaj was to take the building on such rent as would be decided.

8.218 It appears, however, that when the Ministry of Finance reviewed the matter, it did not approve of the scheme and by a note dated February 22, 1957 of Mr. G. S. Bhasin, the defect in regard to the payments was pointed out and the following direction was given:

".....it is desired that the sanction may be cancelled forthwith under intimation to this Ministry. It may also be confirmed that no expenditure has been incurred on the basis of this sanction".

Separate instructions, it was said, were being sent to the Ministry of Irrigation & Power regarding grant for expenditure on training, propaganda and publicity.

8.219 After the matter had gone back to the Irrigation & Power Ministry, the matter was discussed between the Secretary and the Minister, Mr. G. L. Nanda, who was neither in charge of Irrigation & Power Ministry nor of Finance and the minute of the Minister dated March 21, 1957, is—

"This was discussed with Shri Ratnam. Let us hope we shall be allowed to proceed with the programme".

8.220 The matter was then discussed between Mr. Ratnam, Joint Secretary, Ministry of Finance and Mr. J. L. Hathi, Deputy Minister, Irrigation & Power and the minute of the latter is—

"Discussed with Shri Ratnam. He may reconsider this question in light of the discussion I had with him".

8.221 It appears from the note of Mr. Ratnam, Joint Secretary, Ministry of Finance that he had consulted the Finance Minister and he (the Finance Minister) was not prepared to allow the proposal to go through. The note was as follows:

"I have consulted the Finance Minister on the proposal contained in this file. He has expressed himself as extremely reluctant to allow this construction to be taken up at this juncture. Quite apart from the mode of financing of this construction which was proposed to be met from the revenue grant of the Ministry of Irrigation and Power and which weighed against the acceptance of the proposal by Finance, even from the administrative angle, it would appear to be desirable to locate the training institution away from Delhi. As a new building for the purpose may not again sufficient priority in the context of the severe scrutiny that is now being exercised on building construction, the Finance Minister wonders whether the Bharat Sevak Samaj authorities should not think in terms of taking up existing suitable accommodation in a place like Gwalior."

8.222 After the file was seen by the Planning Minister, Mr. G. L. Nanda, Mr. Jagat Narain Jain recorded a note dated October 14, 1957, saying that the matter was proposed to be considered at the next meeting of the Co-ordination Committee for Public Co-operation to be held on October 19, 1957.

8.223 Evidently, nothing came out of it because draft letter for cancelling the sanction of the Irrigation & Power Ministry was drawn up and submitted for approval but the Deputy Minister wrote on October 19, 1957—

"Let this wait till it is considered at the meeting of the Co-ordination Committee of the Public Co-operation".

8.224 On November 19, 1957, a note was recorded giving the decision of the Co-ordination Committee which was—

"The Committee affirmed that it is essential to have training centre near Delhi for public co-operation activities. It was agreed that a detailed report on the subject should be prepared by the representatives of the Ministry of Irrigation & Power for the consideration of the Co-ordination Committee".

8.225 But it appears that the Ministry of Finance finally decided the other way. Sanction previously given for Rs. 1,19,800 was cancelled on November 27, 1957.

8.226 Thus ended the attempt of the Samaj to get 31 acres of land out of the land, which was supposed to be for the rehabilitation of displaced persons and institutions from what became West Pakistan and an attempt to get a grant for building purpose and this attempt failed because the Ministry of Finance was not prepared to give the land or the money.

8.227 After a review of the evidence produced in regard to the training centres at four places above mentioned, i.e., Kosi, Kotah, Nagarjunasagar and Delhi, it appears to the Commission that—

(1) In regard to the scheme for the training of supervisory and accounts staff no standards were prescribed or even indicated. There is nothing to show that any attention was given to this matter at the initial stages or at any subsequent stage.

(2) No arrangement was made for inspection of the training given under Scheme 'A' or by anybody, and there was no machinery to ensure that standards were maintained, nor was any assessment of the work made by the centres under the scheme.

(3) In Scheme 'A' excepting at Kosi, the number of trainees who joined was inadequate and did not come up to the expectations of the sponsors of the scheme.

(4) The utility of the scheme was not proved to be of any magnitude; on the other hand the results seem to show that either the scheme was misconceived, ill-executed or it was never needed which is shown by the fact that the trainees did not find any gainful employment with the Samaj for any length of time and there is no proof that they were gainfully employed elsewhere for long enough periods. As it has been said above, the batch of trainees at Kosi were employed by the Samaj for one season and half of them were employed during the following season but what happened to them later, no one knows. At Kota no one was employed by the Samaj. Nothing can be said about the success of the others who were employed elsewhere and whether the employment was continued or not we do not know. Only one amongst the persons trained at Nagarjunasagar was employed by the Samaj but there is no material in regard to the other 22. Out of the 38 who were trained at Delhi none was employed by the Samaj. 14 found some employment but for how long and on what salary and what

happened to them we cannot say. This shows that the basis of the scheme of the Samaj that "the persons once trained will be useful year after year and will gather experience" remained just a pious hope and was never fulfilled.

(5) The Finance Ministry after reviewing the scheme seemed to have been of the view that grants for organisation, training and propaganda meant extra expenditure to the Public Exchequer which would increase the financial burden of the plan and they showed their disapproval. The Ministry showed its disapproval and the scheme was not operated in the following year. (Vide Finance Ministry note dated February 25, 1957).

Notes in the file of the Ministry of Irrigation and Power, No. 24 (10) 58-Policy-Vol. I, show the following:

"EXTRACT FROM FILE NO. 24(3)/57-POLICY (VOL.III)

* * * * *

The training centres organised by the Bharat Sevak Samaj for training workers for the Samaj have proved to be not only costly but also a total failure as can be seen from the note placed below (Slip 'Z'). JS/Deputy Minister may like to see.

Sd: K. G. R. Iyer
9-12-58.

Sd: R. R. Bahl
9-12-58."

Unfortunately the comprehensive note regarding all the 4 training centres which is referred to in this note is not available. But the Minister, Mr. J. L. Hathi did not agree with the note of the Deputy Secretary and was of the opinion that the Kosi centre had done well but the others were not successful.

The second unfortunate fact is that when the Finance Ministry said on November 15, 1956 that other schemes should not be put into operation before a full investigation of the Kosi experiment, the Ministerial intervention over-ruled the objection which is evidenced by the Financial Adviser's note of November 15, 1956 above.

(6) It appears, as is shown by the note of Mr. Mithal dated May 4, 1957 which has been referred to above, that the idea of the Samaj was to turn these institutions into engineering institutions for the training of overseers. When the Finance Ministry opposed it, the objection was over-ruled by the Minister in the Irrigation and Power Ministry and even though a committee was appointed to assess the work done, the new schemes at Kota etc. were put into operation

without waiting for the report of the Committee. As a matter of fact, there is nothing to show as to what happened to this Committee.

Accounts

(7) No books of accounts of any of the centres have been produced. What has been produced before the Commission are the books of account of the Central Samaj and that also a Cash Book containing the accounts of the training centres and of the tools and equipment.

(8) The audited accounts of Kosi consist of expenditure only. They do not show where the money came from, but it only shows what was spent under each head. This account does not show what was sent out of the first instalment received for Kosi and what was spent out of the next instalment and how. The first instalment was paid on September 29, 1956 and the second on December 12, 1957 when the operation of the schemes had ended.

(9) In the case of Kotah the first instalment was on November 20, 1956 and the second on December 12, 1957. The schemes in Kotah commenced on January 1, 1957 and ended on June 30, 1958, and they functioned for various periods and were commenced sometime after the grants were received.

(10) In the case of Nagarjunasagar only one scheme 'A' functioned by the period of functioning is not given.

(11) In Delhi also scheme 'A' was put into operation but how long it was in operation is not clear from the accounts or from the evidence.

Contribution by the Samaj

(12) There is no indication on the record of any amount having been contributed by the Samaj at the various centres excepting in the case of Kota where the Pradesh office contributed Rs. 2,000.

(13) The Ministry was quite satisfied by giving a utilisation certificate for the amounts claimed by the Samaj as expended minus the percentages which were to be the contribution of the Samaj. That is evident from the statement of Mr. P. R. Bose, Under Secretary of the Ministry.

(14) Taking collectively, the total of the first instalments, given to the four centres including control staff, was Rs. 1,95,400 and the second instalment Rs. 1,41,680, making a total of Rs. 3,37,080. The dates of the grants of the operation of the schemes and the dates of the refunds were as follows:

Name of the Centre		Date of sanction	Amount in Rupees
Kosi	First instalment	29-9-1956	65,000.00
Kotah	do.	20-11-1956	38,300.00
Nagarjunasagar	do.	20-11-1956	38,300.00
Delhi	do.	26-11-1956	46,800.00
Control staff	do.	17-12-1956	7,000.00
			1,95,400.00
Kotah	Second instalment	12-12-1957	39,700.00
Kosi	do.	20-12-1957	24,900.00
Nagarjunasagar	do.	4-2-1958	39,700.00
Control staff	do.	14-2-1958	5,480.00
Delhi	do.	12-3-1958	31,900.00
			1,41,680.00
Total grants released.			3,37,080.00

Periods when Schemes were in operation

Kosi	Scheme 'A'	1½ months from 15-10-1956.
Kosi	Scheme 'C'	October 1956 to June 1957.
Kotah	Scheme 'A'	1-1-1957 to 31-1-1958.
Kotah	Scheme 'B'	3-2-1957 to 25-3-1957.
Kotah	Scheme 'C'	1-12-1957 to 30-6-1958.
Nagarjunasagar	Scheme 'A'	Period of functioning not indicated. 'A' Scheme was to run for one year.
Delhi	Scheme 'A'	Period of accounts are not indicated in the records so far produced. The scheme was to run for one year.
Control staff		1-1-1957 to 31-3-1958.

(15) As has been shown in the discussion of the working of various centres, the sums released by Government by way of grants were expended and sizeable amounts out of the grant remained

with the Samaj even after the schemes or a major portion of them had come to an end. The Samaj refunded the money in various instalments ending January 24, 1963 as follows:

Dates	Amount in Rs.
16-8-1958	1,08,000.00
3-1-1959	2,913.10
15-7-1959	4,965.93
28-3-1960	2,610.64
28-3-1960	282.83
6-7-1960	3,289.94
4-2-1961	6,468.55
24-1-1963	900.00
	<hr/>
	1,29,130.99

(16) Before April 1957 the moneys received by way of grants were deposited by the Samaj in its general accounts, and that amount was Rs. 1,95,400 which was the whole of the first instalment. After April 1957 the Central Samaj had a joint account of the training centres schemes and for tools and plants, and some moneys were not at all utilised for the purpose for which the grants was given but were diverted for other activities of the Samaj not covered by this Scheme as the Table 8-F attached hereto will show.



TABLE 8-A

(Referred to in para 8.11)

Lok Karya Kshetra Training Centre, Mehrauli

Year	Amount of grant	Idle period	Actually availed of	No. of courses to be held	No. of courses actually held	No. of trainees to be trained	Actually trained	Unutilised grant at the end of the year as worked out by the Ministry
1958-59	27300/-sanction No. PC/Pub/8(52)/58 dt. 23-1-59.	Nil	Nil	1	1	60	57	37-93 adjusted in 2nd course.
1959-60	5000/-sanction No. PC/Pub/8(13)/57 dt. 23-5-59 21256/-sanction No. PC/Pub/8(52)/58 dt. 13-6-59. 6700/-sanction No. PC/Pub/8(70)/60 dt. 9-3-60. 20000/-sanction No. PC/Pub/8(25)/58 dt. 5-3-60.	..	86	4	4	230	200	Rs. 1850.04 adjusted vide sanction No. PC/Pub/8(70)60 dated 9-3-60.
1960-61	9200/-sanction No. PC/Pub/8(86)/60 dt. 23-4-60. 9600/-sanction No. PC/Pub/8(98)/60 dt. 20-9-60. 39480/-sanction No. PC/Pub/8(52)/58 dt. 8-12-60. 1360/-PC/Pub/8(25)/58 dt. 2-12-60 1250/-PC/Pub/8(13)/57 dt. 17-12-60	..	125	4	4	200	159	Rs. 1750.56 Adjusted vide sanction No. 18(3)/61-Pub. dt. 5-8-61.
1961-62	58000/- Sanction No. 18(3)/61, dt. 5-8-61. 15000/-Sanction No. 18(3)/61, dt. 20-3-62.	30 (Sanctioned 3 courses of 3 months each and 2 courses of 1 month each)	121	5	3	250	135	Rs. 8256/Adjusted in grant-in-vide No. 18(3)/60 dt. 16-10-62.
1962-63	25000/-Sanction No. 18(3)/62-Pub, dt. 13-6-62. 59000/-Sanction No. 18(3)/62-Pub, dt. 16-10-62. 3500/-Sanction No. 8(8)/62-Pub, dt. 30-11-62	30	106	5	4	250	162	Rs. 24811/-Adjusted vide grant No. 18(4)/63-Pub. dt. 17-8-63.

TABLE 8-B
Referred to in Para 8.28

Sl. No.	Comments offered by Programme Evaluation Organisation at State Level		Comments offered by Programme Evaluation Organisation at District Level	
	Name of States	Comments	Name of District	Comments
1.	Andhra Pradesh	"The Training is reported to be useful in giving some orientation to the workers. But it is felt that the Training is too much theoretical and there should be more stress in providing Practical Training".	(i) Medak	"The only benefit of training is that the workers could have idea of scientific approach to Social work though no help could be obtained how to solve the problems in the context of Lok Karya Kshetra work. The Lok Karya Kshetra could not get much benefit from the training".
			(ii) West Godavari	"All of them returned better equipped for the Lok Karya Kshetra work from the training".
			(iii) Anantpur	"The training is inadequate since it does not equip the workers to work as a liaison between the villagers and other official agencies".
2.	Assam	"The workers who received training in Delhi are not even matriculates. Their knowledge of Hindi and English is scanty. In view of the said difficulties the training imparted could not benefit the trainees fully. Most of the other workers received a 15 day training at Gauhati. This is due to lack of any training in agriculture".	2(i) Cachar	"The Sahyogi who received training at New Delhi is of the opinion that theoretically training imparted some knowledge, but the efficacy of training came to be of limited value as the lectures were delivered in the training according to Sahyogi, is that lectures are not very much oriented to the local character which one is called upon to work with".
			(ii) Kamrup	"The State Level and District Level training programmes were only picnic parties. The trainees themselves were dissatisfied with the arrangements. The training programme had no well drawn syllabus, So far money earmarked for training programme was misused".
3.	Jammu and Kashmir	"The training imparted is very satisfactory and both the State Chairman and Secretary said that it is very useful to the workers for working in the field".	3(i) Anantnag	"The training has generally proved helpful to them in working in the field. The training at New Delhi was reported as inadequate".
4.	Punjab	"The views of the District Chairman are that the Training, if properly given, does equip the Sahyogis to perform his duties better after return"	4 (i) Patiala	"They are better equipped for work after receiving training. Training in Agriculture is lacking in them".
			4 (ii) Ludhiana	"Workers after receiving the Bharat Sevak Samaj Training come back with the idea that the times should be whiled away in Entertainments, Tea Parties and arranging few lectures for the public.
5.	Bihar	"The training imparted at Delhi is very much of idealistic in nature and has very little to do with the work in the field.	5 (i) Gaya	"According to District organiser and Secretary, the training did not make much difference in the performance before and after training. The reason told was that the training at Delhi was not related to the problems prevailing in the field."

Sl. No.	Comments offered by Programme Evaluation Organisation at State Level	Comments offered by Programme Evaluation Organisation at District Level	
Name of State	Comments	Name of District	Comments
		5 (ii) Saharsa	"Out of the three workers including Mukhya Sahyogi, only one was trained. After training he has been better equipped to perform his duties".
6. Gujarat	"The Training in on the whole considered to be useful. The actual good done by training however, differs from worker to worker. One of the shortcomings of the Training Course is that training is imparted in English and Hindi and since a majority of the Kshetra workers are moderately educated, it becomes a problem for them to fully comprehend the content of talks, lectures etc".	6 (i) Rajkot	"The District officials are not in close contact with the day to day working of the Kshetra and are not able to say whether the training has better equipped the Mukhya Sahyogi to perform his duties. The Mukhya Sahyogi himself however explained that training has done him good in so far as his understanding of the objectives and purpose of Lok Karya Kshetra is concerned".
7. West Bengal	"Training helps in orienting the workers and they have been found to be better equipped to perform their duties after training".	7 (i) Cooch Bihar	"Three months training is considered insufficient to orient the trainees to the objectives and programme of Lok Karya Kshetra".
8. Uttar Pradesh	"Training workers are some what better than the untrained on as, although much depends upon the personality of the individual".	8 (i) Musafar Nagar	"The training has equipped them for their Job".
		8 (ii) Kanpur	"The Job training is more theoretical and less empirical in content. Talks Seminars and group discussion deal with general topics and tend to be more conceptual. They are less problem oriented so that the workers are not fully conversant with the methodology or techniques to be adopted by them in various field situations".
		8(iii) Bara Banki	"Trained workers understood the objectives of the Lok Karya Kshetra and carried the work little systematically".
		8(iv) Etah	"People with experience in Social work do not get much out of the Training but for others it is useful".
		8(v) Meerut	"By and large, the training given to the workers is considered useful and they find themselves better equipped to carry on their duties after training The Mukya Sanchalika of Farrukh Nagar Lok Karya Kshetra was of the view that general. "Lok Karya Kshetra Training of Bharat Sevak Samaj would be more useful, if it takes into account the problems of women workers and is suitably oriented to meet the situations in which they have to work the programmes organised by them".
9. Orissa	"Although there has been no definite training programme for these workers, the periodical camps have adopted the Lok Karya Kshetra workers require a better out-look and confidence in the performance of their duties in the field".	9. Bangalore	"According to convenor the worker is better equipped to perform his duties after his return from the training".

Sl. No.	Comments offered by Programme Evaluation Organisation at State Level	Comments offered by Programme Evaluation Organisation at District Level	
Name of State	Comments	Name of District	Comments
10. Madhya Pradesh .	"It imparts to the Sahyogi a sort of orientation and a better perspective to perform his duties". One member of the State Lok Karya Kshetra committee however felt that the workers through training acquire a sense of sophistication and they do not do their duties with that much devotion as before training".	10.(i) Indore .	"It is considered very useful for workers to undergo such a training since they get suitable orientation and Coaching for taking up rural project based mainly on people's own initiative and participation".
		10 (ii) Ujjain .	"The Sahyogis feel all the difference after training and find themselves more confident in the performance of their duties".
		10 (iii) Rewa .	"The workers have formed a better perspective for work after getting training."
		10 (iv) Jabalpur .	"The nature and content of the training just now being given is adequate. The training does help the workers to perform their duties in a systematic way".
11. Maharashtra	"Their Technical knowledge of development programmes appeared to have been derived from what they read in papers and as such the programmes initiated by them remained unfulfilled".	11 (i) Akola .	"The training has enabled them to get basic grounding in the organisational and functional aspects of Lok Karya Kshetra work, and has widened their out-look and acquainted them with the pattern of development and working of Plan Schemes in the rural areas".
		11 (ii) Aurangabad	"The training is useful in general way and that it did effect improvement in the service ability of the trainees. The duration of the Course, however, was too short to bring about the change in substantial magnitude".
		11 (iii) Nasik .	"The instructions imparted at the Bharat Sevak Samaj Shiber at New Delhi did not convey fuller understanding of the precise programme of work, Job chart method etc. to Mukhya Sahyogi. The lecture delivered at the Shiber lacked in practical guidance and could hardly equip him to fulfil the assignment".
		11 (iv) Trimbak .	"In the opinion of the Kshetra workers the training given to them is good and provides them in the necessary background for working towards the village upliftment programme, although they feel that actual conditions in the village are different from and worse than what is kept in view by the training authorities."
12. Rajasthan .	"The general opinion was that it brings about, if at all only a marginal improvement among the workers. The training on the whole does not	12 (i) Jodhpur .	"Training on help them a lot and they can understand the Lok Karya Kshetra work in a better way".

Sl. No.	Comments offered by Programme Evaluation Organisation at State Level	Comments offered by Programme Evaluation Organisation at District Level	
Name of State	Comments	Name of District	Comments
	seem to have made such contribution towards the improvement in the working of the programme."	12 (ii) Bharatpur	"Comments regarding the contents and adequacy of the training could not be given by the district Convener of the Bharat Sewak Samaj as he did not have such opportunity to observe their performance at close quarters. Generally he felt a trained workers, better than on untrained."
		12 (iii) Udaipur	"The training received has been invariably useful."
13. Madras	"Training has equipped them better to do their work. Practical and demonstrative content of the programme should be increased greatly in order to instal more confidence among the workers."	13 Thanjavur	"The District Convener feels the training is more nominal and has not been helpful."
14. Mysore	"The training given was more theoretical in content than being of practical value to the trainees in relation to the field work they were expected to do and the function they had to discharge in the light of their Job Charts. On the programme side the training is said to have not been useful to the workers in attending to the problems of agriculture."	14 Shimoga	"The District Convenor as well as Mukhya Sahyogi are of the opinion that the training could have been more useful if the emphasis were on practical problems rather than on theoretical ones."
15. Kerala	"Some committee members feel that training now given is too general and the trainees should have more technical knowledge as they are general purpose workers."	15 (i) Kozhikode	"Their training has been exhaustive and they are confident of shouldering the responsibilities given to them."
		15 (ii) Quilon	"According to the workers they have not been such benefited from Delhi training as the medium was Hindi and not suited to local conditions in this States."

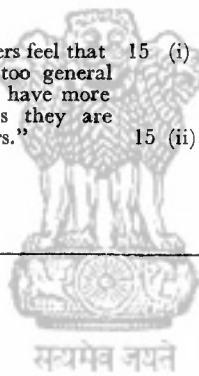


TABLE 8-C

(Referred to in Para 8.29)

Lok Karya Kshetra Training Centre, Kerala

Year	Amount of grant	Idle period allowed	Actually availed of	No. of courses to be conducted as per sanction	No. of courses actually held	No. of trainees to be trained	Actually trained	Unutilised grants at the end of each year as worked out by the Ministry	Excess expenditure on unapproved items subsequently allowed by the Ministry & the reasons given
1	2	3	4	5	6	7	8	9	10
1962-63	Rs. 22,500 sanction No. 18(2)/61-Pub. dt. 22-2-63.	..	..	1	1	50	50	3,434 adjusted in 1963-64	Rs. 688.54 on stationery, postage Travelling Allowance to guest lecturers, organisational expenditure etc. allowed on the account that some of the items were provided in the next sanction and for other amount was too small p. 59-60 N. 18(2)/61-Pub.
Course held on 27-3-63 to 26-4-63									
1963-64	Rs. 36,300 sanction No. 7(6)/63-Pub. dt. 28-5-63 & 11-12-63.	60 (Sanctioned 5 courses of 3 months each + 1 course of 1 month each)	114 (Sanctioned 5 courses of 3 months each + 1 course of 1 month each)	4	3	200	127	1,0616.72 adjusted in 1964-65	Nil p. 19-21 N file 7(6)/63-Pub.
Courses held—3 2nd course 8-7-63 to 7-10-63 3rd course 9-11-63 to 8-2-64 4th course 17-2-64 to 17-3-64									
1964-65	Rs. 30,000 sanction No. 7(6)/64-Pub. dt. 10-8-64 & 20-2-65.	30 (Sanctioned 3 courses of 3 months each + 2 courses of 1 month each)	111 (Sanctioned 3 courses of 3 months each + 2 courses of 1 month each)	5	5	250	238	318.21 adjusted in 1965-66	Rs. 3,282.91 on light, water stationery & unforeseen expenditure allowed on the ground that since the expenditure was already incurred and was within the ceiling it may be accepted p.31-38 N file 7(6)(64)/Pub.
1965-66	Rs. 18,000 sanction No. 18(2)/65-Pub., dt. 27-8-65.	45 (Sanctioned 5 courses of 50 trainees each 3 courses of 3 months & 2 courses of 1 month each)	134 (upto 31-10-65)	5	4	250	129	1,208.82 adjusted in 1966-67	No. p. 24-30 N file 12 (2)/66.
Xth course 26-4-65 to 25-5-65 XI course 7-7-65 to 21-7-65 XII course 6-8-65 to 23-8-65 XIII course 5-10-65 to 12-10-65									

TABLE 8-D
(Referred to in paragraph 8.57)

Scheme	Period sanctioned	Period for which functioned	Recurring Expenditure		Non-recurring Expenditure		Total Expenditure	
			Sanctioned in the Scheme	Actual expenditure	Sanctioned in the Scheme	Actual	Sanctioned in the Scheme	Actual
1	2	3	4	5	6	7	8	9
Mobilisation (iii Scheme)	Six months	October 1956 to June 1957	37,520.00	30,562.92	35,800.00	33,353.87	73,320.00	63,916.79
Training of Supervisory Staff (Scheme)	Three months	October 1956 to Dec. 1956.	37,720.00	38,552.05	3,000.00	1,471.97	40,720.00	40,024.02
							1,03,940.81	

TABLE 8-E

(Referred to in Paragraph 8. 145)

Scheme	Period sanctioned	Period for which functioned	Recurring Expenditure		Non-recurring Expenditure		Total Expenditure	
			Sanctioned in the Scheme	Actual expenditure	Sanctioned in the Scheme	Actual expenditure	Sanctioned in the Scheme	Actual expenditure
1	2	3	4	5	6	7	8	9
Kotah Centre								
'A' ३	One year	1-1-1957 to 31-1-1958	(51,000)	(38,327.88)	(1,700)	(4,223.08)	(52,700)	(42,550.96)
'B'	1½ months	3-2-1957 to 25-3-1957	8,600	4,405.85	1,000	722.68	9,600	5,178.53
'C'	4 months	1-12-1957 to 30-6-1958	16,700	22,651.83	17,950	7,521.90	34,700	30,173.73

TABLE 8-F
(Referred to in Paragraph 8.220)

Sl. No.	To whom given	Amount	Date of Payment	Date of Repayment	Amount
1	2	3	4	5	6
		(Rs.)			(Rs.)
1.	Bharat Sevak Samaj Central 'A'	49,000.00	12-3-1958	6-4-1959	
2.	Camp Section Bharat Sevak Samaj	20,000.00	7-6-1957	19-7-1957	
3.	Do.	1,60,000.00	24/26-12-1957	7-2-1958 12-3-1958 12-3-1958	1,00,000.00 11,000.00 49,000.00
4.	Central Construction Service Bharat Sevak Samaj for the construction of pavilions at the INDIA 1958 Exhibition.	1,00,000.00	1-9-1958	23/30-12-1958 7-2-1959 6-4-1959	50,000.00 25,000.00 25,000.00
5.	Work camp Section Bharat Sevak Samaj Account No. 3368.	24,000.00	4-5-1960	14-5-1960	

TABLE 8-G

(Referred to in Paragraph 8·225)

Name of the Training Centre	Actual expenditure for the different Schemes	Government's share as worked out by the Ministry of I. & P.	The share of the B.S.S. which should have been contributed	The share of the BSS stated to have been contributed as per the audited statement of expenditure of the training centres	Contribution of the BSS shown in the audited accounts of the BSS units concerned
	Rs.	Rs.	Rs.		
Delhi Scheme 'A'	38,733.62	31,691.14	7,042.48	Only statement of expenditure is available. No Receipt & Payment account has been produced.	Units accounts do not show any contribution.
Nagarjunasagar Scheme 'A'	27,624.28	22,303.39	5,320.89	2,624.28	Units accounts not produced.
Kotah Scheme	42,550.96 5,178.53 30,173.73	62,574.99	15,328.23	6,510.00 2,000.00 1,036.00 5,235.00	Accounts of the Chambal Samiti do not show any contribution to the Training Centre. Pradesh BSS accounts show a contribution of Rs. 2,000.
Kosi Scheme	40,024.02 63,916.79 1,03,940.81	78,179.49	25,761.32	Only statement of expenditure is available. No Receipt & Payment accounts have been prepared.	Units accounts not produced.
Training, Mobilisation, Construction & Control of Staff.	16,500.00	13,200.00	3,300.00	Do.	
	2,64,701.93	2,07,949.01	56,752.92		

TABLE 8-H

(Referred to in Paragraph 8.227)

Name of the Centre/Scheme	Sanctioned estimated expenditure	Actual expenditure	Total excess or unapproved expenditure	Total approved expendr. including the share of the Samaj	Share of the Govt. of the approved expenditure	Admitted by Government as Govt. share	Excess admitted and should have been got refunded	Remarks
1	2	3	4	5	6	7	8	9
DELHI								
Scheme 'A'	R = 54,660 NR = 1,700	30,292.26 8,441.36	Nil. 6,741.36	31,992.26	26,181.00	31,691.14	5,510.14	Rs. 6,741.36 diverted from R* to NR*
Nagarjunasagar Scheme 'A'	R = 51,000 NR = 1,700	23,797.91 3,826.37	Nil. 2,126.37	25,497.91	20,586.91	22,303.39	1,716.48	Rs. 2,326.37 diverted from R* to NR*
Kota Scheme	'A' R = 51,000 NR = 1,700	38,327.88 4,223.08	Nil. 2,523.08	38,027.88 1,700.00	36,499.01	38,536.01	2,037.00	Rs. 2,523.08 diverted from R* to NR*
	'B' R = 8,600 NR = 1,000	4,405.85 772.68	Nil. Nil.	5,178.53				
	'C' R = 16,700 NR = 17,950	22,651.83 7,521.90	5,951.83 Nil.	24,221.90	19,377.50	24,138.98	4,761.48	Rs. 5,951.83 diverted from NR* to R*
Kosi Scheme	'A' R = 37,720 NR = 3,000	38,552.05 1,471.97	832.05 Nil.	39,191.97	26,397.97	78,179.49	4,648.09	Rs. 832.05 diverted from NR* to R*
	'C' R = 37,520 NR = 35,800	30,562.92 33,353.87	Nil. Nil.	63,916.79	51,133.43			
Recurring		1,88,590.70	6,783.88	2,30,027.24	1,80,175.82	1,94,849.01	14,673.19	Rs. 11,390.81 diverted from R* to NR* and Rs. 6,783.88 from *NR to *R

*NOTE:— R=denotes recurring.

NR=denotes non-recurring.

GRANTS GIVEN FOR THE FAMILY PLANNING CLINICS—UTILISATION OF GRANTS

The files of the Ministry of Health show that separate applications had to be made to the Ministry for grants for each Family Planning Clinic. Four of these were routed through the Central Bharat Sevak Samaj. The Samaj had sent out circulars to their units to sponsor Family Planning schemes in their areas which were encouragingly responded to. The first clinic for which application was received was the one at Junagadh for which an application was sent by the Convener of the Bharat Sevak Samaj, Sorath, Junagadh on October 9, 1956. This application, however, was not received through the District authorities and the District Magistrate was addressed to find out the financial position and bonafides of the institution and on receiving proper recommendation the matter was considered by the Planning Committee for Family Planning on January 19, 1957 and on the basis of the recommendation of the Committee a grant of Rs. 7,750 was sanctioned on June 5, 1957 to the Convener, Bharat Sevak Samaj, Junagadh. During 1957 grants-in-aid were sanctioned to the Bharat Sevak Samaj for clinics at Bhuj (Gujarat), Koni in Kerala and Chathanoor in Kerala besides the clinics at Junagadh. In due course grants were sanctioned for more clinics to be run by the units of the Bharat Sevak Samaj in different States. The total number of clinics was 37, the State-wise break-up of which was as follows:—

Kerala	4
Mysore	2
U.P.	3
Gujarat	28
Total	37

9.2 The total grants paid up to the year 1966-67 for all these 37 clinics amounted to Rs. 8,72,652. The details of the grants given and the grants utilised are given in Table 9-A. From this table the following picture emerges:—

Total number of clinics for which grants were given	37
Periods during which grants were given	1957 to 1966
Total grants given	Rs. 8,72,652
Amounts for which utilisation certificates have been issued by the Ministry of Health	Rs. 4,36,524

Amount which has been approved by the Ministry but utilisation certificates have not been issued	Rs. 2,95,835.86
Amount for which accounts have been received by the Ministry but are under scrutiny	Rs. 633.22
Amount for which the clinics have not rendered accounts	Rs. 1,39,658.92
	Rs. 4,36,128.00

Pattern of Assistance

9.3 The pattern of assistance and the approved staff and expenditure for the Rural and Urban Family Planning Clinics were as follows during the Second Five Year Plan:—

	Rural Rs.	Urban Rs.
<i>Non-recurring</i>		
Equipment, furniture and publicity material etc.	500	2,000
Stocking of contraceptives	500	500
Total	1,000	2,500
<i>Recurring</i>		
One Lady Doctor and one part-time Male Doctor	..	5,000
Social Worker (one) or Health Visitor	3,000	3,000
One peon	..	1,000
Contingencies	500	500
Conveyance allowance	500	..
Distribution of contraceptives as below	1,500	1,500
To those drawing less than Rs. 100 (Free)		
To those drawing Rs. 100 to Rs. 200 (at half rate)		
To those drawing more than Rs. 200 (At cost price)		
For rural clinics only Sheaths and foam tablets free irrespective of the income.		
Total	5,500	11,000

Pattern of Central assistance to State Governments, Local Bodies and Voluntary Organisations was as under:—

	State Govts. & Local Bodies	Voluntary Organisations	
		Rural	Urban
<i>Non-recurring</i>	100%		
<i>Recurring :</i>			
First year	80%	100%	100%
Second year	70%	100%	100%
Third year	50%	100%	80%
Fourth year	30%	100%	80%

9.4 The pattern of Assistance during third Five Year Plan was as under:—

(a) Rural Clinic

Pattern for one family planning clinic at the headquarters of primary health centre and three sub-centres.

	At Headquarters of Primary Health Centre	At each Sub- Centre
	Rs.	Rs.
<i>Non-recurring</i>		
Equipment, furniture, educational aids, film strip projector	2,200	2,200
<i>Recurring :</i>		
One Assistant Surgeon Grade I (woman)	5,000	..
One male social worker	2,770	2,770
One auxiliary nurse midwife/female field worker/health visitor	1,450	1,450
One clinic attendant	1,420	1,420
Contingencies (includes expenditure on Children's day, F.P. Day Celebrations, rent of the building and expenditure on other welfare activities)	1,500	1,500
Contraceptives (Expenditure may be on "as required basis").	1,500	500
Conveyance allowance to doctors and cycle allowance to each of the categories of other workers	500	200
Total	14,100	7,840

(b) Urban Clinic

	Rs.
<i>Non-recurring</i>	
Equipment, furniture, audio-visual aids, and film strip projector	3,000
<i>Recurring :</i>	
One assistant surgeon grade I (Full time woman)	5,300
One part-time male doctor	1,200
One female social worker	2,920
One male social worker	2,920
One public health nurse/health visitor	2,920
One clinic attendant (peon)	1,000
One Aya	1,000
Contingencies (includes expenditure on F.P. day, Children's day celebration, welfare activities and preparation of Educational material)	1,000
Contraceptives (on "as required basis")	1,500
Total	19,760

Unspent balances left with the Family Planning Clinics after the stoppage of grants

9.5 As a result of the general ban put by the Govt. of India on the giving of grants to the Bharat Sevak Samaj the grants from the Govt. of India to the Family Planning Clinics were stopped during the year 1966-67. Seven clinics had already been closed before the ban was imposed but some of the clinics continued to get grants from the State Governments instead of the Central Govt.

9.6 As mentioned earlier after the stoppage of grants from the Central Govt. or at the time of the closure of the clinics sums totalling Rs. 1,39,363.92 were left with the clinics as unspent balances. The records of the Ministry do not show that these unspent balances were adjusted or were recovered from the clinics concerned. When the Ministry was asked as to what action they had taken to recover or adjust the unspent balance with the clinics they have stated that in respect of clinics which were continued they had asked the State Govt. to adjust the unspent balances against future grants and in other cases they had addressed the clinics to refund the balances. The action they took has been indicated in Table 9-B in respect of the different clinics with which unspent balances were left.

9.7 The replies given by the Ministry and the files produced by them show that in as many as 13 cases they had asked the State Governments to adjust the unspent balances lying with the clinics while sanctioning further grants to the clinics. The total amount outstanding with these 13 clinics amounts to Rs. 56,797. The details of these clinics are given in Table 9-C. In respect of these 13 clinics no replies have been received from the State Governments whether the clinics were continuing or whether the amounts were adjusted by the State Governments against future grants.

9.8 In respect of another set of 10 clinics in reply to the letters issued by the Ministry of Health the State Governments informed the Govt. of India that the unspent balances lying with them would be adjusted by them at the time of giving future grants to the clinics. The total amount of unspent balance lying with those 10 clinics amounted to Rs. 28,823.00. In respect of these clinics, however, no confirmation has been received from the State Governments by the Govt. of India whether they had actually adjusted the amounts or not. Further to clear the outstandings in the Central books whatever amounts were adjusted by the State Government would have to be credited to the Govt. of India for adjustment and wiping out the balances shown as outstanding in the books of the Ministry.

The details of these 10 clinics have been given in Table 9-C.

9.9 In respect of the following 4 clinics the unspent balances were lying with the Organisers of the clinics and these amounts have not been recovered from these Organisers:—

<i>Name of the Clinics</i>	<i>Amount of unspent balances</i>
Koni . . .	2,653.00
Chattannoor . . .	3,000.00
Bangalore . . .	2,484.14
Mansurpur . . .	366.78
Total	8,503.92

9.10 In respect of the following 3 clinics no Accounts or Reports of work done were received from the Organisers even though the grants were released in the months of August, 66 and Sept. 66. The total amounts outstanding against these clinics was Rs. 45,240 as given below:—

<i>Name of the Clinics</i>	<i>Amount of unspent balances</i>
Jatpur . . .	12,640
Savar Kuntla . . .	12,640
Gondal . . .	19,960
Total	45,240

9.11 In reply to the questions put to them the Ministry of Health have stated that they have no definite information which clinics were continued by the State Governments after the stoppage of grants from the Govt. of India nor as to how much has been adjusted by the State Governments while releasing further grants to those clinics. They have stated that on 18-6-71 they addressed the State Governments to furnish a list of the clinics which were finally closed down after 1-1-67.

Requirements regarding the organisations registered under the Registration of Societies Act.

9.12 The application forms prescribed by the Health Ministry required the organisation applying for government assistance for Family Planning Clinics to give information regarding the registration of the society under the Societies Registration Act. With a view to ensuring that the institution was of recognised competence and ability the State Family Planning Officers, who were to scrutinise the applications initially, were required to record a certificate on the applications to the effect that the organisation was registered under the Registration of Societies

Act, 1860 or other appropriate Act or was a regularly constituted branch of a registered organisation. It was also mentioned in the terms and conditions that an institution which was merely affiliated to a registered organisation without being a branch thereof should get itself registered separately. In case the institution was not registered at the time of the application it had to get the registration completed before the grant was allowed to be drawn. In the case of the grants for Family Planning Clinics of the Bharat Sevak Samaj the applications for grants were received from the concerned units of the Bharat Sevak Samaj and they were not routed through the Central Bharat Sevak Samaj except 4 cases mentioned in Table 9-D.

9.13 Table 9-D shows the units of Bharat Sevak Samaj to which Family Planning Clinics were allotted by the Department of Family Planning. These were individual units and the Ministry did not verify whether they were regularly constituted branches of the Central or Pradesh of the Bharat Sevak Samaj or not.

9.14 In case of serial Nos. 14, 15 & 16 the applications were sent through the State Bharat Sevak Samaj.

9.15 In the case of Serial Numbers 12 & 13 (Bhuj & Maska) Clinics, it is stated by the Ministry that the initial application for grant was recommended by the Central Bharat Sevak Samaj and, therefore, no further reference to the District authorities and the State Government was necessary.

9.16 However, the information whether the units of the Bharat Sevak Samaj to whom grants were given were regularly constituted branches or were merely affiliated units was not available in the application forms. These application forms merely stated that the units were affiliated to the Central Bharat Sevak Samaj. The Ministry did not verify the point whether they were regularly constituted branches by referring the matter to the Central Bharat Sevak Samaj. In the case of 2 clinics in Kerala i.e. Kattanam and Konni, the initial grants were recommended by the Kerala Pradesh Bharat Sevak Samaj but the units which were running the Family Planning Clinics were disaffiliated later.

9.17 However, the grants for the disaffiliated units continued to be sanctioned as the Ministry had no method for verifying the fact of continued affiliation. In fact the only occasion when the Ministry had any contact with the State Bharat Sevak Samaj was before the initial grant was given. As regards the Central Bharat Sevak Samaj the same was never kept in the picture neither before giving the grants nor later, except in the case of Clinics at Bhuj, Maska, Konni

and Chathanoor and even in these cases the only occasion when the Central Bharat Sevak Samaj was associated was in the fact that the initial application was sent through the Central Bharat Sevak Samaj.

9.18 The Central Bharat Sevak Samaj in reply to questions put to them have stated that neither the grants for these Clinics nor their accounts were routed through the Central Bharat Sevak Samaj and they were not in a position to offer any comments on the utilisation of grants for these clinics.

9.19 Thus the grants for the Family Planning Clinics were sanctioned by the Government of India direct to the units of the Bharat Sevak Samaj managing them. The grants were not released through the Pradesh or Central Bharat Sevak Samaj and the accounts were also sent direct by the clinics concerned to the Government of India.

9.20 The Central Bharat Sevak Samaj disowned any responsibility for the proper utilisation of these grants on the ground that the grants were neither given to them nor on their recommendation. Their reply to the questions put by this commission to them about these Family Planning Clinics was:—

“I am to submit that neither the grants to these clinics nor their accounts etc. were routed through the Central Bharat Sevak Samaj. We are therefore not in a position to answer the questionnaire.”

9.21 But under the constitution of the Bharat Sevak Samaj, there could be units of the Bharat Sevak Samaj at the Pradesh, District and Lower levels and as the units which took up the Family Planning clinics were regularly constituted units, except in the cases mentioned in the tables, the contention of the Central Bharat Sevak Samaj that they had nothing to do with these clinics is not factually correct.

Assets acquired out of the grants by the Family Planning Clinics—Furniture, Equipment, etc.

9.22 The pattern of assistance for the Family Planning Clinics included non-recurring expenditure for the purchase of equipment, furniture, educational aids, film strip projectors, etc. The grants for this to the rural clinics was Rs. 500 and for the urban clinics Rs. 2,000 during the Second Five Year Plan period and during the Third Plan period it was Rs. 2,200 for the rural clinics and Rs. 3,000 for the urban clinics. The total expenditure on the purchase of furniture, equipment, etc. was Rs. 73,707.69 see Table

9-E. Out of the 37 clinics of the Bharat Sevak Samaj 7 clinics at Kattanam, Koni, Chathanoor, Muzafarnagar, Maska, Megraj and Meerut were closed prior to 1-1-1967 and after 1-1-1967 grants for the family planning clinics from the Government of India were stopped. Out of the 7 clinics which were closed prior to 1-1-1967 only in respect of 2 clinics at Meerut and Maska the assets worth Rs. 1,634.41 were taken over by the State Government. In respect of remaining 5 clinics, the evidence on the files of the Ministry of Health does not show as to what happened to the assets. As the Central Bharat Sevak Samaj were never associated either with the release of grants or with the settlement of accounts, they have not been able to explain as to what happened to these assets.

9.23 Out of the other 30 clinics some of the clinics continued to receive assistance from State Governments under the Scheme of Decentralised Grants-in-Aid. But the Ministry of Health has stated that 25 clinics were continued with State Government's assistance after decentralising the grants sanctioning authority by the State Governments with effect from 1-1-1967 and the State Family Planning Officers or the Assistant Medical Officers were required to verify “annually details of expenditure on different items including assets. They would be seized of information about assets possessed by them”. The Ministry, however, has not been able to say which of the 25 family planning clinics continued to receive assistance from the State Governments. At least the records produced by the Ministry of Health are silent and there does not appear to be any information on the files of the Ministry. Further in June, 1971, the Ministry sent a circular to all the State Governments asking them to take over assets of the clinics which were closed down and the State Family Planning Officers also were asked to ensure that accounts of the stocks of furniture and equipments etc. were properly kept by the clinics which were continuing.

9.24 The Ministry has, however, not stated as to what happened to the assets of the clinics which did not continue to get State Government's assistance.

9.25 Thus the position is that furniture and equipment worth Rs. 72,073.28 were purchased by the 35 family planning clinics and some of them were closed and the grants to others were stopped. The Government of India has no precise information as to what happened to the assets lying with these institutions and they did not take any action up to June, 1971 to ask the State Governments to take over all the assets of the closed family planning clinics or to see that proper accounts were kept of all the assets by the clinics. In this connection it may be mentioned that sanctions for the grants contained

a condition that no assets acquired with non-recurring grant including equipment, furniture, educational aids, film strip projectors, etc. were to be disposed of encumbered or utilised for purposes other than those for which the grants were sanctioned without the prior permission of the Government of India.

Audited Accounts of the Family Planning Clinics not received.

9.26 In respect of the following Family Planning Clinics the audited accounts for the periods shown against them have not been received in the Ministry of Health :—

Sl.No.	Name of the Family Planning Clinic	Period of account	Amount for which accounts have not been received
1.	Chattannoor	1-2-1970 to 30-9-1960.	Rs. 3,000.00
2.	Jetpur	From 20-8-1966.	Rs. 12,640.00
3.	Gondal	From 20-8-1966.	Rs. 12,640.00
4.	Savurkhundla	From 1-9-1966.	Rs. 19,960.00
5.	Gandhidham	1966-67	Rs. 6,698.00
6.	Hubli (Southern Part)	1-4-1966 to 31-3-1967	Rs. 6,542.00

9.27 Even though the audited accounts were not received in respect of Chattannoor Clinic, utilisation certificate was issued by the Ministry for the grants given to that clinic. In respect of other clinics no utilisation certificates have been issued and the Ministry was awaiting the accounts. Table 9-F shows the clinics for which the accounts had not been received.

9.28 When the Ministry was asked as to how utilisation certificate was issued in respect of grants for the Chattannoor clinic their reply was that "the Chattannoor clinic ceased to function from 1-2-1960 and the grant was utilised for the Koni clinic in the accounts for 1960-61".

9.29 An examination of the files, however, reveals that on 14-10-1960 an amount of Rs. 3,000 was sanctioned for the family planning clinic at Chattannoor. The Convenor of the Family Planning Centre, Chattannoor, Dr. C. Koshy wrote on 8-11-1960 to the Director General of Health Services that there was no active work done in his clinic from 1-2-1960 to 31-10-1960 due to delay in getting the continuation grant and he informed them that he had restarted the work in the clinic from 1-11-1960. The bill of the drawal for the grant was countersigned by the Director General of Health Services on

8-12-1960. On 15-12-1960 the Director of Health Services, Kerala (State Family Planning Officer, Trivandrum) wrote to the Director General of Health Services that as the clinic at Chattannoor was not functioning from 1-2-1960 to 31-10-1960 the grant sanctioned for the period from 1-2-1960 to 30-9-1960 was inadmissible. To this a reply was sent on 13-1-1961 the State Family Planning Officer, Kerala that as the clinic had restarted working from 1-11-1960, the grant of Rs. 3,000 already sanctioned for the period 1-2-1960 to 30-9-1960 on 14-10-1960 would be adjusted for the subsequent period. On 23-1-1961 Dr. C. Koshy wrote that audited accounts for the period 1-11-1960 to 31-3-1961 would be sent in due course. But the records do not indicate any accounts having been submitted by Dr. Koshy.

9.30 In fact what the Ministry had done was that they issued an utilisation certificate for this amount wrongly without receiving any accounts from the Chattannoor clinic on 2-4-1965 by showing this grant as a grant paid to the Bharat Sevak Samaj Koni Kerala for the family planning clinic. No accounts were received from the Chattannoor clinic and it appears that it was a mistake on the part of the Ministry to have issued utilisation certificate for this grant of Rs. 3,000 sanctioned on 14-10-1960 without receiving any accounts from the Chattannoor clinic.

9.31 As regards other clinics, the Ministry's explanation was that accounts of the clinics at Jetpur, Gondal, Savurkhundla had been called for on 17-1-1968 and the accounts were being awaited. The accounts of the Gandhidham clinic had been submitted by the clinic to the State Government on 1-5-1967 but they were not sent by the State Government to the Ministry of Health. The accounts of the Hubli clinic for 1965-66 though received from the State Government on 14-3-1967 were returned to the State Government on 30-3-1967, as the State Government had pointed out that the work of the clinic was not found satisfactory by them. In fact the State Government had not been continuing the grants but what action was expected from the State Government is not clear from the records. The Ministry has not also made it clear as to what they proposed to do with the accounts of this clinic whose performance was not found satisfactory.

Admitting grants for the Family Planning Clinics whose accounts were not countersigned by the State Family Planning Officers or the Administrative Medical Officers.

9.32 The sanctions for grants for the Family Planning Clinics had a condition that a certificate in the prescribed proforma countersigned by the State Family Planning Officer or the Administrative Medical Officer with details of expenses

on each of the approved items should be furnished by the grantee. The countersignatures of the State Family Planning Officer was intended both to verify the fulfilment of the condition that the pay scales of the staff employed by the organisations did not exceed those of the State Government for similar category of post and also to ensure that the grants were properly utilised. This condition regarding the utilisation certificate being countersigned by the State Family Planning Officer or the State Administrative Medical Officer was not fulfilled in the case of some of the clinics. In spite of this lacuna the Ministry, issued the utilisation certificates for those clinics. A list of such clinics is given in Table 9-G.

9.33 The Ministry in reply to the questionnaire of this Commission has stated that it furnished the utilisation certificate on the basis of audited accounts. In one case, viz. of Muzaffarnagar clinic, the utilisation certificate was given on the basis of an unattested copy of the audited accounts for the period 1-1-1962 to 31-12-1964.

The state and condition of Accounts:

9.34 The accounts received in respect of the following clinics were either audited by persons other than Chartered Accountants or were not audited or the original audited accounts were not sent to the Ministry:—

1. Maska (Rural)
2. Muzaffarnagar
3. Junagadh.

9.35 The detailed position in respect of each of the above noted clinics stating the nature of accounts received, the amounts and whether utilisation certificates were issued and whether further grants were released is given in Table 9-H. The Ministry was asked as to how these accounts which were not audited by Chartered Accountants were accepted, and their reply was:—

9.36 In the case of Maska Clinic, the Ministry have stated that

“though it is not clear from the records how the submission of audited statement of accounts was not insisted upon, its necessity appears to have been dispensed with in view of SFPOs recommendation and the petty amount involved. No audited accounts have been received subsequently.”

9.37 In the case of Muzaffarnagar Clinic, the Ministry stated that the accounts were finalised

on the basis of copy of the audited statement of accounts, for the period 1-1-1962 to 31-12-1964 received from the Clinic vide Bharat Sevak Samaj, letter No. FP/AC/65, dated 26-7-1963 as the information regarding the unspent balance of Rs. 514.66 mentioned in the accounts which was deposited in the Treasury by the Clinic was also conveyed by the State Government.

9.38 This is no reply to the question. There is no record to support the submission of the Ministry.

9.39 In the case of Junagadh Family Planning Clinic, the Ministry of Health & Family Planning had with the concurrence of Ministry of Finance relaxed the requirement of furnishing the accounts audited by Chartered Accountants in regard to the expenditure incurred during 15-11-1957 to 7-4-1958. But Ministry of Finance, while relaxing the requirement, specifically required that the accounts checked by the Agent, State Bank of India Ltd., Junagadh should also be countersigned by the State Family Planning Officer and such accounts had to be checked by a representative of the Health Ministry.

9.40 The accounts of Junagadh for the period 15-11-1957 to 7-4-1958 though later received through the State Government vide letter No. FOI-1259/59639-D, dated 12-9-1956 were neither countersigned by the State Family Planning Officer, nor checked by a representative of the Health Ministry. Besides only a copy of accounts checked by the Agent, State Bank of India was received and not the original accounts checked by him were received. The State Government's function was to satisfy itself as to whether the clinics functioned properly. It was not required to also verify the correctness of the accounts.

9.41 As regards the accounts for the period 8-4-1958 to 1960-61, the Ministry have stated that “the copies of the audited statements have been accepted as the same were furnished through the State Family Planning Officer, who is required to check the correctness of accounts/papers”. But he had not certified the correctness of the accounts.

9.42 There is thus no satisfactory explanation from the Ministry as to why accounts audited by persons other than Chartered Accountants were accepted even though the prescribed ‘terms and conditions’ required the accounts to be audited by Chartered Accountants. All these clinics are in Gujarat and the Inspection Team of the Family Planning Department never visited this State.

Cases where the application for the first grant for the Family Planning Clinics were not received through the State Government and non-observance of the procedure prescribed:

9.43 According to the terms and conditions for the grants for Family Planning Clinics as given in the "procedure for financial assistance to local bodies and voluntary organisations for Family Planning Programme" the applications in the prescribed form were to be submitted through the Family Planning Officers of the States in which the institution was situated. The State Family Planning Officers were to scrutinise the application carefully and then were to forward them to the Director General of Health Services, New Delhi, with their recommendation after consulting the State Administrative Medical Officer. In making the recommendation the State Family Planning Officers had to certify that:-

- (a) the institution was of recognised competence and ability;
- (b) the estimates have been checked and found reasonable;
- (c) the institution concerned was in a position to meet its share of the expenditure;
- (d) the establishment of a Family Planning Clinic in the locality proposed was necessary.

9.44 In states where Family Planning officers had not been appointed the applications were to be sent through the Administrative Medical Officer concerned. In the case of 7 Family Planning Clinics listed out in Table 9-I the records produced by the Ministry show that the applications for the initial grants were not received through the State Family Planning Officers of the States concerned but were received directly by the Ministry. Therefore, the Ministry did not have the recommendations of the State Family Planning Officers about the matters enumerated above about which certificates were to be recorded by the State Family Planning Officers.

9.45 The Ministry of Health and Family Planning (Department of Family Planning) have stated in reply to the questionnaire issued by this Commission that "the records of this Ministry show that the requisite certificates from the State Family Planning Officer or the formal applications, duly recommended by him, have been received in the case of clinics at Meerut, Bhujy Maska, Gawlivad."

9.46 A verification of the records shows that the certificates referred to by the Ministry for

the above clinics were for the continuation grant and not for the initial grant.

9.47 Thus it appears that in the case of these 7 clinics grants were sanctioned to the Bharat Sevak Samaj, without getting the recommendation of the State Family Planning Officials as required under the rules.

Release of grants much in excess of the requirements:

9.48 In the case of many Family Planning Clinics, the amount of grants released were in excess of the requirements and for considerable time the unspent balances at the end of the year were lying with the clinics. These amounts were adjusted only when the accounts for the period were received and grants were sanctioned for the subsequent periods. The balance amounts left with the various clinics at the end of different years from out of the grants given to them is indicated in Table 9-J. In some of these cases the adjustments have not been carried out even upto now though the scheme of giving grants to the Family Planning Clinics from the Central Government was stopped from 1966-67.

9.49 In reply to the questionnaire issued to the Ministry they have stated that "The initial grants were sanctioned by the Ministry in consideration of the estimates of expenditure as recommended by the State Family Planning Officer within the overall ceiling of the approved pattern. Thereafter the continuation grants were sanctioned on the basis of the actual admissible expenditure of the previous year and the estimated expenditure for the concerned year, as recommended by the State Family Planning Officer within the pattern."

9.50 The objection to the release of amounts much in excess of requirements in the case of some of the clinics is further aggravated by the fact that the cash balances were not kept in any bank account as required under the rules. In fact 26 out of the 37 clinics, no bank accounts in the name of the clinics were opened and the balances were kept with the organisers. This matter has been discussed at length elsewhere.

Excess grants paid on account of staff employed and expenditure incurred not in accordance with the approved pattern:

9.51 The Ministry of Health had laid down the pattern of staff to be employed for the Rural and Urban Clinics and had also indicated the pattern of expenditure to be incurred on different

items by the Clinics. The Pattern during the Second Five Year Plan was as follows:—

Non-recurring	Rural	Urban		At Hqrs. of Primary Health Centre	At each sub-cen- tre
	(Rs.)	(Rs.)		(Rs.)	(Rs.)
Equipment, furniture and publicity material etc.	500	2,000	Non-recurring:		
Stocking of contraceptives	500	500	Equipment, furniture, educational aids, film strip projector	2,200	2,200
Total	1,000	2,500	One Assistant Surgeon Grade I (Woman)	5,000	
			One Male Social Worker	2,770	2,770
Recurring:			One auxiliary nurse midwife/ female field worker/health visitor	1,450	1,450
One Lady Doctor and one part-time Male Doctor	..	5,000	One clinic attendant	1,420	1,420
Social Worker (one) or Health Visitor	3,000	3,000	Contingencies (including expenditure on Children's day/ F.P. day Celebrations, rent of the building and expenditure on other welfare activities)	1,500	1,500
One peon	..	1,000	Contraceptives	1,500	500
Contingencies	500	500	(Expenditure may be on "as required basis".)		
Conveyance allowance	500	..	Conveyance allowance to doctors and cycle allowance to each of the categories of other workers	500	200
Distribution of contraceptives as below:	1,500	1,500			
To those drawing less than Rs. 100/- (Free)			Total	14,140	7,840
To those drawing Rs 100/- to Rs. 200/- (At half rate).					
To those drawing more than Rs. 200/- (At cost price)					
For rural clinics only					
Sheaths and foam tablets free irrespective of the income					
Total	5,500	11,000			

(b) Urban Clinics

Pattern of Central assistance to State Governments, Local Bodies and Voluntary Organisations was as under:-

	State Govts. & Local Bodies	Voluntary Organisations	
	100%	Rural	Urban
Non-recurring			
Recurring			
First Year	80%	100%	100%
Second Year	70%	100%	80%
Third Year	50%	100%	80%
Fourth Year	50%	100%	80%

9.52 The pattern of assistance during the Third Five Year Plan was as follows:—

(a) Rural Clinic

Pattern of one family planning clinic at the headquarter of primary health centre and three sub-centres.

Non-recurring:	
Equipment, furniture, audio-visual aids, and film strip projector.	3,000
Recurring	
One Assistant Surgeon grade I (Full time Woman)	5,300
One part-time male doctor	1,200
One female social Worker	2,920
One male social Worker	2,920
One public health nurse/health visitor.	2,920
One clinic attendant (Peon)	1,000
One Aya	1,000
Contingencies (including expenditure on F.P. day/Children's day celebration, welfare activities and preparation of educational material) Contraceptives (On "as required basis")	1,000
Total	19,760

9.53 The accounts of various Family Planning Clinics, however, show that in many cases the staff employed for the clinics was not in accordance with the approved pattern and in some cases items of expenditure were also incurred which did not follow the pattern. In some cases some items of receipts like interest earned have also not been taken into account while working out the grants admissible. The instances where the expenditure did not fall within the approved pattern and where the receipts were not taken into account have been listed in Table-9-K. From this table it will be seen that the total amount of excess expenditure was Rs. 18,487.77.

9.54 In its reply to the questionnaire put to them the Ministry has not been able to explain as to how the expenditure not falling within the pattern was approved even though the Samaj did not approach the Ministry for approval for the deviation from the approved pattern. Apparently, the Ministry seems to have overlooked the deviation while admitting the grants.

Imprest for the purchase of Contraceptives to be stocked by the Family Planning Clinics.

9.55 In the case of Family Planning Clinics which were sanctioned upto 1960-61 the quantum of grants-in-aid given included an amount of Rs. 500 for stocking of contraceptives for sale on no profit basis. This amount was treated as an imprest at the time of finalising the accounts for the various years and was not finally adjusted. However, when some of the clinics were finally closed or when the grants from the Government of India were discontinued after the year 1966-67 these imprests left with the Family Planning Clinics were not recovered. The Family Planning clinics in the case of which these imprest moneys remained with the Clinic at the time of closure or at the time of discontinuance of the grants are detailed in Table 9-L. The total amount not so recovered comes to Rs. 3,000/-.

9.56 In reply to the questionnaire the Ministry replied that "the records show that the clinics at Gawliwad, Gandhidham, Junagadh and Bhuj have not been discontinued/closed. Therefore, no occasion arose for the Government of India to take steps to recover or adjust these amounts given to them."

9.57 The Ministry has, however, no record to substantiate if these clinics had been closed or continued with State Government Grant after 1-1-1967.

9.58 As regards the clinic at Kattanam the Ministry has stated that "the amount in respect of Kattanam clinic has to be adjusted against the final dues which are pending settlement for

want of certain information from the State Family Planning Officer".

9.59 The State Government conducted an inspection of this clinic and in its letter No. FP/2/57803/66, dated 11-7-1966 it recommended that no further grant-in-aid need be sanctioned to this clinic. The Ministry had called for the documents, progress reports and audited accounts from 1-4-1964 to 31-8-1966 vide their letter No. 7-K-2-65-FP.I dated 18-8-1966 and 7-K-2-65-Grants FP 23-2-1967 from the Director of Health Services, Kerala for adjustment of the grant. No documents have, however, been received so far.

9.60 For the Clinic at Chattannoor, they have stated that "the records show that both Chattannoor and Koni Clinics were functioning under the same organisation, viz., Bharat Sevak Samaj Kerala Trivandrum and the unspent balance left with Chattannoor Clinic on the date of its closure was utilised by Koni Centre. Apparently the stock of contraceptives purchased with the non-recurring grant of Rs. 500 and left with the centre have been passed on for utilisation to the Koni Clinic. The accounts of the Koni Clinic are still to be finally settled, and this amount will be adjusted against its final dues".

9.61 It may be stated that Chattannoor and Koni were two separate clinics.

9.62 The Regional Family Planning Team of the Ministry of Family Planning in its report had stated "that Bharat Sevak Samaj of Koni Unit disassociated itself from the State Branch of Bharat Sevak Samaj and hence it is an independent Unit."

9.63 The grant-in-aid for the Koni and Chattannoor for all the years except the first grant of Rs. 14,000 was sanctioned directly to the clinics, vide Director General Health Services and Ministry's letter Nos. 7-58/58FP dated 27-11-1958, 7-50/57-FP, dated 25-10-1960, 7-5057-FP, dated 22-12-1960 and 7-K-3-63/FPI, dated 30-12-63.

9.64 There is no evidence to show that the stock of contraceptives purchased with the non-recurring grant of Rs. 500 and left with Chattannoor was also handed over to the Koni Clinic.

9.65 There is also no evidence to show that the balance outstanding against the Chattannoor Clinic was adjusted against the Koni Clinic.

Expenditure on the purchase of contraceptives by the Clinics—Difference between the figures reported in progress Reports and that shown in the audited accounts.

9.66 Grants were given to the Family Planning Clinics for purchase of contraceptives subject to a maximum of Rs. 1500/- per annum per clinic.

These contraceptives were to be distributed free or at half rates depending on the income of the person requiring them. The expenditure on the purchase of contraceptives was shown by the Family Planning Clinics in the audited accounts. The Family Planning Clinics were also required to send progress reports in which the distribution of contraceptives and the expenditure thereon was also required to be indicated. A scrutiny of the accounts and the progress reports of the various clinics showed that the expenditures figures on account of purchase of contraceptives as shown in the audited accounts varied from the figures shown in the progress reports in respect of 13 Clinics listed out in the Table 9-M. The Ministry did not ask for any explanation from the Family Planning Clinics for these variations in the figures. The Ministry has allowed the expenditure on the basis of expenditure figures shown in the audited accounts which were more than the expenditure figures shown in the progress reports in respect of the clinics mentioned at S. Nos. 1(i), 4(i), 5,7(ii), 7(iii), 8,9,10(i), 10(ii) and 11 of the Table 9-M. The total amount allowed in excess comes to Rs. 962.72.

9.67 The expenditure figures shown in the progress reports in respect of S. Nos. 1(ii), 2, 3, 4(ii), 6, 7(i), 10(iii), 12 and 13 were more than those in the audited accounts.

9.68 In reply to the questionnaire issued to the Ministry they have stated "that expenditure in certain cases was admitted on the basis of audited statement of accounts and in certain cases on the basis of recommendation of the State Family Planning Officer and in certain cases the expenditure was allowed on the basis of expenditure shown in the progress report."

9.69 Thus, it will be seen that the Ministry had adopted no one *criterion* for releasing grants and before releasing the grants, they never verified the correctness of the figures of expenditure even when the figures reported in the progress reports and the figures reported by the auditors in their accounts varied.

9.70 The Ministry's reply also gives the answer that the initial records in the clinics for the distribution of contraceptives were not maintained properly.

Cases where Grants were continued Even though no recommendations were received for the continuance from the State Family Planning Officers or the State Administrative medical officer.

9.71 One of the Terms and Conditions for financial assistance to local bodies and voluntary organisations for Family Planning programme was that the applications for the continuation of the grants were to be counter-signed by State

Family Planning Officer or the State Administrative Medical Officer of the State in which the Clinic was located. In the case of the Clinics mentioned in the Table-9-N the continuation applications were not counter-signed by the State Family Planning Officer and therefore, the Ministry had no means of finding out as to whether the continuance of those Clinics was justified.

9.72 The Ministry stated in reply to the questionnaire that "the records of the Ministry show that all the grants-in-aid other than those sanctioned on provisional basis and that of Rs. 6,265/- for Moonnamood were sanctioned to the concerned clinics in consideration of the recommendations of the AMO/SFPO and on the basis of the prescribed documents and the grant-in-aid of Rs. 6,265/- to Moonnamood was released based on the Inspection Report of the Regional Family Planning Team, who conducted an on the spot inspection of the working and accounts of the Clinics."

9.73 In the case of Clinics at Koni, Chattannoor and Junagadh, in regard to which the Ministry in its reply to the questionnaire stated that the documents for the continuation grant were received by them, it appears from the notes and the correspondence referred to by the Ministry that the grant was sanctioned without the recommendations of the State Family Planning Officers or the Administrative Medical Officers and these also have been shown in the Table-9-N.

Establishment of Family Planning Clinics in association with private dispensaries, Clinics, etc.

9.74 In the terms and condition for assistance to voluntary organisations for family planning, there was one condition (clause, 3) that the family Planning clinics were not to be established in association with private dispensaries, clinics, etc. However, in respect of the following three clinics, the Bharat Sevak Samaj appears to have established the family planning clinics in association with other private dispensaries and clinics thereby violating one of the basic conditions of the grants:—

Sl. No.	Name of the clinic	Amount of grant-in-aid paid	The name of the dispensary/clinic with which associated.
1	2	3	4
1.	Chattannoor	10,200.00	Copy of Kerala Pradesh Bharat Sevak Samaj's letter No. FPC/C/59/105 dated 11-6-1959 addressed to Dr. C. Koshy of Modern Dispensary, Chattannoor at page 57 of file No. 7-50/57-FP. This is, therefore in association with a private dispensary.

Sl. No.	Name of the Clinic	Amount of grant-in-aid paid	The Names of the dispensary/clinic with which associated
2.	Hubli	23,062.00	A dispensary was also functioning here under the Welfare Extension project and the Family Planning Clinic was a mere appendage of the same.
3.	Kattanam	17,065.00	The application dated 9-2-1959 of Kerala Pradesh Bharat Sevak Samaj for the establishment of the clinic says that "we have a 42 beds and a General Welfare Centre at Kattanam." The report of the State Government forwarded under their letter No. FP-2/57803/66-DHS, dated July 11, 1966 also stated that the clinic was accommodated in one of the rooms of Sevanam Hospital.

9.75 The Ministry was asked as to how grants allowed to these Family Planning Clinics even though they were started in association with private dispensaries or clinics.

The Ministry's explanation in respect of each of these clinics is discussed below:—

1. *Chattannoor* : The Ministry's reply was:

"The centre at Chattannoor was started under the auspices of the Bharat Sevak Samaj. Dr. Koshy was the Convener of the Centre and all communications received from him and others indicate the name of the centre excepting the copy of this letter-where in his address has been mentioned as Modern Dispensary, Chattannoor. This does not show that the centre was a part of the Modern Dispensary or had anything to do with it. It appears that D. Koshy's address at the Dispensary was his personal address. Dr. Koshy was only a part-time employee of the clinic and could run his own vocation."

The Ministry's reply, however, is not corroborated by the records. There is nothing on the record to show that Dr. Koshy was only a part-time employee of the clinic. The reports show that Dr. Koshy was the Medical Officer incharge of Family Planning Clinic and the fact that Dr. Koshy was running a dispensary of his own also shows that there was some connection between the two. What exactly was the relationship between the two is, however, not clear and unfortunately this clinic was never inspected by any officer or by the Inspection Team of the Department of Family Planning. Dr. Koshy who had interest in the Modern Dispensary was the convener and Dr. Incharge of the Family Planning Clinic.

2. *Hubli and Kattanam* : The Ministry's reply in this case was:

"The clinics at Hubli and Kattanam were established as new/independent units in clinics/dispensaries run by the Bharat Sevak Samaj themselves, and, not in association with any private dispensaries/clinics run by other private bodies".

In the initial application for grant for the Hubli Centre the Bharat Sevak Samaj had mentioned that they had a dispensary in their Welfare Extension Project which was running on progressive lines and daily 120 patients were taking advantage of their services. They had also mentioned that the people of the area had implicit faith in the Doctors who were working honorarily and the Union Health Minister granted from his discretionary grant a sum of Rs. 2,000 to purchase the equipment and furniture for the dispensary.

The point is not whether the Bharat Sevak Samaj were establishing family planning clinics in association with other agencies but here they had opened a family planning clinic in association with their own dispensary, and this dispensary could not have any maternity-cum-child health centre. The condition laid down, therefore, appears to have been violated in this case.

3. *Kattanam* : In the case of Kattanam family planning clinic the application mentioned that they had a general welfare centre at Kattanam with 42 beds. Therefore, it appears that family planning clinic was started in association with the private clinic, in this case not in association with maternity-cum-child health centre. Here also the condition laid down by the Ministry does not appear to have been satisfied.

PERFORMANCE OF THE FAMILY PLANNING CLINICS :

9.76 According to the terms and conditions for grant the Family planning Clinics were to function on the lines indicated by the Government of India under the guidance of the State Director of Health Services. The Officer-in-charge of the organisation to whom grants were paid was to send 6 monthly and annual reports and other information asked for by the Directorate General of Health Services or by the Director of Public Health or Medical Services of State.

9.77 From the Progress Reports submitted by the BSS Family Planning Clinics this Commission has prepared a Table showing the average number of visits by persons to the Clinics. This table is marked Table 9-0. The records of the Ministry do not show that any minimum level of performance was prescribed which could

have enabled the Ministry to measure the progress of the Clinics. The main activity of the Clinic was to attend to the persons who came to the clinic for family planning counsel or for a check up. But the table shows that the performance of some of the Clinics was poor and not even a single person visited the Clinics for considerable periods e.g. in the case of the followed clinics there were no visitors during the periods mentioned against them :—

Bhuj	18-12-57 to 30-9-1958
Maska	17-6-1958 to 30-11-1959
Muzaffarnagar	January, 1961 to January 19
Kattanam	1-4-1960 to 31-3-1963
Hubli	25-2-1964 to 31-3-1966
Bangalore	1-10-1964 to 31-3-1966
Moontanmood	1-8-1964 to 31-3-1966
Koni	23-12-1957 to 31-3-1965
Gawliwad	1-8-1957 to 31-3-1965
Lohanapara	16-8-1962 to 31-3-1966
Gandhidham	1-2-60 to 31-7-1960
Himatnagar	1-4-1964 to 31-3-1966
Bayad	1965-66
Meghraj	1964-65
Nanapura	1-7-1965 to 30-6-1966
Dhoraji	1-7-1961 to 31-3-1965
Kim	15-1-1965 to 15-1-1966
Chattannoor	1-11-1957 to August, 1959

9.78 In respect of the others also the performance was not much better : the average attendance in many cases being below one. In spite of this poor performance grants were continued and Utilisation Certificates issue. It may be mentioned that the average cost of the Rural Clinics upto 1960-61 was Rs. 5500/- and on the Urban Clinics Rs. 11,000/- upto 1960-61 and and after 1960-61 the Rural Clinics has a budget of Rs. 14,140/- and the Urban Clinics Rs.19,760/-. Besides this non-recurring expenditure was also allowed for purchase of furniture and equipments required.

9.79 In reply to the questions issued to the Ministry by the Commission the Ministry has stated that there were no conditions about the minimum performance to be achieved by these Clinics and, therefore, grants were continued or Utilisation Certificates were issued. This to say the least is a most unsatisfactory explanation. The Ministry at least had to see that the Clinics had some attendance before they approved the expenditure on these clinics. But it appear that the grants were being given to institutions which were either incompetent or which did precious little work of Family Planning.

Progress reports on the Family Planning Clinics—Instances where progress was not found satisfactory by the Government.

9.80 Under the terms and conditions for the grants for the Family Planning Clinics a report

of the work done by the Family Planning Clinics was to be submitted to the Director General of Health Services before the grant for the subsequent years could be sanctioned. A report was also required to be obtained from the State Family Planning Officers or the State Administrative Medical Officers on the work of the Family Planning Clinics. One of the conditions was that the grants were not to be renewed if the progress was not found satisfactory. The records of the Ministry show that in many cases the progress of the clinics was not satisfactory. In spite of these adverse opinion of the Ministry or the State Family Planning Officers, grants were continued to be paid to the clinics in spite of their performance not being satisfactory and utilisation certificates were also issued in respect of these clinics. The instances where the progress was not found satisfactory by the Ministry or the State Family Planning Officer are listed in Table-9-P. There were 8 such clinics.

9.81 Out of the 8 clinics mentioned in the Table 9-P in the case of Bayad and Dhoraji even though reports were not satisfactory grants were continued and utilisation certificates for grants were issued. When the Ministry was asked about this their explanation was that in the case of Bayad clinic the performance during the later period was found satisfactory on 1-6-65 by the Regional Family Planning Organiser and therefore the Ministry approved the expenditure for 1-6-64 to 31-6-65 for the purposes of the grants. The grants for the subsequent periods were also sanctioned.

9.82 In the case of the Dhoraji clinic, further grants for the year 1965-66 were sanctioned even though the performance for the earlier periods was not satisfactory as the Ministry wanted to give a chance to the institution to improve their performance. The utilisation certificates for the earlier periods were also issued on the same basis.

9.83 The replies of the Ministry show that the Ministry was somehow or the other anxious to see that the scheme continued whether it was successful or not and whether the money was usefully employed or not.

9.84 In the case of clinics at Lohanapara and Bhuj, the Ministry has stated that the progress reports related to the last period for which the Central Government grants were given and further grants were stopped as a result of the Public Accounts Committee's criticism. They have also stated that even though the work of Lohanapara clinic was not found satisfactory they issued the utilisation certificates so that the work could continue and the clinic could get encouragement to improve.

9.85 Similarly, in the case of the Bhuj clinic also, the Ministry gave them a chance to show improvement by 1-10-67 after which they were to consider the question of closing or continuing the clinic on the basis of their performance.

9.86 In the case of the clinics at Nanpura, Kim and Sachin, it appears the clinics were continued with the assistance of grants given by the State Government and the Ministry's reply was that the clinics were given a chance for effecting improvement. There is nothing to show that they in fact improved.

9.87 Thus it would appear that in all these cases the Ministry was very anxious to see that somehow the scheme continued and they were not very much worried about the performance. Out of the 37 cases, there is not a single clinic where the Ministry has stopped the grants on account of bad performance.

Non-fulfilment of the condition regarding keeping of separate Bank Accounts for grants.

9.88 Under the rules and conditions for the release of grants for the Family Planning Clinics the institutions were to keep separate accounts of the grants paid for the Family Planning clinics in a regional Bank to facilitate inspection of accounts. This condition was not fulfilled by many of the Clinics run by the Bharat Sevak Samaj. Out of 37 Family Planning Clinics run by the Bharat Sevak Samaj for which assistance was given by the Government, 25 clinics did not open separate bank accounts and violated this condition. A list of such clinics and the total grant paid for these clinics is contained in Table-9-Q.

9.89 The Ministry has stated in reply to the questionnaire that "the stipulation in part II of the terms and conditions regarding 'Procedure for financial assistance to local bodies and voluntary organisations for Family Planning Programme' was meant to facilitate inspection of accounts.

"The accounts of the clinics were required to be verified by the Chartered Accountants/Audit authorities. The State Family Planning Officer forwarded these accounts to the Government of India after due verification along with the necessary utilisation Certificate certifying that the grant had been utilised for the purpose for which it was sanctioned. The records do not show the receipt of any objection from the above authorities in this respect."

9.90 The reply given by the Department does not cover the point that bank account should have been maintained. Thus the condition about opening of Bank account prescribed

by the Ministry was not observed by the Bharat Sevak Samaj in the case of 25 out of 37 clinics. The grant-in-aid paid for these clinics works out of Rs. 60,132.00. It would thus appear that as much as Rs. 60,132.00 out of the grants given by the Government of India was not deposited in Banks by the organisers, and it must have been kept with themselves. In the absence of bank accounts its utilisation only for the purpose for which the grants were given could not be ensured.

Non-submission of the progress Reports by the Family Planning Clinics.

9.91 Another condition in the sanctions for the grants for Family Planning Clinics was that a report on the working of each clinic was to be submitted to the Director General of Health Services through the State Planning Officers. This condition was not fulfilled by 15 Family Planning Clinics whose names and periods for which they did not render the progress reports are listed out in Table 9-R. In this table are given 19 cases where progress reports were not received and in 11 out of these 19 cases the Ministry issued utilisation certificates for the grants without the clinics satisfying the condition regarding the submission of the progress reports. In the absence of Progress Reports, the Ministry could have had no means for knowing how the clinics were functioning or what progress they had made. Further in some of these cases grants for the subsequent years were continued without the Progress Reports. The Ministry has stated in reply to the questionnaire that "since the activities have to be continued in the interest of the Family Planning Programme, the continuation grant cannot be stopped because of the fact that the progress report for the previous year has not been received".

9.92 The Ministry's reply however does not explain as to how in the absence of authentic reports sent by the clinics they satisfied themselves about the activities for Family Planning being properly undertaken by the clinics.

The Progress Reports of the Clinics not routed through the State Family Planning Officers.

9.93 Another condition of the grants for the Family Planning Clinics was that the Progress Reports of the clinics were to be submitted through the State Family Planning Officers. This was probably because the State Family Planning Officers as an office at the spot could or at least was in a position to verify the facts and figures reported in the Progress Report through his own organisation. In the case of the 3 Family Planning Clinics listed out in Table-9-S the Progress Reports were not referred to the State Family Planning Officers as required under the sanctions

but were received direct by the Ministry of Health and utilisation certificate for the grants for those clinics were given. In these cases the Ministry also did not carry out any independent verification of their own before admitting the grants.

9.94 Thus in the case of these 3 clinics the grants seem to have been admitted without having the facts mentioned in the Progress Reports verified either through the State Family Planning officials or through Central officials.

Inspection of the Family Planning Clinics by the Regional Family Planning Team of the Directorate General of Health Services

9.95 The Department of Family Planning had some Regional Family Planning Inspection Teams under the Directorate General of Health Services. Up to the year 1964-65 only two clinics at Meerut and Musaffarnagar were inspected and in the year 1965-66, 5 more clinics run by the Bharat Sevak Samaj were inspected by the Regional Family Planning Team. They were located at Bangalore, Hubli, Kattanam, Moonamood and Koni. The inspection of the Meerut clinic was done by the Assistant Director, Family Planning, Uttar Pradesh State and of the others by the Regional Family Planning Team of the Government of India. The number of Clinics of the Bharat Sevak Samaj in the various States and the number inspected by the Regional Family Planning Team during 1965-66 were as follows:—

Name of the State	No. of Family Planning Clinics run by Bharat Sevak Samaj	No. of Family Planning Clinics inspected by the Regional Family Planning Team.
Kerala	4	3
Mysore	2	2
Uttar Pradesh . .	3	1
Gujarat	28	Nil
Total		6

9.96 From the above it will be seen that even though the number of clinics in Gujarat was as many as 28 out of 37, none of the clinics in Gujarat was inspected. The Ministry when asked as to the basis on which the clinics were selected for inspection stated that there was no criterion and the selection was done by the officers of the Regional Family Planning Team. They also stated that these inspections were carried out generally for the finalisation of grants-in-aid which had not been sanctioned to these organisations due to non-receipt of certain documents.

9.97 The circular letter issued by the Family Planning Inspection Team before taking up the inspection of the Clinics shows that the Inspection Team went through all the records of the Clinics like the statement of accounts, progress reports, stock registers and details of staff employed besides seeing the vouchers. The inspection, in short, was in respect of both the accounts and the working of the Clinics.

9.98 The reports of the inspection by the Regional Family Planning Team in respect of the 6 Clinics have been discussed while discussing the performance of the individual clinics. These reports show that the Team had commented on the following aspects of the working of the six clinics inspected by them:—

- (1) Exaggeration of the figures of persons who attended the Clinics;
- (2) Case cards of the beneficiaries not being maintained by the Clinics in support of the figures reported in the progress reports sent to the Ministry.
- (3) Non-maintenance of records and non-production of important records like acquittance rolls to the Inspection Team.
- (4) Irregularities in accounts like changing the amounts in the paid vouchers;
- (5) Non-production of vouchers etc.,
- (6) Poor performance of the Clinics.

9.99 A scrutiny of the files of the Ministry shows that out of the 6 Clinics inspected by the Family Planning Team further grants were released in respect of 2 Clinics viz. Hubli and Moonnamood by the Ministry in spite of the adverse remarks of the Inspection Team. In the case of the Bangalore Clinic it was allowed to use unspent balance totalling Rs. 9,830.34 of the previous grant during the year 1965-66. In the case of 3 Clinics at Hubli, Muzafarnagar, Moonnamood, Utilisation Certificates were also issued in spite of the bad performance noticed by the Inspection Team.

9.100 In respect of the Kattanam Clinic where the Family Planning Inspection Team found very grave irregularities like falsification of accounts the matter was referred to the State Government and it reported further irregularities in the accounts and recommended that no further grant-in-aid should be sanctioned to the Clinic.

9.101 The notings in the Ministry show that they had not taken a final decision about the continuation of grant of this Family Planning Clinic on 26th April, 1966 and in their eagerness to encourage large scale participation of voluntary

organisations the Assistant Commissioner, Family Planning in the Ministry had suggested that the State Family Planning authorities should be asked to examine whether the irregularities were really serious or procedural due to ignorance and lack of guidance. Surely falsification of accounts is not due to ignorance. Further comments from the State Family Planning authorities are not available on the record. But on 20-11-1966 the Ministry worked out the grant payable to the Family Planning Clinic as Rs. 24,091.00 for the period 1963-64 to 1966-67 i.e. upto 31-5-66. However this amount was not released as the Progress Reports had not been received through the Director of Health Services, Kerala.

9.102. When the Ministry was asked as to the action taken on the Inspection Reports it stated that it had depended upon the requisite documents, the recommendations of the State Family Planning Officers and of the Inspectors of the Family Planning Team before issuing the Utilisation Certificates or continuing the grants.

The reply of the Ministry was:—

“The satisfaction of the Ministry as to the proper utilisation of the grants by the Clinics, has been based, as usual, on the requisite documents, recommendations of the State Family Planning Officers and the recommendations of the Inspectors themselves”.

9.103. This is only demonstrative of gross ignorance of the facts above discussed or deliberately ignoring blatant facts.

Family Planning Clinic Kattanam

9.104. This clinic was inspected by the Family Planning Team of the Directorate General of Health Services on the 24th April, 1965 and serious irregularities in the working of the Clinic were found. On receipt of this report the Ministry of Health asked the State Government to investigate and report on the points raised in the report. The Bharat Sevak Samaj was also asked to give their comments. The findings of the State Government and the replies of the Bharat Sevak Samaj are also given herein:—

Findings of the Inspection Team of the Director General of Health Services:

(i) Even though the organisation was originally a branch of the Bharat Sevak Samaj Kerala Pradesh ties between the local Branch and the Pradesh Bharat Sevak Samaj were broken and the Unit became independent but having no constitution or Management Committee.

(ii) The Clinic building consisted of three rooms and one kitchen out of which 2 rooms and the kitchen were given to the Medical Officer for his residential purposes and the rent of the whole building was debited to the Family Planning account. No rent receipt was shown to the Inspection Team.

(iii) Even though there was no provision for the appointment of a male doctor the clinic had appointed a full time male medical officer whose services were utilised exclusively for other purposes of the medical aid and he was not aware that he was supposed to do any family planning work. He was also not trained in family planning.

(iv) Even though there was no sanction for the appointment of Auxiliary Nurses-midwives one was appointed;

(v) The staff working in the Clinic was not aware of the Community Organisation and Extension Education and as such they had not done any community organisation activity.

(vi) Even though in the Progress Report claims were made of a number of persons having attended the Clinic and availed of the service in the clinic no case cards were produced and on checking the records the Inspection Team found that all the records were “recently written”.

(vii) No contraceptives were distributed in the months of April to August and in November, 1964 and during these months a large number of clients both old and new were claimed to have attended the Clinic. The Family Planning Team considered these unusual that clients came to the Clinic but took no contraceptives from the Clinic so they considered the Progress Reports of the Clinic as unacceptable.

9.105. The report of the Inspection Team was sent to the Director of Health Services Kerala for verification and he after verifying the records for the period from 1-4-1960 to 31-3-1965 pointed out various irregularities and excess payments. The amounts involved were as follows:—

Year	Nature of excess payment or irregularities	Amount involved
(A) 1959-60	Excess in Salaries.	11,000
1960-61	Printing charges for which no invoice was available with the Clinic.	21,000
(B)	<i>Stationery</i>	
	No cash bill or voucher available	10,000
	Equipment goods for which no invoice or bill was available.	20,000
1961-62	Printing charges for which no stamped receipt was available.	1,000

Year	Nature of excess payment or irregularities	Amount involved
	Stationery for which no cash bill was available.	38.00
1962-63	Printing charges for which no Stamped receipts was available.	98.25
1960-61 & 1961-62	Family Planning goods for which no stamped receipt or No. of the Bank Draft available.	1,167.17 667.37
1961-62	do.	1,375.94
1962-63	Family Planning goods for which no payees receipt was produced.	782.86
1962-63	do.	728.95
1963-64	do.	1,525.42
	Total	7,637.71

9.106. Among the irregularities pointed out the following were serious:

- (i) The amounts shown in the acquittance against the different workers were corrected after the payments were made.
- (ii) Some of the articles purchased for the clinic were not taken in the stock registers.
- (iii) Payee's receipts for the purchase of family planning goods were not produced but the Samaj informed in writing that amounts were paid by the drafts while the details of the bank drafts i.e., number and date of the drafts were not available in the records. There was no evidence to show that the amounts were actually paid.
- (iv) The Family Planning Clinic was accommodated in one of the rooms of the Sevanam Hospital but from May 1965 it was reported to have been accommodated in a three-roomed building on rent.
- (v) Even though the two workers of the Clinic had reported that they had been promoting cases in the case of a female worker against 28 cases promoted between 23-8-1965 and 28-3-1966 she had received promotion fee for only 23 cases and in the case of a male worker even though he has claimed promotion of 12 vasectomy cases, he had received no promotion fee. Therefore, the achievement claimed were not susceptible of verification.

9.107. The State Government by forwarding the above report recommended that no further grant-in-aid should be sanctioned to the Clinic.

9.108. The Samaj also sent their reply to the observations of the Family Planning Team on

the working of the clinic and the salient point in their reply were:—

- (i) That their clinic was registered as a separate body;
- (ii) The clinic building was exclusively used for family planning but the Dr. was temporarily accommodated for some days.
- (iii) A male doctor was employed as there was no mention of the male or female doctor being employed.
- (iv) The post of Auxiliary Nurse midwife was created because in the proposal sent through the Director of Health Services, the same was included. (The Samaj, however, did not refer to the sanction in which no post was included.)
- (v) The clients used to visit the clinic for advice even though they never took any contraceptives.

9.109. After the receipt of the reply of the Bharat Sevak Samaj and the report of the State Director of Health Services, the matter was considered by the Assistant Commissioner, Family Planning, in the Ministry of Health and his view was that there was lack of supervision and guidance from the officers of the State Government and at the district headquarters. His note dated 26-7-1966 reads as follows:—

“This case shows lack of supervision and guidance from officers who are responsible for the programme at the State and District headquarters. The organisation has also complained about this—vide ‘A’ at page 61/corr. We want large scale participation of voluntary organisations. If there is gross irregularity the Centre may be closed. But if the irregularities are due to ignorance and lack of guidance from State Family Planning Officer, then the continuation may be considered after rectifying the irregularities, adjusting the amount spent irregularly and arranging training of the staff. The deputy Director of Family Planning may be asked to examine in light of above”.

9.110. On this the order of the Director of Family Planning was that even though there were gross irregularities in maintaining the account the Director of Health Services might be addressed to find out whether the centre was doing useful work and whether it could rectify the past mistakes and run the centre more efficiently. No reply has been received from the State Government and the Ministry has not yet finalised the accounts for the years 1963-64, 1964-65, 1965-66 and from 1-4-1966 to 31-8-1966. They have worked out the grants payable as Rs. 24,091 but have not released the same pending receipt of the comments of the State Government.

FAMILY PLANNING CLINIC MOONNAMMOOD

9.111. The Family Planning Clinic was started at Moonnammoood on 1-8-64 and the total grant of Rs. 29,534 was sanctioned for the same as follows :

1964-65 . . .	Rs. 13,416.00
1965-66 . . .	Rs. 6,265.00
1966-67 . . .	Rs. 9,853.00
Total . . .	Rs. 29,534.00

Out of this an amount of Rs. 17,818.42 was utilised. The details are as follows :

1964-65 . . .	Rs. 7,965.10
1965-66 . . .	Rs. 9,853.32
	Rs. 17,818.42 (rounded to 17,818.00)

Balance for which utilisation certificates to be issued. Rs. 11,716.00

9.112. In reply to the questionnaire issued to the Ministry about the recovery of the unutilised amount from the Samaj they have stated that "the recovery of the unutilised amount was not strictly necessary as the clinic was not closed and the activity is continuing. The amount was to be adjusted by the State Government against the continuation grant to be sanctioned by them."

9.113. There is, however, no record that the adjustment has been carried out by the Kerala Government.

PROGRESS REPORT

2. Even though the Clinic was started in August, 1964 progress reports were received only from October, 1964. The number of beneficiaries who attended the clinic were as follows:—

October 1964 to 31-3-1965	249
1965—66	601

For the year 1966-67 no progress reports have been received.

RUNNING A NURSERY SCHOOL IN THE FAMILY PLANNING CLINIC

9.114. Even though the grant given by the Government of India was exclusively meant for the establishment of a Family Planning Clinic the progress report of the Bharat Sevak Samaj Family Planning Clinic Moonnammoood for the period 1965-66 shows that a nursery school was attached to the clinic. The report was as follows:—

"Welfare activities : The nursery school attached to the clinic has an average strength of

35 children. Km. Ambikadevi is the teacher of the school. The school is run purely and entirely on local efforts. The Samaj is distributing wheat and skimmed milk to the children of the nursery. The local Mahila-samaj has taken up the responsibility of distributing the free wheat and milk with a view to create an incentive to the parents in keeping their children in good health."

From the report it would appear that facilities available in the clinic were utilised by the nursery school. For the various years the expenditure on the pay of the attendant, rent, contingencies and the purchase of equipments and furniture out of the Government grants for the clinic were as follows :—

(i) Pay of attendant

1964-65 . . .	380.64
1965-66 . . .	676.00
1966-67 . . .	720.00
	1,776.64

(ii) Rent

1965-66 . . .	385.00
1966-67 . . .	475.00
	860.00

(iii) Contingencies

1964-65 . . .	1,487.28
1965-66 . . .	1,000.00
1966-67 . . .	1,042.99
	3,530.27

Total (i) to (iii) . 6,166.91

Equipment and furniture

1964-65 . . .	2,185.51
Total . . .	8,352.42

9.115. The Ministry have stated in reply to the questionnaire that "it has nowhere been indicated that the accommodation occupied by the school belonged to the clinic or the equipment or staff of the clinic were utilised for running the school. Therefore, no approval from the Government of India was needed nor was there any cause for it to raise any objection.

The State F.P.O. in the utilisation certificate countersigned by him, has confirmed the statement of the recipient BSS that the amount utilised during 1965-66 out of the grant given by the Government of India was utilised for the purpose for which it was sanctioned."

9.116. The mention of the activity of the Nursery school in the progress report of the

Family Welfare Planning Centre is itself an indication that along with the Family Planning Clinic a Nursery School was being run in the same premises.

FAMILY PLANNING CLINIC, KONNI

9.117. As application dated 5-6-1957 of the Kerala Pradesh Bharat Sevak Samaj for the establishment of a Family Planning Clinic at Konni was received by the Ministry of Health & Family Planning through the Central Bharat Sevak Samaj (Information Department) vide their letter No. O/FP/57 dated 15-6-1957. The Ministry sanctioned an amount of Rs. 7,200.00 to the said Clinic vide their letter No. 1-193/57-H.II dated 23-8-1957.

9.118. The Clinic was started on 23-12-1957 and progress report for the period 23-12-1957 to February 1960 was received from the Konni Family Planning Clinic by the Ministry.

9.119. A fresh grant-in-aid of Rs. 3,750 for six months was sanctioned on 3-11-1958 in the name of the Honorary Secretary, Bharat Sevak Samaj, Family Planning Clinic, Konni, in reply to the Honorary Secretary's request for a grant for the Clinic at Konni, which was subsequently found to be the same Clinic for which grant of Rs. 7,200 was already sanctioned.

9.120. The Family Planning Clinic at Konni was not sanctioned on the first occasion on the recommendation of the State Family Planning Officer as required under the terms and conditions of the grants. Had this condition been observed the duplicate sanction would not have been given.

9.121. Even though an amount of Rs. 7,200 was released for the Konni Clinic on 23-9-1957 the accounts of the Konni Clinic for the period 20th December, 1957 to 22nd December, 1958 show that the said Clinic had received only Rs. 5,500 from the Bharat Sevak Samaj Kerala Pradesh Trivandrum during the said period of accounts. Thus upto 20th December 1957 the entire amount of Rs. 7,200 was retained by the Bharat Sevak Samaj Kerala Pradesh, Trivandrum and even by 22-12-58 only an amount of Rs. 5,500 had been remitted by them to the said clinic, the balance of Rs. 1,650 remained with the Bharat Sevak Samaj.

9.122. The accounts for the period 23-12-59 to 22-12-59 show that this amount of Rs. 1,650 was received from the Kerala Pradesh Bharat Sevak Samaj by the clinic during the said period of accounts. The account also shows that no bank account was opened for the said clinic as required under the terms and conditions.

9.123. The Regional Family Planning Team of the Directorate General of Health Services inspected the Konni Clinic in April, 1965 and their report was as follows :—

“The Family Planning clinic was visited by the Regional Family Planning Team on the 26th April, 1965. This is a rural type of clinic which was initially sponsored by the Kerala State Branch of Bharat Sevak Samaj and the initial grant was given to the Bharat Sevak Samaj Kerala State Branch. After some time the Bharat Sevak Samaj Kerala Konni Unit disassociated itself from the State Branch of Bharat Sevak Samaj and hence it is an independent organisation having no Constitution and managing committee and also is not Registered under the Societies Act, 1860.”

“ACCOMMODATION

The clinic is located at present in the house of the Honorary Secretary of the Bharat Sevak Samaj. It was told that the clinic is located there for the last six months and formerly it was located in some other place. The clinic is only functioning in one room of the residential house.

“STAFF COMPLEMENT

There is one part-time lady doctor, trained in family planning, one health visitor, full-time not trained in family planning, one social worker (female) full-time trained as family welfare worker, one male social worker, not trained. As will be seen from the above the staff is not trained in family planning specially in the reorganised family planning programme. Therefore, they are not aware of the community organisation, extension education and group methods.

“FAMILY PLANNING EDUCATION

(i) <i>Individually</i> : At home the number of persons talked for the first time	771
(ii) <i>In group</i> : 1. No. of group meeting held	35
2. No. of adult persons attended	1943
(iii) <i>In mass Meetings</i>	
1. No. of general meetings held	23
2. No. of adult persons attended	14835

“CLINIC ATTENDANCE

New cases	111
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“STERILISATION

No. of persons advised	Nil
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“FOLLOW UP

No. of visits at home by the Staff for follow-up on clinical methods	4971
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“CONTRACEPTIVES DISTRIBUTED

(a) Foam tablets	300
(b) Condoms	750
(c) Jelly	61

It will be seen from the progress report that no cases came in the clinic in the year 1964-65. The case cards were checked and it was found that there is only one entry in the case card and there is no entry in the follow-up card. The record showing the work done by each staff has not been maintained.

ACCOUNTS

The account books showing the expenditure under the various heads was complete only upto the month of June, 1963 thereafter the expenditure, even though incurred according to the verbal statement of the Honorary Secretary, has not been entered in the register for 21 months from July, 1963 to March, 1965. In the absence of this it was impossible to check the accounts for the year 1963-64 and 1964-65.

"There was acquittance roll which was examined and it was observed that the members have never given the date of receipt of their pay etc. in the acquittance roll.

"The Social workers have signed in the acquittance roll on a revenue stamp but the amount of salary paid to them has not been shown against their name for the month of May, June, July, August, September, October, November, December, 1964 and January, 1965. As regards the month of February and March, 1965, though the name of the social worker has been written in the acquittance roll and the amount of salary has been shown but the social workers have not signed in token of having received their salaries during these two months.

"In the month of August, 1964 doctor has signed on the revenue stamp but his name and amount of salary given to him has not been shown in the acquittance roll.

"It would be observed from the above that the acquittance roll has been made in the most objectionable way from the audit point of view.

"On 8th May, 1965, Mrs. Meenakshiamma's Honorary Secretary, came to our Guest House at 8.00 P.M. and handed over the audited statement of accounts for the year 1963-64 and 1964-65 and the progress report etc. It is not understood how she has entered in the account book and when there were so many irregularities in the acquittance roll."

9.124. The comments of the Ministry on the inspection report of the Regional Family Planning Team were as follows :—

"The Family Planning Centre run by this organisation was visited on 26-4-1965 by the Regional Family Planning Team consisting of

the Regional Family Planning Officer and the Investigators of this Directorate. The Inspection Report of the Regional Family Planning Officer is at PP. 55-56/C. It would be observed from this report that there are grave irregularities in the accounts which are most objectionable from the audit point of view. It is also not understood how the organisation which was initially sponsored by the Kerala State Branch of Bharat Sevak Samaj and the initial grant was given to the Bharat Sevak Samaj, Kerala State Branch disassociated itself from the State Branch. It is also very strange that the State Family Planning Officer has been recommending the grants-in-aid in the past, when it is an independent organisation having no constitution and managing committee and also is not registered."

9.125. The Family Planning Clinic at Konni was given a total grant of Rs. 31,377.00 as follows :—

1957-58	Rs. 7,200.00
1958-59	Rs. 3,750.00
1960-61	Rs. 5,883.00
1963-64	Rs. 14,544.00

Upto the year 1964-65 an amount of Rs. 28,724.17 was admitted as expenditure on the said clinic out of the grant by the Ministry of Health and Family Planning, as follows :—

Period of accounts	Amount
20-12-57 to 22-12-58	Rs. 5551.43
23-12-58 to 22-12-59	Rs. 4505.89
23-12-59 to 31-3-60	Rs. 1276.06
1960-61	Rs. 3957.39
1961-62	Rs. 3275.66
1962-63	Rs. 2650.85
1963-64	Rs. 2435.14
1964-65	Rs. 5071.75
	<hr/> Rs. 28724.17

Thus an amount of Rs. 2,652.83 was left as the unspent balance at the end of 1964-65. The Deptt. of Family Planning have however, issued the utilisation certificates only upto the year 1960-61. No grants were sanctioned after 1964-65.

9.126. On 28-8-1963 a report of the working of the Bharat Sevak Samaj Family Planning Clinic Konni was sent by the Honorary Secretary to the Ministry which gave an overall picture showing the progress of work from the inception till March, 1963. From this report it would appear that the said Clinic had been services of a lady doctor only for about two years and the doctor from the Konni dispensary used to visit the Clinic occasionally to whom an amount of

Rs. 50 was given as part-time allowance but since he was not willing to give stamped receipts for the amounts he received his services had to be dispensed with. After that till August, 1963 no doctor was appointed. The report also shows that the midwife who was appointed left after sometime and a second midwife who was subsequently appointed also left on 1st January, 1963. At the time of the report no midwife was in position and Family Planning Clinic was having only two social workers. Thus it would appear that the Clinic had no qualified medical staff who could properly carry out the work of the Clinic but grants for the said period have also been claimed.

9.127. In reply to the questionnaire issued to the Ministry as to how the Ministry satisfied itself that the grants given were properly utilised by the Clinic for the purpose for which they were given it was stated.

"They have stated that final adjustment of the above grant is still pending for want of the clarifications asked for from the Director of Health Services, Kerala in the Ministry's letter No. 7-K-10/65-FPI dt. 26-4-1969 to the State Govt. which reads as under :—

"(i) Is it a fact that the Family Planning Clinic at Thazhan Konni was run by the Bharat Sevak Samaj when it received grants from the Government of India in the years 1960-61 and 1963-64?

"(ii) On what date was this Clinic disassociated from the Bharat Sevak Samaj?

"(iii) In this Ministry's letter No. 7-K-10/65 B&C (FP) dt. the 19th October, 1966 the State Government of Kerala was requested to ask the State Bharat Sevak Samaj to take over the Clinic. But from the subsequent correspondence it is observed that the State Bharat Sevak Samaj did not in fact take over the Centre and it was ultimately closed on 31-3-1968. Is this position correct?

"(iv) The progress report sent with your letter No. FP 7-102950/65 DHS dated the 1st January, 1968 indicates the quantity and value of contraceptives distributed but it does not indicate the quantity and value distributed free, at half rate and full rate. This information is necessary to determine the admissible grant in this regard."

"(v) It is observed that the Clinic continued to function from 1-12-1966 to 31-3-1968 when it was disbanded. Under whose management was the Clinic functioning during this period ?

9.128. No reply has, however, been received by the Ministry from the State Government.

FAMILY PLANNING CLINIC CHATHANNOOR

9.129. The Family Planning Clinic at Chathan-noor was established on 1-11-1957 by the Bharat Sevak Samaj and the Department of Family Planning. gave grants-in-aid amounting to Rs. 10,200.00 as follows :—

23-8-1957.	Rs. 7,200.00
14-10-1960	Rs. 3,000.00
Total	Rs. 10,200.00

9.130. The Clinic at Chathan-noor submitted accounts for the period from 24-10-1957 to 31-1-1960 and the Ministry of Family Planning admitted expenditure amounting to Rs. 8,018.95 for the said period.

9.131. On 30-6-1960 Dr. C. Koshy, Convener, Bharat Sevak Samaj Family Planning Centre, Chathan-noor, complained that the Kerala Pradesh Bharat Sevak Samaj was not taking any interest in the Clinic and due to difficulties arising because of the non-receipt of grants the Clinic might have to be closed down. His letter reads as follows :

"This Clinic was started with effect from 1st November, 1957. The grant to this Clinic was received through the Bharat Sevak Samaj, Kerala Branch.

"Since the activities of Bharat Sevak Samaj in this locality ceased they are not taking any interest in the work of this Clinic and not responding to the letters addressed to them. (copies of letters sent to Bharat Sevak Samaj on several occasions are enclosed herewith). We have approached the Bharat Sevak Samaj authorities several times and requested them to send the utilisation certificate for the grant so far received. The audited statement of accounts etc. have been forwarded to them and copy to you in time. But the Bharat Sevak Samaj authorities have not yet sent the utilisation certificate. So we are not getting continuation grant.

"The Clinic is running for the last 31 months, and the grant is not received for the periods from June, 1959 to this day, as the Bharat Sevak Samaj is not taking appropriate actions at times. The salary of the staff has not been disbursed for the last 12 months.

"As the Bharat Sevak Samaj has an indifferent attitude and is not taking any steps, I write to request you to sanction the grant direct to us. A separate statement of grants so far received and amount sent till this are attached herewith.

"If any of the steps as mentioned above is not forthcoming, I write to inform you that we will be compelled to close the Clinic due to financial difficulties. An early step may please be taken."

9.132. The Ministry of Health on 14-10-1960 sanctioned an amount of Rs. 3,000 for the Clinic. This grant was for meeting the anticipated expenditure for the period 1-2-1960 to 30-9-1960. On 8-12-1960 the organiser in charge of the Clinic informed the Government that no active work was done in the Clinic from 1-2-1960 to 31-10-1960. The Government however, countersigned the bill for grant-in-aid amounting to Rs. 3,000 on 17-12-1960 even though they were aware of the fact that no activity was undertaken by the said Clinic after 1-2-1960.

9.133. The Ministry informed the State Govt. that amount sanctioned for the period 1-2-1960 to 30-9-60 may be adjusted for the period 1-11-60 to 31-3-61.

9.134. No accounts have been rendered by the Bharat Sevak Samaj for the period beyond 1-2-1960 nor has the Ministry got the unspent balance amounting to Rs. 2,181.05 refunded by the Bharat Sevak Samaj. In spite of this fact the Department of Family Planning issued the utilisation certificate for the entire amount of Rs. 3,000 as follows :—

Letter No. 7-K-5/63-
FPI, dated 2.4.65

Rs. 3,000/—

9.135. The Ministry issued the utilisation certificate on the basis of the audited accounts furnished for a different centre via Konni in Kerala State.

9.136. Association of Clinic with Modern Dispensary

Even though the Family Planning Clinics were not to be established in association with the private dispensaries and Clinics, the Clinic at Chathannoor of which the Convener was Dr. C. Koshy, was started in association with the Modern Dispensary, Chathannoor which was either under Dr. C. Koshy's management or in which Dr. Koshy had some interest as would appear from the letter written by the Convener of the Bharat Sevak Samaj to Dr. Koshy on the 5th June, 1959.

9.137. The Ministry has stated in reply to the questionnaire issued to them that "the Centre known as 'Bharat Sevak Samaj, Family Planning Centre, Chathannoor' was started under the auspices of the Bharat Sevak Samaj, Dr. Koshy was the Convener of the Centre and his address on all the communications received from him and others, contained the name of the above Centre excepting the copy of the letter which was addressed to him by Bharat Sevak Samaj Kerala at his personal address as 'Shri C. Koshy, Modern Dispensary, Chathannoor (at P 57/c of F. No. 7-50/57-FP). This does not show that the Centre was a part of the Modern Dispensary or had anything to do with it."

9.138. It would appear, that the Family Planning Clinic was a subsidiary operation of the Modern Dispensary in which Dr. Koshi had some interest.

9.139. Even though the Ministry had admitted the grant upto 30-1-1960 and released grants for the anticipated expenditure beyond that period the progress reports from the said Clinic was received only for the period 1-11-1957 to 31-8-1959. From the reports the overall activities of the said Clinic can be summarised for the said period as follows :—

Particulars of activity in the Clinic	Period						Total
	11/57 to 3/59	4/59	5/59	6/59	7/59	8/59	
1. Number of persons contacted for Family Planning education.	2084	290,	235,	183	142,	50	= 2984
2. No. of persons who visited the Clinic for advice.	569	35,	38,	28,	20,	35	= 725
3. No. of active cases following Family Planning methods.	110	4,	12,	6,	4,	7	= 243
4. Clinic attendance	124,	11,	21,	25,	8,	10,	= 199
5. No. of sterilization operations done.	Nil	Nil	Nil	Nil	Nil	Nil	Nil

9.140. The progress reports for the period 1-9-59 onwards were not received and the Ministry have stated that "the Clinic functioned only upto 31-1-60 the grants upto this period were sanctioned on the basis of the audited accounts."

9.141. Thus the requirements of Rule IV (d) of the Terms & Conditions regarding "procedure for Financial Assistance to local Bodies and voluntary organisations for Family Planning Programme" which provided that "report of the

work done should be submitted to Director General of Health Services before the next instalment of the grant is applied for were overlooked by the Government.

9.142. This Clinic was also not visited by any Officer of the Family Planning Department of the Government of India.

FAMILY PLANNING CLINIC, HUBLI

9.143. This Family Planning Clinic was started at Hubli on 25-2-1964. An amount of Rs. 23,062.00 was sanctioned for the clinic the details of which were as follows :—

1963-64	.	.	.	.	7760.00
1964-65	.	.	.	.	4760.00
1965-66	.	.	.	.	4000.00
1966-67	.	.	.	.	6542.00
(12-5-66)					

9.144. Out of this, the Ministry has issued Utilisation Certificate for an amount of Rs. 12,520.00 for the following periods :

(i) 1963-64	.	.	.	.	Rs. 7760.00
(ii) 1964-65	.	.	.	.	Rs. 4760.00

9.145. The audited accounts for the years 1965-66 and 1966-67 have not been received by the Ministry and no Utilisation Certificates have been issued.

9.146. The Bharat Sevak Samaj was having a Welfare Extension Project at Hubli for which they were getting assistance from the Central Social Welfare Board. One of the activities of this Welfare Extension Project was a dispensary but they were not entitled to any rent for the Welfare Extension Project under the Central Social Welfare Board scheme.

9.147. The pattern of assistance for the Welfare Extension Project also did not provide

for the appointment of any doctors and the scheme envisaged that voluntary organisations should mobilise the honorary services of doctors, social workers etc. for the enrichment of the programme .

9.148. The Bharat Sevak Samaj was also running a Night Shelter at Hubli but the assistance for this Night Shelter from the Central Social Welfare Board was continued upto 31st October, 1963 and Social Welfare Board's grants for the subsequent periods were not allowed. But the Bharat Sevak Samaj continued the Night Shelter from out of their own funds. In August, 1963 the Bharat Sevak Samaj sent their proposal for establishing a Family Planning Centre at Hubli with the assistance of the Deptt. of Family Planning and while sending the applications they mentioned about the dispensary in which they claimed the doctors were working in an honorary capacity.

9.149. The grant for the Family Planning Clinic at Hubli were sanctioned in 1963-64 to 12-5-1966 as mentioned above.

9.150. Under the scheme of Family Planning Clinics there was provision for appointing one lady doctor and one male doctor and a male social clerk, one peon and an Extension Educator. The expenditure claimed to have been incurred in the accounts on account of this staff was as follows :—

PAY OF DOCTORS

Year	Designation	Amount
1964-65	Lady Doctor (Dr. Mrs. Sarla Rao)	Rs. 1,200.00
	Male Doctor (Dr. Sadanand Rao)	Rs. 1,200.00
1965-66	Lady Doctor Part-time (Lady Supdt.)	Rs. 1,000.00
	Medical Officer part-time Male (Supdt.)	Rs. 1,000.00
		Rs. 4,400.00

Details of the other staff in the Family Planning Clinic, Hubli is given below :

Sl. No.	Name	Date of appointment	Designation	Period	Rate of pay per month	Amount
1	2	3	4	5	6	7
						Rs.
1.	Smt. Radhabai Diwakar	17-2-1964	Female Social Worker	17-2-1964 to 31-3-1964	85.00	99.50
				1964-65	85.00	1,020.00
				1965-66	110.00	1,320.00
						2,439.50
2.	Shri S.G. Patel	17-2-1964	Male Social Workers	17-2-1964 to 31-3-1964	85.00	99.50
	Shri K.J. Desai (1-11-1964 to 31-3-1966).	1-11-1964		1964-65	85.00	1,020.00
				1-4-65 to 31-3-1966	110.00	1,320.00
						2,439.50

Sl.No.	Name	Date of appointment	Designation	Period	Rate of pay per month	Amount Paid
					Rs.	Rs.
3.	Shri K.H. Hejib	17-2-1964	Part-time Clerk	17-2-1964 to 31-3-1964	75.00	108.60
	Shri V.G. Gaigore	1965-66	Do.	1964-65	75.00	900.00
				1965-66	80.00	960.00
						1,968.60
4.	Shri R.B. Sagar		Extension Educator	1965-66	160.00	1,920.00
5.	Shri Rayappa Sunagar		Peon	17-2-1964 to 31-3-1964	65.00	94.00
6.	Shri Ganapati Dharamdas		Attendant	1964-65	65.00	780.00
				1965-66	80.00	960.00
						1,834.00
				Grand Total		10,601.10

Similarly the amounts claimed on account of rent for the Family Planning Clinic were as follows:—

Period	Amount
25-2-1964 to 31-3-1964 (rent of the building @Rs.100 p.m.)	Rs. 117.25
1964-65—rent of the library	1,200.00
1965-66	
Rent of the Clinic	400.00
	1,717.25

9.151 For the year 1964-65 even though the rent was shown in the accounts as being for the library this was admitted presumably because it was included in the Clinics account. There is no explanation given in the Ministry's files.

9.152 A report of the Inspector of the Mysore State Social Welfare Advisory Board dated the 6th November, 1964 shows that in that building not only the Family Planning clinic was located, there was also a Night Shelter and a Welfare Extension Project. The rent paid for the building has been reported by the Inspector as Rs. 100 per month. The Inspector had also pointed out the following facts:—

(i) In the same building the Samaj was conducting craft classes between 2.00 P.M. and 4.00 P.M. daily with two machines and about 18 students;

(ii) The Family Planning Clinic worked between 8.30 A.M. and 6.30 P.M.;

(iii) It was claimed that the rent of the building was paid out of the resources of the Night Shelter house i.e. the amount collected from the inmates;

(iv) The Care-taker of the Night Shelter was being paid Rs. 15 P.M. from April to May,

1964 and from June, 1964 to August, 1964 he has been paid Rs. 20 P.M. His wages for September, 1964 have not been paid. The Care-taker worked as a Compounder in the general Clinic and was assigned other duties.

The fact that the Family Planning Clinic, the Welfare Extension Project and the Night Shelter were all located in the same building is further corroborated by a letter dated the 17th May, 1966 of Mr. N.T. Jituri, District Chairman, Bharat Sevak Samaj, Hubli to Chairman of the Dharwar Region, Dharwar in which Mr. Jituri explained the circumstances under which he was not able to function effectively as District Chairman. Mr. Jituri also pointed out that the Urban Pilot Project activities viz. the tailoring class, the Balwadi and the office of the Urban Pilot Project were all accommodated in one hall of Shri Jigalur building. A portion of the building was also used as a Night Shelter and another portion as the Family Planning Welfare Clinic. He also pointed out that he used the services of the Clerk and the Peon of the Family Welfare Clinic, Hubli and also held his office as the District Chairman of the Bharat Sevak Samaj in the same building.

9.153 From all this it is evident that the Bharat Sevak Samaj had only one building for its three activities in Hubli viz. the Family Planning Clinic, the Welfare Extension Project and the Night Shelter. Government grants were available only for one activity the Family Planning Clinic and for the Welfare Extension Project no assistance was admissible under the scheme of the Social Welfare Board and for the Night Shelter grants were discontinued from 1-11-1963 even though the Samaj continued to have the Night Shelter. The rent paid for the building i.e. Rs. 100 therefore, appears to have been met only from the Family Planning Clinic funds and, therefore, appears not to be a proper application of the funds given for the Family Planning Centre.

9.154 In the Progress Report of the Welfare Extension Project for the year 1964-65 it was mentioned that there were two honorary physicians attached to the dispensary—one of whom was a retired Medical Officer of the Ex-Bombay State and the other a D.A.S.C. of Mysore. It was mentioned that there was a whole time compounder attached to the dispensary and the average attendance was claimed to be 50 per day. But the accounts of the Welfare Extension Project do not show payment of any salary to the doctors nor any expenditure on account of the compounder.

9.155 A report of Dr. B.C. Ghoshal of the Directorate General of Health Services, dated 3-7-1965 shows that he inspected the Clinic. He found that there were two part-time doctors a male and a female who were attending the Clinic in the afternoon for 9 hours a week. The doctors were husband and wife and seem to have no interest and exercised no proper supervision over the staff. The outdoor patient register maintained in the Clinic showed that on an average only one patient was attending the Clinic and out of that hardly three to four cases per week came for family planning advice. The rest of the cases were visiting for other ailments which were either treated in the Clinic or referred to some other hospital for treatment. From this report also it would appear that the Family Planning Clinic was not exclusively a clinic meant for family planning advice but was a general Clinic. From all this evidence it would appear that the dispensary which was claimed for the Welfare Extension Project and for which no assistance was to be received from the Central Social Welfare Board was actually being run at least partly out of the grants of the Family Planning Clinic. This also appears to be a case of mis-application of funds given for the Family Planning Clinic for other purposes.

9.156 As mentioned earlier this Family Planning Clinic was inspected by Dr. B.C. Ghoshal and he found the working of the Clinic to be unsatisfactory. The main points in his Report are:—

(i) There were hardly three to four cases per week which came for Family Planning advice and the rest of the cases were for other ailments:

(ii) From the Clinic attendance register for the year 1964-65 there were only two male cases which came for Family Planning advice;

(iii) There was practically no work for the male doctor ;

(iv) There was no justification for appointing two doctors in the Clinic;

(v) The social worker who was aged 30 and done no work except surveying his areas and noting the names and ages of the couples but gave no advice whatsoever;

(vi) No propaganda work was carried out by any of the field workers;

(vii) From the records it was found that Dr. Raja Rao who was Director of Health Services, Mysore had given a very unsatisfactory report of the progress of work when he visited the Clinic in March, 1964;

(viii) No case records or follow-up matters were maintained;

(ix) A majority of the workers were male and little or no attempts were made to contact women.

Grants for this clinic were continued upto 1965-66 but the Ministry did not give sanction for the year 1966-67 as the working of the Centre had not been found satisfactory. The accounts for the year 1965-66 were, however, returned by the Ministry to the Director of Health Services, Mysore. For what purpose they were sent is not indicated.

Family Planning Clinic, Bangalore

9.157 The Government of India sanctioned an amount of Rs. 14,520 on 9-4-1964 to the Bharat Sevak Samaj, Bangalore, for starting a Family Planning Clinic at Bangalore. The Family Planning Clinic was started on 3-8-1964 even though the grant was released in April, 1964. Up to 31-3-1966, the expenditure incurred on the clinic was Rs. 12,035.81. An unspent balance of Rs. 2,484.14 was left with the Bharat Sevak Samaj. Thus, the clinic functioned with Government assistance up to 31-3-1966.

9.158 The progress reports received during the said period show the number of patients and those using it to be as follows:—

Period	Number of persons who visited the clinic	Visits for educational purposes
1-10-1964 to 31-3-1965	28	..
1965-66	732	132

9.159 **Inspection by the Regional Family Planning Team**—This clinic was visited by the Regional Family Planning Team on 26-6-1965 and their report contains the following remarks :—

“There is no specific time of attendance of the field workers. It was understood that the hours of their attendance in the clinic varies from 2 P.M. to 5 P.M. without any check over them either administratively or technically. The doctors themselves are irregular. During the morning hours the field

workers do not come at all. They are, I was told by the attendant, expected to be in the field. The follow ups are not done at all.

No effort has been made to arrange for group meetings, group talks, cinema shows, lectures etc. in order to motivate the people.

"On an average hardly one or two cases are visiting the clinic per day according their own effort. The figure was noted from the O.P.D.

2/6	.	.	.	.	.	6 cases
12/6	.	.	.	.	.	5 cases
14/6	.	.	.	.	.	1 case
15/6	.	.	.	.	.	3 cases
16/6	.	.	.	.	.	1 case
21/6	.	.	.	.	.	3 cases
25/6	.	.	.	.	.	3 cases

"It is observed that on some days not a single patient turned up."

9.160 In reply to the questionnaire issued to the Ministry of Health and Family Planning as to whether it had satisfied itself about the proper utilisation of grants in view of the report of their inspection team, they have stated in their reply that the expenditure has been admitted on the basis of audited statement of accounts, utilisation certificate which inter alia includes a clause regarding amount utilised that is "it has been utilised for the purpose for which it was sanctioned" and the recommendations of the State Family Planning Officer.

9.161 The State Government while forwarding the audited accounts and utilisation certificates etc. said in their letter dated 8/13-9-65 that the work turned out was rather very poor and did not countersign the utilisation certificate.

9.162 As the grant released during 1964-65 was much in excess of the actual requirements and amount of Rs. 9,830.34 was left with the clinic as on 1-4-65 during 1965-66 they could not spend this unspent balance in full and an amount of Rs. 2,484.14 was left with them even at the end of 1965-66.

9.163 The Bharat Sevak Samaj, Bangalore in reply to the questionnaire issued to them have stated that the Director of Health & Family Planning, Bangalore made promises for getting the sanction for the continuance of the clinic even after 1965-66. On the strength of these promises the Family Planning Clinic continued to function after 1965-66 i.e. upto 1967-68. And in this way the Family Planning Clinic utilised the unspent balance on 1-4-66 and also incurred an additional expenditure of Rs. 7,000 which the Bharat Sevak Samaj, Mysore State is yet to get from the State Government. But it is not shown where this money came from.

9.164 The Director of Health and Family Planning Services, Bangalore has stated in his letter No. FPG/15166/70-71 dated 2-1-71 to the Government of India Ministry of Health and Family Planning that "no more grant is sanctioned to this Institution either by Grant's Committee or by the State Government in view of the letter No. 7-MS-4/67 FP (Grants) dated 6-5-66 of Government of India."

9.165 When the Ministry was asked whether the unspent balance of Rs. 2,484.14 was recovered and if not recovered why it had not been recovered they have stated that "the question of effecting the recovery of the unspent amount did not arise as the S.F.P.O., in his letter No. FPG/1660/67-68 dated 18/20-7-68 had stated that he had requested the recipient to furnish the documents for the balance of the grant which gives an indication of the amount having already been spent. Therefore, the S.F.P.O. and the grantee were requested vide our letter p.28/cor. of F.No. 7-MS-2/68-FP(G) to render the accounts for the balance grant. The documents have, however, not yet been received."

BHARAT SEVAK SAMAJ FAMILY PLANNING CLINIC, MEERUT

9.166 A Family Planning Clinic was started at Meerut in 1958 and it was closed down on 31-12-1959. A sum of Rs. 11,700 was sanctioned as grant-in-aid for the Clinic and Rs.11,588.34 was utilised out of this amount as shown by the Utilisation Certificate issued.

9.167 Work done by the Clinic—Progress Reports.

Progress Reports for the said Clinic were received only for the period 9-3-1958 to 30-9-1958 and the number of persons who visited the Clinic as given in the reports were as follows:—

	Total	Male	Female
(i) 9-3-58 to 31-3-58	112	36	76
(ii) 1-4-58 to 30-9-58	2253	118	2135

No progress reports were received after 1-10-58 even though grant was allowed upto 31-12-1959.

Audited Accounts

9.168 In the audited accounts of the Clinic for the period 7-2-58 to 31-3-59 the auditors had given the following remarks:—

"We have audited the annexed Receipts and Payments Accounts from 7-2-1958 to 31-3-1959 of the Family Planning Guidance Centre, Bharat Sevak Samaj, Meerut, with the books and vouchers produced before us and report

that subject to the following remarks, the same is correct according to the best of our information and the explanations given to us and as shown by the books of the Centre:

1. The Cash Book of the Centre has been written from 7th February, 1958 but some of the expenditure was incurred from the month of October, 1957. Expenditure incurred before 7th February, 1958 has been entered in the Cash Book on 7-2-1958.
2. The accounts in the Punjab National Bank Ltd., and the Central Bank of India Ltd., are in the name of L. Chiranji Lal and not that of the Family Planning Guidance Centre."

9.169 These remarks show that the expenditure for the period October, 1957 to 8th March, 1958 was included in the accounts of the Clinic even though the Clinic started functioning only from 9-3-1958. The Ministry has stated in reply to the questionnaire that "the auditors have not mentioned the details of the expenditure incurred before 9-3-58, the date on which the Clinic is stated to have been inaugurated. The records show that the grant-in-aid was sanctioned to the Clinic on 21-8-57 (letter No. 1-79/57-HII) but the payment of the same to the Clinic was considerably delayed due to procedural difficulties. The expenditure stated to have been incurred before 9-3-58, has apparently been incurred in the expectation of getting the payment".

9.170 Further no Bank Account was opened in the name of the Family Planning Clinic as required by item No. (ii) under para (iv) of the terms and conditions of the grant but was opened in the name of Shri Chiranji Lal, Convenor of the Bharat Sevak Samaj and as such it is not possible to verify whether the monies were spent only for the Bharat Sevak Samaj Family Planning Clinic or for any other purposes also. The Ministry has stated that "the interest of Govt. of India has been safeguarded as out of the total grant given by the Govt. of India, almost the entire amount was spent during the former period and of which the major part is likely to have been expended in the beginning of the activity.

9.171 The Government called for the following documents from the Family Planning Clinic but they never got it:—

- (i) Details of pay and allowances of the staff employed.
- (ii) The statement of expenditure both recurring and non-recurring separately showing actual expenditure incurred against each item for the periods:—
 - (a) 9-3-58 to 8-3-59
 - (b) 9-3-59 to date

(iii) Utilisation certificate.

9.172 Even though these documents were not received Utilisation Certificate for the grants has been issued. The Ministry have stated that "none of the documents were furnished by the grantee in spite of repeated correspondence from the Govt. of India and the S.F.P.O. The utilisation certificate has been issued on the basis of audited statements of accounts and with the concurrence of the Ministry of Finance."

9.173 Inspection of the Clinic by the State Family Planning Officer

The clinic was inspected by the Assistant Director (Family Planning) on 8-4-1959 and in his report he mentioned the following:—

1. The Clinic was located in a fairly large sized rent-free house belonging to the Convenor of the Bharat Sevak Samaj situated in a busy bazaar of the city. The staff consisted of a whole-time Lady Doctor, one trained Health Visitor and one trained dai but the services of the Lady Doctor were terminated due to shortage of funds.

2. Both the quality and amount of work done were fairly good and the efforts seem to be to draw in large number of cases some time at the expense of the quality of work. Many cases have not been followed up.

3. The attendance was not as large as it should have been:

4. The area around the centre was not very suitable for family planning work.

5. Not large success had resulted and in fact could not be expected.

9.174 Excess of expenditure over the permissible limit.

Total grant paid and income received were Rs. 12,436.98 excluding donations of Rs. 58.99 & 280.00. Excess is worked as under according to the approved pattern:—

	Grant paid	Grant admissible	Excess
	Rs.	Rs.	Rs.
Equipment, furniture & publicity			
Furniture & furnishing	452.87	2,000.00	13.17
Equipment	767.38		
Publicity	519.65		
Purchases for Medical treatment	273.27		
	2,013.17		
Contraceptives			
Contraceptives	1,041.41	1,000.00	74.95
Drugs	33.54		
	1,074.95		

	Grant paid	Grant	Excess
	Rs.	admissible	Rs.
Contingencies	Rs.	Rs.	Rs.
Printing & Stationery	505.87	500.00	651.76
Postage & Telegram	38.11		
Freight & Octroi	10.12		
Miscellaneous	597.66		
	1,151.76		
Establishment			
Establishment	7,434.62	9,000.00	
Travelling	27.65		
	7,462.27		
Total admissible for first year	2,000.00		
	1,000.00		
	500.00		
	7,462.27		
	10,962.27		
Admissible during Second year 80% of 979.22	743.20		
	11,705.47		
Excess	12,436.98		
	11,705.47		
	731.51		
Less refunded	11,1.66		
Total	519.85		
Plus paid twice audit fee	15.00		
Total	534.85		

FAMILY PLANNING CLINIC AT MUZAFFARNAGAR

9.175 The Family Planning Clinic at Muzaffarnagar was sanctioned in the year 1960-61 and the grant was of Rs. 6,760. The Clinic functioned upto 29-4-1963 and the Ministry admitted an expenditure of Rs. 6,245.34 for the said Clinic and the unspent balance of Rs. 514.66 was refunded.

PROGRESS REPORTS

9.176 A letter dated the 9th July 1962 from the Bharat Sevak Samaj shows that the clinic was started on November 1, 1960 but as it was not proving useful, the Lady Doctor resigned and the Clinic was closed on August 14, 1961 and it was restarted in the Grain Chamber Hospital for Women and Children, New Mandi, Muzaffarnagar, from November 11.

9.177 Progress report for the clinic was sent only once. The report covered the periods from January 1961 to July 1961 and November 26, 1961 to January 1962. During the first period the number of cases which attended the clinic were 81 and during the second period 63. The

report also mentioned that in addition to Family Planning work, this Hospital had a provision for out-door clinic, maternity and child welfare. For indoor patients, there were 3 rooms and 6 beds. The Hospital was regularly attended by a trained vaccinator and they had provision for immunisation also. No progress reports were received for the period after January 1962. The Ministry have stated in reply to the questionnaire that the "progress report from the commencement to 31-3-62 were called for from the grantee, vide Ministry's letters Nos. 7-UP-6/62-FP dated 2-4-63 and 7-UP-6/62-FPI dt. 14-6-65. Efforts were also made by the State authorities to obtain the required documents including the progress reports. The reports, however, have not been received. The expenditure has been admitted on the basis of the audited statement of accounts which were obtained with the help and co-operation of the S.F.P.O."

9.178 Inspection by the Regional Family Planning Officer of the Department of Family Planning, Government of India and the Assistant Director of Family Planning, U.P.

On April 29, 1963, the Family Planning Clinic at Muzaffarnagar was inspected by the Regional Family Planning Officer, Investigator Accounts and by the Assistant Director, Family Planning, U.P. The salient points brought out in their reports were as follows:—

"The Centre has not been functioning since last one year on account of lack of funds as the continuance grant has not been sanctioned. The organisation appointed separate staff, i.e., a whole time lady doctor and health visitor for Family Planning, but unfortunately the work could not progress. The total number of cases advised so far is only about 200. Case cards could not be produced as they have been eaten up by the rats as reported by the lady doctor. Other registers have, however, been maintained properly. But no follow up work has been done in this centre also. The quantity and quality of work done is very poor and in my opinion further grant should not be sanctioned till the association shows some progress and starts functioning according to the advice given to them at the time of the inspection."

ACTIVITIES OF THE CLINIC

There was no activity of the Clinic for the month of Nov., 1960, Dec., 1960 and upto 9th Jan., 1961 the distribution of contraceptives started from 10-1-1961.

As reported by them the records of the Clinic namely the case cards, follow-up records and

Home visits etc. were eaten up by rats. Only the issue register could be checked. From the issue register the records of distribution of contraceptives are as follows:—

Distribution started from 10-1-61.

Month	No. of persons to whom contraceptives were distributed
January, 1961	3
February, 1961	7
March, 1961	7
April, 1961	11
May, 1961	13
June, 1961	11
July, 1961	9
August, 1961	1 (upto 11-9-61)
September, 1961	No distribution
October, 1961	No distribution
November, 1961	3
December, 1961	18
January, 1962	22
February, 1962	17
March, 1962	41
April, 1962	4
May, 1962	1
June, 1962	12
July, 1962	11
August, 1962	4
Sept., 1962	4
October, 1962	1
November, 1962 . . . . .	..
December, 1962	1
January, 1963	2
February, 1963	1
March, 1963	1
April, 1963 . . . . .	..

9.179 In reply to the questionnaire how the Ministry issued the utilisation certificate for an amount of Rs. 6,245.34 for the period 1-11-60 to 31-12-64, when the quality and quantity of work done by the Clinic was found poor they have stated that "the grantee did not furnish the requisite documents for considerable period of time despite repeated reminders. In view of this, the Centre was sought to be closed, and the help of SFPO was accordingly sought for. Ultimately, it was possible to get only audited reports in 1965 after protracted correspondence. In the circumstances, the expenditure already incurred has been admitted on the basis of audited statement of accounts and utilisation certificate issued."

9.180 Thus even though in spite of these adverse remarks a utilisation certificate for amount of Rs. 6,245.34 for the expenditure on the Clinic for the period from 1-11-1960 to 31-12-1964 was issued by the Ministry on 5-11-1965.

MANSURPUR CLINIC

9.181 Unspent balance

The Clinic was given a token grant of Rs. 1,000 on 5-5-1960 for the distribution of contraceptives in terms of Ministry of Health letter No. 11-44/59-FP dated 24-10-59. The amount utilised out of the grant was a sum of Rs. 633.22 only and there was an unspent balance of Rs. 366.78. This unspent balance has so far not been adjusted. The utilisation certificate has also not been issued in respect of this grant.

9.182 The Ministry have stated in reply to the questionnaire that "the utilisation certificate for the grant-in-aid of Rs. 1,000 has not so far been issued for want of the original treasury challan in token of their having deposited the unspent balance of Rs. 366.78 left with the grantee as called for in the Ministry's letter No. 7-UP-6/62-FPI dated the 23-12-1965 (page 57/c)."

9.183 From record available in the Ministry's files, it is seen that the matter regarding refund of Rs. 366.78 by the Clinic was not pursued after 23-12-1965.

WADHAWAN FAMILY PLANNING CLINIC

9.184 1. Unspent Balance

A Family Planning Clinic was opened at Wadhawan on 1-5-65 and functioned upto the month of April, 1966. The Government of India released these grants for the said Clinic for an amount of Rs. 14,860.00. As per audited accounts of the Family Planning Clinic for the year 1965-66, the Clinic had unspent balance of Rs. 4,287.00 as on 1-5-66 out of total grant of Rs. 14,860.00 released to it. Ministry asked the Government of Gujarat for its adjustment by a letter No. 7-G-41/66-FP(C) dated 16-1-1968. The adjustment has so far not been carried out in spite of State Government's assurance given vide letter No. 308-Govt. Wadhawan-280 dated 31-1-68 that the adjustment would be made when grants for 1967-68 are finalised. The Ministry have stated in reply to the questionnaire that "further intimation as to the actual adjustment of the balance has not yet been received from them."

9.185 ASSETS CREATED OUT OF GOVERNMENT GRANT

The Clinic has spent a sum of Rs. 3,003.84 on the purchase of furniture and equipments etc. The Ministry is not aware of the disposal proper utilisation of these assets created out of Government Grants. They have also stated in reply to the questionnaire that "the matter has to be dealt with by the State Government be-

cause of decentralisation of grant sanctioning authority with effect from 1-1-1967.

9.186 PROGRESS REPORTS

The progress report indicates that the response from the local people was not good as would be evident from the following extracts:—

“In Wadhawan there are poor class and middle class people. It is very difficult to convince Muslims, Rabari, Baravad, Koli Satavara Caste and Vanker Harijan and Vagheri Families. They are totally against this programme. They do not believe in Family Planning. On the other side poor class and middle class persons give some response, but they are careless in using the contraceptives regularly”.

9.187 The population to be covered was 42,000 as shown in the application for the grant. The progress report however, showed that the number of persons who visited the Clinic during the whole year was 655 only. In reply to the questionnaire issued to the Ministry “how did the Ministry satisfy about the organising capacity of the local branch of the Samaj to run the Clinic as the progress report shows that they had made no impact on the local population and especially in view of the fact that the Clinic was run only for one year.”

They stated that “it appears from the report that the Muslims, Rabari, Baravad, Koli, Satavana and Vanker-Harijan and Vagheri Families form only a section of the total population, which has been classified as ‘poor’ and middle class. It has been indicated in the report that the middle class cultured persons give full response. This does not, therefore, lead one to doubt the organising capacity of the Clinic when the overall performance has not been found unsatisfactory.

“It has been indicated in the report that the workers were trying their best to convince the communities which have hitherto remained unconvinced or indifferent.”

UTILISATION CERTIFICATE

9.188 The utilisation certificate has not been issued as the unspent balance of Rs. 4,287.00 has not been adjusted so far. It is however quite strange that in view of poor quality and quantity of work done and the unspent balance being there, the State Family Planning Officer Ahmedabad has certified that the grant was properly utilised.

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UTILISATION CERTIFICATE NOT ISSUED ON GRANTS RELEASED TO THE FAMILY PLANNING CLINICS IN GUJARAT

9.189 The Department of Family Planning sanctioned an amount of Rs. 79,840.00 on 2-11-1964 for opening four Clinics at Cambay, Comtipur, Behrampur and Bapunagar @ Rs. 19,960.00 per centre. On 21-1-1965 another amount of Rs. 99,800.00 was sanctioned for five more Clinics at Raikhand, Khokhare, Mehadabad, Dirangadh, Vaoag Duraipur. The grants for the further periods from the Government of India were stopped and at that time an amount of Rs. 27,566 was left with the Clinics as follows:—

S. No.	Name of place	Period	Unspent balance
1.	Cambay . . .	1-2-65 to 31-1-66	6506.00
2.	Gomtipur . . .	1-1-65 to 31-12-65	1239.00
3.	Behrampur . . .	1-1-65 to 31-12-65	454.00
4.	Bapunagar . . .	1-1-65 to 31-12-65	2981.00
5.	Raikhand . . .	1-5-65 to 30-4-66	902.00
6.	Khokhra Mahmadabad. . .	”	1606.00
7.	Dhrangadhra . . .	1-5-65 to 30-4-66	9793.00
8.	Vadaj . . .	”	3333.00
9.	Dariapur . . .	”	752.00
Total			27566.00

9.190 The State Government was asked by the Department of Family Planning to adjust the unspent balance of Rs. 27,566.00 in the continuation grants which were to be released by the State Government under the powers delegated to them from 1-1-67.

9.191 The Utilisation Certificates for the said amounts were to be issued on receipt of advice from the State Government about the adjustment of the unspent balance in the continuation grants sanctioned by them. The records of the Ministry do not show that such advice has been received by them from the State Governments. No utilisation certificates have been issued for the said amounts.

9.192 The Ministry have also stated in reply to the questionnaire that “the records do not indicate the actual adjustments of the unspent balances by the State Government. The utilisation certificates, which are to be issued only after the grants are fully utilised/adjusted will be issued when intimations regarding actual adjustment of the amounts, in question, are received from the State Government.”

BHARAT SEVAK SAMAJ PLANNING CLINIC, HIMATNAGAR

9.193 An amount of Rs. 13,500 was sanctioned to the said Clinic on 27-6-62. The admissible expenditure was as under:—

	Rs.
1. Staff Contingencies and Contraceptives .	8,486.00
2. Conveyance allowance	489.00
3. Non recurring for equipment and furniture	2,200.00
Total	11,175.00
Unspent balance	2,325.00
Total	13,500.00

9.194 The auditors in their report on the income and expenditure account of the Clinic for the year ending 30-9-63 had remarked that "We have audited the books of accounts of Himatnagar Rural Family Planning Clinic for the year ending 30-9-63 and found correct subject to the following remarks:

- (i) Bills and receipts are in the name of Bharat Sevak Samaj, Himatnagar.
- (ii) Separate Postage book should be maintained."

9.195 This indicates that the funds of the grants for the Clinic were not utilised separately for the Clinic but were merged with the funds of the Bharat Sevak Samaj and all bills are and receipts were issued in the name of the Bharat Sevak Samaj.

9.196 The Ministry have stated in reply to the questionnaire that "the expenditure has been admitted in consideration of the recommendations of the SFPO (p.140/cor.)-F. No. 7-G-14/61-FP) and utilisation certificate at page 148/cor-F. No. 7-G-14/61-FP in which the SFPO has certified that the expended amount has been utilised for the purpose for which the grant was given."

9.197 (i) The Commission funds that from 1957-58 the Ministry of Health started giving grants to the Bharat Sevak Samaj for establishing Family Planning Clinics. Grants were given to 37 Clinics located in the 4 states of Kerala, Mysore, Uttar Pradesh and Gujarat but the majority of the Clinics i.e., numbering 28 were located in the State of Gujarat.

(ii) The records do not show how the Bharat Sevak Samaj was chosen for this work which one should have thought would be entrusted to medical institutions or organisations of medical men. The Samaj did not fall in either of the two categories.

(iii) From 1957 to 1966 grants totalling Rs. 8,72,652 were given out of which the Ministry has issued utilisation certificates for amounts totalling 4,36,524. Further for amounts totalling Rs. 2,95,835.86 the Ministry has received accounts and has also completed the scrutiny thereof but not utilisation certificates have been issued. A sum of Rs. 633.22 the account for which has been received by the Ministry is still under scrutiny. No accounts have been rendered by the Bharat Sevak Samaj for amounts totalling Rs. 1,39,658.92. Unfortunately, the Central Bharat Sevak Samaj has disowned any responsibility for the grants taken by the Family Planning Clinics on the ground that the grants were released directly to the Family Planning Clinics by the Government of India and not through the intervention of the Central Bharat Sevak Samaj. The Commission, however, finds that the constitution of the Bharat Sevak Samaj provided for the establishment of district and lower level lower units and they were units of the Bharat Sevak Samaj as much as the Central unit of the Bharat Sevak Samaj was.

(iv) The Samaj was a body corporate and all its branches and units carrying on different activities in the name of and with the concurrence of the Samaj are the Bharat Sevak Samaj itself. Further the Bharat Sevak Samaj has never disowned the Family Planning Clinics but instead have taken credit for whatever work was done by the Clinics. Wherever the Commission visited these units the representatives of the Samaj accompanied the Commission and took full credit for the performance of the Family Planning Units working under their auspices. They have never disowned them.

(v) Out of the grants given for the Family Planning Clinics assets like furniture, equipments etc. of the value of Rs. 73,707.69 were purchased. The grants for the Clinics were stopped w.e.f. January 1, 1967. No steps have so far been taken by the Central Government to take over the assets of the Clinics other than writings to the State Governments to take over the assets of these Clinics which had closed down or for which grants were given by State Governments after January 1, 1967. The records, however, do not show which Clinics were continued after January 1, 1967 or what happened to the furniture and assets of the different Clinics i.e. whether they are taken over by the State Government or if they were not taken over how the same are being utilised and with whom they are lying.

(vi) Though there was a condition attached to the grants that the accounts and reports were to be countersigned by the State Family Planning Officer, in the case of 6 Clinics this was not done and therefore there were no means for the Department of Family Planning to verify whether

the conditions attached to the grants were fulfilled or not.

(vii) Accounts of some of the Clinics were not got audited by the Chartered Accountant as required under the conditions of grants.

(viii) In a number of cases grants were released much in excess of the requirements.

(ix) In some cases grants were continued for the Clinics without obtaining the recommendations of the State Family Planning Officers even though under the scheme this was necessary.

(x) In some Clinics expenditure was incurred on staff etc. not provided under the scheme or on items not contemplated by the scheme. The total expenditure on such items amounted to Rs. 18,497.77.

(xi) Each Clinic was required to send a half-yearly report of the work done and the annual account and the reports sent by 18 Clinics showed that not even a single visitor approached the Clinic for Family Planning advice for long periods ranging from 10 months to 8 years. Still grants were given and continued for those Clinics. In a majority of the Clinics the work done was poor or the average number of visitors was low.

(xii) The reports sent were found to be exaggerated when the records of the Clinics were inspected by the staff of the Department of Family Planning. Even the State Family Planning Officers reported the performance in some of the Clinics as poor.

(xiii) About the distribution or sale of contraceptives the amount of sale proceeds shown in the reports and in the accounts varied in quite a few cases.

(xiv) Out of the 37 Clinics 25 Clinics did not open any separate bank account for the grants received as required under the terms of the grant. The grants were either kept by the local Convener of the Clinic or by the local unit of the Bharat Sevak Samaj and due to the mixing up of grants with other funds it cannot be ensured that the grants were used only for purposes of the scheme.

(xv) Even though the grants were given for these Clinics from 1957 to 1966 there was no effective inspection machinery of the Ministry of Health. Only 6 Clinics were inspected by the Ministry's officials out of the 37 and that too towards the far end of the existence of these Clinics and their inspection revealed that the figures of beneficiaries given in the reports were exaggerated, no records were kept about the services rendered by the Clinics, the books of

accounts were not properly kept and in some cases were not produced and the performance of the Clinics was poor.

(xvi) In the case of the Kattanam Clinic it was found that the Medical officer was using this Clinic as his residence for some time and later the Clinic was located in the Sevanam Hospital and there were serious irregularities in the accounts, like debiting the expenditure for Family Planning goods which were not received.

(xvii) The Director of Health Services who inquired into the irregularities of Kattanam Clinic also reported that there were serious irregularities.

(xviii) In the case of the Moonnamood Clinic a nursery school was being run in the Clinic and apart from using the building some staff of the Clinic was working for the school and some of the items of equipments and furniture of the nursery school were purchased from out of the funds of the Clinic.

(xix) The Konni Clinic was located in the residence of the Secretary of the Bharat Sevak Samaj and in this case also the inspection team found that during the year 1964-65 there was only one entry in the case card and that the Community Organiser was not aware of his duties. There were irregularities in the maintenance of accounts, the amount of salary paid to workers was not shown in the acquittance roll even though receipts were taken. He also reported that the unit had been dis-associated from the state branch of the Bharat Sevak Samaj.

(xx) The Chattanoor Clinic was established in association with the Modern Dispensary which was run by Dr. C. Koshy who was the Convener of the Family Planning Clinic. This was clearly in violation of the conditions of the grants that the Family Planning Clinics were not to be established in association with private Clinics and dispensaries.

(xxi) In Hubli also the Bharat Sevak Samaj was running a dispensary under the aegis of the Welfare Extension Project and the Family Planning Clinic for which grants were given by the Health Ministry was attached to this dispensary of the Welfare Extension Project. The salary of the Doctors was partly debited to the Welfare Extension Project and partly to the Family Planning Clinic and the salary of other workers of the Clinics and the expenditure on account of rent and other expenses were debited to the Family Planning Clinic. Therefore, the object of the scheme of the Family Planning i.e. to start separate Clinics for Family Planning was defeated and the grants were used for partly meeting the expenses of their dispensaries which

were functioning under the Welfare Extension Projects. The Samaj had also a Night Shelter in the same building. Besides there was a Welfare Extension Project and it appears that the rent of the entire building was debited to the Family Planning Clinic even though use was made of the building for other purposes also.

(xxii) An inspection by a Doctor of the Directorate General of Health Services revealed the working of the Clinic as most unsatisfactory and he found that even though there was no male case referred to the Clinic a male Doctor was employed.

(xxiii) The Family Planning team of the Ministry of Health which inspected the Family

Planning Clinic at Bangalore found the working of this Clinic unsatisfactory and on some days even not a single patient was turning up.

(xxiv) In respect of the Meerut Clinic the grants were credited to the personal account of the Convener and the expenditure incurred before the Clinic started functioning was debited to its account.

(xxv) A Family Planning Clinic at Muzaffarnagar was also functioning in a private hospital namely Grain Chamber Hospital for Women and Children. The Regional Family Planning Officer who inspected the Clinic found that the Clinic had ceased functioning due to poor work.



TABLE 9-A

(Referred to in para 9.2)

*Grants Released to Family Planning Clinics Run
by the Bharat Sevak Samaj*

S. No.	Name of the clinics	State	Period of functioning	Total amount of grant-in-aid released.	Amount for which utilisation certificates have been issued.	Amount which has been approved by the Ministry but the utilisation certificate has not been issued	Amount for which accounts have been received by the Ministry but are under scrutiny	Amounts for which the clinic have to render accounts to the Ministry and other documents	Total amounts for which U.Cs. are yet to be issued
1	2	3	4	5	6	7	8	9	10
I									
1.	Kattanam	.	1-4-60 to 31-3-65	17,065.00	17,065.00	..	..	..	11,716.00
2.	Monnammoor	.	1-8-64 to 31-3-67	29,534.00	17,818.00	..	..	..	14,544.00
3.	Konni	.	23-12-57 to 31-3-65	31,377.00	16,833.00	11,891.00	..	..	..
			(Grant discontinued from 1-4-65)						
4.	Chathanmoor	.	1-11-57 to 30-9-60	10,200.00	10,200.00*	..	..	2,653.00	..
			TOTAL	88,176.00	61,916.00	11,891.00	..	14,369.00	26,260.00
II									
5.	Hubli	.	25-2-64 to 31-3-67	23,062.00	11,182.00	..	..	11,880.00	11,880.00
6.	Bangalore	.	3-8-64 to 31-3-66	14,530.00	..	12,035.86	..	2,484.14	14,520.00
			TOTAL	37,592.00	11,182.00	12,035.86	..	14,364.14	26,400.00
III									
7.	Meerut	.	9-3-58 to 31-12-59	11,700.00	11,700.00	..	..	..	..
8.	Muzaffarnagar	.	1-11-60 to 29-4-63	6,760.00	6,760.00	..	..	..	..
9.	Mansurpur	.	12-1-61 to 31-12-64	1,000.00	..	..	633.22	366.78	1,000.00
			TOTAL :	19,460.00	18,460.00	..	633.22	366.78	1,000.00
IV									
10.	Bhuj	.	18-11-57 to 31-3-66	64,417.00	64,417.00	..	..	..	..
11.	Maska	.	17-6-58 to 30-11-59	2,871.00	2,871.00	..	..	..	..
12.	Wadhwan	.	1-5-65 to 30-4-66	14,860.00	..	10,573.00	..	4,287.00	14,860.00
13.	Gambay	.	1-2-65 to 31-1-66	19,960.00	..	13,434.00	..	6,506.00	19,960.00
14.	Gomtipur	.	1-1-65 to 31-12-65	19,960.00	..	18,721.00	..	1,239.00	19,960.00

*The Ministry had issued the utilisation certificates in their letter No. 7-K-3/63 FPI dt. 2-4-65 for the grant released upto 30-9-60 on the basis of utilization certificate received for Konni Centre (file No. 7-K-3-63-FPI). No action taken by Ministry to call for the accounts or get the balance refunded as no active work was done by the centre from 1-2-60 to 31-10-60 vide State Govt. letter dated 15-12-60 (P-192-7/50-57 FPI).

1	2	3	4	5	6	7	8	9	10
15.	Behrampur	Gujarat	1-1-65 to 31-12-65	19,960.00	..	19,506.00	..	454.00	19,960.00
16.	Bapunagar	Do.	1-1-65 to 31-12-65	19,960.00	..	16,979.00	..	2,981.00	19,960.00
17.	Raikhanda	Do.	1-5-65 to 30-4-66	19,960.00	..	19,058.00	..	902.00	19,960.00
18.	Khokhra Mehmabad	Do.	Do.	19,960.00	..	18,354.00	..	1,606.00	19,960.00
19.	Dhrangadhra	Do.	Do.	19,960.00	..	10,167.00	..	9,793.00	19,960.00
20.	Vadaj	Do.	Do.	19,960.00	..	16,627.00	..	3,333.00	19,960.00
21.	Dariapur	Do.	Do.	19,960.00	..	19,208.00	..	752.00	19,960.00
22.	Jetpur	Do.	20-8-66 to date not available.	12,640.00	..	..	..	12,640.00	12,640.00
23.	Savarkundla	Do.	1-9-66 to date not available.	12,640.00	..	..	..	12,640.00	12,640.00
24.	Gondal	Do.	20-8-66 to date not available.	19,960.00	..	..	..	19,960.00	19,960.00
25.	Gandhidham	Do.	1-2-60 to 31-3-67	56,250.00	49,552.00	..	..	6,698.00	6,693.00
26.	Himatnagar	Do.	1-10-62 to 31-3-68	39,516.00	26,896.00	9,772.00	..	2,848.00	12,620.00
27.	Meghraj	Do.	1-9-63 to 31-3-66	20,519.00	12,419.00	6,715.00	..	1,385.00	8,100.00
28.	Bayad	Do.	1-6-64 to 31-3-66	15,561.00	8,541.00	6,192.00	..	828.00	7,020.00
29.	Jundgadh	Do.	15-11-57 to 31-3-66	57,474.00	47,449.00	9,489.00	..	536.00	10,026.00
30.	Gawliwad	Do.	1-8-57 to 31-3-66	70,617.00	70,617.00	..	..	..	..
31.	Lohanapara (Virani)	Do.	16-8-62 to 31-3-66	47,376.00	47,376.00	..	..	..	..
32.	Nanpura	Do.	1-7-65 to 30-6-66	19,960.00	..	14,082.00	..	5,878.00	19,960.00
33.	Ambawadi	Do.	16-12-65 to 15-12-66	17,080.00	..	16,049.00	..	1,031.00	17,080.00
34.	New Mental Colony (Ahmedabad)	Do.	Do.	19,960.00	..	15,446.00	..	4,514.00	19,960.00
35.	Kim	Do.	15-1-65 to 15-1-66	14,820.00	..	10,286.00	..	4,534.00	14,820.00
36.	Sachin	Do.	Do.	14,820.00	..	9,856.00	..	4,964.00	14,820.00
37.	Dhoraji	Do.	1-4-61 to 31-3-66	26,453.00	14,826.00	11,375.00	..	250.00	11,625.00
TOTAL				7,27,434.00	3,44,966.00	2,71,909.00	..	1,10,559.00	3,82,488.00
GRAND TOTAL				8,72,652.00	4,36,524.00	2,95,835.86	633.22	1,39,658.92	4,36,128.00

Column 5 minus column 6=column 10 i.e. 8,72,652.00-4,36,524.00=4,36,128.00

Column 7 plus column 8 plus column 9=column 10 i.e. 2,95,835.86+633.22+1,39,658.92=4,36,128.00

TABLE 9-B

(Referred in Para 9-6)

*Unspent balances with the Clinics of the Bharat Sevak Samaj out of the grants sanctioned by the**Govt. of India, Department of Family Planning, New Delhi.*

Sl. No	Name of the clinic	State in which located	Date of start of the clinic	Date of discontinuance of the grant by the Govt. of India	Amount of unspent balance with the clinic	Whether the amount in col.6 has been adjusted by the State Government	Whether the Ministry has taken any action for the settlement of the balance	Whether the amount in col. 6 is still lying with the BSS Family Planning Clinic	Efforts made by the Ministry to get the balance refunded in case the amount is lying with BSS Family Planning Clinic.
1	2	3	4	5	6	7	8	9	10
1.	Moonnammood	Kerala	1-8-64	1-4-67	11,716.00 (Rs. 9,853.00 released in 1966-67 plus the unspent balance of Rs. 1,863.00 of 1965-66)	No.	Yes it has written to the State Govt. vide its letter No. 7-K-6/66-Grants (FP) dated 6-5-68 (P. 38 of file No. 7-K-6/66-Grants-FP) and the State Govt. had replied in its letter No. FP-B3-59200/66 /DHS dt. 9/12-8-68 that all the documents will be forwarded on receipt of the utilisation certificate from the Bharat Sevak Samaj (P-40 of file No. 7-K-6/66-Grants/FP)	No.	Not applicable.
2.	Koni	Kerala	23-12-57	1-4-65	2,653.00	No.	No.	Yes.	Nil. The Ministry's letter No. 7-K-10-65-FPI dated 26-4-69 (P-234 of file No. 7-K-10-65-FPI) quoted in reply to the question to part II does not mention anything about the adjustment of the unspent balance.

1	2	3	4	5	6	7	8	9	10
3.	Chathannoor	Kerala	1-11-57	1-10-60	3,000.00	No.	No.	Yes.	The Ministry had issued the utilisation certificate in their letter No. 7-K-3/63-FPI dated 12-4-65 for the grant released upto 30-9-60 (Page 104) on the basis of utilisation certificate received for Koni Centre (Page 46 & 49 of file No. 7-K-3-63-FP). No action taken by Ministry to call for the accounts or get the balance refunded as no active work was done by the Centre from 1-2-60 to 31-10-60 vide State Govt.'s letter dated 15-12-60 (P-192 7/50/57-FP).
4.	Hubli	Mysore	25-2-64	1-4-67	11,880.00 (Grants paid during 1965-66 & 1966-67 & unspent balance of Rs. 1,337.51 dt. 1-4-65.)	There is no record.	The Deptt. of Family Planning wrote to the State Government that they are not in a position to issue necessary sanction for the continuation of the grant-in aid to the B.S.S. for the year 1966-67 and returned the Statement of Accounts, Progress reports, for 1965-66 to the State Govt. for necessary action. There is no record whether the State Govt. has adjusted the grants for Rs. 11,880 nor the Ministry has asked the State Govt. to adjust it.	No.	Not applicable.



5. Bangalore	Mysore	3-8-64	1-4-66	2,484.14	No.	The Ministry has written to the Director of Health Service Mysore Bangalore for the accounts of the remaining grant of Rs. 2,484.14 vide their letter No. 7-MS-2/68-FP-Grants dated 29-8-68.	No further efforts made by the Ministry to get the amount refunded.
6. Mansurpur	U.P.	12-1-61	1-1-65	366.78	No.	..	Yes
7. Wadhwan	Gujarat	1-5-65	1-5-66	4,287.00	There is no record whether the grant to the clinic was continued by the State Government.	Ministry has asked the State Government for a copy of the sanction where the balance of Rs. 4,287.00 as on 1-5-66 had been adjusted (letter No. 7-9-41/66-FP grants dated 8-6-71).	..
8. Cambay	Gujarat	1-2-65	1-2-66	6,506.00	Do.	Ministry has asked the State Govt. in its letter No. 7-G-42/66-BIG (FP) dated 14-8-67 that unspent balance may please be adjusted against the continuation grant to be given by the State Government.	..
9. Gomtipur	Gujarat	1-1-65	1-1-66	1,239.00	The State Govt. has stated vide their letter No. 308-GIA BSS Gomtipur dated 17-11-67 to the Bharat Sevak Samaj that the unspent balance of Rs. 1,239.00	No further reply received by the Department of Family Planning from the State Govt. whether the unspent balance has been adjusted.	..

1	2	3	4	5	6	7	8	9	10
						will be adjusted when the final grant for 1967-68 is released by that office.			
10.	Behrampur	Gujarat	1-1-65	1-1-66	454.00	There is no record that the grant to the clinic was continued by the State Government.	The Ministry has asked the State Govt. in its letter No. 7-G-33/66-B&G(FP) dated 27-10-67 that the unspent balance of Rs. 454.00 may please be adjusted against the continuation grant to be given by the State Govt.	..	..
11.	Bapunagar	Gujarat	1-1-65	1-1-66	2,981.00	There is no record that grant to the clinic was continued by the State Government.	The Ministry has asked the State Govt. in its letter No. 7-G(FP) dated 27-10-67 that the unspent balance of Rs. 2,981.00 be adjusted against the continuation grant to be given by the State Government.	..	..
12.	Raikhanda	Gujarat	1-5-55	1-5-66	902.00	The State Govt. had stated in their letter No. 308-GIA-Raikhand-276-FP dated 31-1-68 to the Samaj that the unspent balance of Rs. 902.00 will be adjusted when the grants for the year 1967-68 are finalised.	No further reply received by the Department of Family Planning from the State Govt. whether the unspent balance has been adjusted.	..	..
13.	Khokhra Mehmadabad,	Gujarat	1-5-65	1-5-66	1,606.00	The State Govt. had stated in their letter No. 308-GIA-BSS Khokhra Mehmadabad-282-FP dated 5-2-68 to the Bharat Sevak Samaj, Ahmedabad that the unspent balance of Rs. 1,606.00 will be adjusted when the grants for 1967-68 are finalised.	Do.	..	..



14. Dhrangadhra	Gujarat	1-5-65	1-5-66	9,79 .00	The State Govt. had stated in their letter No. 308-GIA/277 dated 31-1-68 to Bharat Sevak Samaj that unspent balance of Rs. 9,793.00 will be adjusted when the grants for 1967-68 are finalised.	Do.	..	..
15. Vadaj	Gujarat	1-5-65	1-5-66	3,333.00	The State Govt. in its letter No. 308-GIA-BSS/Vadaj 5359 dated 6-10-67 stated that the unspent balance of Rs. 3333.00 will be adjusted from the grant-in-aid as the question of releasing grant-in-aid for 1966-67 was not finalised by Govt.	Do.	..	..
16. Dariapur	Gujarat	1-5-65	1-5-66	752.00	The State Govt. in its letter No. 308-G.I.A Dariapur 275 FP dated 31-1-68 to the State Organising Secretary BSS Gujarat/Ahmedabad had stated that unspent balance of Rs. 752.00 will be adjusted when the grants for 1967-68 were finalised.	Do.	..	..
17. Jetpur	Gujarat	20-8-66	Date not available	12,640.00	No documents for the adjustment of the grant of Rs. 12,640.00 received from the Samaj.	The Ministry had asked the State Govt. in its letter No. 7-G, 43/65-FP/Grant dated 17-1-68 to send the documents, but no document have been received either from the Samaj or the State Government.	Yes.	Nil
18. Savarkundla	Gujarat	20-8-66	Not available	12,640.00		Do.	Yes.	Nil

1	2	3	4	5	6	7	8	9	10
19.	Gondal	Gujarat	1-9-66	Not available	19,960.00	No document for the adjustment of the grant of Rs. 19,960.00 received from the Samaj.	Do.	Yes	Nil.
20.	Gandhidham	Gujarat	1-2-60	31-3-67	3,403.00 (6,698.00 paid minus 3,295 payable).	No.	Though the Ministry of Health Family Planning had stated in their letter No. 7-G. 18/65 B&G (FP) dated 15-4-67 to the State Govt. that the balance may be taken into account for sanctioning the continuation grant, and the documents, for the adjustment of grant-in-aid of Rs. 6,698.00 for 1966-67 were also called for in the Ministry's letter no. 7-G-18/65-FP/Grants dated 23-2-68. These were however, not received. The procedure for payment of grant through Pradesh Committee was not acceptable to the Clinic hence grants were not sanctioned to this clinic vide State Govt. letter No. 308-GIA-BSS-FP dated, 16-11-68 (P-23 of file No. 7-G. 18/65-FP/Grant-FP).	Yes.	Nil.
21.	Himmatnagar	Gujarat	1-10-62	1-4-66	2,848.00	There is no record whether the grant was continued by the State Govt.	The Govt. of India, Deptt. of Family Planning in their letter No. 7-G-51/66-FP/Grants dt. 8-7-68 had asked the State Govt. that the balance of Rs. 2,848.00 may be adjusted against the continuation grant.	..	..



							Yes	No
22. Meghraj	Gujarat	1-9-63	1-4-66	1,385.00	There is no record whether the grant was continued by the State Govt.	The Govt. of India, Deptt. of Family Planning in their letter No. 7-G-51/66-FP/Grant dated 25-6-68 asked the State Govt. that if the accounts for 1966-67 had been cleared the grantee may be asked to remit the sum of Rs. 1,385.00.	..	..
23. Bayad	Gujarat	1-6-64	1-4-66	828.00	There is no record whether the grant was continued by the State Govt.	The Govt. of India Deptt. of Family Planning in their letter No. 7-G-51/66-B & G FP dated 15-11-67 to the State Govt. stated that unspent balance of Rs. 828.00 be adjusted by them against the continuation grant for 1966-67.	..	..
24. Junagadh	Gujarat	15-11-57	1-4-66	536.00	The State Govt. in their letter No. 308-BSS-Junagadh/278-FP dated 31-1-68 to the Bharat Sevak Samaj, Ahmedabad stated that unspent balance of Rs. 536 will be adjusted when the grants for 1967-68 were finalised.	No further reply received by the Department of Family Planning from the State Govt. whether the unspent balance has been adjusted.	..	..
25. Nampura	Gujarat	1-7-65	1-7-66	5,878.00	The State Govt. in their letter No. 308-GAI-BSS-Nanpura-281-FP dt. 31-1-68 to the Bharat Sevak Samaj Ahmedabad stated that the unspent balance of Rs. 5,878.00 will be adjusted when the grant for 1967-68 was finalised.	Do.	..	..

1	2	3	4	5	6	7	8	9	1
26.	Ambawadi	Gujarat	16-12-65	15-12-66	1,031.00	There is no record whether the grant was continued by the State Govt.	The Govt. of India Deptt. of Family Planning in their letter No. 7-G-13/65-FP/Grants dt. 23-6-68 to the State Govt. stated that the unspent balance of Rs. 1,031.00 may be adjusted against the continuation grant.	..	
27.	New Mental Co- lony.	Gujarat	16-12-65	15-12-66	4,514.00	Do.	The Govt. of India Deptt. of Family Planning in their letter No. 7-G-15/65-FP/Grants dated 14-5-68 asked the State Government that the unspent balance of Rs. 4,514 may please be adjusted against the continuation grant if any.	..	
28.	Kim . . .	Gujarat	15-1-65	16-1-66	4,534.00	The State Govt. in their letter No. 308-GIA-Kim-4454-FP dated 31-7-67 to the Bharat Sevak Samaj Ahmedabad stated that the unspent balance of Rs. 4,534.00 will be adjusted against the continuation grant.	No further reply received by the Department of Family Planning from the State Govt. whether the unspent balance has been adjusted.	..	
29.	Sachin	Gujarat	15-1-65	16-1-66	4,964.00	There is no record whether the grant was continued by the State Govt.	The Govt. of India Deptt. of Family Planning in their letter No. 7-G-61/66-FP/Grants dated 20-6-67 intimated to the State Government the admissible expenditure for the period 15-1-65 to 15-1-66 and the unspent balance of Rs. 4,964.00 to enable them to consider the sanction of further grant to the Bharat Sevak Samaj.	..	

30. Dhoraji . . . Gujarat	1-4-61	1-4-66	250.00	<p>The State Govt. in their letter No. 308-GIA - DHORAJI 279-FP dated 31-1-68 to the Bharat Sevak Samaj Ahmedabad stated that unspent balance of Rs. 250.00 will be adjusted when the grants for 1967-68 were finalised.</p> <p>No further reply received by the Department of Family Planning from the State Government whether the unspent balance has been adjusted.</p>
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TOTAL : 1,39,363.92

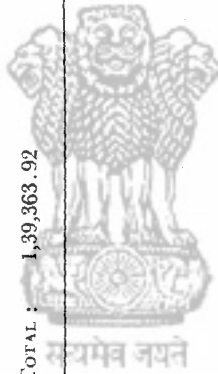


Table No.9-C
(Referred to in paras 9.7 & 9.8)

Name of Clinics where the amount was lying with organisers of the Clinics.		Name of Clinics where the Ministry had written to the State Govt. that unspent balances may be taken into account when continuation grant was sanctioned by them.		The State Govt. had replied that the unspent balances will be taken into account when the continuation grant be sanctioned by them		Name of Clinics where the document for the entire grant released during a particular year were not received.	
Name of the Clinics.	Amount of unspent balances.	Name of the Clinic.	Amount of unspent balances.	Name of the Clinic.	Amount of unspent balances.	Name of the Clinic.	Amount of unspent balances.
1. Koni	2653.00	1. Moonnamood	11716.00	1. Gontipur	1239.00	1. Jetpur	12640.00
2. Chathannoor	3000.00	2. Hubli	11,880.00	2. Raihand	902.00	2. Savar Kundla	12640.00
3. Bangalore	2484.14	3. Wadhwan	4287.00	3. Khokhra Mel-nadabad.	1606.00	3. Gondal	19960.00
4. Mansurpur	366.78	4. Cambay	6,506.00	4. Dhrangadhra	2793.00	Total	45240.00
Total	8503.92	5. Behrampur	454.00	5. Vadaj	3333.00		
		6. Bapunagar	2981.00	6. Dariapur	752.00		
		7. Gandhidham	3403.00	7. Junagadh	536.00		
		8. Himmatnagar	2848.00	8. Nanpura	5878.00		
		9. Meghraj	1385.00	9. Kim	4534.00		
		10. Bayad	828.00	10. Dhoraji	250.00		
		11. Ambawadi	1031.00	Total	28823.00		
		12. New Mental Colony.	4514.00				
		13. Sachin	4964.00				
		Total	56,797.00	GRAND TOTAL	1,39,363.92		

TABLE 9-D

(Referred to in para 9.12)

CLINICS WHICH WERE INDIVIDUAL UNITS AND HENCE WERE NOT REGISTERED SEPARATELY

Sl. No.	Name of the Clinic	Name of the State	Amount of grant sanctioned	Years during which grant sanctioned	Whether individually registered unit or not	Registered number furnished in the initial application for grant	Basis on which the application at Col-7 was admitted by the Deptt. of Family Planning
1			4	5	6	7	8
1.	Muzaffarnagar	Uttar Pradesh	6,770.00	1960-61	No.	Registered No. S-593 of Central Bharat Sevak Samaj (P-28 of file No. 7-4-P-6/59-FP).	Letter No. FP 9307/II-22/59 dated 28-12-59 of Asstt. Director of Family Planning U.P., Lucknow.
2.	Mansurpur	"	1,000.00	1960-61	No.	No registered No. given in the application dated 1-12-59 of BSS Mansurpur. (Page)	Do.
3.	Hubli	Mysore	23,062.00	1963-67	No.	Registered No. S-593 of 1952-53	Letter No. AFP-345/63-64 dt. 19-8-63 of Assistant Director of Public Health State Family Planning Schemes Bangalore forwarding the application of BSS Hubli.
4.	Bangalore	"	14,520.00	1964-65	No.	S-593 of 1952-53 of Central Bharat Sevak Samaj.	State Govts. letter No. 1190/62-63 dt. 7-3-63 forwarding the application.
5.	Gandhidham	Gujarat	56,250.00	1958-67	No.	No registered No. given in the application dated Nil of Bharat Sevak Samaj Gandhidham for the initial grant of Rs. 12,000.	On the basis of recommendations of the Director of Public Health Bombay. The grant from 1/67 was payable by the State Govt. vide Ministry's letter No. 7-G-18/65 E & G II dt. 23-8-67 No grant was, however paid by the State Govt. as the applications for grants were not routed through the Gujarat Pradesh BSS Committee. The clinic did not agree to apply for the grant through the Pradesh Bharat Sevak Samaj.
6.	Meghraj	Gujarat	20,519.00	1963-66	No.	Registered No. S-593 of 1952-53.	Letter dated 10-4-63 of Public Health Deptt. Ahmedabad.

1	2	3	4	5	6	7	8
7.	Bayad	.	.	.	Gujarat	Registered No. S-593 of 1952-53	State Govts. Letter No. 308 68303/OIA-FP dt. 29-2-64.
8.	Himatnagar	.	.	.	Gujarat	S-593 of 1952-53 of All India Bharat Sevak Samaj.	State Govt's letter No. FPL/1261/411103 dt. 30-10-61 for forwarding the application page 17.
9.	Junagadh	.	.	.	Gujarat	No registered number given in the initial application dated 9-10-56.	Distt. Magistrate Sorath Distt Junagadh letter No. DM/475 dated 29-4-57.
						(ii) No registered number also given in the application dated 10-3-59 quoted by the Deptt. of Family Planning in reply to the questionnaire of the Commission.	(ii) State Govt's letter No. FPL-1259/26843-D dt. 1-5-59 forwarding the application for grant.
10.	Dhoraji	.	.	.	Gujarat	No registered number given in the application dated 25-8-60.	Director of Public Health Ahmedabad, Letter No. 308-20379-D dt. 4-11-60 forwarding the application.
11.	Meerut	.	.	.	Uttar Pradesh	No registered No. furnished. It was stated that it was affiliated to Bharat Sevak Samaj.	The initial application has not been received through the State Govt. The Ministry in reply to the questionnaire of the Commission has given reference of the application sent through State Govt. for continuation grant from the next year.
12.	Bhuj	.	.	.	Gujarat	No. registered number given.	The initial application was forwarded by Central Bharat Sevak Samaj for grants for establishment of centres at Anjar & Kodya which were actually established at Bhuj and Maska.
13.	Maska	.	.	.	Gujarat	No.	(i) It is stated in the notes dated 26-6-57 that as the application was recommended by the Bharat Sevak Samaj, no reference to the local authorities therefore appears to be necessary.
14.	Koni	.	.	.	Kerala	No.	
15.	Chathanoor	.	.	.	„	No.	

(ii) Notes dated 29-10-59 in the Ministry's file read as under : "A fresh grant-in-aid of Rs. 3,750.00 for six months was sanctioned on 3-11-58 in the name of the Honorary Secretary, Bharat Sevak Samaj. This fresh grant-in-aid to Rural Family Planning at Konni seems to be a duplicate tone

(iii) Inspection report dated 26-4-65 of Regional Family Planning Office of the Deptt. of Family Planning of Konni Centre says that "the Family Planning Clinic was visited by the Regional Family Planning Team on the 26th April, 1965. This is a rural type of clinic which was initially sponsored by the Kerala State Branch of B.S.S. and the initial grant was given to the Bharat Sevak Samaj Kerala State Branch. After sometime the Bharat Sevak Samaj of Konni Unit disassociated itself from the State Branch of Bharat Sevak Samaj and hence it is an independent organisation having no Constitution and managing Committee and also is not registered under the Societies Act 1860."

(iv) Notes dated 4-9-65 recorded by the Dept of Family Planning on the report of the Inspection Team:

"The Family Planning Centre run by this organisation was visited on 26-4-65 by the Regional Family Planning Team consisting of the Regional Family Planning Officer of this Directorate, District Family Planning



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Officer and the Investigator of this Directorate. The Inspection report of the Regional Family Planning Officer is at page 55/56/C. It would be observed from this report that there are grave irregularities in the accounts which are most objectionable from the audit point of view. It is also not understood how the organisation which was initially sponsored by the Kerala State Branch of Bharat Sevak Samaj and the initial grant was given to the Bharat Sevak Samaj, Kerala State Branch, disassociated itself from the State Branch. It is also very strange that the State Family Planning Officer has been recommending the grant-in-aid in the past, when it is an independent organisation having no constitution and Managing Committee and also is not registered.

(i) Recommendations of the State Family Planning Officer.

(ii) The Distt. Chairman, BSS Allepys letter No. nil dated 6-1-66 reads as under:

"In continuation of our letter 30-11-65 and the directions from the Pradesh B.S.S. Trivandrum in their letter No. PG/4356/65 dated 24-12-65, we regret to inform you that the District B.S.S. Allepys is disaffiliating the Unit



No registered number given in the initial application.

No.

17,065.00 1959.64

Kerala

16. Kattanam

at Kattanam. Hence it is seen that the present Bharat Sevak Samaj Unit Kattanam is not at present affiliated with the Distt. Bharat Sevak Samaj. It is not desirable to recommend any further grant to Bharat Sevak Samaj Kattanam”.

(iii)

Notes recorded by the Ministry at Page 6-N of file No. 7-K-2-65 when they examined the report of their Regional Family Planning Team read as under:—

“The original application when the fresh grant was given may be seen at Page 12-17/C of file No. 7-K-2/FP. It would be observed from it that the Bharat Sevak Samaj Kattanam is stated to have been registered and affiliated to Central Bharat Sevak Samaj, New Delhi but the certificate to the fact that the organisation has been registered is not attached with the application. The Certificate regarding the *bondfide* of the organisation and its financial position is given by the Collector, Allepy and is placed at page 15/pe of the same file. The application was forwarded and recommended for the grant-in-aid by the State Family Planning Officer *vide* S. No. 9 of the same file. There is no mention in the application whether the organisation has been formerly sponsored by the Bharat Sevak Samaj of Kerala State or by the Central Bharat Sevak Samaj.”



TABLE 9-E

(Referred to in para 9.22)

FURNITURE AND EQUIPMENT IN EACH CLINIC

S. No.	Name of the Clinic	Name of the State	Date of Dis- continuance of grant-in- aid	Amount spent on the purchase of furniture and equip- ment	Remarks
1.	Kattanam	Kerala	1-4-1965	500.00	
2.	Moonamood	"	1-4-1967	2,468.56	
3.	Koni	"	1-4-1965	1,307.69	
4.	Chathannoor	"	1-10-1960	494.30	
5.	Hubli	1-4-1967	1-4-1967	1,950.89	
6.	Bangalore	"	1-4-1966	1,626.34	
7.	Meerut	U.P.	1-1-1960	1,220.25	*Assets taken over by the State Govt.
8.	Muzaffarnagar	"	30-4-1963	641.10	
9.	Mansurpur	"	1-1-1965	..	
10.	Bhuj (Urban)	Gujarat	1-4-1966	1,351.00	
11.	Maska (Rural)	"	1-12-1959	443.74	@Equipment pur- chased for Rs. 443.74 but only for Rs. 414.16 handed over to State Govt.
12.	Wadhwan	"	1-5-1966	3,003.84	
13.	Cambay	"	1-2-1966	3,000.00	
14.	Gomtipur	"	1-1-1966	3,000.00	
15.	Behrampur	"	1-1-1966	2,612.57	
16.	Bapunagar	"	1-1-1966	2,749.30	
17.	Raikhand	"	1-5-1966	2,530.04	
18.	Khokhara Mehmada	"	1-5-1966	3,000.00	
19.	Dhrangadhra	"	1-5-1966	3,000.00	
20.	Cadaj	"	1-5-1966	2,394.02	
21.	Dariapur	"	1-5-1966	2,457.51	
22.	Gawliwad	"	1-4-1966	2,000.00	
23.	Lohanapara	"	1-4-1966	1,502.00	
24.	Gandhidham	"	1-4-1967	2,000.00	
25.	Himatnagar	"	1-4-1966	2,200.00	
26.	Meghraj	"	1-4-1966	2,200.00	
27.	Bayad	"	1-4-1966	2,200.00	
28.	Nanpura	"	1-7-1966	2,159.41	
29.	Junagadh	"	1-4-1966	471.28	
30.	New Mental Colony, Ahmedabad.	"	16-12-1966	2,254.00	
31.	Ambawadi	"	16-12-1966	1,920.00	
32.	Dhoraji	"	1-4-1966	1,635.85	
33.	Kim	"	16-1-1966	2,218.00	
34.	Sachin	"	16-1-1966	2,196.00	
35.	Jetpur	"	Not available	3,000.00	*Represents grant paid for furniture and equipment.
36.	Gondal	"	"	3,000.00*	
37.	Savurkhundla	"	"	3,000.00*	
Total :				73,707.69	
				1,634.41†	
				72,073.28	
†Equipment of Meerut Clinic			Rs. 1,220.25		
Equipment of Maska Clinic			414.16		
Total :			Rs. 1,634.41		

†Equipments of Meerut and Maska Clinics were taken over by State Governments of Uttar Pradesh and Gujarat respectively. The total equipments left with Clinics is Rs. 73,707.69 minus Rs. 1,634.41 = Rs. 72,073.28.

TABLE 9-F
(Referred to in para 9-27)
CASES WHERE AUDITED ACCOUNTS WERE NOT RECEIVED

S.No.	Name of the Clinic	State	Period	Nature of accounts received	Amount for which accounts not received	Whether further grant-in-leased	Whether utilisation certificate issued
1.	Chattannoor . .	Kerala	1-2-60 to 30-9-60	No Accounts received	3,000.00	No	Yes
2.	Jetpur . . .	Gujarat	From 20-8-1966	The grant was released on 16-1-66 and there is no record whether accounts have been received	12,640.00	No	No
3.	Gondal . . .	"	From 20-8-1966	"	12,640.00	No	No
4.	Savarkundla . .	"	From 1-9-1966	"	19,960.00	No	No
5.	Gandhidham . .	"	1966-67	No Accounts received	6,698.00	No	No
6.	Hubli . . .	Mysore	1965-66 and 1966-67	No audited accounts received.	6,542.00	No	No

TABLE 9-G

(Referred to in para 9.32)

Cases where utilisation certificates were furnished by the Ministry on the basis of incomplete utilisation certificates/record received from the state Govt. or it had not been certified by the State Family Planning Officer.

S. No.	Name of the Family Planning Clinic	Amount of grant-in-aid for which utilisation certificate issued	Basis on which furnished
1	2	3	4
		Rs.	
1.	Chathannoor	3,000.00	Utilization Certificate furnished in Ministry's letter No. 7-K-3/63-FPI dt. 2-4-65 was for the utilization of grants received for Koni Centre vide State Govt. letter No. FP-51794/63 dated 8-11-1963.
2.	Muzaffarnagar	6,760.00	For the utilization certificate furnished in the Ministry's letter No. 7-UP-6/62-FPI dated 5-11-65 in respect of the grant Rs. 6,245.34, there is no record whether this utilization had been certified by the Asst. Director, Family Planning Uttar-Pradesh but the utilization certificate was issued by the Director General of Health Service New Delhi on the basis of the audited statement of accounts for the period 1-9-60 to 31-12-61 and un-attested copy of the accounts for the period 1-1-62 to 31-12-64.
3.	Meerut	11,700.00	In respect of the grant-in-aid sanctioned in letter No. 1-79/57-A-II dated 21-8-57 for which the utilization certificate was furnished in Ministry's letter No. 7-45/56-FP dated 10-1-1964 the utilization of the grant had not been certified by Asst. Director (FP) U.P. Government, but the Ministry furnished the same on the basis of audited statement of accounts.
4(a)	Dhoraji	963.00	Utilisation certificates furnished by the Director General of Health Services vide letter No. 7-G-13/63-FPI dated 30-1-65:— (a) (i) The utilization of the grant of Rs. 963-00 had not been certified by the State Family Planning Officer or the A.M.O. but the Director General of Health Services furnished the Utilization Certificates on the basis of audited statement of accounts. (ii) The unsigned copy of the progress report from April, 63 to March, 1964 was sent by the Convener, B.S.S. Dhoraji (Gujarat) on 5/64 but the progress report was received through the State Govt. on 1-11-65 i.e. after 30-1-1965.
		1,415.00	(b) (i) The utilization of the grant of Rs. 1,415/- had not been certified by the State Family Planning Officer, but the Ministry furnished the Utilization certificate on the basis of the audited statement of account.

1	2	3	4
		1,042.00 1,388.00	(ii) The Progress report was received on 1-11-65 i.e. after 30-1-1965. Utilisation certificate issued vide DGHS letter No. 7-G-30/65-FPI dated 16-12-65. The utilization for these amounts had not been certified by the State Family Planning Officer but the Ministry issued the Utilization certificate for these grants on the basis of the audited accounts.
5. Gawliwad		2,240.00	Utilization Certificate not signed by the State Family Planning Officer (Page 138) of Ministry's File No. (7-G-1/63-FP). The Utilization Certificate for the grant-in-aid was issued to the AG on the basis of the audited statement of accounts as Stated under "Kinds of Checks exercised" on the Utilization Certificate.
6. Junagadh		6,160.00	In the case of Utilization furnished in Ministry's letter No. 7-G-28/65-FPI dated 18-8-65 for the grant-in-aid sanctioned in letter No. 7-G-15/64-FPI dated 10-9-64 the utilization had not been certified by the State Family Planning Officer. The Utilization Certificate for the grant, although forwarded through the State AMO on 3-7-65 was not countersigned by him. The Director General of Health Service furnished the Utilization Certificate to the AG, Gujarat on the basis of the audited accounts.



TABLE 9-H

(Referred to in para 9-35)

Cases where copies of Accounts or Unaudited Accounts were received

Sl. No.	Name of the clinic	State	Period	Nature of accounts received.	Amount for which audited accounts not received	Whether further grant released	Whether utilisation certificate issued
1.	Maska (Rural)	Gujarat	1-9-59 to 30-11-59	Unaudited accounts signed by Convener received	310.00	No	Yes
2.	Muzaffarnagar	Uttar Pradesh	1-1-62 to 31-12-64	Copy of audited accounts	1,155.76	No	Yes
3.	Junagadh	Gujarat	15-11-57 to 7-4-58	Copy of account checked by Agent State Bank of India Junagadh and copy attested by Chairman Family Planning Centre Junagadh.	7,750.00	Yes	Yes
4.	Junagadh	Gujarat	8-4-58 to 30-9-59	Copy of accounts audited by Chartered Accountant M.J. Rindani and Co. Copy attested by Chairman Family Planning Centre Junagadh.	1,500.00	Yes	Yes
			1-10-59 to 31-3-60	Copy of accounts audited by P.A. Punjani & Co. Chartered Accountants and Copy attested by Convener, Bharat Sevak Samaj Junagadh	2,725.00	Yes	Yes
			1960-61	do.	3,111.00	Yes	Yes

TABLE 9-I
(Referred to in para 9.44)

S. No.	Name of the Clinic	Name of the State	Amount Sanctioned	Procedure that was not observed.
1	2	3	4	5
1. Koni		Kerala	7,200.00	<p>The application for the first grant was initially received through the Central Bharat Sevak Samaj. The recommendations of the State Government and the Certificate of District Magistrate about the <i>bonafides</i> of the organisation was not received.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that the requirements have been relaxed by the Ministry based on the recommendations of the Central Bharat Sevak Samaj, and the standing Committee of the Ministry which used to consider such proposals. The notes dated 26-6-57 recorded in file No. 7-50/57-57 read as under:</p> <p>"As regards the <i>bonafides</i> etc. no reference to the Deputy Commissioner or to local authorities, appears to be necessary as the Delhi Bharat Sevak Samaj has recommended their case."</p>
2. Chattannoor		Kerala	7,200.00	
3. Meerut		U.P.	11,700.00	No record whether application for the initial grant was received through the State Government.
4. Bhuj		Gujarat	13,000.00	<p>The application for the first grant for the establishment of the Clinics was received direct from the Bharat Sevak Samaj Kutch Pradesh through the Central Bharat Sevak Samaj and not through the State Family Planning Officer.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that the conditions of getting recommendation from the State Family Planning Officers and the District Magistrate have been waived in view of the recommendations from the Bharat Sevak Samaj Central in consultation with the Ministry of Finance-(pp. 1-2/N-F. No. 7-68/57-FP).</p>
5. Maska		"	6,000.00	
6. Gawliwad		Gujarat	7,250.00	<p>No record whether application for initial grant was recommended by the State Government.</p> <p>The Ministry have stated in reply that "initially the grant has been sanctioned on the recommendations of the Executive Committee of the Family Planning Board.</p>
7. Junagadh		Do.	7,750.00	<p>No record whether application for the initial grant was received through the State Government.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the initial grant has been sanctioned on the recommendations of the Family Planning Committee who used to consider such proposals at that time. Notes dt. 28-2-57 recorded in File No. 7-52/56-FP read as under :-</p> <p>"The Standing Committee at its meeting held on 19th Jan. 1957, recommended one urban centre on the approved pattern. The Government of India, Ministry of Health may be requested to accord financial sanction. About the <i>bonafides</i> of the Institution the State Government have been addressed to in the matter. In the meanwhile Ministry of Health have been asked to issue sanctions in the draft put up."</p>

TABLE 9-J
(Referred to in para 9.48)

Unspent Balances at the end of each year in case of Grants sanctioned to Clinics of the Bharat Sevak Samaj

Sl. No.	Name of the Centre	State	Amount sanctioned	Year of accounts	Unspent balance at the end of the year	Period in which the unspent balances were adjusted or not adjusted
1	2	3	4	5	6	7
			Rs.		Rs.	
1.	Moonnamood . . .	Kerala	13,416.00	1964-65	5,451.00	Adjusted during 1-4-65 to 31-3-66
	Moonnamood . . .	Kerala	6,265.00	1965-66	1,865.00	Adjusted during 1-4-66 to 31-3-67
2.	Chathanoor . . .	Kerala	7,200.00	1957-58	2,452.48	} with Kerala Pradesh B.S.S. Adjusted during 1-11-58 to 31-3-59 Adjusted during 1-4-59 to 31-3-60
					152.48	
3.	Koni . . .	Kerala	7,200.00	1957-58	1,650.00	Adjusted during 23-12-58 to 22-12-59
4.	Bangalore . . .	Mysore	14,520.00	1964-65	9,830.34 2,484.14	Adjusted during April 65 to 31-3-66
5.	Hubli . . .	Mysore	7,760.00	1963-64	5,569.84	Adjusted during 1-4-64 to 31-3-65
			5,559.84 } 4,760.00 }	1964-65	1,337.51	Not adjusted from 1-4-65 to date.
6.	Muzaffarnagar . . .	Uttar Pradesh	6,760.00	1960-61	2,632.52	Adjusted during 1-1-62 to 31-12-64
7.	Masurpur . . .	Uttar Pradesh	1,000.00	1960-61	735.06	Adjusted during 1-1-62 to 31-12-64
					366.78	Not adjusted from 1-1-66 to date.
8.	Bhuj & Maska . . .	Gujarat	19,000.00	1957-58	7,747.32	Adjusted during 1-4-58 to 31-3-59
9.	Cambay . . .	Gujarat	19,960.00	1-2-65 to 31-1-66	6,506.00	Not adjusted from 1-2-66
10.	Gomtipur . . .	Gujarat	19,960.00	1-1-65 to 31-12-65	1,239.00	Not adjusted from 1-1-66
11.	Behrampur . . .	Gujarat	19,960.00	1-1-65 to 31-12-65	454.00	Not adjusted from 1-1-66
12.	Bapunagar . . .	Gujarat	19,960.00	1-1-65 to 31-12-65	2,981.00	Not adjusted from 1-1-66
13.	Raikhand . . .	Gujarat	19,960.00	1-5-65 to 30-4-66	902.00	Not adjusted from 1-5-66
14.	Khokhra Muhmadabad . . .	Gujarat	19,960.00	1-5-65 to 30-4-66	1,606.00	Not adjusted from 1-5-66
15.	Dharangadhra . . .	Gujarat	19,960.00	1-5-65 to 30-4-66	9,793.00	Not adjusted from 1-5-66
16.	Vedaj . . .	Gujarat	19,960.00	1-5-65 to 30-4-66	3,333.00	Not adjusted from 1-5-66
17.	Dariapur . . .	Gujarat	19,960.00	1-5-65 to 30-4-66	752.00	Not adjusted from 1-5-66
18.	Lohanpara . . .	Gujarat	18,700.00	16-8-62 to 31-7-63	8,598.00	Adjusted during 1-8-63 to 31-7-64
				1-8-63 to 31-7-64	3,799.00	Adjusted during 1-8-64 to 31-3-65

1	2	3	4	5	6	7
			Rs.		Rs.	
19.	Himatnagar . . .	Gujarat	13,500.00	1-10-62 to 30-9-63	2,325.00	Adjusted during 1-10-63 to 31-3-64
	Himatnagar . . .	Gujarat	3,625.00	1-10-63 to 31-3-64	864.00	Adjusted during 1-4-64 to 31-3-65
	Himatnagar . . .	Gujarat	7,010.00	1-4-64 to 31-3-65	900.02	Adjusted during 1-4-65 to 31-3-66
20.	Meghraj . . .	Gujarat	14,785.00	1-9-63 to 31-7-64	6,537.32	Adjusted during 1-8-64 to 31-3-65
				1-8-64 to 31-3-65	2,365.77	Adjusted during 1965-66
21.	Bayad . . .	Gujarat	14,700.00	1-6-64 to 31-5-65	5,678.97	Adjusted during 1-6-65 to 31-3-66
22.	Nanpura . . .	Gujarat	19,960.00	1-7-65 to 30-6-66	5,878.00	Not adjusted from 1-7-66
23.	Junagadh . . .	Gujarat	7,750.00	15-11-57 to 7-4-58	3,606.00	Adjusted during 8-4-58 to 30-9-59



TABLE 9- K

(Referred to in para 9.53)

Details of Irregular Payments made by the Government of India to the Clinics

Sl. No.	Name of the Clinic	Name of the State	Details of irregular payments in the grant-in-aid sanctions	Amount of excess payment in Rupees	remarks, if any
1	2	3	4	5	
					Rs.
1.	Moonnammoode	Kerala	(a) Bank interest accrued during the following years not included in the unspent balance of the subsequent years.	1964-65 1965-66	113.10 194.70 <hr/> 307.80
			<p>The Ministry have stated in reply to the Commission's questionnaire that "the interest has not been accounted for in determining the admissible grants. No specific reasons therefore are available in the records either. However, it transpires from the audited statement of accounts that amounts other than grant received from the Govt. of India, have been received by the grantee and utilised. It will therefore, be difficult to take into account the interest earned by the Organisation for working out the unspent balance."</p> <p>There are however, no other amounts other than the grants received from the Government of India, Bank Interest and Miscellaneous income in the accounts for 1964-65 & 1965-66.</p>		
			<p>(b) The Ministry have also stated in reply to the Commission's questionnaire "that no orders of the Government of India regarding regulation of the accrual of interest earned by the Voluntary Organisation on monies received from Government of India have been found on the records."</p> <p>Although it has not been specifically stated in the General Financial Rules, it is implicit that any receipts that may accrue in addition to the grant-in-aid will be shown separately in the accounts on the receipt side and only the net expenditure (after adjustment of such receipts) would be admitted against the grant-in-aid.</p>		
2.	Bhuj	Gujarat	Interest of Rs. 31.46 in the Accounts for 59-60 earned in the bank accounts not accounted for by the Govt. of India in the unspent balance as on 1-4-1960.		31.46
			<p>The Ministry have stated in reply to the Commission's questionnaire "that no orders of the Government of India regarding regulation of the accrual of interest earned by the Voluntary Organisation on monies received from Government of India have been found on the records."</p> <p>Although it has not been specifically stated in the G.F.Rs., it is implicit that any receipts that may accrue in addition to the grant-in-aid will be shown separately in the account on the receipt side and only the net expenditure (after adjustment of such receipts) would be admitted against the grant-in-aid.</p>		

1	2	3	4	5																		
3.	Dhoraji	Gujarat	(a) Bank interest earned by the Samaj on the grant-in-aid but not taken into account by the Govt. of India while releasing the next grant:—	Rs.																		
			<table><tr><td>Year of A/c</td><td>Amount</td><td></td><td></td><td></td></tr><tr><td>1961-62</td><td>31.65</td><td>1961-62</td><td>31.65</td><td rowspan="3">} 86.47</td></tr><tr><td>1962-63</td><td>47.25</td><td>1962-63</td><td>47.25</td></tr><tr><td>1964-65</td><td>7.57</td><td>1964-65</td><td>7.57</td></tr></table>	Year of A/c	Amount				1961-62	31.65	1961-62	31.65	} 86.47	1962-63	47.25	1962-63	47.25	1964-65	7.57	1964-65	7.57	
Year of A/c	Amount																					
1961-62	31.65	1961-62	31.65	} 86.47																		
1962-63	47.25	1962-63	47.25																			
1964-65	7.57	1964-65	7.57																			
			<p>The Ministry have stated in reply to the Commission's questionnaire "that the interest has not been accounted for in determining the admissible grants for the subsequent years. No specific reasons therefor are available in the records."</p> <p>Although it has not been specifically stated in the G.F.Rs., it is implicit that any receipts that may accrue in addition to the grant-in-aid will be shown separately in the accounts on the receipt side and only the net expenditure (after adjustment of such receipts) would be admitted against the grant-in-aid.</p>																			
			(b) The Ministry have also stated in reply to the Commission's questionnaire that "However, it is seen from the audited statement of accounts for 1962-63 and 1964-65 that amounts other than grant received from the Government of India, have been received by the grantee and utilised."																			
			<p>There are, however, no other amount of receipts of grants from sources other than grant received from the Government of India, Bank Interest and the Sundry Creditors or the loan from Bharat Sevak Samaj Dhoraji.</p>																			
4.	Gandhidham	Gujarat	(i) Conveyance allowance (Permanent Travelling allowance) not admissible for the Urban clinic vide Ministry of Health letter No. 3-7/61-FP dated 14-12-61. This is worked out as under:—	399.93																		
			<table><tr><td>Allowed in 1961-62 vide letter No. 7-G-15/62-FPI dated 6-6-64</td><td>Rs. 4,629.12</td></tr><tr><td>Admissible</td><td>Rs. 4,229.19</td></tr><tr><td></td><td>Rs. 399.93</td></tr></table>	Allowed in 1961-62 vide letter No. 7-G-15/62-FPI dated 6-6-64	Rs. 4,629.12	Admissible	Rs. 4,229.19		Rs. 399.93													
Allowed in 1961-62 vide letter No. 7-G-15/62-FPI dated 6-6-64	Rs. 4,629.12																					
Admissible	Rs. 4,229.19																					
	Rs. 399.93																					
			<p>(Samaj's statement at page 93/c of file No. 7-G-15/62-FPI gives the amount including that for one Social Worker and Permanent Travelling Allowance=6,877.71 less for one Social Worker=2,154)</p> <table><tr><td></td><td>Rs. 4,723.71</td></tr><tr><td></td><td>Rs. 494.52</td></tr><tr><td></td><td>Rs. 4,229.19</td></tr></table>		Rs. 4,723.71		Rs. 494.52		Rs. 4,229.19													
	Rs. 4,723.71																					
	Rs. 494.52																					
	Rs. 4,229.19																					
			<p>The Ministry have stated that "the letter dated 14-12-61 came into effect from 14-12-61 only. It did not preclude incurring of expenditure on Permanent Travelling Allowance in case of urban centres.</p> <p>The grant for 1961-62 was admitted by the Ministry on 6-6-64 and the reply of the Ministry that it did not preclude incurring of expenditure on Urban Clinic is therefore not covered by any orders of the Ministry.</p>																			
5.(a)	Mental Colony Ambawadi (One post in each clinic).	Gujarat	(i) The clinics had paid scales of pay of the staff in the Accounts in excess of those which were stated earlier by the State Government in their letter No. 308-II 51177 GIA dated 18-3-65. No approval of the Director General																			

1	2	3	4	5
			of Health Services to the revised pay scales and allowances is on record:—	Rs.
			<i>Period 16-12-65 to 16-12-66</i>	
		Name of the post	Pay & Allowance approved by the State Govt.	Pay and allowance paid by clinic
		Family Planning Extension Educator or Social Worker	150-10-200 plus allowance Rs. 60/-	Pay 195.00 CLA 14.62 DA 55.00 HRA 24.37
		Total Rs. 210		288.99
		Excess in both clinics @ Rs. 78.99 × 12)	Excess in both clinics @ 947.88 per annum	1,895.76
			(Rs. 947.88 × 2 = 1895.76)	
		(ii) Family Planning Welfare Worker	Rs. 100-5-150 plus allowance Rs. 55	Pay 145.00 DA 40.00 CLA 10.87 HRA 18.12
		Total Rs. 155.00		213.99
		Excess in both the clinics @ Rs. 76.99 × 12)	Excess in both the clinics @ Rs. 707.88 per annum	1,415.76
		(iii) Store Keeper Clerk-cum-Accountant	Rs. 91-3-130-4-170 plus allowance Rs. 24	Pay 100.00 DA 32.00 CLA 7.50 HRA 17.50
		Total Rs. 115.00		157.00
		Excess in both the clinics @ Rs. 504 per annum	Excess in both the clinics @ Rs. 504 per annum	1,008.00
		(iv) Clinic attendant-cum-peon (Sevak)	Rs. 30-1-35 plus allowance Rs. 45	Pay 65.00 DA 32.00 CLA 6.00 HRA 9.00
		Total Rs. 75/-		112.00
		Excess in both the clinics @ Rs. 444 per annum	Excess in both the clinics @ Rs. 444 per annum	888.00
5 (b) Mental Colony Ahmedabad,	Gujarat	(i) Basic pay of Rs. 205 instead of Rs. 195 from 1-10-66 to 15-12-66 paid to K. Shah Social Worker.	Rs. 195 from 1-10-66 to 15-12-66 paid to Jotsanaben K. Shah Social Worker.	18.00
		(ii) Basic pay of Rs. 103 instead of Rs. 100 from 1-10-66 to 15-12-66 paid to Shri Chela Bhai Patnik Clerk.		7.50
		(iii) Payment of Rs. 213.99 instead of Rs. 195.87 to Family Worker (Male) for 9/65.		18.12
				43.62
6. Ambawadi	Gujarat	(i) Payment of Rs. 205 instead of Rs. 195 from 1-10-66 to 15-12-66 to Mr. Vidyaben, A. Patel Social Worker.		19.00
		(ii) Payment of Rs. 277.41 instead of Rs. 264.62 for 2/66 to Shri Sarmistha, ben Social Worker.		22.79
		(iii) Payment of Rs. 240.23 instead of Rs. 213.99 to Mr. Vipin Chandra N. Shah Welfare Worker for 4/66.		26.24
		(iv) Payment of Rs. 65.60 instead of Rs. 65 to Mr. Ramanik Lal C. Jadav (Peon) from 10/66 to 15-12-66.		1.25

1

2

3

4

5

Rs.

The Ministry has stated in reply that "the expenditure admitted by the Government of India in respect of the Family Welfare Planning Centres at Mental Colony, Ahmedabad, and Ambawadi (Ahmedabad) in letters No. 7-G-15/65-FP(G) dated 14-5-68 and 7-G-15/65-FP(G) dated 25-6-68 was based on the audited statement of accounts, utilisation certificates, duly countersigned by the State Family Planning Officer, and the recommendations of admissible expenditure furnished by the State Family Planning Officer. The Expenditure recommended/admitted was well within the ceiling of the financial pattern."

There is, however, no prior approval of the Ministry for the revision of the scales, or scrutiny of over payment on record in the Ministry's files.

7. Nanpura . . . Gujarat

Emoluments of Family Planning Extension Educator (Social Worker) recommended by the State Govt. in their letter No. 308-II-51177 GIA FP dated 10-12-64 were Rs. 2520 per annum (Rs. 150-10-200 plus DA) but allowed Rs. 2760 per annum.

2,760.00

(—)2,520.00

240.00

The Ministry has stated in reply to the Commission's questionnaire that "the expenditure has been admitted based on the audited statement of accounts and the recommendations of the State Family Planning Officer about the admissible expenditure.

The total expenditure on staff was within the ceiling of the amount sanctioned therefor, as required." There is, however, no prior approval of the Ministry on record in the Ministry's files.

8.(a) Lohanapara . . . Gujarat

The following pay and allowances were admissible in the scale of 150-10-200 plus DA @ 50.00 and HRA @ Rs. 10 as per State Govt's letter No. 308-I-38018-GII-FP dated 4-11-63. The rates of DA and HRA are given in the Samaj's letter No. FP/389 dated 7-8-60 and 9/FP/699 dated 19-1-61. There is no record about the approval of the DGHS to the revised pay scales and allowances paid, after allowing yearly increments.

Male Social Worker (MUL JIBHAI K. HIRAPA)

Admissible

12/62 to 11/63 @ Rs. 210 = 2510.00

12/63 to 11/64 @ Rs. 220 = 2640.00

12/64 to 11/65 @ Rs. 230 = 2760.00

12/65 to 3/66 @ Rs. 240 = 960.00

Rs. 8870.00

Paid

1-12-62 to 7/63 = 1680.00

1-8-63 to 31-7-64 = 2000.00

1-8-64 to 31-3-65 = 1960.00

1-4-65 to 31-3-66 = 3115.00

Rs. 9455.00

excess 585.00

1	2	3	4	5
			Female Social Worker (KAUSHALYABEN Nana- vati)	Rs.
			<i>Admissible</i>	
			16-8-62 to 15-8-63 @ Rs. 210.00 =	2510.00
			16-8-63 to 15-9-64 @ Rs. 220.00 =	2640.00
			16-8-64 to 15-8-65 @ Rs. 230.00 =	2760.00
			16-8-65 to 31-3-66 @ Rs. 240.00 =	1787.16
				<u>9697.16</u>
				635.00
			<i>Paid</i>	
			From 16-8-62 to 31-3-66	2417.16
				2780.00
				1980.00
				<u>3155.00</u>
				<u>10332.16</u>
			<p>The Ministry have stated in reply to the Commission's questionnaire that "the payments to the Social Workers have been made, inter alia, on the recommendations of the State Family Planning Officer, who has no doubt as required under the procedure, verified the details of expenditure. The details of admissible expenditure worked out by the Commission are based on the scales of pay mentioned in the State Govt's letter dated 4-11-63. It will be seen from State Govt's letter No. 30-8-I-35526-GIAP dated 13-11-64 that the above scales of pay have been revised subsequently."</p> <p>The budget estimates for the pay and allowances payable to Male Social Worker and Female Social Workers for 1963-64 and 1964-65 sent by the Centre and forwarded by the State Government vide its letters No. 308-I-38018-GIA-FP dated 4-11-63 and 308-I-1843-GIA/FP dated 3rd July 1964 were also for the pay and allowance in the scale of 150-10-200. (The rates of DA and HRA are given in the Samaj's letter Nos. 7/FP/389 dated 7-8-60 and 9/FP/699 dated 19-1-61). For the payment made in the revised scales as per documents forwarded in the State Government's letter No. 30-8-I-35526-GIA dated 13-11-64 there is no prior approval of the Government of India.</p>	
8.(b)			<i>Lady Social Worker :—</i>	
			<i>Smt. Kaushalyaben Nanavati</i>	
			Mistake in totalling in the statement of salaries for the period 1-8-63 to 31-7-64 to the extent of Rs. 50. Rs. 2780 paid by the DGHS vide No. 7-G-24(ii)/64-FPI dated 18th December 1964 though Rs. 2730 was the exact total.	50.00
			<p>The Ministry have stated in reply to the questionnaire of the Commission that "the amount of Rs. Rs. 2780 allowed by the Govt. of India is correct. The total of the statement of salaries also comes to Rs. 2780 which is certified to be correct by the Chartered Accountant in audited statement of accounts."</p> <p>The total of the items in the statement of salaries of staff for the period 1-8-63 to 31-7-64 is Rs. 2730 and this statement was received by the Ministry vide item No. IV(a) (b) of the terms and conditions regarding procedure for Financial Assistance.</p>	

1	2	3	4	5																												
9.(a) Gawliwad	.	Gujarat	<p>The following pay and allowances were admissible to N.H. Sheth (Male Social Worker) in the Scale of Rs. 150-10-200 vide State Govt. letter No. 308-I-31217-GIA-FP dated 4-9-63:—</p> <p><i>Admissible</i></p> <table><tr><td>Pay</td><td>Rs. 150.00</td></tr><tr><td>DA</td><td>Rs. 50.00</td></tr><tr><td>HRA</td><td>Rs. 10.00</td></tr><tr><td></td><td><u>Rs. 210.00</u></td></tr></table> <p>1-12-62 to 30-11-63 $210 \times 12 = 2510$ 1-12-63 to 30-11-64 $220 \times 12 = 2640$ 1-12-64 to 30-11-65 $238 \times 12 = 2760$ 1-12-65 to 31-3-66 $240 \times 4 = 960$</p> <table><tr><td></td><td><u>8870</u></td></tr></table> <p><i>Paid</i></p> <table><tr><td>1-12-62 to 31-3-66</td><td>840</td></tr><tr><td></td><td>2600</td></tr><tr><td></td><td>2890</td></tr><tr><td></td><td><u>3115</u></td></tr><tr><td></td><td>9945</td></tr></table>	Pay	Rs. 150.00	DA	Rs. 50.00	HRA	Rs. 10.00		<u>Rs. 210.00</u>		<u>8870</u>	1-12-62 to 31-3-66	840		2600		2890		<u>3115</u>		9945	Rs.								
Pay	Rs. 150.00																															
DA	Rs. 50.00																															
HRA	Rs. 10.00																															
	<u>Rs. 210.00</u>																															
	<u>8870</u>																															
1-12-62 to 31-3-66	840																															
	2600																															
	2890																															
	<u>3115</u>																															
	9945																															
				1075.00																												
			<p>The Ministry have stated in reply to the Commission's questionnaire that "the salaries paid to the Social Worker were based, inter alia, on the recommendations of the State Family Planning Officer, who, according to the procedure, is required to verify the details of expenditure. It is seen from the records that the scales of pay mentioned in State Govt's letter dated 4-9-63 have been revised subsequently, vide State Govt's letter No. 308-I-37696-GIA-FP dated 13-11-1964".</p> <p>For the payment made in the revised scales and document forwarded in the State Government's letter No. 308-I-37696-GIA-FP dated 13-11-64 there is no prior approval of the Government of India.</p>																													
9.(b) Gawliwad	.	Gujarat	<p>Mistake in totalling in the statement of salaries for 1963-64:—</p> <p>Dai (Totalled as 733.19 instead of 732.19) Peon (Totalled as 525 instead of 524)</p> <p>The Ministry have stated in reply to the questionnaire that "the payment of Rs. 733.19 to Dai and Rs. 525 to the Peon have been allowed on the basis of the audited statement of accounts duly authenticated by Chartered Accountants".</p> <p>The total of the following items on the statement of salaries of staff for the period 1-4-63 to 31-3-64 works out to Rs. 524.00 and 732.19 respectively as under:—</p> <table><tr><th>Peon</th><th>Dai</th></tr><tr><td>65</td><td>65</td></tr><tr><td>65</td><td>65</td></tr><tr><td>65</td><td>65</td></tr><tr><td>65</td><td>65</td></tr><tr><td>66</td><td>66</td></tr><tr><td>66</td><td>66</td></tr><tr><td>66</td><td>66</td></tr><tr><td>66</td><td>66</td></tr><tr><td>66</td><td>66</td></tr><tr><td></td><td>35.15</td></tr><tr><td></td><td>41.04</td></tr><tr><td></td><td><u>66</u></td></tr><tr><td>524</td><td>732.19</td></tr></table>	Peon	Dai	65	65	65	65	65	65	65	65	66	66	66	66	66	66	66	66	66	66		35.15		41.04		<u>66</u>	524	732.19	2.00
Peon	Dai																															
65	65																															
65	65																															
65	65																															
65	65																															
66	66																															
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66	66																															
	35.15																															
	41.04																															
	<u>66</u>																															
524	732.19																															

1	2	3	4	5						
			This statement was received by the Ministry vide item No. IV (a & b) of the Terms and Conditions regarding Procedure for financial Assistance to local bodies and voluntary organisations for Family Planning Programme.	Rs.						
9.(c)	Gawliwad	Gujarat	Excess in contingencies (Publicity expenses) during 1960-61 80% of 389 is 294. Allowed Rs. 400 vide letter No. 7-G-7/61-FP dated 18-5-62(see notes on p. 2/N of File No. 7-G-1/63-FP)	106.00						
			The Ministry have stated in reply to the questionnaire that "no specific orders regarding inadmissibility of publicity expenses in a continuation grant are available in the records. The statement regarding inadmissibility of the above kind of expenditure recorded at p.2/N of F. No. 7-G-1/63-FP has apparently been made in the context that expenses on publicity in the nature of non-recurring grant which are admissible only once in the initial grant could not be allowed to Gawliwad Clinic which had demanded the amount of Rs. 1000 therefore consequent upon the upgrading of the clinic. Admission of a small expenditure on publicity as a part of 'contingencies' cannot, therefore, be regarded as unreasonable."							
			The Ministry's reply is not covered by any orders issued by it.							
9.(d)	Gawliwad	Gujarat	The pattern for Lohanapara (Virani) as per sanction letter No. 7-G-7/63-FP dated 29-7-61 provided only for the distribution of the contraceptives and not for the Wages of part time Doctor charged in the accounts of Gawliwad Centre as under:—							
			<table><tr><td></td><td>Amount in the a/cs</td><td>Allowed</td></tr><tr><td>1-6-59 to 31-3-60</td><td>Rs. 225</td><td>Rs. 180</td></tr></table>		Amount in the a/cs	Allowed	1-6-59 to 31-3-60	Rs. 225	Rs. 180	180.00
	Amount in the a/cs	Allowed								
1-6-59 to 31-3-60	Rs. 225	Rs. 180								
			The Ministry have stated in reply to the Commission's questionnaire that "the grant-in-aid of Rs. 1,500 sanctioned for distribution of contraceptives at Lohanapara (Virani) in the Ministry's letter No. 7-G-7/61-FP dated 29-7-61, was duly utilised for the purpose for which it was sanctioned and adjusted by the Department vide letter No. 7-G-24/64-FPI dated 18-12-64. The payments made in respect of Smt. Ramaban Mehta, a part time Doctor, of the Gawliwad Centre, whose services appear to have been utilised for the Virani F.P. sub-centre and which had been held as irregular by the Commission appears to have been made from the funds for staff placed on the disposal of Gawliwad Centre and not from the grant of Rs. 1500 mentioned above".							
			The payment from the Gawliwad centre to Smt. Mehta, for Lohanapar (Virani) was not admissible according to the Terms and Condition regarding "procedure for Financial Assistance. The grant was to be utilized for the purpose of Gawliwad Centre for which it was sanctioned vide condition No. II(d) of these Term & Conditions.							
9.(c)	Gawliwad		The payments of Rs. 240 made to the same Doctor during 1960-61 in the Accounts of Gawliwad Centre is also not admissible as the pattern provided for 1960-61 the appointment of one Lady Doctor and one part time male Doctor vide Ministry's letter No. 1-165/66-H II dated 14-3-57 (file No. 7-54/56-FP) and not two Lady Doctors and one male Doctor as in the accounts. The pattern for the subsequent period was also the same vide Ministry of Health letter No. 7-G-7/61-FP dated 28-6-62 (Page 179).	<table><tr><td>Amount in Accounts</td><td>Allowed</td></tr><tr><td>Rs. 300</td><td>240 i.e. excess</td></tr></table>	Amount in Accounts	Allowed	Rs. 300	240 i.e. excess		
Amount in Accounts	Allowed									
Rs. 300	240 i.e. excess									

1	2	3	4	5
10. Meerut	U.P.	Total grant paid and income was *Rs.12,436.98 vide details given in the margin excluding donations of Rs. 58.99 and 280 Rs. only.		Rs.
		Excess is worked as under according to the approved pattern.		
		Grant paid	Grant admissible	Excess
		1	2	3
		<i>Equipment furniture & publicity</i>		
		Furniture and furnishing	452.87	2,000.00
		Equipment	767.38	13.17
		Publicity	519.65	
		Purchases for Medical treatment	273.27	
			2,013.17	
Details*		Grant paid	Grant admissible	Excess
Grant	11,700.00			
Sales	508.29			
Interest	111.76			
Interest	11.86			
Sales	105.07			
	12,436.98			
		<i>Contraceptives</i>		
		Contraceptives	1,041.41	1,000.00
		Drugs	33.54	74.95
			1,074.95	
		<i>Contingencies</i>		
		Printing & Stationery	505.87	500.00
		Postage & Telegram	38.11	651.76
		Freight & Octroi	10.12	
		Miscellaneous	597.66	
			1,151.76	
		Establishment Travelling	7,434.62	9,000.00
			27.65	
			7,462.27	
		Total admissible for first year from column 2 and column 1	2,000.00 1,000.00 500.00 7,462.27	
			10,962.27	
		Admissible during Second year Expenditure in the Receipt and Payment Accounts from 1-4-59 to 31-12-59 80% of 979.22	743.20	
			11,705.47	
		Excess	12,436.98 11,705.47	
			731.51	Less refunded Rs. 111.66=
				519.85
11. (a) Vadaj	Gujarat	Breakfast (I.U.C.D.) in the accounts for the period 1-5-65 to 30-4-1966		26.28
(b) Gomptipur	Gujarat	Breakfast (I.U.C.D.) in the accounts for the period 1-1-65 to 31-12-65		54.88

1	2	3	4	5								
(c)	Khokhara Mehmada- bad.	Guajrat	Breakfast in the accounts for the period 1-5-65 to 30-4-66.	Rs. 45.07								
			The Ministry have stated in reply that "the State Family Planning Officer has included the amount spent on Breakfast also in the expenditure on I.U.C.D. and the total amount has been allowed by the Department for I.U.C.D."									
			There is no record in the terms and conditions that expenditure on break-fast was to be allowed.									
12.	Bapunagar	Gujarat	Excess payment of Salary of Social Worker (male) during 1/65 to 12/65 over and above one post approved by the Director General of Health Services vide statement of pay and allowances.	944.90								
			The Ministry have stated in reply to the Commission's questionnaire that "the excess expenditure on excess staff being within the overall sanctioned expenditure for staff was admissible in accordance with the relaxation contained in para (xi) of the terms and conditions for financial assistance and was, therefore, allowed".									
			Para (xi) of the Terms & Conditions says that " a number of part time or full time persons belonging to any category may be employed provided the Expenditure does not exceed the ceiling of the amount sanctioned in the prescribed pattern for that category of post. The sanctioned strength was 2 Family Planning Extension Educations (Male & Female) and 1 Family Planning Welfare Worker (Male) and permissible expenditure was Rs. 2520 + 2520 + 1860 = 6,900.00 but the expenditure paid is Rs. 939.86 + 1,589.98 + 3,049.79 + 2,265.27 = 7,844.90 on 3 Family Planning Extension Educators and 1 Family Planning Welfare Worker.									
13.	Kattanam	Kerala	On the basis of the Inspection Report of the Regional F.P. Team, the D.G.H.S. in their letter No. 7-K-2/65-FPI dated 16-8-65 had asked that the State F.P. Officer may assess as to what amount had been properly utilised for the purpose for which grant was sanctioned and also to indicate the amount sanctioned for the purpose otherthan Family Planning Programme. The Director of Health Services Kerala State Trivandrum in his letter No. FP.2/57803/66/DHS dated 11-7-66 had given his report. On the basis of his report the grant not utilised for the purpose works out as under:—									
			<table><tr><th>Year</th><th>Natures of excess payment</th><th>Figure of State Govt.</th><th>Figures in account furnished by the clinic</th></tr><tr><th>1</th><th>2</th><th>3</th><th>4</th></tr></table>	Year	Natures of excess payment	Figure of State Govt.	Figures in account furnished by the clinic	1	2	3	4	
Year	Natures of excess payment	Figure of State Govt.	Figures in account furnished by the clinic									
1	2	3	4									
			1959-60 Excess in salaries 1785.00 2200.00	415.00								
			1960-61 Printing charges for which no invoice was available with the clinics.	243.00								
			Stationery									
			No cash bill or voucher available	10.00								
			Equipment goods for which no invoice or bill was available.	500.00								
			1961-62 Printing charges for which no stamped receipt was available.	85.75								

1	2	3	4	5
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1	2	3	4	Rs.
	Stationery for which no cash bill was available.			38.00
1962-63	Printing charges for which no stamped receipt was available			98.25
1960-61	Family Planning goods for which no stamped receipts or Number of the Bank Draft was available.			1,167.17
1961-62	Do.			667.37
1961-62	Do.			1,375.94
1962-63	Family Planning goods for which no payees receipts was produced.			782.86
1963-64	Do.			728.95
	Do.			1,525.42
			Total for Kattanam	7,637.71

The Ministry have stated in reply to the question-
naire that "the question of the working out adjust-
ment of excess payments, and settlement of the
final dues, if any to the clinic in view of the Ins-
pection Report of the Regional Family Planning
Team is still under examination in consultation
with the State authorities."

Grand Total	18,487.77
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TABLE 9-L

(Referred to in para 9.55)

Table Showing Cases where the Permaent Imprest of Rs. 500 was not accounted for in the Unspent Balance on the Discontinuance of the Grant by the Ministry of Health & Family Planning:—

Sl. No.	Amount in rupees	Name of the Clinic	No. & date of Ministry's letter in which the non-recurring grant of Rs. 500 was sanctioned for stocking of contraceptives.
1.	500.00	Kattanam	7-K-2-59/FP dated 2-4-60
2.	500.00	Gawliwad	1-165/56-HII dated 14-3-57
3.	500.00	Gandhidham	F-7-BB-5/59/FP/ dated 3-7-59
4.	500.00	Junagadh	1-122/57-HII dated 5-6-57
5.	500.00	Chathannoor	1-193/57-HII dated 23-8-57
6.	500.00	Bhuj	F7-68/57-FP(HII) dated 20-9-57
Total 3,000.00			



TABLE 9-M
(Referred to in para 9.66)
Cases where there are differences in the cost of contraceptives distributed free or at half rates in the Progress Report and that in the Accounts.

S. No.	Name of the Clinic	Period	Cost of contraceptives distributed free or at half rate as reported in the Progress Report	Expenditure on account of contraceptives distributed free or at half rates as shown in the accounts.	Excess payment in rupees
1	2	3	4	5	6
1.	(i) Kattanam	1960-61	Free issue (In the return for 1960-61 and 1961-62)	1,383.84 Free issue (in the accounts for 1960-61).	1,500.00—1,384.84=115.16
	(ii) Bangalore	1961-62 1-4-65 to 31-3-66	1,908.32 Free issue	Free issue	No excess payment involved.
2.	Moonnammood	1-4-65 to 31-3-66	Free issue	620.82 Free issue	2,043.31 No excess payment involved.
3.	Konni	1960-61	Free issue	2,020.00 Free issue	519.32 No excess payment involved.
4.	(i) Konni	1961-62	Free issue	917.00 Free issue	2,037.83
	(ii) Bangalore	1962-63	Free issue	942.00 Free issue	950.39 No excess payment involved.
		1960-61	Full rate	622.00 Full rate	670.36 No excess payment involved.
		1961-62	Full rate	140.00 Full rate	189.35
		1962-63	Full rate	140.00 Full rate	Nil
5.	Behrampur	1-1-65 to 31-12-66	Free issue Half Full	702.30 Free issue 2.87 Half 9.49 Full	Nil
6.	Dhrangadhra.	1-5-65 to 30-4-66	Free issue	696.03 Free issue	799.41 799.41—702.30=97.11
7.	(i) Gawliwad	1-6-57 to 31-7-58	Free Half Full	951.57 Free 128.90 Half 116.20 Full	No excess payment involved.
	(ii) Bangalore	1-8-58 to 31-7-59	Free	724.36 Free	287.07 No excess payment involved.
	(iii) Bangalore	1-8-58 to 31-3-60	Free Half Full	2,120.02 Free 206.74 Half 405.69 Full	873.34 Sanctioned 873.00 —724.36=148.64
Excess payment in the grant for the period 1-8-59 to 31-3-60 80% of Rs. 1,000 @ Rs. 1,500 per annum but Rs. 1,000 allowed vide sanction F. No. 7-C-7/61-FP dated 18-5-1962. The Govt. have allowed Rs. 1,000 of the maximum of the ceiling grant under the pattern instead of 80% which would be 800					1,076.95 1,814.40
					100 × — × 1,500 = 800
					12

1	2	3	5	4	6
8.	Gandhidham	1962-63	Free	952.37	Free
9.	Nanpura	1-7-65 to 30-6-66	Value of Contra- ceptives purchased as per accounts Free issue Balance in Stock.	1,331.58	952.76 952.76—952.37=0.39
10.	(i) Junagadh	1-10-59 to 31-3-60	Free issue Half rate (half of 146.23) (Page 112 of F. No. 7-G-8/61-FP)	1,202.88 128.70	Value of Contra- ceptives in stock in the Statement of Contraceptives.
			112.21 73.12		129.38 (129.38—128.70)=0.68.
			185.33	238.37	291.00 = 105.67
				Sanctioned Rs.	—185.33
					= 105.67
	(ii) Junagadh	1960-61	Free issue Half rate	128.99 87.57	277.00 = 60.44
				216.56	216.56
	(iii) Junagade	1965-66	Free issue Half rate	1,312.88 49.82	1,289.14 No excess payment involved. 23.44
11.	Dhoraji	1963-64	Free issues (Even this figure should have been Rs. 545.22 Viz. Free supply	665.95 136.72 106.50 225.00 75.00	746.46 +58.75 805.21
			Free issue Half rate	545.22 545.22 58.75	Rs. 805.21—603.97=201.24
				603.47	
12.	Kim	15-1-65 to 15-1-66	Free issue	261.73	Free issue
13.	Wadhwan	1-5-65 to 30-4-66	Free issue	634.87	Free issue
					291.16 No excess payment involved.
					610.37 No excess payment involved.
					Total excess 962.72

(Half rate:- $\frac{1}{4}$ of 117.50) = 58.75
Difference in the figures of Purchases
of Contraceptives :-

Year	Account figures	Progress Report figures
63-64	863.96	977.06
65-66	898.17	698.17

TABLE 9-N

(Referred to in para 9.71)

Cases where Continuation Grants were sanctioned without Specific Recommendations of the State Family Planning Officer as required vide para V of the Terms and Conditions

Sl. No.	Name of the Clinic	Name of the State	Amount sanctioned	Year	Procedure that was not observed
1	2	3	4	5	6
			Rs.		
1.	Koni	Kerala	5,883.00	1960-61	The continuation grant was sanctioned vide letter No. 7-50/57-FP dated 28-11-60 on the basis of Hony. Secretary, Bharat Sevak Samaj Family Planning Clinic, Koni letter dated 19-9-1960. The Ministry have stated in reply to the Commission's questionnaire that "the proposal for continuation grant was received through the SFPO with his recommendations, vide his letters at PP 89, 115/c of F. No. 7-50/57-FP. The correspondence at PP 100-101/c and p. 130/cor. (F. No. 7-50/57-FP) exchanged between the Government of India and the grantee under intimation to SFPO will make the history of the case clear." No proposal for the grant for 1960-61 are, however, enclosed with the State Government's letter dated 27-10-59 and page 115c does not mention anything about continuation grant.
2.	Chattannoor	Kerala	3,000.00	1960-61	The continuation grant for 1-2-60 to 30-9-60 was sanctioned vide letter No. 7-50/57-FP dated 14-10-60 on the basis of direct request from the Convenor Bharat Sevak Samaj Chattannoor vide his letter dated 29-6-1960. The Ministry have stated in reply to the Commission's questionnaire that "the continuation grant was not sanctioned on the basis of request dated 29-6-60 from Bharat Sevak Samaj Chattannoor alone. The documents in token of the utilisation of the previous grant, including utilisation certificate duly countersigned by him were forwarded by the SFPO, vide his letter at PP 79/c and 89/c of File No. 7-50/57-FP."
3.	Moonnammood	Kerala	6,265.00	1965-66	The State Government's letter No. FP-118/59/DHS dated 12-10-59 (page 79/c) does not mention anything about continuation grant and with the State Govt. letter No. 110/59/DHS dated 27-10-59 (Page 89/c) no proposal for the continuation grant for this Clinic was attached. The continuation grant was sanctioned vide letter No. 7-K-9/65-FPI dated 26-7-65 on the basis of the Regional Family Planning Team's Report on the accounts. There were, however, no proposals received there-with from the Samaj as required under para 5 (iii) of the Ministry's Circular Letter No. F. 7-6/62-FPI dated 27-5-63 and no recommendations of the State Government were received.
4.	Moonnammood	Kerala	9,853.00	1966-67	The continuation grant was sanctioned vide letter No. 7-K/6/66-B&G(FP) dated 4-7-66. The State Government letter No. 2-59200/66/ DHS dated 8-6-66 did not mention about continuation of grant for 1966-67.

1	2	3	4	5	6
		Rs.			<p>The Ministry have stated in reply to the Commission's questionnaire that "the mere absence of mention about the continuation grant in the State Government's letter dated 8-6-66 could not be taken as disapproval of the State Government of the continuation grant, when all the essential documents relating to the earlier grant were submitted by them, and there was no indication of the closure of the clinic. In fact, the balance of Rs. 1,825.68 spilled over from the previous grant was proposed by the Institution to be utilized during 1965-66, and this position was confirmed by the SFPO (vide utilisation certificate at P. 3/cor of F. No. 7-K-6/66-FP (G). This was clearly indicate of the fact that Family Planning activity at the clinic was to be continued during the next year and, hence, the necessity for the continuation grant."</p> <p>The Ministry's reply is only an after thought, as there were even no proposals from the Samaj for the continuation grant attached with State Government's letter dated 8-6-66 as required under para 5(iii) of DGHS letter No. F.7-6/62-FPI dated 27-5-63. The State Government could not as such recommend any continuation grant.</p>
5.	Bhuj Gujarat	5,000.00	1961-62		<p>The continuation grant of Rs. 5,000 was sanctioned vide letter No. 7-BB/ 4/60-FP dated 20-1-62 on the basis of direct proposals from the Samaj vide their letter No. 334-FP dated 15-11-61.</p> <p>The Ministry have stated in reply to the Commissions' questionnaire that "the grant-in-aid of Rs. 5,000 sanctioned in letter No. 7-BB-4/60-FP dated 20-1-62 was a provisional grant sanctioned with the approval of the Ministry of Finance pending the receipt of certain documents and the recommendations of the SFPO vide PP 22-23/N-F. No. 7-BB/4/60-FP."</p> <p>Notes dated 29-11-61 on pages 22, 23-N read as under:—"In view of the urgency expressed by the Samaj we may provisionally sanction Rs. 5,000- for current year pending receipt of item wise details of expenditure."</p> <p>The powers to sanction grants were delegated to the Ministries only from 1-6-62 vide Ministry of Finance Office Memorandum No. 10(4)-E-Coord/ 62 dated 1-6-62 and as such all sanctions prior to 1-6-62 were to be sanctioned with the prior approval of Ministry of Finance, and there is nothing extraordinary if this sanction was also issued with the concurrence of Ministry of Finance.</p>
6.	Gawliwad Gujarat	2,240.00	1961-62		<p>The continuation grant was sanctioned vide letter No. G.7-61-FP dated 16-9-61 on the basis of Bharat Sevak Samaj Rajkot letter No. 7/FP/329 dated 8-8-61.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the grant was sanctioned on provisional basis with the approval of the Ministry of Finance pending its regularisation later on the basis of the requisite documents and AMO's recommendations, vide notes on PP 5-6/N File No. 7-G-7/61-FP."</p> <p>Notes dated 24-8-61 on page 5 N read as under:—"Several communications have been sent to the A.M.O. His reply has not been received so far and in the absence of this information the amount already allowed cannot be adjusted. The last express reminder issued is at page 13 corr. which is dated the 11th August, 1961</p>



1	2	3	4	5	6
			Rs.		<p>However, in view of the urgency expressed by the Samaj, we may allow them provisionally a sum of Rs. 2,240 for the period from 1st April, 1961 to the 30th September, 1961."</p> <p>The powers to sanction grant were delegated to the Ministries only from 1-6-62 vide Ministry of Finance O.M. No. 10(4)-E-Coord/62 dated 1-6-62 and as such all sanctions prior to 1-6-62 were to be sanctioned with the prior approval of Ministry of Finance, and there is nothing extraordinary if this sanction was also issued with the concurrence of the Ministry of Finance.</p>
7.	Junagadh	Gujarat	3,111.00	1960-61	<p>Continuation grant was sanctioned vide No. FP.7-BB-12/60-FP dated 11-11-60 on the basis of the Bharat Sevak Samaj Family Planning Centre letter No. FP/22 of 20-9-60.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the grant has not been sanctioned on the basis of grantee's letter dated 20-9-60 alone. The basis of sanction included, inter-alia, the documents and recommendations of the SFPO, vide note at P 7/N of File No. 7-BB-12/60/FP."</p> <p>The notes dated 5-10-60 on page 7N clearly say that "the grant for second half will be given on receipt of audited statement of account and details of admissible expenditure from State AMO."</p>
8.	Dhoraji	Gujarat	4,000.00	1962-63	<p>Continuation grant was sanctioned in Ministry's letter No. 7-BB-46/60-FP dated 2-11-62 on the basis of Bharat Sevak Samaj Dhoraji's letter No. 47 dated 2-10-62.</p>
9.	Dhoraji	Gujarat	963.00	1963-64	<p>Continuation grant was sanctioned vide Ministry's letter No. 7-G-13/63-FPI dated 27-11-63. Notes dated 20-10-63 recorded by Ministry there also read that "recommendation of the State Administrative Medical Officer have also not been received for the year and in the meantime provisionally we may allow 50% grant for 1963-64."</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the grants have been sanctioned on provisional basis pending receipt of certain documents/ recommendations of the AMO (P. 5/N-F. No. 7-BB-46/60-FP and PP 1-2/N F. No. 7-G-13/63-FPI). These were eventually taken into account while sanctioning final grants for the concerned years taking into account the recommendations of the SFPO."</p> <p>The terms and conditions for financial assistance did not provide for sanction of grant on provisional basis without the recommendations of the Administrative Medical Officer or the State Family Planning Officer.</p>

TABLE 9-O
(Referred to in para 9.77)

Table showing Average Number of visits by persons in the Family Planning clinics during the year

Sl.No.	Period	Name of the Clinic	Name of the State	Date of functioning of the clinic	No of cases for check up visits	Visit for educational purpose	Average No. of patients per day		Total of Columns 8 & 9	Remarks
							Average of C. 6	Average of C. 7		
1	2	3	4	5	6	7	8	9	10	11
1.	18-11-57 to 30-9-58	BHUJ	GUJARAT	18-11-57	203	..	0.80	..	0.80	
	1-10-59 to 31-3-60 .	Do.	Do.	Do.	447	165	2.46	.91	3.37	
	1960-61 . .	Do.	Do.	Do.	1,139	522	3.12	1.43	4.55	
	1961-62 . .	Do.	Do.	Do.	718	880	1.97	2.41	4.38	
	1962-63 . .	Do.	Do.	Do.	1,034	763	2.83	2.09	4.92	
	1963-64 . .	Do.	Do.	Do.	736	467	2.02	1.28	3.30	
	1-10-64 to 31-3-65 (180) days . .	Do.	Do.	Do.	380	266	2.11	1.50	3.61	
	1-10-65 to 31-3-66 .	Do.	Do.	Do.	628	150	3.45	.83	4.28	
	17-6-58 to 30-11-59	MASKA	Do.	Do.	30	..	0.06	..	0.06	
2.	1/61 to 7/61 . .	MUZAFFAR-NAGAR	U.P.	1-11-60	81	..	0.4	..	.4	
	26-11-61 to 31-1-62	Do.	Do.	Do.	63	..	1.0	..	1.00	
3.	1-4-60 to 31-3-61	KATTANAM	KERALA	1-4-60	403	..	1.1	..	1.1	
	1-4-61 to 31-3-62 .	Do.	Do.	1-4-60	460	..	1.26	..	1.26	
	1-4-62 to 31-3-63 .	Do.	Do.	Do.	838	..	2.30	..	2.30	
	1-4-63 to 31-3-64 .	Do.	Do.	Do.	807@	1,051	2.21	2.88	5.09	@In another statement of the clinic dated 27-6-64 the Clinic attendance is 717.
	1-4-64 to 31-3-65 .	Do.	Do.	Do.	1,130†	1,951	3.09	5.35	8.44	†In another statement of 22-4-65 the Clinic attendance was 753.
	1-4-65 to 31-3-66 .	Do.	Do.	Do.	2,490	2,240	6.82	6.14	12.96	
4.	25-2-64 to 30-6-64 .	HUBLI	MYSORE	25-2-64	62	..	.5	..	0.5	
	1-4-64 to 31-3-65 .	Do.	Do.	Do.	Nil	Nil	..	..	0.0	
	1-4-65 to 31-3-66 .	Do.	Do.	Do.	6,000	..	16.44	..	16.44	
5.	1-10-64 to 31-3-65 .	BANGALORE	Do.	3-8-64	509	..	2.8	..	2.8	
	1-4-65 to 31-3-66 .	Do.	Do.	Do.	653	..	1.79	..	1.79	
6.	1-8-64 to 31-3-65 .	MOONNAM-MOOD.	KERALA	1-8-64	249	..	1.00	..	1.00	
	1-4-65 to 31-3-66 .	Do.	Do.	1-8-64	601	..	1.65	..	1.65	
7.	23-12-57 to 31-3-58	KONNI	Do.	23-12-57	43	..	.44	..	.44	
	1959-60 . .	Do.	Do.	Do.	152	..	.42	..	.42	
	1960-61 . .	Do.	Do.	Do.	373	..	1.08	..	1.02	

1	2	3	4	5	6	7	8	9	10	11
1961-62	.	KONNI	KERALA	23-12-57	346	..	.95	..	.95	
1962-63	.	Do.	Do.	Do.	78	..	.21	..	.21	
1963-64	.	Do.	Do.	Do.	1,194	..	3.27	..	3.27	
1964-65	.	Do.	Do.	Do.	340	..	.95	..	.95	
8. 1-2-65 to 31-1-66	.	CAMBAY	GUJARAT	1-2-65	99	551	.27	1.50	1.77	
9. 1-1-65 to 31-12-65	.	GOMTIPUR	Do.	1-1-65	406	643	1.11	1.80	2.91	
10. 1-1-65 to 31-12-65	.	BEHRAMPUR	Do.	1-1-65	101	378	0.28	1.0	1.28	
11. Do.	.	BAPUNAGAR	Do.	1-1-65	160	503	.44	1.40	1.84	
12. 1-5-65 to 30-4-66	.	RAIKHAND	Do.	1-5-65	295	680	.80	1.86	2.66	
13. Do.	.	KHOKHRA MEHMADABAD	Do.	Do.	326	992	.89	2.72	3.61	
14. Do.	.	DHRANGA- DHRA	Do.	Do.	12	364	.03	1.00	1.03	
15. Do.	.	VADAJ	Do.	Do.	191	846	.52	2.32	2.84	
16. Do.	.	DARIAPUR	Do.	Do.	611	803	1.67	2.20	3.87	
17. 1-8-57 to 31-7-58	.	GAWIWAD	Do.	Do.	84	..	.23	..	.23	
1-8-58 to 31-7-59	.	Do.	Do.	Do.	680	..	1.86	..	1.86	
1-8-59 to 31-7-60	.	Do.	Do.	Do.	1,575	..	4.32	..	4.32	
1-8-60 to 31-3-61	.	Do.	Do.	Do.	937	..	4.00	..	4.00	
1962-63	.	Do.	Do.	Do.	1,360	..	3.73	..	3.73	
1963-64	.	Do.	Do.	Do.	1,872	..	5.13	..	5.13	
1964-65	.	Do.	Do.	Do.	1,109	..	3.04	..	3.04	
1965-66	.	Do.	Do.	Do.	1,323	2,071	3.62	5.67	9.29	
18. 16-8-62 to 31-7-63	.	LOHANAPURA	Do.	16-8-62	1,586	..	4.34	..	4.34	
1-8-63 to 31-3-64	.	Do.	Do.	Do.	2,230	..	6.11	..	6.11	
1-8-64 to 31-3-65	.	Do.	Do.	Do.	1,540	..	6.22	..	6.22	
1965-66	.	Do.	Do.	Do.	2,463	..	6.75	..	6.75	
19. 1-2-60 to 31-7-60	.	GANDHIDHAM	Do.	1-2-60	231	..	1.00	..	1.00	
1-10-61 to 31-3-62	.	Do.	Do.	Do.	486	3,036	2.67	16.67	19.34	
1962-63	.	Do.	Do.	Do.	1,196	631	3.28	1.73	5.01	
1963-64	.	Do.	Do.	Do.	970	690	2.66	1.89	4.55	
1964-65	.	Do.	Do.	Do.	682	522	1.87	1.43	3.30	
1965-66	.	Do.	Do.	Do.	729	314	2.00	0.86	2.86	
20. 1964-65	.	HIMATNAGAR	Do.	1-10-62	915	..	2.51	..	2.51	
1965-66	.	Do.	Do.	Do.	360	..	1.00	..	1.00	
21. 1-4-64 to 30-9-64. (180 days)	.	BAYAD	Do.	1-6-64	120	180	0.66	1.00	1.66	
1-6-64 to 31-5-65	.	Do.	Do.	Do.	161	129	0.44	.35	79	
1965-66	.	Do.	Do.	Do.	97	..	.27	..	27	
22. 1964-65	.	MEGHRAJ	Do.	1-9-63	950	..	2.60	..	2.60	
1965-66	.	Do.	Do.	Do.	146	50	0.40	0.14	0.54	
23. 1-7-65 to 30-6-66	.	NANPURA	Do.	1-7-65	5	..	0.01	..	.01	
24. 15-11-57 to 31-1-59	.	JUNAGADH	Do.	15-11-57	282	1,222	.69	3.00	3.69	
1-10-59 to 31-3-60	.	Do.	Do.	Do.	120	90	.65	.42	1.14	
1960-61	.	Do.	Do.	Do.	262	135	0.72	0.37	1.09	
1961-62	.	Do.	Do.	Do.	307	300	0.84	.82	1.66	
1962-63	.	Do.	Do.	Do.	450	283	1.23	.77	2.00	
1963-64	.	Do.	Do.	Do.	876	371	2.40	1.02	3.42	
1964-65	.	Do.	Do.	Do.	1,315	625	3.63	1.71	5.34	
1965-66	.	Do.	Do.	Do.	925	562	2.53	1.54	4.07	

1	2	3	4	5	6	7	8	9	10	11
25.	16-12-65 to 15-12-66	NEW MENTAL GUJARAT COLONY AHMEDABAD	Do.	16-12-65	95	564	.26	1.54	1.80	
	Do.	AMBAWADI	Do.	Do.	98	57	.27	.16	.43	
26.	1-7-61 to 31-3-62.	DHORAJI	Do.	1-4-61	350	..	1.30	..	1.30	
	1962-63 . . .	„	Do.	Do.	424	..	1.16	..	1.16	
	1963-64 . . .	„	Do.	Do.	827	..	2.27	..	2.27	
	1964-65 . . .	„	Do.	Do.	908	..	2.49	..	2.49	
	1965-66 . . .	„	Do.	Do.	2,538	121	6.95	.33	7.28	
27.	15-1-65 to 15-1-66	KIM	Do.	15-1-65	299	..	.82	..	0.82	
28.	15-1-65 to 15-1-66	SACHIN	Do.	15-1-65	46	97	.13	.27	.40	
29.	1-5-65 to 30-4-66.	WADHWAN	Do.	1-5-65	125	125	.34	.34	.68	
30.	1-11-57 to 31-3-59	CHATTANNOOR	KERALA	1-11-57	569	..	4.14	..	4.14	
	4/59 to 8/59 . . .	„	Do.	Do.	166	..	1.1	..	1.1	
31.	9-3-58 to 31-3-58.	MEERUT	UTTAR PRADESH	9-3-58	11	101	.50	4.59	5.09	
	1-4-58 to 30-9-58.	Do.	Do.	Do.	788	1,347	4.33	7.40	11.73	



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TABLE 9-P

(Referred to in para 9.80)

Cases where the Ministry or the State Government had observed that the progress of the Clinic was not Satisfactory.

S. No.	Name of the Clinic	Name of the State	Period of report	Comments of the Ministry/State Government	Whether utilization certificate issued	Whether further grant release if so the amount thereof.
1	2	3	4	5	6	7
1.	Lohanapara	Gujarat	1965-66	<p>Ministry's comments:— "Considering the staff available the work is not very satisfactory. The DGHS should be requested to give guidance through DFPO. Regional Director should also be informed."</p> <p>The Ministry Home stated in reply to the questionnaire that "for continuing the work and encouraging them to improve there was no hindrance in the issue of utilisation certificate".</p>	Yes	No.
2.	Bayad	Gujarat	1-4-64 to 30-9-64	<p>The DGHS in their letter No. 7-G-26/65 dated 6-8-65 to the State Director of Health and Medical Services Public Health Department Ahmedabad had asked that "As the progress of the Centre is not satisfactory, it is requested that arrangements may please be made to give necessary guidance to this organisation so that it can show sufficient improvement in progress of work towards population control."</p> <p>(ii) State Govt.'s comments:— "The State Government in their letter dated 25-11-65 to the Organising Secretary Bharat Sevak Samaj PANKOR-NAKA AHMEDABAD had observed as under:—</p> <p>I have to inform you that the progress so far made by the said F.P.C. is far from satisfactory. It is, therefore, requested to take the following action under intimation to this office so as to recommend further grant for the said clinic.</p> <ol style="list-style-type: none"> (1) Home visits should be done. (2) Qualified male S.W. may be appointed. (3) Follow up cases should be attended. (4) 60,000 population should be covered. (5) No. of general meetings should be increased. This may please be treated as urgent." 	Yes	1,341

1	2	3	4	5	6	7
				<p>The Ministry or the State Government had not received any reply to these letters.</p> <p>The Ministry have stated in reply to the questionnaire that "The progress during the latter period as a whole has been found satisfactory, vide approval of the proposal for adjustment of grant for 1-6-64 to 31-5-65 and sanctioning of continuation grant for 1-6-65 to 31-3-66 by the R.F.P.O., the then Programme Officer entrusted with evaluating the progress reports contained in the note at P. 5 of file No. 7-G-26/65-FPI. As such, there was no question of withholding grants for the period beyond 1-6-65."</p> <p>The Ministry is silent in so far as condition No. V(ii) of the continuation of grant in the Terms and Conditions regarding procedure for Financial Assistance to local Bodies and voluntary organisations for Family Planning Programme. "That grant will not be renewed if the progress is found not to be Satisfactory."</p>		
3.	Nanpura . . . Gujarat	1-7-65 to 30-6-66	<p>Ministry's comments:—</p> <p>"With one Medical Officer, one Health Visitor and 2 Social Workers working in the Centre, the progress of work seems to be far from satisfactory. During the period 321 new cases were motivated to adopt Family Planning methods. But during the same period 100 cases dropped out of which 1/3rd is reported to be not interested in the method and 2/3rd moved out of the locality. In the first category motivation was apparently not to the desired standard and in the second case selection of case was not satisfactory."</p>			No. No.
4.(a)	Dhoraji . . . Gujarat	1963-64 1964-65	<p>Ministry's comments:—</p> <p>The progress report definitely indicates a very poor output of work. Case load does not justify the appointment of the whole staff. There are two part-time doctors recommended. Only one part-time doctor is enough to cope up the work load. A.D.G. (FO) may kindly see. They should be written that the progress is not satisfactory.</p> <p>The organisation will be addressed in the matter as desired above.</p> <p>It is for consideration whether the continuation grant as put up may issue or not.</p> <p>Continuation may issue.</p> <p style="text-align: center;">A.D.G. (FO)</p> <p style="text-align: center;">19-11-65</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the continuation grant for 1965-66 has been allowed by the</p>			Yes 11,625.00 on 16-12-65

1	2	3	4	5	6	7
				<p>Ministry in relaxation of the condition so as to give a chance to the institution to improve upon their past performance. The U.C. for the previous grant which had been fully spent was accordingly issued."</p> <p>As will be seen from item 4(b) below the work done by the centre during the next year viz. 1965-66 was also far from satisfactory.</p>		
4(b)		1965-66	State Government comments:	No.	No.	
			<p>"It is seen from the Progress Report that the work done by the Centre is far from satisfactory. If it continues to work on this line it will be difficult to recommend the continuation grant. At the end of the year only 53 cases are using the contraceptives and at the beginning 60 were using. During the year only 8 new cases started using contraceptives.</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the U.C. is pending for want of adjustment of the unspent balance against Continuation grant which was to be sanctioned by the State Government after assessing the performance of the clinic.</p> <p>The Ministry's letter No. 7-G-66/66-FP (Grants) dated 15-1-68 issued to the State Government for the adjustment of the unspent balance of Rs. 250 out of the grant for 1965-66 does not mention anything about assessing the performance of the clinic.</p>			
5.	Bhuj	Gujarat	1-10-65 to 31-3-66	Ministry's comments:	Yes	No.
				<p>"Considering the fact that this is an urban centre with full compliment of staff, the work is far from satisfactory. The organisation should be told that they must improve their performance within the next 4 months, submit detailed progress report upto 31-8-67 for review by 10-9-67. If the work does not improve the Centre will be closed automatically from 1-10-1967. The D.F.P.O. and the Reg. Director should be advised to visit the centre and guide the workers."</p> <p>The Ministry have stated in reply to the Commission's questionnaire that "the utilisation certificate for the grant given for 1965-66 was issued as the entire grant had been fully utilised."</p>		
6.	Moonmammood	Kerala	1965-66	Ministry's comments dated 22-6-66:—	Yes	Yes
				<p>"Grants may be issued; drop out rate is very high and has to be pursued."</p>		Rs. 9,853.00 on 4-7-1966.

1	2	3	4	5	6	7
7.	Kim	Gujarat	15-1-65 to 15-1-66	Ministry's comments: "The number of dropped out cases is very much on the high side considering the staff employed the performance is unsatisfactory". "Work is not satisfactory. A time limit may be set for improving the work."	No.	No.
8.	Sachin	Gujarat	15-1-65 to 15-1-66	Ministry's comments : "The progress is not satisfactory at all and the centre must be informed accordingly. Further grant-in-aid may have to be withheld if the progress remained equally unsatisfactory."	No.	No.



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TABLE 9-Q

(Referred to in para 9.88)

Cases where the Clinics had opened no separate bank accounts

S. No.	Name of the Clinic	Date of start	Date of continuance	Total amount of grant-in-aid paid	Remarks
1.	Kattanam	1-4-1960	1-4-1965	17,065.00	
2.	Konni	23-12-1957	1-4-1965	31,377.00	
3.	Chathannoor	1-11-1957	1-10-1960	10,200.00	
4.	Meerut	9-3-1958	1-1-1960	11,700.00	Bank Account was in the name of Sh. Chirnaji Lal Convenor BSS Meerut.
5.	Gandhidham	1-2-1960	1-4-1967	56,250.00	
6.	New Mental Colony (Ahmedabad)	16-12-1965	16-12-1966	19,960.00	
7.	Ambawadi (Ahmedabad)	16-12-1965	16-12-1966	17,080.00	
8.	Wadhwan	1-5-1965	1-5-1966	14,860.00	
9.	Nanpura	1-7-1965	1-7-1966	19,960.00	
10.	Himatnagar	1-10-1962	1-4-1966	39,516.00	
11.	Meghraj	1-9-1963	1-4-1966	20,519.00	
12.	Bayad	1-6-1964	1-4-1966	15,561.00	
13.	Gawliwad	1-8-1957	1-4-1966	70,617.00	
14.	Lohanapara	16-8-1962	1-4-1966	47,376.00	
15.	Cambay	1-2-1965	1-2-1966	19,960.00	
16.	Comtipur	1-1-1965	1-1-1966	19,960.00	
17.	Behrampur	1-1-1965	1-1-1966	19,960.00	
18.	Bapunagar	1-1-1965	1-1-1966	19,960.00	
19.	Raikhand	1-5-1965	1-5-1966	19,960.00	
20.	Khokhra Mehmabad.	1-5-1965	1-5-1966	19,960.00	
21.	Dhrangadhra	1-5-1965	1-5-1966	19,960.00	
22.	Vadaj	1-5-1965	1-5-1966	19,960.00	
23.	Dariapur	1-5-1965	1-5-1966	19,960.00	
24.	Kim	15-1-1965	16-1-1966	14,820.00	
25.	Sachin	15-1-1965	16-1-1966	14,820.00	
TOTAL				6,01,321.00	

TABLE 9-R

(Referred to para 9.91)

Cases where progress reports were not received

S. No.	Name of the Clinic	Date of functioning of the clinic.	Period for which progress Report not received.	Whether the grants were continued.	Whether utilisation certificate issued in these cases.
1	2	3	4	5	6
1.	Moonnammoood (Kerala)	1-8-1964	1966-67	No.	No.
2.	Chathannoor (Kerala)	1-11-1957	1-9-1959 to 30-9-1960.	Though the progress report from 9/59 to 31-1-1960 has not been received, grant-in-aid for the period 1-2-1960 to 30-9-1960 was sanctioned <i>vide</i> Ministry's letter No. 7.50/57-FP dated 14-10-1960.	Yes
3.	(i) Muzaffarnagar Uttar Pradesh	1-11-1960	(i) 1-11-1960 to 9-1-1961.	No.	Yes
	(ii) "		(ii) 12-8-1961 to 10-11-1961.	No.	Yes
4.	Mansurpur (Uttar Pradesh)	12-1-1961	No report received from 12-1-1961 to 31-12-1964.	No.	No.
5.	Meerut (Uttar Pradesh)	9-3-1958	1-10-1958 to 30-6-1959	No.	Yes
6.	Hubli (Mysore)	25-2-1964	1966-67	No.	No.
7.	Bangalore (Mysore)	3-8-1964	3-8-1964 to 30-9-1964.	No further grant released but the Centre allowed to retain the Cash Balances for expenditure during 1965-66 <i>vide</i> Directorate General of Health Services letter No. 7-MS-2/63-FPI dated 28-9-1965.	No.
8.	(i) Bhuj (Gujarat)	18-11-1957	1-10-1958 to 31-5-1959.	Yes	Yes
	(ii) Bhuj (Gujarat)		1-4-1964 to 30-9-1964.	Yes	Yes
	(iii) Bhuj (Gujarat)	18-11-1957	1-4-1965 to 30-9-1965.	No.	Yes
9.	Gawliwad (Gujarat)	1-8-1957	1961-62	Yes	Yes
10.	(i) Gandhidham (Gujarat)	1-2-1960	1-8-1960 to 30-9-1961.	Yes	Yes
	(ii) Gandhidham (Gujarat)		1966-67	No.	No.
11.	Junagadh (Gujarat)	15-11-1957	1-2-1959 to 30-9-1959.	Yes	Yes
12.	Dhoraji (Gujarat)	1-4-1961	1-4-1961 to 30-6-1961.	Yes	Yes
13.	Jetpur (Gujarat)	20-8-1966	20-8-1966 onwards.	No.	No.
14.	Gondal (Gujarat)	20-8-1966	20-8-1966 onwards.	No.	No.
15.	Savarkundla (Gujarat)	1-9-1966	1-9-1966 onwards.	No.	No.

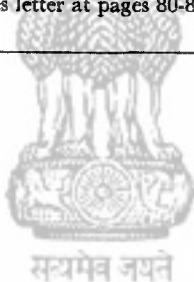
TABLE 9-S

(Referred to in para 9.93)

Cases where the progress reports were not routed through the State Family Planning Officer.

Sl. No.	Name of the Clinic	Date from which the clinic started functioning	Period for which progress report was not received through the State Family Planning Officer.
1	2	3	4
1.	Koni . . .	31-12-57	Report dated 1-3-1960 for the period from 1958 to 2/60 received <i>vide</i> Education leader Koni's personal letter dated Nil.
2.	Meerut . . .	9-3-58	9-3-1958 to 31-3-1958.
3.	Gawliwad . . .	1-8-57	Received <i>vide</i> Samaj's letter No. 7/FP/603 dated 9-12-1961. (i) 1-8-57 to 31-7-1958. (ii) 1-8-58 to 31-7-1959 (Report from 1-4-59 to 31-3-1960 received through the State Government.)

The Ministry have stated in reply to the Commission's questionnaire that "the reports for 1-8-1957 to 31-7-58 and 1-8-58 to 31-7-1959 etc. were sent by the B.S.S. Rajkot *vide* their letter at p. 66/cor. of F 7-C-7/61-FPI under intimation to the State A.M.O./State F.P.O. etc. The Progress report were sent by the State A.M.O. *vide* his letter at 78-79 cor. of the said file, but these were not received by the Director General of Health Services New Delhi. The State A.M.O. was again asked to send these reports, *vide* Directorate General of Health Services letter at pages 80-81 cor. of F. No. 7-G-7/61-FPI."





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FAMILY PLANNING ORIENTATION TRAINING CAMPS

Another activity which the Samaj undertook was the Family Planning Orientation Camps. Mr. J.L. Hathi, who was Vice-Chairman of the Bharat Sevak Samaj and Deputy Minister, Irrigation & Power wrote on February 28, 1962 to the Minister for Health, Mr. M.P. Karmarkar enumerating the activities of the Samaj in connection with the Labour & Social Service Camps which being held every year their number being 12 to 15 hundred. He also mentioned the large number of Seminars which were being organised by the Samaj. That, according to Mr. Hathi, was the justification for asking to be allowed to work the Family Planning "Seminars" which the Samaj called Family Planning Orientation Camps. He applied for 2,000 to 3,000 seminars being allowed to be held by the Samaj.

10.2 In his reply of April 9, 1962 the Minister of Health was not quite enthusiastic about the Samaj and said that a large number of agencies had undertaken the Family Planning Orientation Scheme and that the Ministry wanted to avoid duplication of effort. Further the activities should be taken up by the persons who had the requisite training and he pointed out that six conditions had to be fulfilled before the grants were given, which were as follows:—

"(i) The camps will not be held in areas where the State Governments or the Honorary Family Planning Education Leaders propose to hold such camps.

"(ii) The camps will be held in an area after approval of and under the supervision of officers detailed by the State Government. (Two agencies will be invariably involved, the Health Department of the State Government and Department of Community Development).

"(iii) Before starting the camps the persons responsible for holding these camps in different areas will attend a regular training course of two months at the Family Planning Training Centre, Central Health Education Bureau in Delhi, so that a uniform standard for the camp is ensured.

"(iv) The subsequent grants will depend on recommendations received from the Administrative Medical Officers.

"(v) Volunteers will be selected from each camp to work as Parivar Kalyan Sahayaks and Sahayakas so that the impact of the camp is sustained and the activities do not cease after the camp is over.

"(vi) One of the criteria for declaring a camp successful will be that the number of persons seeking advice and taking contraceptives from the clinics in the area and the number of sterilisation operations should show appreciable increase."

10.3 These were the conditions which had to be fulfilled before the grants could be given but the Ministry of Health for reasons unknown and unexplained never incorporated them in the conditions of the grants which they gave to the Samaj from 1962-63 to 1965-66. But it appears that these conditions were accepted by the Samaj by their letter dated May 5, 1962 to the Director General of Health Services and the Ministry of Health in its evidence before this Commission took advantage of this letter and stated that the letter of the Samaj containing those conditions formed the basis of the grants for the Camps: but they were unable to say why these conditions were not fulfilled.

Adequacy of training given to the Organisers of the Camps:

10.4 One of the conditions above mentioned was that persons who were to be in-charge of those Camps in different areas had to have 2-months training at the Family Planning Training Centre of the Central Health Education Bureau in New Delhi in order to maintain uniformity of standards. In accordance with this condition the Samaj had undertaken to get 30 of its experienced and key workers trained at this Centre for 2 months before organising the Camps in 1962-63; but the Samaj never fulfilled its undertaking and got only four persons trained. These four persons were:

1. Mr. Kamal Narain (Bihar State)
2. Mr. N.B. Chaudhari (Maharashtra Pradesh)
3. Mr. P.R. Joshi (Rajasthan Pradesh)
4. Mr. Sheo Shankar Singh (Bihar State).

10.5 Subsequently in January to March, 1963 they got another 3 persons trained and two more in April, 1963. They were the following:

1. Mr. R.C. Srivastava (Madhya Pradesh)
2. Mr. V.D. Tyagi (Uttar Pradesh)
3. Kumari C.P. Solankhi (Uttar Pradesh)

4. Mr. Hargobind Rai (Delhi State)
5. Mr. Chander Bhushan (Uttar Pradesh).

10.6 The Samaj also organised three camps as training Centres as follows:

1. Delhi for 11 days from 6th-16th January, 1963.
2. Bratachari Gram, Calcutta for 5 days from 19th to 24th February, 1963.
3. Dharwar for 6 days from 13th to 19th March, 1963.

10.7 According to their claim 133 workers were trained out of these 133, two persons attended two camps and one person attended all the three camps. Thus the effective member of persons who attended these camps was only 129. But even during the short interval of training the trainees were given training in other subjects e.g. rifle training; first-aid; stretcher drill; physical training; rural health programmes; other schemes of the Government of India; 7-point programme of the B.S.S. in connection with the National Defence; raising and training of volunteer force for village defence and increasing the agricultural production.

10.8 How this training for a short period of 6 or 11 days which was not exclusively for the purposes laid down by the Ministry of Health could be a substitute for the training required is difficult to say and remains unexplained.

10.9 Before the training by the Samaj the Samaj informed the Ministry of Health on December 21, 1962 that the future trainees at the Delhi Training Camp would be trained by four camp officers who had already attended two months course at the Central Family Planning Centre, New Delhi but the records do not contain their names amongst the trainers. As a matter of fact at other places also their presence is not shown except at Dharwar where Mr. Chaudhari is shown as present.

10.10 A grant of Rs. 1.20 lakhs for holding 200 Family Planning Orientation Training Camps of 3 days duration was given by the Ministry for the year 1962-63. The Samaj held 182 camps between January, 1963 to the end of March, 1963.

10.11 The Samaj had got only 4 of its workers trained instead of the 30 a number that it had undertaken to get trained and yet 182 camps were held. The four trained persons could not have managed all these camps; and they must have been managed by those who were trained at the three Training Camps organised by the

Samaj for a week or a little more referred to above.

10.12 The Ministry was asked as to how they satisfied themselves about the conditions imposed in regard to the two months training to be given to persons who were organising these camps but the Ministry gave no explanation as they indeed could not have had any explanation. What the Ministry did say was that their Assistant Director of Family Planning Dr. H. Banerji had recorded a note that the Samaj had usefully expended Rs. 1.20 lakhs in organising 185 camps. But the Samaj had rendered the accounts for 182 camps. The note of Dr. Banerji is a very superficial assessment of the work done by the Samaj because all that he says is that the Samaj had organised 185 camps and expended Rs. 1,20,000/- and it does not give the basis of the usefulness of the utilisation except that 185 camps were held and Rs. 1,20,000/- was spent. What the basis of Dr. Banerji's opinion was, is not shown on the record nor has he directed his attention to the conditions of the training camps to be held by those who had received two months training at the Central Family Planning Institute. These are matters which the Ministry of Health should have taken into account and for reasons unknown it seems to have absolutely ignored them. It is difficult to expect that two months training required at the Central Family Planning Institute could be substituted by 6 to 11 days of training by the B.S.S. at its training camps where training was also given in 11 other subjects.

10.13 Another peculiar feature of the camps held by the Samaj is that a circular was issued by the Samaj on December 24, 1962 saying that 200 camps had been sanctioned and would be held between January-February, 1963 and the circular also designated persons who were going to be in charge of these camps. At the time the circular was issued none of these persons designated had received any training in Family Planning and even subsequently at the Camps held by the Samaj 19 of these 31 were those who had received training at the camps of the Samaj referred to above and the rest as far as the records show, did not have any training. At least none has been shown. How at the time when this circular was issued these persons were designated as Organisers has not been explained. Further out of 129 persons who received training at the Camps held by the Samaj only 19 were made use of by the Samaj. It would only be fair to add that 25 camps which were organised at Patna were to be under the charge of Mr. Kamal Narain who had received full training for the two months and the other person to give training was one Lal Bahadur Singh who received training at one of the camps held by the Samaj.

Paid workers of the schemes financed from Grant-in-aid from other Ministries trained for organising family planning orientation Training Camps.

10.14 The Bharat Sevak Samaj got grants-in-aid from the Planning Commission for organising Lok Karya Kshetras in the rural areas. Each Kshetra had a whole time Mukhya Sahyogi and two sahyogis. The Mukhya Sahyogi was paid a salary of Rs. 120/- p.m. and the Sahyogi Rs. 80/- p.m. Similarly the Samaj got grants-in-aid from the Ministry of Information & Broadcasting for the "Jan Jagran Scheme", under which they appointed District Information Officers in the scale of pay of Rs. 120-5-150. The Samaj also got grants-in-aid for the organisation of Labour & Social Service Camps from the Ministry of Education. Under this scheme they appointed Regional Camp Organisers, Zonal Camp Organisers and Distt. Camp Organisers.

10.15 When the Samaj undertook the organisation of family planning orientation training camps in the year 1962-63, they organised 3 training camps for their workers at Delhi, Dharwar (Mysore) and Bratacharigram (Calcutta). In these training camps 129 persons were given training in the organisation of family planning orientation training camps. Out of these 129 workers, there were 25 whole time paid workers viz. Zonal Camp Organisers and Regional Camp Organisers under the Scheme of Labour & Social service Camps, 17 were whole time paid workers viz. Mukhya Sahyogis & Sahyogis under the "Scheme of Lok Karya Kshetra (Rural)", and 15 were whole time paid workers viz. District Information Officers under the Jan Jagran Scheme. The names of these workers are given in Table 10-A.

10.16 The Samaj claimed an expenditure of Rs. 6,553/- for the organisation of these training camps from the Ministry of Health.

10.17 The imparting of training in family planning to workers who were employed under other schemes which were financed by the Samaj by grants in aid from other Ministries of the Govt. of India for the execution of entirely different schemes amounts to misutilisation of the services of personnel employed under the Lok Karya, Jan Jagran and Labour and Social Service Camps and therefore misapplication of the grants given for those schemes.

10.18 For the financial years 1962-63 to 1965-66 the total grants paid by the Ministry of Health to the Samaj for the Family Planning Orientation Camps was Rs. 12,74,913.00. The grants as received by the Samaj in each financial year have been shown in Table 10-B attached hereto. The Samaj has rather complicated the method of working of accounts. From out of the grants received certain amounts were put in the General Account of the B.S.S. in the Punjab National Bank account No. 3986 and what was credited therein or what was withdrawn and therefore their respective dates have all been shown in Table 10-C. Evidently as and when money was required it was withdrawn from this account and the totals are shown in table 10-C. During the years 1962-63 and 1963-64 as the grants were much more than what was needed the Samaj was putting moneys in the call deposits and on December 29, 1962 it deposited Rs. 80,000/- which was finally withdrawn in July, 1963 and on November 13, 1963 it deposited Rs. 50,000/- which was finally withdrawn in March, 1964.

10.19 The following table will shown the moneys deposited in call deposits and how and when they were withdrawn.

Deposits			Withdrawals	
29-12-62	Punjab National Bank	Rs. 80,000.00	22-1-1963	Rs. 20,000.00
			24-1-1963	Rs. 20,000.00
			5-2-1963	Rs. 20,000.00
			21-3-1963	Rs. 10,000.00
			27-7-1963	Rs. 10,000.00
		Rs. 80,000.00		Rs. 80,000.00
13-11-1963	Punjab National Bank Regal Building.	Rs. 50,000.00/	9-3-1964	Rs. 30,000.00
			12-3-1964	Rs. 20,000.00
		Rs. 50,000.00		Rs. 50,000.00

10.20 A reference to table 10-B shows that the Samaj had considerable amounts of unspent balances from out of the grants and upto the year 1964-65 these unspent balances were partly adjusted in the grants for the subsequent years and part of it was refunded.

10.21 The details of the amounts and the grants given to the Bharat Sevak Samaj and the amounts utilised are given in Table 10-B. This table shows that during the year 1962-63 out of the grants of Rs. 1,20,000 given the Samaj could utilise only Rs. 1,00,188.83 and the unspent balances of Rs. 19,811.17 was allowed to be carried over to the next year for expenditure. During the year 1963-64 further cash grants of Rs. 3,14,288.83 were made and those the total amount available with the Samaj was Rs. 3,34,100. Out of this the Samaj could utilise only Rs. 2,89,723.75. The unspent balance of Rs. 44,376.25 was allowed to be carried forward to the next year.

10.22 During the year 1964-65 further cash grants of Rs. 4,12,823.75 were made and adding the unspent balance of the previous year, the total amount available with Samaj was Rs. 4,57,200/-. Out of this utilisation certificates have not been issued for any amount. The Samaj has claimed that they have rendered account for amounts totalling Rs. 4,24,296.38 and these accounts are pending with the Ministry. The Ministry has stated in their affidavit filed before the Commission that out of 727 camps stated to have been held by the Bharat Sevak Samaj they have received the accounts only in respect of 604 camps and the Bharat Sevak Samaj has been asked to submit the accounts of the remaining 123 camps.

10.23 Out of the unspent balances of Rs. 32,903.62 the Samaj refunded Rs. 22,200/- on 22-9-1965 and Rs. 10,703.62 on 27-10-1967.

10.24 In the year 1965-66 Rs. 4,27,800/- was given as grant for the holding of 723 camps in three sums as shown in table 10-B VI i.e. of Rs. 36,000/- for 60 camps, Rs. 48,000/- for 80 camps and Rs. 3,43,800/- for 583 camps. The samaj held 48 camps out of 60 camps, all the 80 camps and 492 camps out of 583 camps. At least that is the claim of the Samaj i.e. in all 620 camps.

10.25 The result then is that for the year 1964-65 grants released were for 808 camps and the B.S.S. has in its statements filed before this Commission claimed that they have held 729 camps, the grants admissible for which were Rs. 4,24,296.38. But the Deptt. of Family Planning in their affidavits filed before this Commission have stated that they have received

accounts only in respect of 604 camps showing an expenditure of Rs. 3,48,797.11. But the accounts of these camps have not yet been settled evidently because the accounts for 123 camps have not yet been submitted by the Samaj. Therefore, the whole thing remains unsettled and no utilisation certificates have been issued although such a long time has elapsed.

10.26 In the case of the first grant of 1965-66 for 60 camps the Samaj has submitted accounts of 48 camps showing an expenditure of Rs. 28,332.26 and leaving a balance of Rs. 7,667.74. The accounts of these camps have also not been finally settled and no Utilisation Certificates have been issued, because the Samaj has not refunded the unspent balance.

10.27 For 583 camps for which Rs. 3,43,800/- was given as an advance grant 492 camps are claimed to have been held and they have submitted accounts for 281 camps showing expenditure of Rs. 1,56,029.26. Accounts of 211 camps have not yet been submitted and, therefore, the accounts have not been settled and Utilisation Certificates have not been issued.

10.28 A letter dated May, 30, 1968 from the Samaj to the Director of Health Services, Madhya Pradesh, shows that 209 camps were held in that State and the accounts could not be settled because there is no certificate from the Civil Surgeon of the District and many of whom refused to give the certificates because "they did not visit camps" and in certain cases the Civil Surgeons "were not available." The Samaj also pointed out that in other States Utilisation Certificates have been given by State Family planning Officers and that there were no conditions of Civil Surgeons certifying the utilisation and requested that the accounts be passed. It is difficult for the Commission to say whether these reasons are justified or not because one would imagine that the persons sitting at the centre can only certify the correctness of the holding of the camps and the accounts thereof if someone at the place where camps were held certifies them to have been held. But things did not evidently happen in a logical manner and some rule of the thumb was prescribed whether it may be right or not.

10.29 The result comes to this that for the years during which this scheme was in operation accounts have not been received for Rs. 2,20,937.75 and in all Rs. 7,54,096.38 remains unsettled which is hardly a credit to either of the parties.

10.30 It may also be remarked that for the years 1964-65 and 1965-66 no Utilisation certificates have been issued except that an amount of Rs. 47,818.12 in respect of 80 camps held in the year 1965-66 the rest seem to be unsettled.

Unauthorised expenditure of money received as grants by holding camps which were not sanctioned.

10.31 During the year 1964-65 the Ministry of Health gave no sanction for holding of Family Planning Orientation Camps in the States of Maharashtra, Orissa and Gujarat. A perusal of the accounts submitted by the Samaj however shows that it held 96 camps in those states and claimed to have incurred an expenditure of Rs. 56,266.61 which was clearly unauthorised.

10.32 In reply to a question in the questionnaire dated April 18, 1970 the Commission asked the Department of Family Planning as to how this expenditure was allowed and their reply was that it has not been allowed although the Samaj by its letter dated January 13, 1965 addressed to the Department of Family Planning had claimed that these Camps were held with the consent of the Department after a discussion probably meaning oral discussion. There is no specific denial of this oral discussion or oral permission but there is a vague remark in the letter of the Director of Family Planning which may be capable of denial but the Commission is not prepared to accept it as such. In any case there is no record of these Camps having been allowed and the Department of Family Planning have stated that the question whether there was an oral permission or not will be taken into account when the accounts are settled for the year 1964-65 which to say the least is the most unsatisfactory way of dealing with public monies.

10.33 The Commission would like to discuss a matter of some importance in regard to the making of grants by Ministries. The Ministry of Health on March, 10, 1966 sanctioned a sum of Rs. 3,43,800/- to the Bharat Sevak Samaj for the conducting of 583 "ad-hoc Family Planning Orientation Training Camps". It appears the Ministry was conscious of the fact that these monies could not be spent during the remaining portion of that financial year because the monies could not be withdrawn till March, 25, 1966 and 583 camps cannot ordinarily be held during this remaining period of the financial year. In the sanction itself the Samaj was allowed to expend this money upto the end of June, 1966 and later on it was allowed to use it upto the end of October, 1966 both of which are in contravention of the provisions of Rule 149(2) of the General Financial Rules which are meant for better control over and discipline of public monies and which evidently were ignored when these extensions were given and was even contrary to the previous practice of the Ministry.

10.34 The Commission in its questionnaire dated 18, 1970 asked the Ministry in Questions

1 and 2 as to why this extension was given and their reply was that the Ministry knew that 583 camps could not be held during the remaining portion of the year and, therefore time was extended upto June 30, 1966. This reply ignores the provisions of Rule 149(2) of the G.F.R. and even this first extension was not sufficient for holding of the camps and at the request of the Samaj the period was extended to the end of October, 1966 and even then all the Camps could not be held, and out of the 492 camps which were held the audited accounts have been submitted for 281 Camps. It appears that out of the number of Camps held 15 atleast were held after October, 1966 and the expenditure on these 15 Camps was Rs. 8,421/19. These Camps which were held after the extended date are given in Table 10-D.

Volunteers not selected to work as Parivar Kalyan Sahayaks and Sahayakas.

10.35 One of the conditions laid down by the Minister in his letter dated 9-4-1962 to the Vice Chairman of the Bharat Sevak Samaj was "(V) volunteers will be selected from camps to work as Parivar Kalyan Sahayaks and Sahayakas so that the impact of the camps is sustained and the activities do not cease after the camp is over."

10.36 In the records furnished to the Commission by the Govt. of India Ministry of Health, no reports of the family planning orientation training camps held by the Bharat Sevak Samaj during the years 1962-63 and 1963-64 were available and camps reports were available for 23 out of the 727 camps held during the year 1964-65 and 344 out of the 620 camps held during 1965-66.

10.37 The accounts and reports of the camps not available in the records of the Ministry were called for by the Commission from the Samaj. The Samaj furnished the accounts and reports of all the camps held by it during the years 1962-63 and 1963-64. This showed that the camps reports for these two years were neither called for by the Ministry nor furnished by the Samaj to the Govt. of India. The reports for 201 camps out of 727 held in the year 1964-65 and 276 out of 620 held in 1965-66 were also not furnished to the Commission by the Samaj.

10.38 A perusal of the records shows that in the case of 127 camps out of 182 held in 1962-63 and 162 out of 508 held in 1963-64, no Parivar Kalyan Sahayaks or Sahayakas were nominated as was evident from the blank columns left in the camps reports. The details are in Table 10-E. Similarly, although the names were indicated in the case of 40 camps held in 1962-63 and 250 camps held in 1963-64 the addressess of the Sahayaks or Sahayakas were not given.

It is not clear as to what follow-up action could be taken by the Chief Medical Officers to whom the names of such Parivar Kalyan Sahayaks and Sahayakas were sent in the absence of their addresses.

10.39 It was only in the case of 15 camps out of 182 held in 1962-63 and 96 out of 506 held in 1963-64 that both the names and addresses of the Sahayaks and Sahayakas were given.

10.40 For the years 1964-65 and 1965-66, no Parivar Kalyan Sahayaks on Sahayakas were nominated for 123 Camps out of 727 held in the year 1964-65 and 121 Camps out of 620 held in the year 1965-66. Similarly for 376 camps held in 1964-65 and 190 camps held in 1965-66 only names of the Sahayaks were given without their addresses. It was only in the case of 27 Camps out of 727 held in 1964-65 and 33 Camps out of 620 held in the year 1965-66 that both the names and addresses of the Sahayaks and Sahayakas were given. The details are given in table 10-E.

10.41 In reply to a question by the Commission as to whether the Ministry took any step to see that the condition prescribed by the Health Minister was effectuated and whether the Samaj was at any stage asked as to why this condition was not fulfilled, the Ministry stated that their records do not indicate the action taken in this regard.

10.42 The Ministry was also asked by the Commission to state the action taken against the Samaj for breach of the above mentioned condition. In reply it stated that the records of the Department show that the matter was not taken up with the Bharat Sevak Samaj.

10.43 In reply to a further question by the Commission as to how the Ministry was satisfied about the fulfilment of the condition and if as a matter of fact this condition was not fulfilled why it was not considered a breach of conditions justifying the non-giving or non-admission or stopping of the grant, the Ministry stated that their records do not contain information on these points.

10.44 It would thus be evident that the Ministry of Health did not exercise proper control over the execution of the scheme by the Bharat Sevak Samaj.

No assessment or Evaluation about the implementation of the scheme made by the Ministry of Health

10.45 The Minister for Health in his letter dated 9-4-62 to the Vice-Chairman of the Bharat Sevak Samaj had, among other things, prescribed the condition that one of the criteria for

declaring a camp successful would be that the number of persons seeking advice and taking contraceptives from the clinics in the areas and the number of sterilization operations should show appreciable increase.

10.46 The Bharat Sevak Samaj was sanctioned grants in aid amounting to Rs. 12,74,912.58 by the Govt. of India, Ministry of Health during the years 1962-63 to 1965-66 for the holding of 2274 family planning orientation training camps.

10.47 However, in reply to a question by the Commission whether any assessment on the lines indicated by the Minister for Health had been carried out by the Government of India in respect of the family planning orientation training camps organised by the Bharat Sevak Samaj during the years 1962-63 to 1965-66, the Ministry stated that their records do not indicate that such an assessment was made by the Ministry.

10.48 The Bharat Sevak Samaj has claimed that the Samaj organised a total of 2033 camps throughout the country, oriented 1,19,117 persons including 11,231 women and performed 4,969 sterilisations and 2,111 I.U.C.D. (Loop insertions).

10.49 However, except in respect of 2 training camps held in Delhi, one from 6th to 16th January, 1963 and another from 18th to 27th April, 1964, officials of the Ministry were never associated with or attended any of the family planning orientation training camps organised by the Samaj during the four financial years from 1962-63 to 1965-66. At least the records produced do not indicate any inspection. In reply to a question by the Commission whether any reports or tour notes or inspection reports or complaints had been received by the Ministry about these camps, it was stated by the Ministry that no such reports etc. were available.

10.50 The Government of India were also requested to make available the files dealing with the tour notes of the officials of the Ministry, inspection, reports or complaints on any matters dealing with the holding of these camps, but no such records were produced before the Commission.

10.51 The representative of the Ministry also deposed before the Commission that the Ministry satisfied itself as to the work done by the Samaj by the notes recorded by the Assistant Director of Family planning, Dr. H. Banerjee for the year 1962-63 by the Director of Family Planning, Lt. Col. Raine, dated 30-8-64 and by the report of the Director of Health Services, Madhya Pradesh dated 10-7-64.

10.52 He further stated that the Ministry had no documents other than those they had produced before the Commission in regard to the progress reports. They were unable to get any reports from officials beyond the reports of the Assistant Director and the Director and the Director of Health Services Madhya Pradesh which he had mentioned above. The Ministry had no other assessment reports in regard to the work done.

10.53 In reply to a question by the Commission as to whether they asked anyone of the District officers to inspect these camps and whether there was anything on the record to show that, the representative of the Ministry drew attention of the Commission to the Ministry's letter No. 6-7/64-FPI App. A dated 16-10-64 to all the State Governments which inter alia said that the camps should be well co-ordinated with those held by the local bodies, voluntary organisations and educational leaders. The letter also said that in areas in which such camps were organised by local bodies, voluntary organisations and educational leaders, camps would not be held by the State Governments. The letter also directed the State Governments to give all necessary assistance for the holding of these camps. They presumed that the State Governments would have carried out the instructions sent to them in the letter. They had no machinery to enforce the condition that there would be no duplication with the camps held by the State Governments or other local bodies. He also added that in a programme of this kind, where a large scale effort was necessary, even if duplication had taken place, that would not have been unwelcome to the Department.

10.54 The Ministry's clarification given to the Commission is, to say the least evasive. The directions given to the State Governments in the letter of the ministry dated 16-10-64 were to avoid duplications of the camps and extend facilities for their holding. The ministry did not issue any directions for the inspection of the camps by the District officers of the State Governments where the camps were organised.

10.55 Thus the Government of India, Ministry of health did not make any independent assessment or avaluation of their own about the implementation of the scheme by the Samaj and they had no means of verifying and never verified the claims made by the Samaj about the successful implementation of the scheme viz. the number of persons oriented by them in family planning and number of sterilisations performed and loop insertions at the camps organised by them under the scheme.

10.56 The broad assessment made by the Deptt., taking into account the various reports

received from the grantee and the personal knowledge of the Technical Officers, was that the Bharat Sevak Samaj have been successful in achieving the objectives of the scheme. It is observed that at the inter-ministerial meeting held in the Planning Commission on 21-2-1967 to consider the question of further grants to the Bharat Sevak Samaj the Health Secretary had stated that "the Samaj has definitely done good work." (file No. 7-6/67-p/63/C).

10.57 Thus it would appear that apart from getting the audited accounts of the camps and the reports given by the Bharat Sevak Samaj, the Ministry of Health made no arrangement for independent inspections or for assessment of the work done in the camps. They never asked for reports from any of their Field officers or from the District Medical Officers about the factum of holding of the camps or about their usefulness. What is surprising is that without getting any inspection or assessment reports the Secretary of the Ministry of health had stated in an inter-ministerial meeting held in the Planning Commission on 21-2-1967, "The Samaj has definitely done good work".

10.58 On what basis the Secretary, Health gave these remarks, neither the representatives of the Health Ministry have been able to explain nor is there any evidence on the record of the Ministry. In the absence of evidence this cannot be accepted as an objective assessment of the Scheme and its working by the Samaj.

No agency at the Central Government level to check the duplication of Camps in the same area or place :

10.59 The Minister for Health in his letter dated 9-4-1962 addressed to the Vice-Chairman of the Bharat Sevak Samaj had stated that there were a number of agencies who would under, take the Family Planning Orientation Scheme and duplication of efforts in the scheme should be avoided. For this reason he had specified the condition that the camps would not be held in an area where the State Government or the Honorary Family Planning Education Leaders proposed to hold such camps, and the camps would be held in an area after approval of and under the supervision of officers detailed by the State Government. (Two agencies would be invariably involved, the Health Department of the State Government and Department of Community Development).

10.60 For the year 1962-63 the Ministry of health sanctioned a sum of Rs. 1.20 lakhs for 200 camps and Rs. 3,14,288.83 for 543 camps during 1963-64. Before sanctioning these grants the Ministry of Health did not obtained the recommendation of the State Governments or of the

District Health or Medical Officers nor did the Ministry intimate the State Governments about the sanction issued for these camps or of their location. Therefore, there were no means of verifying or satisfying that the camps were not held in areas where family planning camps were being organised by the State Governments through their own agencies or through other voluntary bodies.

10.61 On 17-6-1964 the Director of Family Planning addressed a letter to the Bharat Sevak Samaj asking them to send the proposals for holding Family Planning Orientation Camps through the State Family Planning Officers of the respective States. To quote from his letter:

“In continuation of conversation of date.

I may reiterate that Family Planning orientation camps are being planned at State level. In order to avoid duplication, State Family Planning Officers are required to examine where they will hold camps themselves and the place where the voluntary organisations and local bodies will hold such camps. The State and Regional Health Organisers of the Bharat Sevak Samaj can send the applications for holding family planning orientation camps through the State Family Planning Officers of the respective States for consideration of this Directorate. The number of camps to be held in a State recommended by the Administrative Medical Officer of the State will be considered for sanction by this Directorate. Any other proposals that you may have may be sent also through the State Family Officers.”

Copies of this letter were endorsed to all the State Family Planning officers.

10.62 The files of the Ministry show that during the years 1964-65 to 1965-66, the Family Planning Camps were sanctioned to the Bharat Sevak Samaj on the basis of recommendations of the State Family Planning Officers but in these recommendations the location of the camps was not indicated nor was the period of the camps. All that the State Family Planning Officer recommended was the total number of camps that can be allotted to the Bharat Sevak Samaj by the Ministry of Health. The Ministry's files do not indicate that the Ministry had at any time intimated the location of the camps to the State Family Planning Officers or to the District Officers. In fact, there was nothing even to show that the Bharat Sevak Samaj intimated either the Ministry of Health or the State Governments about the location and periods of the camps proposed to be held by them. Thus, it would appear that the Ministry of Health had no means of satisfying itself that the camps held by the BSS were not in places where the

family planning camps were organised by the State Governments through their own agencies or through other voluntary organisations so as to avoid duplication.

10.63 When the Ministry was questioned by the Commission as to how they satisfied themselves that there was no duplication, their reply was that the accounts for the years 1964-65 and 1965-66 were to be received through the State Family Planning Officers and so they would have ensured that there was no duplication. But there are no instructions issued by the State Family Planning Officers to ensure this aspect before forwarding these accounts. Further, the accounts of the camps held during the years 1964-65, and 1965-66 have not yet been finalised by the Ministry of Health, and, therefore there is no means to verify that they have satisfied themselves or they had made arrangements to satisfy themselves in this regard. At least no instructions were issued to the State Governments nor did the Ministry have any arrangements to see that camps were not held by the Bharat Sevak Samaj and by other agencies in the same places.

10.64 The evidence of the representative of the Ministry of Health in this connection was that the representative of the Department had submitted before the Public Accounts Committee (Para 2.30—68th Report of the Public Accounts Committee—Third Lok Sabha) that even if there was some duplication it would have greater impact on the people and prove more beneficial”.

10.65 If this was the position, it is not clear why the Minister in his letter put the condition against duplication. The records of the Ministry do not throw any more light as to how the representative of the Ministry took the stand he did before the Public Accounts Committee. The representative of the Ministry could not also throw any light on this matter before this Commission. Thus, it would appear that the Bharat Sevak Samaj were given grants for 2,274 family planning camps out of which they held 2,037 camps during the years 1962-63 to 1965-66 and the Ministry of Health did not take any steps to see that these camps were not held in areas where family Planning camps were to be or being held by the State Governments either through their own agencies or through other voluntary organisations, in spite of the fact that the Ministry of Health had put this specific condition before the Scheme of giving grants to the Bharat Sevak Samaj was approved.

Proper control and supervision not exercised by the Ministry over the implementation of the Scheme by the Samaj:

10.66 In its circular No. 21-H & F.P. date the 12th March, 1964 issued to all Secretaries

of the Regional Health Committees, the Bharat Sevak Samaj issued instructions for the holding of camps by the various Regional Health Camp Committees. Dr. S.K. Pannu, Medical Officer attached to the Family Planning Institute in the Directorate General of Health Services, New Delhi while forwarding these instructions to the Directorate vide his letter No. F.14-5/64-FPI dt. 23-3-64, gave the following comments:

"I do not see anywhere the instructions to the Bharat Sevak Samaj to organise these camps in conjunction with the service agency of the area. These can only be effective if they give support to the agencies which could provide services so that persons who desire to avail services after getting information through these camps would know from where to get advice and supplies of contraceptives. Though on the sixth day of the programme there is a subject on follow up and duties of honorary Parivar Kalyan Sahayaks, I wonder how these voluntary workers can ever function without any organisational support. There is a lot of good thinking in the programme but I would request you to instruct them that these camps may only be held where services do exist at this present time and the service staff should be fully involved in the camp and in report of each camp exact name and the address of the service agency may be given to your office so that follow up report may be asked from them by you."

10.67 The Ministry on the basis of his comments requested the Samaj as follows:—

"F.P. orientation training camps should be held in collaboration with the agencies providing Family Planning service in the area so that persons desiring to avail of the services after getting training in the camps may know the source of advice and supplies of contraceptives. Full assistance and cooperation of the staff of the F.P. service agencies may also kindly be sought and the reports of the camps may also include the names of such agencies. The areas where such agencies do not function should not be selected for the holding of the camps. A list of Family Planning Service agencies is enclosed for reference."

10.68 The instructions issued by the Samaj on the directions of the Ministry are not, however, on the record and therefore it cannot be said that such instructions were issued and sent.

10.69 In the reports of the individual camps submitted by the Samaj there is no indication that the camps were organised in Collaboration or in conjunction with the service agency of the

area as there is no indication of such collaboration or conjunction. Further, there is also no indication in the progress reports of the various camps as to what organisational support the Honorary Parivar Kalyan Sahayaks/Sahayakas had, and in the reports the names of one or two Parivar Kalyan Sahayaks or Sahayakas were given without any addresses. Further, in many cases even the columns meant for the names of the Parivar Kalyan Sahayaks are left blank indicating that no Parivar Kalyan Sahayakas were nominated for these camps.

10.70 In reply to a question as to whether the Ministry took any steps to find out whether their instructions had been carried out by the Samaj particularly in view of the fact that the progress reports sent by the Samaj to the Govt. of India did not make any mention of getting the help or collaboration of the agencies providing family planning services and also whether the Ministry took any steps to see that camps were held at places where such family planning service agencies existed or family planning help could be had, the Ministry stated that apart from issuing suitable instructions to the Samaj, their records did not indicate in what manner these instructions were carried out by the Samaj.

10.71 In reply to another question by the Commission as to whether the Ministry took steps to see that there was follow up action after these camps were held and if so to state how that was done, the Ministry stated that their records did not indicate the precise follow up action taken after the camps were held.

Recommendations of the State Govt. not incorporated as conditions governing the sanction of grant-in-aid

10.72 The Director of Health Services, Madhya Pradesh in his letter No. XIII/FP/G-72/1965/L-27/405-B dated the 4th December, 1965 to the Director General Health Services intimated that the State Government had sanctioned holding of 370 orientation camps in the State and one of the criteria fixed for these camps by the State was that at least 10 sterilization operations were conducted in each camp in order to fulfil the condition for receiving financial grants. This was done with the idea of (i) making the people participate in the camp to understand that such operations are very simple and do not need any apprehension; (ii) to achieve the desired target of sterilization operations.

10.73 The Director of Health Services, Madhya Pradesh recommended the holding of camps by the Bharat Sevak Samaj out of the central quota but wanted the condition of at least 10

vasectomy operations being performed in each camp being inserted.

10.74 In reply to a question as to what action was taken by the Ministry of Health on the above recommendation the Ministry have stated that their records do not indicate that this recommendation of the Director of Health Services, Madhya Pradesh was adopted.

Utilisation certificates for the grants not furnished by the Samaj from the authorised Medical Officers or State Family Planning Officers.

10.75 The sanctions for the grants for holding the family planning orientation training camps for the years 1962-63 and 1963-64 dated 11-9-62 and 27th Sept., 1963 respectively contained inter alia the following condition of grant-in-aid.

"The grant-in-aid should be utilised for the purpose for which it is intended and the utilisation certificate in the proforma enclosed be furnished to the Director General of Health Services (in duplicate)."

10.76. The form of the utilisation certificate required a certificate to be granted by the A.M.O. or the State Family Planning Officers in the following form:—

"Certified that I have satisfied myself that the conditions on which the grant was sanctioned have been duly fulfilled/are being fulfilled and that I have exercised the following checks to see that the money was actually spent for the purpose for which the grant was made:—

Kinds of checks exercised

- (i)
- (ii)
- (iii)
- (iv)
- (v)

Signature_____	} A.M.O. or State F.P.O.
Designation_____	
Date_____	

10.77 The intention seemed to be that the A.M.O. or the State Family Planning Officer before granting the certificate to the grantee would make sure that camp was actually held in the area under his jurisdiction, the expenditure actually incurred and the conditions on which the grant was sanctioned were duly fulfilled. The certifying officer was also required to specify the kinds of checks exercised by him before granting the said certificate.

10.78 The Bharat Sevak Samaj did not submit the utilisation certificates from the A.M.O. or the State Family Planning Officer in respect of the camps held by them during the years 1962-63 and 1963-64. The Director, Family Planning, Govt. of India requested the Health Officer Municipal Corporation, Delhi to countersign the utilisation certificates for the camps held by the Samaj in these two years on the plea that the certificates were required to be countersigned by an Administrative Health Officer of the area in which the organisation receiving the grant was situated. He further stated that the General Secretary, BSS had requested him that the organisation being located in Delhi, the certificates might be countersigned by the Health Dept. Municipal Corporation, Delhi and that for the future he (General Secretary BSS) was arranging that the certificates would come duly signed by the Administrative Health Officer of the State in which the actual expenditure had been incurred.

10.79 It would thus be apparent that although the utilisation certificate was to be given by the concerned A.M.O. or State Family Planning Officer, the same was got signed for the years 1962-63 and 1963-64 from the Health Officer, Municipal Corporation Delhi to suit the BSS. In the circumstances it was a complete circumlocutor of the rule and the certificate was absolutely worthless because the Delhi Office would have known nothing about what happened in Madhya Pradesh. His giving a certificate was an absolute mistake making a mockery of the rule. Even if the certificate was to be given the Administrative Medical Officer of the State in which the organisation was located, it should have been given and accepted from the Director of Health Services, as the Municipal Health Officer Delhi could hardly verify whether the 690 camps were actually held or not in the various states all over India by the BSS during these two year.

10.80 The fact that the certificates required by the Ministry were those of the Administrative Medical or Health Officer of the areas where the camps were actually held is further corroborated by the fact that the B.S.S. itself had requested that only for 1962-63 and 1963-64, the certificates were to be signed by the Municipal Health Officer and had stated that for the subsequent years they (the B.S.S.) were making arrangements to have the certificates signed by the Administrative Health Officer of the State in which the actual expenditure was incurred. Thus it was the inability of the B.S.S. to get the certificates signed by the State Administrative Health Officers that led to the Ministry adopting the unusual procedure of itself suggesting to the Delhi Municipal Health Officer to certify utilisation of expenditure on camps over which he had absolutely no control. Obviously the Ministry's suggestion has resulted

in the certificate of the Administrative Medical Officers being reduced to a mere technical requirement, instead of its being an instrument intended to help the Ministry in ensuring the proper utilisation of the grant.

10.81 Thus for the years 1962-63 and 1963-64 the Ministry of Health has certified the utilisation of the grants given for family planning camps merely on the basis of audited statements of accounts and without getting reports from the State authorities concerned about the holding of camps and about their usefulness.

10.82 For the years 1964-65 and 1965-66 no utilisation certificates have been issued so far by the Ministry of Health.

Payment of organisational expenses for the Family Planning Camps held by the B.S.S.

10.83 The grants for the Family Planning Orientation Camps were given at the rate of Rs. 10 per camper for a camp of 3 days duration and the normal strength of the camp was 60.

10.84 The pattern of assistance for the Family Planning Orientation Training Camps was laid down in the Ministry's letters dated 20-5-1961 and 6-9-1961. These letters have not been produced before the Commission but from letter dated 17th October, 1966, which was been produced, it appears that a sum of Rs. 10.00 was allowed per camper for the camps the split-up being as follows:—

	Rs.
(i) Food, etc.	6.00
(ii) Sanitary installations, transport, education material, hiring of furniture, Shamiana, etc.	4.00
Total	10.00

10.85 From the break-up it appears there was no provision for payment of organisational expenses for the Family Planning Camps. But in the case of the Bharat Sevak Samaj, the Ministry of Health has allowed as organisational expenses Rs. 125.00 out of the amount of Rs. 600.00 to be paid for a camp of 60 campers for 3 days. This payment of Rs. 125.00 is outside the scope of the scheme of Family Planning camps and was specially given to the Bharat Sevak Samaj only and not to the other organisations which were entrusted with the holding of these camps.

Organisational expenses claimed by the Bharat Sevak Samaj for the Family Planning Orientation Training Camps.

10.86 The Family Planning Orientation Training Camps were for the first time sanctioned

to be held by the Bharat Sevak Samaj during 1962-63 when an amount of Rs. 1,20,000 was sanctioned to the Bharat Sevak Samaj for conducting 200 Family Planning Orientation Camps at an estimated cost of Rs. 600 per camp. This sanction was issued by the Ministry in exercise of the enhanced powers delegated to them *vide* the Ministry of Finance (Department of Expenditure) O.M. No. 10(4)E-(Coord.)/62 dated 1-6-1962. In the said sanction neither the pattern of expenditure nor the items on which the expenditure was to be incurred was indicated. As per the sanction the B.S.S. was required to submit audited statement of accounts together with a report of the holding of the camps but the form in which the account was to be rendered was not indicated in the sanction. On the 11th October, 1962 the B.S.S. sent a proforma of accounts to the Ministry of Health. This proforma had additional headings for the organisational charges. They further indicated in the letter that the organisational expenses would be shown in each camp as ad-hoc and at the end of the financial year the accounts of the total organisational expenditure would be submitted and the balance, if any, surrendered to Government. The proforma submitted by the B.S.S. was as follows:—

	"Duration of Seminar"	Estimated expenditure
		Rs.
1.	Duration of Seminar 3 days	
2.	No. of participants	
3.	Number of participants who were served with meals 60.	
4.	Number of participants who were provided with accommodation only.	
5.	Total expenses on messing 60 × 4.50—	270.00
6.	Expenses on hiring of accommodation	Nil
7.	Transport charges for participants	30.00
8.	Sanitary installations	50.00
9.	Propaganda material including exhibition note books, lecture points, blank papers for notes, folders etc.	75.00
10.	Furniture hiring charges	Nil
11.	Lighting arrangements	5.00
12.	Expenditure on coordinator-cum-Accounts Officer for pre-planning and stay for 5 days in the camp and travel.	50.00
13.	Miscellaneous, stationery, postage books, etc.	45.00
	Total	525.00
14.	Ad-hoc expenditure in the office of the Regional Health Committees regarding the distribution of funds to the coordinator-cum-inspector office administration.	20.00
15.	Ad-hoc expenditure non-recurring or recurring in the Central BSS on the staff engaged for the organisation, inspection, audit service charges, stationery postage etc.	55.00
	Total	75.00
	Grand total for a camp for 60 campers	600.00

Note:— This budget break up is approximate for each item & may vary in individual camp but will not exceed Rs. 600.

The expenditure under headings 14 and 15 for organisational expenses Rs. 75 will be tentatively shown as ad-hoc expenditure in each camp account and detailed account will be submitted at the end of the financial year. The total amount of expenditure will not be allowed to exceed the ceiling of Rs. 600.00 per camp *i.e.* Rs. 10 per camper. The accounts of individual camps and that for the organisational expenses will be furnished along with the Utilization Certificates to the Director General of Health Services and the balance, if any, will be refunded to the Government."

10.87 This proforma was approved by the Ministry *vide* their letter No. 26/17/62-FP, dated the 13th November, 1962. In March, 1964 the B.S.S. sent a revised break-up of expenditure on the Family Planning Orientation Camps. The revised break-up was as follows:—

"Revised break-up of estimated expenditure of rural and Urban Family Planning Orientation Camps.

	Estimated expenditure	
	Rural Camps	Urban Camps.
	Rs.	Rs.
1. Duration of Seminar .....3 days		
2. Number of participants ...		
(i) Who will be served with meals-60.		
(ii) Associate campers not taking meals—		
3. Total expenses on messing (Rs. 5×60)	300.00	300.00
4. Hiring of accommodation	Nil	Nil
5. Transport charges for participants	50.00	60.00
6. Sanitary installations	60.00	Nil
7. Hiring of furniture	Nil	30.00
8. Lighting arrangements etc.	15.00	20.00
9. Propaganda materials (Note-Books, materials exhibitions etc.)	30.00	45.00
10. Misc. Stationery Postage, Books etc.	20.00	20.00
	475.00	475.00
11. Ad-hoc expenditure-non-recurrent or recurrent in the Central Bharat Sevak Samaj on the staff engaged for the organisation, inspection, audit, service charges, stationery, postage etc.	55.00	55.00
12. Ad-hoc expenditure of Regional Health Committee for holding and supervision and expenditure on the Regional Health Organiser (Organiser-cum-Accountant) etc. (Rs. 50+ Rs. 20 already agreed to).	70.00	70.00
Grand Total	600.00	600.00

Note:— The above break-up is approximate for each item and may vary in individual camp but the total expenditure will not exceed Rs. 600.00 *i.e.* Rs. 10.00 per camper. The expenditure against

items 11 and 12 for organisational expenses (Rs. 125) will be tentatively shown as ad-hoc expenditure in the accounts of each camp and detailed accounts will be submitted at the end of the financial year. The accounts of individual camp and that for other expenses will be furnished along with the utilisation certificates to the Director General of Health Services, Ministry of Health and the balance if any, will be refunded to the Government."

10.88 This break-up was approved by the Ministry *vide* their letter No. 26-9/63-FP, dated 3-6-1964 and they put the condition that no expenditure was to be incurred on items which could be utilised for more than one occasion *viz.* sanitary installations and propaganda material. (The expenditure on these items might be necessary to the extent of replacement only, sanitary installations might include labour charges only). Supervisory charges were not to exceed 5 to 7 per cent. Messing expenses were to be incurred only in the case of persons who came from far off places and not those who had local residence. This was to apply to accounts of 1963-64 and onwards.

Expenditure claimed by the Bharat Sevak Samaj for the Organisational expenses

10.89 For the years 1962-63 to 1965-66 the Bharat Sevak Samaj have claimed total organisational expenses amounting to Rs. 2,50,525.61 Table No. 10-F gives the break-up of this under Coordinator-cum-Accountant expenses. Regional Camp-Committee expenses and the Central organisational expenses.

10.90 If the limit of 7 per cent on the gross expenditure of the camps was applied the Samaj would have been entitled to only Rs. 63,051.93 The excess amount claimed by them is Rs. 1,87,473.68. As the letter dated June 3, 1964 makes the limit of 7% applicable only from 1963-64, this limit cannot be said to apply for 1962-63 and the excess amount claimed for the years 1963-64 to 1965-66 comes to Rs. 1,70,175.68. The Ministry of Health and Family Planning has issued utilisation certificates only for the years 1962-63 and 1963-64 and for the year 1964-65 and 1965-66 the utilisation certificates are yet to be given.

Non-rendering of the accounts for the Central Organisational Expenses

10.91 Even though the Samaj had undertaken to submit the audited accounts of the organisational expenses claimed ad-hoc by them at the time of submitting the individual camp accounts no accounts for the Central Organisational expenses, the Regional Health Committee expenses and Coordinator-cum-Accountant expenses claimed ad-hoc by them were rendered to the Ministry. The Ministry has, however, issued utilisation certificates for the entire expenditure on the camp including the organisational ex-

penditure for the years 1962-63 and 1963-64. For the years 1964-65 and 1965-66 the Ministry has stated that the BSS have not sent complete records of the camps held and the accounts have not yet been finally settled. They have issued the utilisation certificates for only one grant sanctioned during 1965-66 i.e. for the camps held in Bihar for which an amount of Rs. 48,000 was sanctioned.

10.92 The Bharat Sevak Samaj who were asked to render the accounts for the organisational expenses have filed before the Commission the audited Receipts and Payments accounts of their Health and Sanitation section for the years 1962-63 to 1965-66. The amounts claimed for Central organisational expenses and the actual expenditure incurred for the central organisation as per these accounts were as follows:-

Year	Central Organisational Expenses as per Accounts	Receipts & recoveries	Net Central Organisational expenses as per accounts	Amount claimed from Govt.	Amount excess claimed.
1	2	3	4	5	6
1962-63	10,467.60	296.71	10,170.89	10,010.00	Nil
1963-64	28,454.31	3,623.10	24,831.21	27,830.00	2,998.79
1964-65	37,010.81	1,078.07	35,932.74	39,122.00	3,189.26
1965-66	20,802.04	5,833.65	14,968.39	33,308.00	18,339.61

10.93 From this it will be seen that the Samaj has claimed Rs. 24,527.66 in excess of the expenditure actually incurred by them on account of Central Organisational Expenses.

10.94 No accounts have been prepared nor rendered by the Bharat Sevak Samaj for the Regional Health Committee expenses or the Co-ordinator-cum-accountant allowance claimed at ad-hoc rates of Rs. 20 and Rs. 50 respectively in the individual camp accounts.

Pattern of staff for organisational work not laid down by the Govt. of India

10.95 The Bharat Sevak Samaj in their letter No. FP/OTCS/62 dated October 11, 1962 sought the approval of the Govt. of India for the detailed break-up of the sum of Rs. 600 sanctioned for a camp. The break-up included a sum of Rs. 55 and Rs. 20 to be claimed ad-hoc by the Samaj in the account of each camp for organisational expenses of the Central Bharat Sevak Samaj and the Regional Health Committees which organised the camps.

10.96 In reply to a question by the Commission as to whether the Ministry laid down the number and quality of the staff to be employed by the Bharat Sevak Samaj in its central office in the Regional Health Committees and the camps it has been stated that the records do not indicate that this was done.

INCLUSION OF EXPENDITURE ON THE REGIONAL HEALTH COMMITTEES IN THE EXPENDITURE OF THE REGIONAL CAMP COMMITTEES AND CLAIMING OF GRANTS FOR THE SAME EXPENDITURE FROM TWO SOURCES:

10.97 The Bharat Sevak Samaj were organising Labour & Social Service Camps for which

purpose they were getting grants from the Ministry of Education including a Regional Camp Committee expense of 12 paise per camper daily.

10.98 The B.S.S. organised Family Planning Camps during the years 1962-63, 1963-64 and 1964-65 and they were paid grants for this unit by the Ministry of Health and Family Planning. For these camps they were paid a Coordinator-cum-Accounts Officer expenses at Rs. 50 per camp and for the Regional Health Committee expenses at Rs. 20 per camp.

10.99 The audited accounts of the Regional camp Committees show that the grants for both the Labour & Social Service Camps and Family Planning Camps were handled by the same committees in the various regions. The B.S.S. did not render any separate audited accounts of their Regional Camp Committees to the Ministry of Health for the expenses claimed by them but grants were claimed on an ad-hoc basis of Rs. 20 per camp. The expenditure of the Regional Health Committees were also not shown separately from the expenditure of the Regional Camp Committees except in the case of three Regions. The amounts claimed by the B.S.S. for the Regional Camp Committee expenses for the years 1962-63 and 1963-64 were as follows:—

1962-63	88,934.16	} Labour
1963-64	57,354.26	

10.100 The grants for the Regional Health Committees for the years 1962-63 and 1963-64 were as follows:—

1962-63	3,614.76	} Health
1963-64	10,100.00	

10.101 These grants from the Ministry of Health have not been deducted from the expenditure shown for the Regional Camp

committee and consequently an amount of Rs. 13,714.76 has been claimed in excess. The Ministry has not settled the accounts of the Regional Camp Committee expense for the years 1962-63 and 1963-64.

10.102 During the years 1962-63 and 1963-64 the Regional Health Committees of the following regions have shown their expense separately for the Family Planning Camps and the Labour and Social Service Camps. The expenses of the Regional Camp Committees for the Family Planning Camps were not included in the expenditure claimed for the Labour and Social Service Camps.

R.C.C.	Expenditure of Regional Health Committee shown in the accounts.	No. of F.P. Camps held during the years.	Admissible R.H.C. expenditure for the F.P. Camp @ Rs. 20 per camp.	
Jabalpur	1962-63	1183.84	6	120
Varanasi	Do.	120.00	5	100
Jabalpur	1963-64	1030.00	19	380
Bhopal	Do.	1960.00	28	560
		4293.84		1160

10.103 The total expenditure of the Regional Health Committees which have been shown separately amounts to Rs. 4293.84 out of which only Rs. 1160 was admissible and deducting this from the total Regional Health Camp Committee expenses paid to the B.S.S. i.e. Rs. 13,714.76 mentioned earlier the net amount of Rs. 12,554.76 should have been deducted from the grants paid for the Regional Camp Committees during 1962-63 and 1963-64.

10.104 In the year 1964-65 the Ministry of Education has admitted the expenditure of 54 labour and social service camps the total number of camper days of which was 41,128. The Regional Camp Committee expenses for these camper days have not been so far sanctioned by the Ministry of Education but at the approved rate of 12 paise per camper day the admissible Regional Camp Committee expenses for these camper days will be Rs. 4,935.36. Besides this, the B.S.S. have held 52 camps the total number of camper days of which amounted to 37,470 and at the approved rate of 12 paise per camper day for the Regional Camp committee expenses will work out to Rs. 4490.04. The Ministry has not admitted the expenditure on these camps. If these camp accounts are also approved the total Regional Camp Committees expenses that will be payable will work out to Rs. 9425.40.

10.105 For the 1964-65 the Samaj claimed a total expense for the Regional Health Committees

including the Coordinator cum-Accounts Officer expense as Rs. 49,753.85 for the Family Planning Camps held by them. As the Samaj was having only one single officer for the Regional Camp Committees and the Regional Health Committees and the organisers for the two were not different the grants admissible for the Regional Camp Committee expense @ 12 paise should be deducted from the grants claimed for the Regional Health Committee expenditure including the Co-ordinator-cum-Accounts Officer expense. The accounts of the various Regional Camp Committees for the year 1964-65 have not been produced by the B.S.S. before the Commission, and therefore whether the Regional Health committees or the Camp Committees actually incurred the expenditure claimed by the B.S.S. is not known. The admissible amounts at the approved ad-hoc rates will have to be limited to the actual expenditure.

Co-ordinator-cum-Accounts Officer Expenses

10.106 In the accounts for the Family Planning Orientation Training Camps, an amount of Rs. 50 was claimed by the Samaj on an ad-hoc basis for Co-ordinator-cum-Accounts Officer Expenses for each camp. The Samaj had to render detailed accounts of the ad-hoc amount so claimed. The accounts produced by the Bharat Sevak Samaj show the following amounts claimed from the Ministry on account of Co-ordinator-cum-accounts Officer allowances:—

	Rs.
1962-63	9,096.00
1963-64	25,250.00
1964-65	35,538.46
1965-66	23,758.00
Total	93,642.46

(Note:— For the years 1963-64, 1964-65 the expenditure on account of Co-ordinator-cum-Accounts Officer has not been separately shown but the total expenditure of health committees including the expenditure on Co-ordinator-cum-Accounts Officer has been combinedly shown. The figures mentioned above have been arrived at by dividing the amount in the ratio of 50:20 as Rs. 20 was given per camp for Regional Health Committees).

10.107 Even though the Bharat Sevak Samaj was to render detailed accounts of the ad-hoc amounts claimed on account of Coordinator-cum-Accounts Officer Expenses, no detailed accounts were rendered for the amounts mentioned above. The Ministry have admitted the expenditure on this account for the years 1962-63 and 1963-64 without getting any detailed accounts. For the latter two years the Ministry has not yet finalized the accounts and so has not yet issued any utilisation certificates.

10.108 The Bharat Sevak Samaj was asked by the Commission to produce the accounts of the

Co-ordinator-cum-Accounts Officer Expenses claimed by them but they have not done so. In reply to questions put to them the Samaj have stated that the vouchers in respect of payments made to Co-ordinator-cum-Accounts Officers were not available but they might be with the Regional Health Committees. They were also not able to say who were appointed as Co-ordinator-cum-Accounts Officers as the selection of these persons was done by the Regional Health Committees and the Central Bharat Sevak Samaj had no information with them.

10.109 As no information about the Co-ordinator-cum-Accounts Officers has been furnished by the Bharat Sevak Samaj, the Commission had to depend on the information available in the camp accounts. A scrutiny of the accounts of the individual camps produced by the Bharat Sevak Samaj shows that the accounts of a number of camps were signed by the Regional Camp Organisers who were officers of the Regional Camp Committees. Table 10-G shows the camps which were signed by the same persons as Co-ordinator-cum-Accountants. In some cases, no details are available about the status of the persons who had signed as the Co-ordinator-cum-Accounts Officer. But at any rate there is no evidence to show that persons other than those who were working in the Regional Camp Committees and the Regional Health Committees were engaged by the Bharat Sevak Samaj as Co-ordination-cum-Accounts Officers or they were separately paid.

10.110 A scrutiny of the accounts also shows that in many cases the periods of the camps the accounts of which were signed by the Co-ordinator-cum-Accounts Officer overlapped and these camps were in places which were quite far away and could not have been supervised by the same persons. When this was pointed out to the Central Bharat Sevak Samaj their reply was that according to the policy of the Samaj the Co-ordinator-cum-Accounts Officer was allowed to organise 1-3 camps but each individual camp had a trained and experienced person who was in local charge of the Camp. But this is not corroborated by the accounts as in many cases dozens of camps have been signed by the same Co-ordinator-cum-Accountant.

10.111 At any rate, the amounts do not appear to have been paid to the local organisers and in the camp accounts the organiser has been included as one of the campers for whom grants were claimed @Rs. 10 for the duration of the camp.

10.112 Thus, it would appear that Co-ordinator-cum-Accountant was none other than an officer of the Regional Health Committees and as the Samaj has not produced any separate accounts for the ad-hoc amount Rs. 50 claimed

for each camp, for this Co-ordinator-cum-Accountant there does not appear to be any justification for the claim of Rs. 50 on this account as the Samaj was being paid separately per camp for expenses of Regional Health Committees.

10.113 The Samaj has not produced any records to show that the camps were inspected by the officers of the Regional Health Committees or by Co-ordinator-cum-Accounts Officer for whom expenses were claimed and at least no inspection reports of these have been produced before this Commission.

10.114 Further, the Officers of the Regional Health Committees were drawing monthly allowances from the Regional Health and Camp Committees under whom they were employed.

10.115 All this evidence is further destructive of the contention of the Bharat Sevak Samaj that Co-ordinator-cum-Accountant expenses formed part of the camp expenditure and so should not be included in supervisory charges for applying limit of 7 per cent as prescribed by the Ministry. There is clear evidence to show that the Co-ordinator-cum-Accounts Officers were none other than the officers of the Regional Camp and Health Committees and therefore, whatever expenses were provided for the Co-ordinator-cum-Accountant allowance should legitimately fall under the supervisory charges while applying the limit of 7 per cent.

Camp Accounts and Camp Reports not signed by the Co-ordinator-cum-Accountants.

10.116 Even though the Bharat Sevak Samaj was claiming Rs. 50 as expenses on account of the Co-ordinator-cum-Accountant in as many as 20 Camps the list of which is given in Table-10H, the Camp Accounts and the Camp Reports submitted by the Bharat Sevak Samaj to the Ministry of Health have not been signed by any Co-ordinator-cum-Accountant. It appears that there were no Co-ordinator-cum-Accountant for these camps. From these Camp Accounts it is also not clear as to who organised these camps and whether they had the requisite qualifications or whether the camps were just organised without any Organiser whatsoever.

10.117 The Ministry has not finalised the Accounts of the camps held during 1965-66 and all these camps were held against the grant for 1965-66.

Camp Accounts and Camp Reports signed by the Block Development Officers:

10.118 Even though the Bharat Sevak Samaj was claiming Co-ordinator-cum-Accountant allowance @ Rs. 50 from the Ministry of Health

it appears that in respect of 5 camps given in Table 10-I the camps' Accounts and the Camp Reports have been signed by the Block Development officers as Co-ordinator-cum-Accountants.

Camps organised by the Sahayogis of the Lok Karya Kshetras and other workers of the Bharat Sevak Samaj who were paid under other schemes for which grant-in-aid were received from the Government.

10.119 Even though the Bharat Sevak Samaj was claiming Rs. 125 on account of the organisation expenses (Rs. 50 for Co-ordinator-cum-Accountant allowance, Rs. 20 for the Regional Health Committees expense and Rs. 55 for the Central Organisation expense) it appears that in as many as 41 camps given in Table-10-J the organisation was done by the Mukhya Sahayogi or the Sahayogi of the Lok Karya Kshetras or by the District Information Organisers who were employed under the Jan Jagran Scheme. It thus appears that even though work which was being done by workers employed under other grant-in-aid schemes of the Government the Samaj claimed separate organisational expenses of Rs. 125 per camp. It could not be ascertained whether other camps were also organised by Sahayogis or the other workers employed by the Samaj out of grants-in-aid received from the Government under different schemes as details are not given in many of the camp reports.

Omissions noticed in the Camp Accounts

10.120 In respect of 14 camps given in Table 10-K various omissions are noticeable in the Camp Accounts and the Camp Records, e.g. the details of campers not being given or the details of the subjects discussed in the camps not being

given etc. The accounts for these camps have not been settled by the Ministry, but the Ministry's records do not show that they have taken any steps to see that the omissions are made good by the Bharat Sevak Samaj.

10.121 On June 3, 1964, the Department of Family Planning wrote to the Bharat Sevak Samaj laying down the accounting procedure for the grants-in-aid for the Family Planning Orientation Camps. A condition was there mentioned that messing expenses were to be incurred only in the case of persons who came from far off places and not those who were local residents.

10.122 In respect of the camps held after this letter the Samaj has, however, included messing charges for local residents also as is shown by the attendance sheets of some of the camps which have been produced before this Commission for the years 1964-65 and 1965-66. For the year 1964-65 the Bharat Sevak Samaj has produced attendance sheets in respect of 156 out of 727 camps held in that year and for the year 1965-66 the Samaj has produced attendance sheets in respect of 16 camps out of 620 camps held. They have not produced the attendance sheets of 571 camps held in 1964-65 and 604 camps held in 1965-66. The explanation of the Samaj for not giving attendance sheets in respect of other camps is that after 1964-65 the accounts of some of the States were sent by the State Family Planning Officers and it is possible that attendance sheets were not sent by them. But this explanation is merely conjectural.

10.123 In respect of the attendance sheets produced for them years 1964-65 and 1965-66 the proportion of the local campers as is evident from the addresses given in the attendance sheets and the proportionate expenditure on their food etc. is as follows:

Year	Camps held	Camp attendance sheets furnished to the Commn.	No. of campers	No. of local campers	Total expenditure on food	Proportionate expenditure on food of local campers
1	2	3	4	5	6	7
1964-65	727	156	9,102	5,730	54,796.26	34,571.76
1965-66	620	16	960	198	5,545.78	1,143.82
						35,715.58

10.124 It would thus appear that in respect of these 172 camps for which attendance sheets have been produced for the years 1964-65 and 1965-66 an amount of Rs. 35,715.58 appears to have been irregularly claimed.

10.125 For the year 1962-63 and 1963-64 there was no specific condition put in the sanc-

tion about the expenses on local campers not being met out of the grants. However, the grounds for not allowing messing expenses for local campers should be equally valid for those years also. The messing expenditure of the local campers for those two years amounted to Rs. 83,222.46.

CAMPS OF 6 DAYS DURATION HELD BY THE SAMAJ AS AGAINST CAMPS OF 3 DAYS DURATION SANCTIONED BY THE GOVT. OF INDIA.

10.126 During the year 1964-65 the Government of India sanctioned grants in aid to the Bharat Sevak Samaj for conducting 808 ad-hoc Family Planning Orientation Training Camps by the branches of the Bharat Sevak Samaj in various States in special seminars of three days' duration for persons drawn mainly from the Community Project staff, leaders of villages and slum dwellers in urban areas. Although the sanction provided for only camps of 3 days' duration, the accounts and other records submitted by the Samaj show that they held camps of 6 days' duration and incurred an expenditure of Rs. 18,956.31 thereon. The details of these camps are given in Table 10-L.

10.127 The expenditure for the extra 3 days in respect of each of these camps would not be admissible.

10.128 In this connection the Department of Family Planning was asked to clarify as to how the expenditure for the unauthorised duration could be included in the admissible grant. In reply the Department of Family Planning stated that the accounts for 1964-65 had not been finally settled. The Ministry have stated that the explanation of the B.S.S. in respect of the expenditure incurred for the unauthorised duration of the camps in question would be asked for and submitted to the Government for orders regarding its admissibility. The accounts will be finalised on the basis of the orders that will be passed by the Government.

Grants-in-aid sanctioned for one financial year partly utilised in the next financial year.

10.129 The sanction for the grants-in-aid issued in favour of the Bharat Sevak Samaj during the year 1962-63, 1963-64, and 1964-65 for the holding of family planning orientation training camps stipulated that the grants were to be utilised for the said purpose during the financial year in which it was sanctioned.

10.130 The accounts and the records of the family planning orientation training camps held in the various years show that 91 camps as per details given in Table 10-M were mostly started on the last financial day of the financial year and extended to the next financial year. Thus a part of the expenditure on these camps was incurred by the Samaj in the next financial year out of the funds sanctioned in the previous financial year.

The expenditure incurred on these camps against the sanctions for each year was as follows:—

Sanction for the year		Expenditure partly incurred in the year
		Rs.
1962-63	1963-64	2,722.04
1963-64	1964-65	18,721.97
1964-65	1966-67	30,668.58

10.131 The grants sanctioned in a particular financial year for being utilised in the said financial year were not to be utilised by the Samaj in the next financial year without the prior approval of the Govt. of India. In fact the unutilised portion of the grant at the end of each financial year should have been refunded by the Samaj to the Govt. of India.

10.132 The questions put to the Ministry by the Commission and the reply given by it in this regard are as under:—

Question No. 1.

Did the Ministry notice the largeness of these camps which were held towards the very end of the financial year in different parts of the country? Was the objective of giving of the grants to subserve the objectives of the family planning or the expending of the grants?

Question No. 2.

In view of the statement above given and the foregoing question, did the Ministry ask the Samaj as to why it was only towards the very end of the financial year that these camps were being held?

Answer to question Nos. 1 & 2.

Out of over 1500 camps sanctioned during 1962-63 & 1964-65 the camps which were held towards the very end of the financial year as quoted by the Commission are 91 only.

10.133 It may however be added that the expenditure incurred on these camps by the Samaj against the sanctioned for the financial years 1962-63 & 1963-64 has already been admitted and the utilisation certificates thereof issued by the Government of India.

10.134 Although the monies were according to the Department actually spent, the Commission is unhappy with the practice of giving grant at the fag end of the year just to spend the grants so that they do not lapse. And if the grants were given in good time then they should have been spent earlier and not at the very end of the year.

Documents in support of utilisation of the grant not submitted through the respective state Family Planning Officer as required under the terms of the sanctions.

10.135 The sanction for the grant-in-aid accorded *vide* Ministry of Health letter No. 10/64-FP dated 15-12-64 and 6-24/65-FOI dated 10-3-66 for the holding of family planning orientation training camps during the years 1964-65 and 1965-66 stipulated that the Bharat Sevak Samaj would submit the following documents through the respective State Family Planning Officers in respect of the Camps held in different States and expenditure incurred for that purpose in

- (a) A certificate to the effect that the grant in question has been utilised for the purpose for which it was sanctioned.
- (b) Audited Statement of accounts.
- (c) Brief report of the camps.

10.136 The statements of accounts of 198 Family Planning Orientation Training Camps held by the Bharat Sevak Samaj in the State of Madhya Pradesh during 1965-66 forwarded to the Ministry of Health *vide* the letters of the Samaj dated 13-5-68 and 30-6-68 show that the utilization certificates, audited statement of accounts and the reports of the camps were not submitted through the State Family Planning Officers. Similarly, the Statements of Accounts of the 18 camps held in the State of Mysore during the year 1964-65 were also not forwarded through the State Family Planning Officer, even though the sanction provided that this should be forwarded through the State Family Planning Officer.

10.137 In this connection the Ministry was asked to clarify how any grant in respect of these camps was admissible in view of the non-observance of the essential conditions of the grant and whether the Ministry had admitted the grants in in respect of these camps.

10.138 In its reply the Ministry stated that the grants-in-aid for the years 1964-65 & 1965-66 had not been finally settled as the complete statements of accounts with the utilisation certificate duly countersigned by the concerned State Family Planning Officers had not been received and that the matter is under correspondence with the Bharat Sevak Samaj.

Family Planning Education-cum-Training Camps for Slum Organisers—grant of Rs. 8,900.

10.139 On 27th September, 1963 the Govt. of India sanctioned Rs. 2,40,000 to the Bharat Sevak Samaj for holding 400 Family Planning

Camps. Subsequently on 10-12-63 the Samaj sent their proposals to the Ministry for organising a Training Camp for the Organisers of Urban Community and Slum service Projects with the idea of importing instructions to them in various aspects of family planning and techniques of holding orientation training camps.

10.140 On March 3, 1964 the Ministry of Health considered the application and when the proposal went to the Ministry of Finance for concurrence the Finance Ministry on March 5, 1964, expressed doubts about the probability of holding such a seminar during 1963-64 in the short time available in view of the already crowded programme of activities of the Samaj.

10.141 On 12-3-64 the Ministry of Health informed the Ministry of Finance that the representative of the Samaj had emphasised their ability to hold the camp provided the grant was released immediately. The Finance Ministry concurred and the amount of Rs. 8,900/- was separately sanctioned on 17-3-64 even though in their earlier proposal the Samaj had suggested that they won't require a separate grant for the purpose but agreed to meet the expenditure on the Camp from out of the earlier grant of Rs. 2,40,000/- given for 400 camps. The Bill for the grant of Rs. 8,900/- was counter-signed by the Ministry on 24-3-64. On 26-3-64 the Bharat Sevak Samaj informed the Ministry that as the grant for the Camp had not been credited to their account till then it will not be possible for them to hold the camp in March, 1964 as originally proposed. It was pointed out that a good deal of work was required and Organisers had to come from very long distances and so they had decided to hold the camp from 18th to 26th April, 1964 and requested for the approval of the Ministry for the change in dates. Thus it would appear that the Finance Ministry's doubts about the ability of the Samaj to hold the camp during the financial year were confirmed. The Directorate General of Health Services agreed to the revised programme of the camp and this matter was never taken up with the Finance Ministry which had earlier expressed their doubts. The Accounts of the camp show that even though the camp was sanctioned for 9 days a 10 day camp was held from 18th to 27th April, 1964 and no prior approval of the Govt. of India was taken for extending the date. On 16th June, 1964, however, the Bharat Sevak Samaj approached the Directorate General of Health Services for sanction for one day's extension on the ground that the subjects to be discussed could not be finished within 9 days and that the Union Deputy Minister for Education (Mr. Bhakt Darshan) who was to address the campers was available only on the 27th April, 1964. The Directorate General of Health Services, however, has not so far issued any *ex-post*

facto sanction for the extension of 1 day for the camp.

10.142 The reports of the camp also show that the programme of the campers included visits to Parliament, to the President House, to Mehrauli and to other historical places in Delhi like Red Fort etc. How these items of programme were relevant to the Family Planning Training is not clear from the records nor could the Ministry throw any light on the same.

10.143 But one thing is clear even against the initial objections of the Finance Ministry the grant for holding the training camp was sanctioned during 1963-64 and even before the Samaj could draw the amount they approached the Ministry for utilising the grant during the next financial year, permission for which was given without consulting Finance. One day's extension was given for the training programme apparently to enable the Union Deputy Minister for Education to address the campers. The Ministry had no evidence or records to show how the services of the persons who were trained were utilised for the purpose of holding Family Planning Orientation Training Camps.

Meagre expenditure on propaganda and exhibition material incurred by the Samaj.

10.144 The break up of the sum of Rs. 600 allowed per family planning camp of 60 Campers given by the Samaj under their letter No. FP/OTCS/62 dated 11-10-62 to the Ministry of Health for their approval included an amount of Rs. 75 per camp for expenditure on propaganda material including exhibition, note books, lecture points blank sheets of paper, folders etc. The accounts of the various years show that for 2037 camps held by the B.S.S., the total expenditure incurred on this account was Rs. 68,957.23. The average expenditure per camp on propaganda, exhibitions etc. was thus Rs. 33.85 only against the sum of Rs. 75 provided.

10.145 In answer to a question as to how the Ministry satisfied itself that the Samaj had organised the camps successfully especially when only a small portion of the funds allotted for propaganda and exhibition was actually utilised for that purpose, the Ministry stated that further comments in this regard would be offered after the receipt and examination of the audited statement of accounts of the Health & Sanitation section of the Central Bharat Sevak Samaj, submitted by it to the Commission which had not been received by the Ministry.

10.146 It may however be pointed out that the figure of Rs. 68,957.23 quoted above is as per the statements of accounts of the Camps for the years 1962-63 to 1965-66 already submitted by the Samaj to the Ministry.

Excess expenditure of Rs. 1,333.17 of publicity material recovered by the Samaj.

10.147 As per the audited statements of accounts of the Health and Sanitation Section of the Central Bharat Sevak Samaj, an expenditure of Rs. 13,631.22 was incurred by the Samaj on the purchase of publicity material which was supplied by it to the various Regional Health Committees for the family planning orientation training camps organised by them. The Central Bharat Sevak Samaj, however, recovered a sum of Rs. 14,964.39 from the Regional Health Committees thus recovering an amount of Rs. 1,333.17 in excess. Thus the grant of Rs. 1,333.17 is in excess of the actual expenditure and is not admissible. This amount may be comparatively small but it shows how loosely the figures are scrutinised.

10.148 In reply to a question as to how this excess grant was admitted the Ministry has stated that the above figures have been taken by the Commission from the audited statement of accounts of the Health & Sanitation Section of the Central Bharat Sevak Samaj for the years 1962-63 to 1966-67 sent to the commission by the Samaj which have not been received in the Ministry and that their comments would be offered if a copy of the accounts in question is sent. The Ministry had been asked to see the accounts in the office of the Commission if so desired. The Ministry have however added that complete accounts for the years 1964-65 and 1965-66 in respect of the camps held by the B.S.S. have not so far been received in the Department and no information is also available regarding the recoveries of Rs. 14,964.39 stated to have been made by the Central B.S.S. from their various Regional Health Committees.

10.149 Further the records show that the posters, brochures, folders and publications purchased by the Samaj costing Rs. 2,019.20 (vide details in Table 10-N) for the family planning orientation training camps did not deal with the topics connected with family planning. In this connection the Ministry were asked the following questions:—

“Annexure (attached) gives a list of the posters, brochures, folders and publications purchased by the B.S.S. for the family planning orientation training camps and distributed to the camps. Did the Ministry satisfy itself that these folders, brochures and books dealt with the topics connected with Family Planning Training Camps ?

If these folders, brochures and books did not have any connection with Family Planning as their title would appear to indicate, how did the Ministry admit the expenditure on the same ?

Did the Ministry enquire what other publications or propaganda material were supplied by the B.S.S. in the camps and whether they had any connection with the objectives of Family Planning?"

10.150 In reply the Ministry has explained that the B.S.S. were not required to obtain any prior approval of the Deptt. before the distribution of the folders, brochures etc. to the camps and had discretion in the matter. All literature dealing with health and family welfare matters are also relevant to the purpose of Family Planning Camps.

10.151 It would however, be observed from Table 10-N that the brochures costing Rs. 1,195.20 which were transferred from the publication section of the Samaj to their Health & Sanitation Section did not deal with even family welfare matters.

Excess Expenditure of Rs. 796.59 admitted by the Ministry

10.152 The Ministry of Health sanctioned 25 family planning orientation training camps of 6 days duration for Urban and slum dwellers @ Rs. 10 per camper. Out of the sum of Rs. 10 sanctioned per camper, a sum of Rs. 4.50 per head was admissible for food expenses. So for 1259 campers, the admissible food expenses came to Rs. 5,765.50. The Samaj, however, claimed an expenditure of Rs. 6,562.09 on account of food charges alone which was also admitted by the Govt. of India.

10.153 In reply to a question by the Commission as to how the Ministry justified the allowing of the extra amount of Rs. 796.59 when it was inadmissible, it has been stated by the Ministry that the point will be examined further.

Claims submitted by the Bharat Sevak Samaj or for Camps not held in West Dinajpur

10.154 During the year 1964-65 the Bharat Sevak Samaj submitted accounts for 39 Family Planning Orientation Camps held in West Bengal, the total expenditure on which was Rs. 26,575.33 and the grant claimed at the rate of Rs. 10 was Rs. 23,400.00. Under the rules these statements of accounts were to be countersigned by the State Family Planning Officer. While forwarding these accounts the Deputy Director of Health Services (Family Planning) reported that the two camps in West Dinajpur District for which accounts were rendered by the Bharat Sevak Samaj were not actually held and, therefore, he did not recommend payment of

grants for these two camps. The Report of the Deputy Director was as follows:—

"In this connection I would like to inform you that two camps in the District at West Dinajpur were not actually held though the organisation has submitted papers in support of performance of these camps. We do not recommend the same as District Authorities of the noted district is not aware of these two camps. The District Chairman of the Bharat Sevak Samaj, West Dinajpur has also confirmed that the two camps were not held there, a copy of his letter is enclosed herewith."

10.155 The Deputy Director also enclosed a report from the District chairman of the Bharat Sevak Samaj, West Dinajpur who also said that "no such Family Planning Orientation Camps were ever held in this district by the Bharat Sevak Samaj branch". The details of the camps has given in the statement of accounts which incidentally was certified by the Chartered Accountant, were as follows:—

Camp No.	. . . . .	758/R/64	758/R/64
Location	. . . . .	Lakshmipur	Pagligunj,
District	. . . . .	West Dinajpur.	West Dinajpur
Dates of Camp	. . . . .	30-3-65 to 1-4-65	28-30 March -1965
No. of participants for which grant claimed.		60	60
Food	. . . . .	420	420
Transport for Campers	. . . . .	35.25	39.50
Sanitary Conveniences	. . . . .	50.00	50.00
Exhibition & Propaganda Materials.		35.00	45.00
Lighting	. . . . .	18.00	18.00
Misc. Stationery, Postage etc.		15.00	25.69
Separate a/cs to be submitted		70.00	70.00
Central B.S.S. Expenses <i>ad-hoc</i> grant (Separate a/cs will follow)		55.00	55.00
Total expenditure	. . . . .	698.25	723.19
Grant permissible @ Rs. 10 per camper.		600.00	600.00
Savings (Difference between cols. 14 and 15)		Nil	Nil

10.156 These two are instances of Camps for which the Samaj claimed grants even though all the camps were not held. This fact was reported both by the District Chairman of the Bharat Sevak Samaj and by the Deputy Director of Health Services (Family Planning), West Bengal.

Family Planning Camp at Rishebdeo

10.157 A Family Planning Orientation Training Camp was held at Rishebdeo from 12-2-1965

to 14-2-1965 the details of the Camp being as follows:—

Camps No.	408/R/64
No. of participants	60
Food	Rs. 334/10
Transport for campers	24
Sanitary conveniences	45
Exhibition and propaganda material.	30
Lighting Expenditure and postage	24
Regional Health Committee expenses and Coordinator-cum-Accountant expenses.	Rs. 70
Central B.S.S. expenses	Rs. 55
Total expenses	Rs. 582.10

10.158 The Programme Evaluation Organisation of the Planning Commission sent their Team to the LKK Rishebdeo and from the report of the Study Team it appears, that the Family Planning Camp at Rishebdeo was organised by the LKK. Besides this Family Planning Camp it also organised two camps under the scheme of Labour and Social Service Camps. About these Camps the observations of the Study Team of the Programme Evaluation Organisation were as follows:—

“The Pradhan and the Vikas Adhikari of the Panchayat Samiti reported that funds for the two Youth Camps and one Family Planning Camp were mainly misappropriated. At the Family Planning Camp in which the LKK claims, that 60 persons participated are reported by the Pradhan to have been attended to by only 10 individuals.....The Sarpanch reported that he was asked to sign a number of forms about the camp having been organised and this he had done in good faith without bothering to go into the details...In the end the Pradhan and Vikas Adhikari maintained that for the three camps which were either not organised or were partially attended the necessary financial aid was taken from the B.S.S. and the amount misappropriatedOne thing is definite and that is fact that funds for the said camp have been misappropriated.”

10.159 This report shows that the claim for grant for these camps was not justified as evidently either these camps were not held or where held with a smaller number of campers.

Monies remitted to the Regional Health Committees for Camps held from the Central B.S.S.

10.160 For the Family Planning Orientation Training Camps the only audited accounts sent by the B.S.S. to the Department of Family Planning was the audited statement of expenditure which showed the break-up of expenditure in the camps under the approved heads, the Regional Health Committee organisational expenses

including the Coordinator-cum-Accountant allowance at *ad-hoc* rates and the Central organisational expenses at *ad-hoc* rates. The records of the Ministry do not show that the Receipt and Payment accounts of the Central organisation, Receipt and Payment accounts of the various Regional Health Committees and the Receipt and Payment accounts of the local committees were submitted to the Department. Therefore the Department did not have an opportunity to know as to how much money was remitted by the Central organisation to the various Regional Health Committees and by the Regional Health Committees in turn to the local committees. In other words the Department merely went by the statement of expenditure and did not have any means of knowing whether the expenditure so shown in the accounts was actually remitted by the Central Organisation through the Regional Health Committees to the local committees.

10.161 The Bharat Sevak Samaj has produced before this Commission the audited Receipt and Payment accounts of the Health and Sanitation Section of the B.S.S. A statement has been prepared by this Commission with the help of these accounts and the audited accounts of expenditure on the camps sent by the B.S.S. to the Ministry of Health which is at Table 10-O This statement shows the following position:—

	Rs.
(i) Total amounts remitted by the Central B.S.S. to the Regional Health Committee.	11,07,167.98
(ii) Amounts refunded by the Regional Health Committees to the Central B.S.S.	65,336.75
(iii) Net remittances	10,41,831.23
(iv) Expenditure at the Camp level	9,00,742.55
(v) Regional Health Committee expenses at <i>ad-hoc</i> rates	1,07,401.61
(vi) Coordinator-cum-Accountant allowance at <i>ad-hoc</i> rates.	32,854.00
(vii) Total expenditure claimed for the Regional Health Committees (iv + v + vi)	10,40,998.16

10.162 Besides the records mentioned above the Samaj was also maintaining a book of accounts showing the amounts remitted by the Central Samaj to the various Regional Health Committees, the amounts refunded by them, the expenditure of the Regional Health Committees approved by the Central B.S.S., the amounts due from the Regional Health Committees or the amounts due to the Regional Health Committees as the case may be. A scrutiny of these books shows the following position:—

	Rs.
(i) Total amount remitted to the Regional Health Committees.	10,55,351.20
(ii) Refunds by the Regional Health Committees.	42,728.51
(iii) Net remittances to the Regional Health Committees.	10,12,622.69

	Rs.
(iv) Expenditure of the Regional Health Committees approved by the Central B.S.S.	10,03,516.12
(v) Amounts due from the Regional Health Committees.	36,408.59
(vi) Amount due to the Regional Health Committees.	27,302.02

The details of how these amounts have been arrived at are given in the Table 10-P.

10.163 The books maintained by the Central B.S.S. thus show that out of the expenditures incurred by the Regional Health Committees the Central Samaj has approved only Rs. 10,03,516.16 even though from the Government they have claimed for the Regional Health Committees Rs. 10,40,998.16. In other words out of the amount claimed from the Government the Central Samaj has given Rs. 37,482.00 less to the Regional Health Committees. But one point noticeable is that against an amount of Rs. 10,41,831.03 shown as remitted to the Regional Health Committee in the accounts the books maintained in the Central Office show only Rs. 10,12,622.69. Whether the rest of the amount was actually remitted or whether the book entries are incomplete is not clear as the basis on which the figures have been taken in the accounts are not available to the commission.

10.164 The entries in the books however, show that Rs. 36,408.59 was due from some of the Regional Health Committees and Rs. 27,302.02 due to some other Regional Health Committees. The Samaj has to render accounts for both to the Ministry.

10.165 The Commission finds that even though the Bharat Sevak Samaj had no background of medical or family Planning service, it was entrusted with the task of carrying out the technical scheme of Family Planning Orientation Camps at the request of Mr. J. L. Hathi who was the Vice-Chairman of the Bharat Sevak Samaj and Deputy Minister in the Government of India. The Minister for Health was very keen that before embarking on the Scheme the Samaj should have an adequately trained personnel and that the camps, would be held with the approval and supervision of the State Government Officials.

(2) But the Commission finds that the Samaj did not have such a cadre and instead of getting their staff trained in Family Planning Centres for two months, as required under the Scheme, the Samaj itself gave training for 6 to 11 days and naturally the training given on family planning must have been of a limited nature. Even the persons trained by the samaj itself were not put in charge of the camps held by the Bharat Sevak Samaj but untrained persons were put in charge.

(3) From 1962-63 to 1965-66 the Ministry of Health gave grants totalling Rs. 12,74,913 to the Bharat Sevak Samaj for holding 2272 camps out of which the B.S.S. held 2037 camps. The Samaj is yet to render the accounts for Rs. 2,20,937.75 out of these grants and out of which accounts rendered, the Ministry is yet to finalise the accounts for Rs. 5,33,158.63.

(4) Out of 2037 camps, reports containing the details of the camps, produced before this Commission were only in respect of 1560 camps. There is no evidence to show whether the reports were received for the remaining camps. One of the conditions attached to the grants for the camps was that a Parivar Kalyan Sahayak was to be nominated at the time of the camp who was to do the liaison work for future family planning work in the area. But it is seen that in as many as 533 camps out of 1560 no Parivar Kalyan Sahayaks were nominated. Even in the case of camps where such Sahayaks were nominated and there were 856 camps, only some names were filled in without any addresses.

(5) The records do not show that there was any effective supervision of the Ministry of Health over the holding of these camps except in the case of training camps. No official of the Ministry was present or associated with the holding of the camps and records do not indicate any verification of the achievements claimed by the Samaj in the camp.

(6) The Commission also finds that no instructions were issued to the State Government officials to inspect the camps and see that they were properly conducted and the accounts and the reports represented true state of affairs.

(7) Before sanctioning the camps the Minister of Health was very keen to see that there was no duplication of camps in the same area or place but there is no evidence on record to show that any effective machinery was devised to prevent this duplication. The Samaj did not even inform the Central or State Governments about the venues of the camps in advance. The records also do not show any coordination with State Government agency in the matter of holding the camps.

(8) The grants received for Family Planning Camps were credited by the Bharat Sevak Samaj in the accounts of its Central Section and given to the Camp Section of the B.S.S. as and when funds were required. Out of these funds Rs. 35,000 still remained with the Central Office at the end of November 1967 and there are no records after 1967 produced before this Commission. The Bharat Sevak Samaj also put some money from out of the grants in call deposits.

(9) For the years 1962-63 and 1963-64 the utilisation certificates were got signed by the Health Officer of the Delhi Municipal Corporation even though the condition under the Scheme required the certificate to be given by the authorised Medical Officer or State Family Planning Officer of the States where the camps were held. Apparently, the certificate was reduced to a mere formality and a force as the Municipal Officer of the Delhi Municipal Corporation could not have exercised any control over the camps in the different parts of the country especially three years after the camps were held.

(10) The Scheme of Family Planning Camps did not provide for any payment of organisational expenses, but Bharat Sevak Samaj was paid Rs. 125 as organisational expenses from out of the grant of Rs. 600 to be paid for a camp of 60 campers for 3 days. No other organisation or institution was paid these organisational expenses.

(11) From 1962-63 to 1965-66 the Bharat Sevak Samaj has claimed organisational expenses amounting to Rs. 2,50,525.61.

(12) From the year 1963-64 a ceiling of 7 per cent of the expenditure on the camps was imposed on the organisational expenses and if this limit were to be applied, the excess grants claimed for organisational expenses from 1963-64 to 1965-66 would come to Rs. 1,70,175.68.

(13) Even though the Bharat Sevak Samaj had undertaken to submit the audited accounts of the organisational expenses, they did not render any such account and even without getting the accounts for the same, utilisation Certificates for the year 1962-63 and 1963-64 were issued by the Ministry. This Commission obtained the accounts from the Bharat Sevak Samaj and the accounts show that even according to these accounts Rs. 24,527.66 has been claimed from the Government in excess over what was actually spent by the Bharat Sevak Samaj.

(14) The Ministry did not lay down any pattern of staff to be employed for the supervision and coordination for the camps.

(15) From 1962-63 to 1964-65 the Samaj had a combined organisation for holding Family Planning Camps and Labour and Social Service Camps at the regional level. No separate establishment were kept for the two. In spite of this, grants were claimed from the Ministry of Education for the Labour and Social Service Camps and from the Ministry of Health for the Family Planning Camps. During 1962-63 and 1963-64 Rs. 12,554.76 was claimed in excess of what was actually spent for the camp committees and for 1964-65 the accounts of the Regional

Camp Committees have not been produced but from the claims made with the Ministries of Education and Health it appears that Rs. 9,425.40 has been claimed in excess on account of the Regional Camp Committee expenses and Regional Health Committee expenses.

(16) From the years 1962-63 to 1965-66 in the organisational expenses the Samaj included Coordinator-cum-Accounts Officer allowance of Rs. 93,642.46 but no detailed accounts have been rendered for the same but the individual camp accounts show that the Regional Camp Organisers who were paid under the Regional Camp Committees were signing the accounts as Coordinator-cum-Accounts Officer hereby showing that they were coordinating organisation and maintenance of accounts of the camps and, therefore, it appears the Samaj has claimed these expenses without incurring any expenditure on this account.

(17) From the year 1964-65 a condition was put that the messing expenses were to be incurred only for persons who came from far off places and not for local residents who participated in the camps. The Samaj were asked to produce the attendance sheets for the different camps but it has produced them only for 156 out of 727 camps held in 1964-65 and for 16 out of 620 camps held in 1965-66. Whether any attendance sheets were maintained for other camps is not clear but from the attendance sheets produced, it appears that Rs. 35,715.58 has been irregularly claimed for the messing charges of the local residents.

(18) Even though the camps were to be held for 3 days, 31 camps were held by the Bharat Sevak Samaj for more than 3 days and in some cases the maximum number prescribed for a district was also exceeded.

(19) A number of camps were held by the Bharat Sevak Samaj towards close of the financial year and this indicates that the camps were organised in a hurry and could not have had adequate supervision as a number of camps were held in the same region and at the same time.

(20) The Samaj put in claims for grants for two camps held in West Dinajpur District of West Bengal in March, 1965 but the Deputy Director of the State Government reported that no camps were held.

(21) The Programme Evaluation Organisation of the Planning Commission sent their team to Lok Karya Kshetra, Rishabdeo and the team reported that grants were claimed for a camp at Rishabdeo even though no camp was actually held and the funds of the camp were misappropriated.

(22) The Programme Evaluation Organisation also reported that State Family planning Officer complained that Bharat Sevak Samaj never consulted the Family Planning Department before holding a camp and that the organisation of Family Planning Camps was en-

trusted to a bachelor who was hardly a person who could explain the need for family planning.

(23) The registers maintained by the Bharat Sevak Samaj also show that Rs. 36,408.59 was lying with some of the Regional Camp Committees and they had not held any camps.



TABLE 10-A

(Referred to in para 10.15)

*Regional Camp Organisers & Zonal Camp Organisers under the Scheme of Labour & Social Service Camps given training in family planning**Delhi Training Camp*

1. Vishu Dutt Tyagi Z.O.O. Meerut, U.P.
2. B.N. Sharma R.C.O. Agra & Kanpur area.
3. R.L. Saxena R.C.O. Bareilly.
4. R.V. Pandey R.C.O. Gorakhpur.
5. Tirath Singh R.C.O. Lucknow.
6. Bankey Lal R.C.O. Lucknow.
7. S.J. Dixit R.C.O. Rewa.
8. J.P. Khera R.C.O. Chandigarh.
9. P.R. Joshi Z.C.O. Jodhpur.
10. R.N. Patni R.C.O. Jaipur.
11. Shri Pal Singh R.C.O. Jodhpur.
12. R.L. Samota R.C.O. Udaipur.
13. N.B. Chaudhri Z.C.O. Nagpur.
14. B.R. Bhushanvar R.C.O. Nagpur.
15. M.S. Gadekar R.C.O. Amraoti.
16. Sheo Shankar Singh Z.C.O. Patna.
17. Kamal Narain Sub Z.C.O. Patna.
18. Bal Bahadur Singh R.C.O. Patna.
19. B.P. Mishra R.C.O. Ranchi.
20. K.B. Purshotam R.C.O. Mysore, Bangalore.
21. K.B. Pastey Sub Z.C.O. Mysore.
22. Shailesh Kumar Mehta R.C.O. Ahmedabad.

Dharwar (Mysore) Training Camp.

23. Shri K.B. Pastey Sub Z.C.O. Mysore.
24. Shri K.B. Purushotam R.C.O. Mysore.
25. Shri N.B. Chowdhry Z.C.O. Nagpur.

MUKHYA SAHYOGIS & SAHYOGIS APPOINTED UNDER THE LOK KARYA KSHETRA (RURAL) SCHEME GIVEN TRAINING IN FAMILY PLANNING

Delhi Training Camp

1. Shri K.B. Pandey Mukhya Sahyogi L.K.K. Moradabad.

2. Shri Chandra Hans Sharma Mukhya Sahyogi L.K.K. Khurja Bulandshahar.
3. Shri Subh Deo Prasad L.K.K. Almora.
4. Shri H.S. Gill Mukhya Sahyogi L.K.K. B.S.S.
5. Shri Jasmer Singh L.K.K. Ferozpur.
6. Shri C.S. Chhetriya L.K.K. Bharatpur.

Bratacharigram (Calcutta) Training Camp.

7. Shri Sadasiba Suar Orissa L.K.K. worker.
8. Shri Bhagirathi Dash Orissa -do-
9. Shri Batakrishna Das West Bengal Mukhya Sahyogi L.K.K.
10. Shri Shamsheer Ali Kalimpong Sahyogi L.K.K.
11. Shri Deviyendra Ch. Sarkar Assam Sahyogi.

Dharwar (Mysore) Training Camp.

12. Shri R.B. Yeligar Mukhya Sahyogi L.K.K. Dharwar.
13. Shri S.K. Maladakar Sahyogi Dharwar.
14. Shri Atchut Krishnaji Kakatkar Mukhya Sahyogi Goa.
15. Shri V.L. Prasad Rao Mukhya Sahyog B.S.S. Andhra Pradesh.
16. Shri Y.S.R. Murthy Mukhya Sahyogi Krishna (A.P.)
17. Shri B.Y. Pawar Asstt. to Mukhya Sahyogi Goladkop, Dharwar.

DISTRICT INFORMATION ORGANISERS APPOINTED UNDER THE JAN JAGARAN SCHEME GIVEN TRAINING IN FAMILY PLANNING

Delhi Training Camp

1. Shri Ram Deo Yadav, D.I.O. B.S.S. Rai Bareilly.
2. Shri Bhuvan Pradesh, D.I.O. B.S.S. Bulandshahar.
3. Shri K.R. Sharma, D.I.O. B.S.S. Amritsar.

4. Shri M.S. Dhillan, D.I.O. B.S.S. Patiala.

5. Shri Mohan Lal, D.I.O. Gurgaon.

6. Shri M.P. Sharma, D.I.O. Churu (Rajasthan)

7. Shri Raj Narain Singh, D.I.O. Gaya.

Bratacharigram (Calcutta) Training Camp.

8. Shri Rustom Ali Kalimpong D.I.O.

9. Shri Nitin Chakravarty, D.I.O. Calcutta.

10. Shri Ahibhusan Mukherjee, D.I.O. Assam.

Dharwar (Mysore) Training Camps

11. Shri S.C. Hiremath, D.I.O. Dharwar.

12. Shri D. Narayana Rao, Sangareddy, D.I.O.

13. Shri B.K. Itagi, D.I.O. Belgaon.

14. Shri Y. S. Palekar, D.I.O. Ankola.

15. Shri M.V. Megur, D.I.O. Bijapur.



TABLE 10-B

(Referred to in para 10.18)

Table showing the amount of grants given to the Bharat Sevak Samaj by the Ministry of Health and Family Planning for the holding of Family Planning, Orientation Training camps, amount of grants utilised by the Samaj, amounts for which utilisation certificates issued by the Ministry and the amount for which accounts have not yet been settled.

Year	Amount of grant released.	No. of camps sanctioned.	Balance carried forward from previous year	Total amount available with the Samaj for the year	Amount for which utilisation certificates issued	No. of camps held.	Percentage of utilisation	Amount refunded in cash	Unspent balance with the BSS.	Amount permitted to be carried forward to subsequent years.	Accounts still to be settled by the Ministry	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13
	Rs.		Rs.	Rs.	Rs.			Date	Rs.	Rs.	Rs.	
1962-63	1,20,000.00	200	..	1,20,000.00	1,00,188.83	182	83.49%	..	..	19,811.17	19,811.17	..
1963-64	3,14,288.83	543	19,811.17	3,34,100.00	2,89,723.75	508	86.7%	..	..	44,376.25	44,376.25	..
1964-65	4,12,823.75	808	44,376.25	4,57,200.00	..	727	..	22-9-65	22,200.00	..	4,24,296.38	**
								27-10-67	10,703.62			
1965-66	36,000.00	60	..	..	..	48	..	..	..	..	36,000.00	***
1965-66	1,48,000.00	80	..	..	47,818.72	80	99.62%	20-2-67	181.28	..	..	..
1965-66	3,43,800.00	583	..	..	..	492	..	10-2-67	50,000.00	..	2,93,800.00	££
	4,27,800.00										3,29,800.00	
<p>(**Grant was given for conducting 808 camps. Samaj is reported to have held 727 camps, out of which, the Ministry have received accounts of 606 camps only showing expenditure of Rs. 3,48,797.11. Accounts for the year have not yet been finalised by the Ministry).</p> <p>(*** The Ministry have received the audited accounts in respect of 48 camps showing expenditure of Rs. 28,332.26. The unspent balance of Rs. 7,667.74 has not been refunded by the Samaj so far. The utilisation certificate for the grant has not yet been issued by the Ministry).</p> <p>(££ The grant was for conducting 583 camps. The Samaj have held 492 camps. The Ministry have received audited statements of accounts in respect of 281 camps only showing expenditure of Rs. 1,56,029.26. The accounts for 211 camps are awaited. The accounts of the grant have not yet been settled by the Ministry.)</p>												
Grand Total	12,74,912.58	2,274			4,37,731.30	2,037			83,084.90		7,54,096.38	

TABLE 10-C
(Referred to in para 10-18)
Bharat Sevak Samaj Central Account No. 3986.

Credited into on			Withdrawn on		
	Rs.		Rs.	Rs.	
17-10-1962	30,000.00	6-2-1963	25,000.00		
		13-3-1963	5,000.00	30,000.00	
24-10-1963	2,40,000.00	28-10-1963	1,90,000.00		
		2-12-1963	40,000.00		
		10-3-1964	10,000.00	2,40,000.00	
30-3-1964	74,289.00	30-3-1964	50,000.00		
		1-12-1964	24,289.00	74,289.00	
25-1-1965	4,12,824.00	14-1-1965	3,90,000.00		
		7-6-1965	22,824.00	4,12,824.00	
21-3-1966	84,000.00	23-3-1966	80,000.00	80,000.00	
25-3-1966	3,43,800.00	6-5-1966	90,000.00		
		27-5-1966	1,05,000.00		
		12-8-1966	73,000.00		
		4-5-1967	70,800.00		
5-6-1967	58,000.00	4-7-1967	40,000.00		
28-11-1967	10,000.00	13-3-1968	2,000.00	3,80,800.00	
		Balance		35,000.00	
Total	12,52,913.00			12,52,913.00	

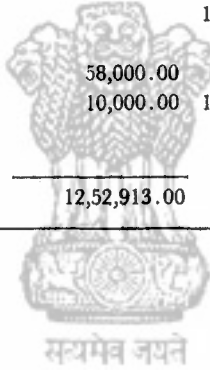


TABLE 10-D
(Referred to in para 10.34)
Camps held after 31-10-66

S. No.	State	Location	Camp No.	File & Page No.	Held from	Amount
						Rs.
1.	Rajasthan	Higgeniya (Ajmer)	FP/528/65	F. 6-24/65-FPI Vol. I P. 208/C	16—18-11-66	600.00
2.	"	Jethana	FP/531/65	" P. 208/c	14—16-12-66	600.00
3.	"	Mandawar	FP/543/65	" p. 208/c	14—16-11-66	589.07
4.	"	Todabhim	FP/544/65	" p. 208/c	25—27-11-66	600.00
5.	"	Mirwa	FP/545/65	" p. 208/c	28—30-11-66	600.00
6.	"	Khora	FP/582/65	" p. 208/c	25—27-12-66	600.00
7.	"	Chomela	FP/581/65	" p. 267/c	13—15-11-66	600.00
8.	M.P.	Kothara	FP/184/65	" p. 407/c	30-10-66 to 2-11-66 (4 days)	600.00
9.	"	Arniajazi	FP/674/66	" p. 409	31-10-66 to 1-11-66 (2 days)	600.00
10.	Maharashtra	Pamali	FP/427/65	Vol. II p. 3/c	30-10-66 to 2-11-66	574.76
11.	"	Narande	FP/428/65	" p. 3/c	31-10-66 to 2-11-66	600.00
12.	"	Kirri	FP/429/65	" p. 4/c	31-10-66 to 3-11-66 (4 days)	519.15
13.	"	Padasali	FP/562/65	" p. 4/c	31-10-66 to 2-11-66	219.06
14.	"	Valsang	FP/561/65	" p. 4/c	28—30-11-66	519.15
15.	"	Maldongari	FP/368/65	" p. 4/c	30-10-66 to 1-11-66	600.00
					Total	8,421.19

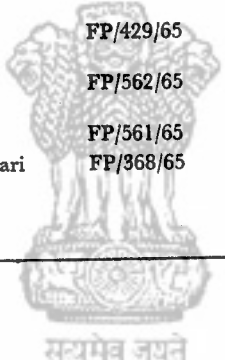


TABLE 10-E
(Referred to in para 10-38)

Year	Number of Family Planning Orientation Training Camps sanctioned	Number of camps held.	Number of Camps reports furnished to the Commission by the Samaj /Deptt. of Family Planning	Number of camps in which no parivar Kalyan Sahayak was nominated	Number of camps reports which contained only the names of the Parivar Kalyan Sahayaks.	Number of reports which contained both the name and address of the Parivar Kalyan Sahayaks.
1962-63	200	182	182	127	40	15
1963-64	543	508	508	162	250	96
1964-65	808	727	526	123	376	27
1965-66	723	620	344	121	190	33
Total	2,274	2,037	1,560	533	856	171



TABLE 10-F
(Referred to in para 10.89)
Expenditure claimed by the Bharat Sevak Samaj for Organisational expenses

Year	Amount of grant-in-aid	Expenditure of Coordinator-Cum-Accounts Officer.	Expenditure of Regional Health Camp Committees.	Organisational Expenses of Central B.S.S.	Total of cols. 3+4+5	Gross exp. excluding col. (6)	Exp. admissible @7% of the Gross exp.	Excess exp.	Remarks
1962-63 .	1,20,000.00	9,096.00	3,614.76	10,010.00	22,720.76	77,468.07	5,422.76	17,298.00	
1963-64 .	3,14,289.00		*35,350.00	27,830.00	63,180.00	2,26,543.75	15,858.06	47,321.99	
1964-65 .	4,12,824.00		*49,753.85	39,122.00	88,875.85	3,35,120.53	23,479.40	65,396.45	
1965-66 .	4,27,800.00	23,758.00	18,683.00	33,308.00	75,749.00	2,61,310.00	18,291.71	57,457.29	
Total	12,74,913.00	32,854.00	1,07,401.61	1,10,270.00	2,50,525.61	9,00,742.55	63,051.93	1,87,473.68	

*Expenditure for Coordinator-cum-Accounts Officer is also included.

TABLE 10-G
(Referred to in para 10.109)

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held		Coordinator-cum-Accountant for the Family Planning orientation Training Camp and other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
				From	To			
1	2	3	4	5	6	7	8	
1.	FPC/41/RAJ/63	Bhuvana	Udaipur	10-11-63	12-11-63	Sh. Roshanlal Samota Regional Camp Organizer, Regional Camp Committee, Udaipur set up to organise labour and Social service camps for which grants were given by the Ministry of Education.	Pay Rs. 50 P.M. as Regional Camp Organizer from the Regional Camp Committee, Udaipur and Coordinator cum Accountant's allowance of Rs. 50 for each family planning Camps.	Sh. N.L. Kachhara, Vice Chairman, Regional Camp Committee, Udaipur.
2.	FPC/42/RAJ/63	Sisharma	Do.	15-11-63	17-11-63	Do.	Do.	Do.
3.	FPC/169/RAJ/63	Barvi	Chittorgarh	20-11-63	22-11-63	Do.	Do.	Do.
4.	FPC/171/RAJ/63	Rishabh Deo	Udaipur	15-11-63	17-11-63	Do.	Do.	Do.
5.	FPC/172/RAJ/63	Nainwa	Bundi	20-12-63	22-12-63	Do.	Do.	Do.
6.	FPC/173/RAJ/63	Mavli	Udaipur	20-11-63	22-11-63	Do.	Do.	Do.
7.	FPC/174/RAJ/63	Patan	Bundi	25-12-63	27-12-63	Do.	Do.	Do.
8.	FPC/262/RAJ/63	Gangapur	Bhilwala	3-12-63	5-12-63	Do.	Do.	R.L. Samota, (i) Org. Secy. R.C. & Youth Committee Udaipur.
9.	FPC/263/RAJ/63	Varda	Dungarpur	9-12-63	11-12-63	Do.	Do.	(ii) R.C.O., R.C.C., Udaipur.
10.	FPC/264/RAJ/63	Bhiluda	Do.	13-12-63	15-12-63	Do.	Do.	Do.
11.	FPC/327/RAJ/63	Kuralad	Udaipur	27-12-63	29-12-63	Sh. Roshanlal Samota Regional Camp Organizer, Regional Camp Committee, Udaipur set up to organise labour & Social service camps for which grants were given by the Ministry of Education.	Pay Rs. 50 p.m. as Regional Camp Organizer from the Regional Camp Committee, Udaipur and Coordinator cum-Accountant's allowance of Rs. 50 for each family planning Camp.	Sh. N.L. Sahara, Vice Chairman, Regional Camp Committee, Udaipur.
12.	FPC/328/RAJ/63	Manohar Thana	Jhalawar	30-12-63	1-1-64	Do.	Do.	Do.
13.	FPC/437/RAJ/63	Jhadol	Udaipur	22-3-64	24-3-64	Do.	Do.	Do.
14.	FPC/438/RAJ/63	Gogunda	Do.	27-3-64	29-3-64	Do.	Do.	Do.
15.	FPC/3/RAJ/62	Bella	Do.	29-3-63	31-3-63	Do.	Do.	Do.

No.	Date	Name of the Candidate	Age	Grade	Remarks
16.	FPC/20/RAJ/62	Badgoom	Do.	26-1-63	Do.
17.	FPC/54/RAJ/62	Dalwara	Do.	9-2-63	Do.
18.	FPC/103/RAJ/62	Nai	Do.	20-2-63	Do.
19.	FPC/201/RAJ/62	Chandpole	Do.	27-3-63	Do.
20.	501/U/64	Chittorgarh	Chittorgarh	15-3-65	Do.
21.	440/U/64	Dungarpur	Dungarpur	1-3-65	Do.
22.	408/R/64	Rishabdeo	Udaipur	12-2-65	Do.
23.	409/R/64	Sisharma	Udaipur	20-2-65	Do.
24.	407/R/64	Dangiy-Ka-Guda	Udaipur	15-2-65	Do.
25.	406/U/64	Udaipur	Udaipur	8-2-65	Do.
26.	499/R/64	Doongla	Chittorgarh	1-3-65	Do.
27.	413/R/64	Bhokla	Dungarpur	12-3-65	Do.
28.	500/R/64	Barisadri	Chittor	25-2-65	Do.
29.	502/R/64	Mangalwar	Chittorgarh	20-2-65	Do.
30.	657/R/64	Suvana	Bhilwara	12-3-65	Do.
31.	656/R/64	Gangapur	Bhilwara	19-3-65	Do.
32.	411/R/64	Dhamri	Dungarpur	7-3-65	Do.
33.	412/R/64	Aspur	Dungarpur	16-2-65	Do.
34.	658/R/64	Gulappura	Bhilwara	27-3-65	Do.
35.	785/R/64	Jolana	Banswara	25-3-65	Do.
36.	655/R/64	Bhilwara	Bhilwara	22-3-65	Do.

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held		Coordinator-cum-Accountant for the Family Planning Orientation Training Camp and other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
1	2	3	4	5	6	7	8	
1.	FPC/153/RAJ/63	Hanumanpura	Jhunjhunu	26-12-63	28-12-63	Shri Devi Shankar Dadhi- chi Regional Camp, Organiser, Regional Camp Committee, Jai- pur set up to organise Labour & Social Service Camps for which grants were given by the Minis- try of Education.	Pay Rs. 100 p.m. as R.C.O. from the Regio- nal Camp Committee, Jaipur and Coordinator- cum-Accountant's allow- ance of Rs. 50 for each family Planning Camp from the Regional Health Committee.	Shri A.L. Shah, Secre- tary, Regional Camp Committee, Jaipur.
2.	FPC/106/RAJ/63	Sirsi	Jaipur	21-12-63	25-12-63	Do.	Do.	Do.
3.	FPC/265/RAJ/63	Achrole	Jaipur	24-12-63	26-12-63	Do.	Do.	Do.
4.	FPC/266/RAJ/63	Sarwar	Jaipur	7-12-63	9-12-63	Do.	Do.	Do.
5.	FPC/267/RAJ/63	Jahota	Jaipur	15-12-63	17-12-63	Do.	Do.	Do.
6.	FPC/270/RAJ/63	Ram Garh	Alwar	22-12-63	24-12-63	Do.	Do.	Do.
7.	FPC/348/RAJ/63	Nekpur (Vohain)	Bharatpur	15-3-63	17-3-63	Do.	Do.	Do.
8.	FPC/349/RAJ/63	Diwanpur (Kamher)	Bharatpur	12-3-64	14-3-64	Do.	Do.	Do.

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held From	To	Coordinator-cum-Accountant for the Family Planning Orientation Training Camp and other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
1.	FPC/SD/522/MYS/63	Dharwar	Dharwar	31-3-64	5-4-64	Sh. K.B. Patev, Pradesh Organising Secretary, Camps Regional Camp Committee, Dharwar set up to organise Labour & Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 150 p.m. from the Regional Camp Committee Dharwar & Coordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp from the Regional Health Committee, Dharwar.	Sh. H.R. Naware, (i) Secretary, Regional Camp Committee Dharwar. (ii) Secretary, Bharat Sevak Samaj, Karnataka Pradesh, Dharwar.
2.	FPC/476/MYS/63	Tadakud	Dharwar	31-3-64	2-4-64	Do.	Do.	Do.
3.	FPC/475/MYS/63	Tegur	Dharwar	31-3-64	2-4-64	Do.	Do.	Do.
4.	FPC/474/MYS/63	Garag	Dharwar	27-3-64	29-3-64	Do.	Do.	Do.
5.	FPC/256/MYS/63	Chikkamaligwad	Dharwar	27-3-64	29-3-64	Do.	Do.	Do.
6.	FPC/255/MYS/63	Bidanal	Dharwar	27-3-64	29-3-64	Do.	Do.	Do.
7.	FPC/152/MYS/63	Kelgeri	Dharwar	23-3-64	25-3-64	Do.	Do.	Do.
8.	FPC/151/MYS/63	Maidur	Dharwar	23-11-63	25-11-63	Do.	Do.	Do.
9.	FPC/149/MYS/63	Gabbur	Raichur	31-3-64	2-4-64	Do.	Do.	Do.
10.	FPC/147/MYS/63	Irakal	Bijapur	28-3-64	30-3-64	Do.	Do.	Do.
11.	FPC/148/MYS/63	Afjalpur	Gulbarga	11-12-63	13-12-63	Do.	Do.	Do.
12.	FP/OTG/16/MYS/63	Gulbarga	Gulbarga	21-3-64	23-3-64	Do.	Do.	Do.
13.	FPC/150/MYS/63	Ballhangal	Belgaum	10-1-64	12-1-64	Do.	Do.	Do.

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held From	To	Coordinator-cum-Accountant for the Family Planning Orientation Training Camp and other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
1	2	3	4	5	6	7	8	
1.	FPC/275/MYS/63	Kadugodi	Bangalore	29-12-63	31-12-63	Shri K.B. Purshottam, Regional Camp Organizer, Regional Camp Committee, Bangalore set up to organise Labour & Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 120 to 150 P.M. as R.C.O. from the Regional Camp Committee, Bangalore and Coordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp.	Sh. K.B. Purshottam, Regional Camp Organizer Regional Camp Committee Bangalore.
2.	FPC/276/MYS/63	Sindhuhalli	Mysore	29-12-63	31-12-63	Do.	Do.	Do.
3.	FPC/274/MYS/63	Shivakota	Bangalore	8-12-63	10-12-63	Do.	Do.	Do.
4.	FPC/273/MYS/63	Budigere	Bangalore	14-12-63	16-12-63	Do.	Do.	Do.
5.	FP/OTC/6/MYS/63	Kerebilachi	Shimoga	29-3-64	31-3-64	Do.	Do.	Do.
6.	FPC/417/MYS/63	Bangalore	Bangalore	28-9-63	30-9-63	Do.	Do.	Do.
7.	FPC/415/MYS/63	Tiptur (Theetha)	Tumkur	26-3-64	28-3-64	Do.	Do.	Do.
8.	FPC/414/MYS/63	Kunduwada	Chitaldrug	28-3-64	30-3-64	Do.	Do.	Do.
9.	FPC/413/MYS/63	Kakkaragolla	Do.	21-3-64	23-3-64	Do.	Do.	Do.
10.	FPC/359/MYS/63	Bangalore (Kadayarappanapalli)	Bangalore	24-1-64	26-1-64	Do.	Do.	Do.
11.	FPC/359/MYS/63	Panchanahalli	Chickamagalore	29-2-64	2-3-64	Do.	Do.	Do.
12.	FPC/278/MYS/63	Channarayapatna	Hasan	7-12-63	9-12-63	Do.	Do.	Do.
13.	FPC/277/MYS/63	Viduraswathi	Kolar (Alkapura)	20-12-63	22-12-63	Do.	Do.	Do.
14.	FPC/358/MYS/63	Byramangla	Bangalore	14-2-64	16-2-64	Do.	Do.	Do.
15.	FPC/124/MYS/62	Attibele	Distrt Bangalore	16-2-63	18-2-63	Do.	Do.	Do.
16.	FPC/128/MYS/62	Gajanur	Shimoga	29-3-63	31-3-63	Do.	Do.	Do.

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held From To	Coordinator-cum-Accountant for the Family Planning Orientation Training Camp and other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary Regional Health Committee which organised the camp and other positions held by him in the B.S.S.	
1	2	3	4	5	6	7	8	
1.	30FP/OTC/18/Mah/63	Nagpur	Nagpur	6-10-63	8-10-63	Sh. B.R. Bhushanwar, Pradesh Organising Secretary, Camps Regional Camp Committee, Nagpur set up to organise Labour and Social Service Camps for which grants were given by the Ministry of Education.	Pay of Rs. 100 per month as Pradesh Organising Secretary Camp from the Regional Camp Committee Nagpur and Coordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp from the Regional Health Committee, Nagpur.	Sh. H.P. Bhardwaj, Secretary, Bharat Sevak Samaj Vidharba Pradesh, Nagpur.
2.	FPC/28/Mah/63	Khurkeda	Chanda	29-2-64	2-3-64	Do.	Do.	Do.
3.	FPC/29/Mah/63	Mampa	Chanda	28-12-63	30-12-63	Do.	Do.	Do.
4.	FPC/82/Mah/63	Arvi (Piparkutha)	Wardha	1-2-64	3-2-64	Do.	Do.	Do.
5.	FPC/83/Mah/63	Adyar	Chanda	17-12-63	19-12-63	Do.	Do.	Do.
6.	FPC/84/Mah/63	Gobarwahi	Bhandara	21-11-63	23-11-63	Do.	Do.	Do.
7.	FPC/85/Mah/63	Talegaon	Wardha	27-3-64	29-3-64	Do.	Do.	Do.
8.	FPC/229/Mah/63	Ramtek	Nagpur	18-11-63	20-11-63	Do.	Do.	Do.
9.	FPC/230/Mah/63	Sahur	Wardha	23-1-64	25-1-64	Do.	Do.	Do.
10.	FPC/347/Mah/63	Paooni	Bhandara	4-1-64	6-1-64	Do.	Do.	Do.
11.	FPC/378/Mah/63	Mahadulla	Nagpur	22-3-64	24-3-64	Do.	Do.	Do.
12.	FPC/465/Mah/63	Naghibid	Chanda	29-3-64	31-3-64	Do.	Do.	Do.
13.	FPC/466/Mah/63	Kudegaon	Bhandara	26-3-64	28-3-64	Do.	Do.	Do.
14.	FPC/501/Mah/63	Dhandi	Wardha	26-3-64	28-3-64	Do.	Do.	Do.
15.	FPC/502/Mah/63	Langi (Gunthara)	Bhandara	29-3-64	31-3-64	Do.	Do.	Do.

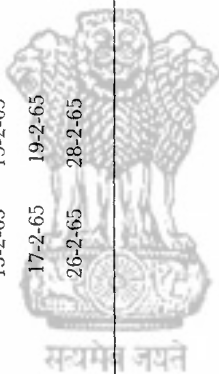
1	2	3	4	5	6	7	8	
16.	FPC/SO/516/Mah/63	Nagpur	Nagpur	30-3-64	4-4-64	Sh. B.R. Bhushanwar, Pradesh Organising Secretary, Camps, Regional Camp Committee, Nagpur, set-up to organise Labour & Social Service Camps for which grants were given by the Ministry of Education.	Pay of Rs. 100 per month as Pradesh Organising Secretary Camps from the Regional Camp Committee, Nagpur and Coordinator-cum-Accommodant's allowance of Rs. 50 for each Family Planning Camp from the Regional Health Committee, Nagpur.	Sh. N.P. Bhardwaj, Secretary, Bharat Sevaksamaj, Vidharba Pradesh, Nagpur.
17.	FPC/7/Mah/62	Jalodi Balapur	Chanda	12-2-63	14-2-63	Do.	Do.	Do.
18.	FPC/8/Mah/62	Lava	Nagpur	7-3-63	9-3-63	Do.	Do.	Do.
19.	FPC/60/Mah/62	Mouda	Nagpur	9-2-63	11-2-63	Do.	Do.	Do.
20.	FPC/68/Mah/62	Brahmapuri	Chanda	26-2-63	28-2-63	Do.	Do.	Do.
21.	FPC/127/Mah/62	Karanja	Wardha	20-3-63	22-3-63	Do.	Do.	Do.
22.	FPC/185/Mah/62	Barkhed	Nagpur	21-3-63	23-3-63	Do.	Do.	Do.
23.	FPC/186/Mah/62	Paoni	Bhandara	17-3-63	19-3-63	Do.	Do.	Do.
24.	FPC/6/Mah/62	Chimur	Chanda	26-1-63	28-1-63	Do.	Do.	Do.

S. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held		Coordinator-cum-Accountant for the Family Planning Orientation Training Camp & other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary, Regional Health Committee which organised the camp and other position held by him in the B.S.S.
				From	To			
1	2	3	4	5	6	7	8	
1.	FPC/17/Guj/63	. Bayad	Sabarkantha	17-12-63	19-12-63	Sh. Shailesh Kumar Mehta, Regional Camp Organiser, Ahmedabad and Coordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp.	Pay Rs. 180 from April 63 to Dec. 63 and Rs. 185 from Jan 64 from Regional Camp Committee, Ahmedabad	Sh. Shailesh Kumar Mehta Regional Camp Organiser, Regional Camp Committee Ahmedabad.
2.	FPC(SD)/513/Guj/63	. Ahmedabad	Ahmedabad	26-3-64	31-3-64	Do.	Do.	Do.
3.	FPC/78/Guj/63	. Bhujpur	Kutch	10-1-64	12-1-64	Do.	Do.	Do.
4.	FPC/428/Guj/63	. Charup	Mehsana	28-3-64	30-3-64	Do.	Do.	Do.
5.	FPC/429/Guj/63	. Malpur	Sabarkantha	27-3-64	29-3-64	Do.	Do.	Do.
6.	FPC/398/Guj/63	. Kalamkoor	Suvar	17-3-64	19-3-64	Do.	Do.	Do.
7.	FPC/379/Guj/63	. Nikoda	Sabarkantha	27-1-64	29-1-64	Do.	Do.	Do.
8.	FPC/427/Guj/63	. Sultanabad	Surat	20-3-64	22-3-64	Do.	Do.	Do.
9.	FPC/345/Guj/63	. Sandhier	Surat	10-1-64	12-1-64	Do.	Do.	Do.
10.	FPC/285/Guj/63	. Methi	Baroda	13-12-63	15-12-63	Do.	Do.	Do.
11.	FPC/337/Guj/63	. Nodhana	Broach	15-1-64	17-1-64	Do.	Do.	Do.
12.	FPC/75/Guj/63	. Meghraj	Sabarkantha	9-12-63	11-12-63	Do.	Do.	Do.
13.	FPC/77/Guj/63	. Danteshwar	Baroda	21-12-63	23-12-63	Do.	Do.	Do.
14.	FPC/78/Guj/63	. Agiya	Sabarkantha	18-11-63	28-11-63	Sh. Shailesh Kumar Mehta Regional Camp Organiser, Ahmedabad set up to organise Labour and Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 180 from April 63 to Dec. 63 and Rs. 185 from Jan. 64 as R.C.O. from the Regional Camp Committee, Ahmedabad and Coordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp.	Sh. Shailesh Kumar Mehta, Regional Camp Organiser, Regional Camp Committee. Ahmedabad.

1	2	3	4	5	6	7	8
15. 525-R-64 .	.	. Kim	Surat	27-2-65 & 1-3-65	Sh. Shailesh Kumar Mehta, Regional Camp Organiser, Ahmedabad set up to organise Labour and Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 180 from April 63 to Dec. 63 and Rs. 185 from Jan. 64 as R.C.O. from the Regional Camp Committee, Ahmedabad and Co-ordinator-cum-Accountant's allowance of Rs. 50 for each Family Planning Camp.	Sh. Shailesh Kumar Mehta, Regional Camp Organiser, Ahmedabad.
16. 310-R-64 .	.	. Jamla	Sabarkantha	13-3-65	Do.	Do.	Do.
17. 526-U-64 .	.	. Beherampura	Ahmedabad	25-3-65	Do.	Do.	Do.
18. 311-R-64 .	.	. Isari	Sabarkantha	13-3-65	Do.	Do.	Do.
19. 315-R-64 .	.	. Vav Kamraj	Surat	13-3-65	Do.	Do.	.Do.
20. 314-R-64 .	.	. Mandvi	Surat	13-2-65	Do.	Do.	Do.
21. 710-R-64 .	.	. Malarapura	Mehsana	26-3-65	Do.	Do.	Do.
22. 712-R-64 .	.	. Ghumasan	Mehsana	28-3-65	Do.	Do.	Do.
23. 711-R-64 .	.	. Kukarana	Mehsana	28-3-65	Do.	Do.	Do.
24. 315-R-64 .	.	. Navera	Bulsar	27-12-65	Do.	Do.	Do.
25. 603-R-64 .	.	. Kukma	Kutch	27-3-65	Do.	Do.	Do.
26. FPC/175/Guj/62	.	. Kanknol	Sabarkantha	16-3-63	Do.	Do.	Do.
27. FPC/190/Guj/62	.	. Sachin	Surat	16-3-63	Do.	Do.	Do.

Sl. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held From To		Coordinator-cum-Accountant for the Family Planning Orientation Training Camp & other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secretary, Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
1	2	3	4	5	6	7	8	
1.	FPC/222/UP/63	Garh Mela	Meerut	28-11-63	30-11-63	Vishnu Dutt Tyagi, Regional Camp Organiser, Meerut, set up to organise labour and Social Service Camps for which grants were given by the Ministry of Education.	Pay as Regional Camp Organiser Rs. 150 per month from Regional Camp Committee, Meerut and Rs. 50 per camp for Family Planning Camp as Coordinator-cum-Accountant from Regional Health Committee.	Vishnu Dutt Tyagi, Regional Camp Organiser, Meerut.
2.	FPC/223/UP/63	Garhmukteshwar	Meerut	25-11-63	27-11-63	Do.	Do.	Do.
3.	FPC/224/UP/63	Kaithwadi	Meerut	21-11-63	23-11-63	Do.	Do.	Do.
4.	FPC/228/UP/63	Bajidpur	Muzaffar Nagar	19-11-63	21-11-63	Do.	Do.	Do.
5.	FPC/258/UP/63	Danghera	Saharanpur	19-12-63	21-11-63	Do.	Do.	Do.
6.	FPC/292/UP/63	Ghiana	Saharanpur	22-12-63	24-12-63	Do.	Do.	Do.
7.	FPC/342/UP/63	Gangoli	Saharanpur	28-2-64	1-3-64	Do.	Do.	Do.
8.	FPC/343/UP/63	Sarkari	Saharanpur	24-2-64	26-2-64	Do.	Do.	Do.
9.	FPC/344/UP/63	Ganwara	Meerut	1-1-64	3-1-64	Do.	Do.	Do.
10.	FPC/385/UP/63	Kinoni (Khajoori)	Meerut	10-2-64	12-2-64	Do.	Do.	Do.
11.	FPC/386/UP/63	Nakur	Saharanpur	3-3-64	5-3-64	Do.	Do.	Do.
12.	FPC/477/UP/63	Sitola	Muzaffarnagar	20-3-64	22-3-64	Do.	Do.	Do.
13.	FPC/478/UP/63	Janesth (Malira)	Muzaffarnagar	28-3-64	30-3-64	Do.	Do.	Do.
14.	FPC/479/UP/63	Mukandpur	Saharanpur	28-3-64	30-3-64	Do.	Do.	Do.
15.	FPC/SD/528/UP/63	Meerut	Meerut	31-3-64	5-4-64	Do.	Do.	Do.
16.	390/U/64	Hoz Ganja Ram	Muzaffarnagar	12-3-65	17-3-65	Do.	Do.	Do.

1	2	3	4	5	6	7	8		
17.	4.	.	Qutabpur	Muzafarnagar	6-3-65	8-3-65	Vishnu Dutt Tyagi, Regional Camp Organiser, Meerut set up to organise labour and Social Service Camps for which grants were given by the Ministry of Education.	Pay as Regional Camp Organiser Rs.150 per month from Regional Camp Committee, Meerut and Rs. 50 per camp for Family Planning Camp as Coordinator-cum-Accountant from Regional Health Committee.	Vishnu Dutt Tyagi, Regional Camp Organiser, Meerut.
18.	389/R/64 .	.	Chaithawal	Muzafarnagar	9-3-65	11-3-65	Do.	Do.	Do.
19.	134/R/64 .	.	Behjadka	Meerut	10-2-65	12-2-65	Do.	Do.	Do.
20.	135/R/64 .	.	Shahpur	Meerut	13-2-65	15-2-65	Do.	Do.	Do.
21.	385/R/64 .	.	Nagal	Saharanpur	17-2-65	19-2-65	Do.	Do.	Do.
22.	384/R/64 .	.	Gangoh	Saharanpur	26-2-65	28-2-65	Do.	Do.	Do.



S. No.	Family Planning Orientation Training Camp No.	Location	District	Camp held		Coordinator-cum-Accoutant for the Family Planning Orientation Training Camp & other positions held by him in the B.S.S.	Remuneration drawn	Name of the Secy., Regional Health Committee which organised the camp and other positions held by him in the B. S. S.
				From	To			
1	2	3	4	5		6	7	8
1.	FPC/43/UP/63	Fatehganj	Bareilly	10-11-63	12-11-63	Sh. R. L. Saxena, Regional Camp Organiser, during 1963-64) as RCO of the Regional Camp Committee, Bareilly set up to organise Labour & Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 250 p.m. (Extra allowance of Rs. 200 from the Regional Camp Committee, Bareilly and Coordinator-cum-Accoutant's allowance of Rs. 50 for each Family Planning Camp.	Sh. Gunanand, Secretary, Regional Camp Committee Bareilly.
2.	FPC/44/UP/63	Milak	Rampur	15-11-63	17-11-63	Do.	Do.	Do.
3.	FPC/45/UP/63	Nawabganj	Bareilly	18-11-63	20-11-63	Do.	Do.	Do.
4.	FPC/186/UP/63	Sahabad	Rampur	22-11-63	24-11-63	Do.	Do.	Do.
5.	FPC/187/UP/63	Ujhani	Budaun	27-12-63	29-12-63	Do.	Do.	Do.
6.	FPC/207/UP/63	Kanali	Pithoragarh	4-12-63	6-12-63	Do.	Do.	Do.
7.	FPC/210/UP/63	Bageshwar	Almora	13-12-63	15-12-63	Do.	Do.	Do.
8.	FPC/314/UP/63	Jalalabad	Shahjahanpur	31-12-63	2-1-64	Do.	Do.	Do.
9.	FPC/318/UP/63	Talorikhera	Pilibhit	23-12-63	25-12-63	Do.	Do.	Do.
10.	FPC/412/UP/63	Kopkote	Almora	27-3-64	29-3-64	Do.	Do.	Do.
11.	FPC/11/UP/62	Meerganj	Bareilly	9-2-63	11-2-63	Do.	Do.	Do.
12.	FPC/79/UP/62	Bhojipura	Bareilly	16-2-63	18-2-63	Do.	Do.	Do.

S.No. Family Planning Orientation Training Camp No.	Location	District	Camp held		Coordinator-cum-Accountant for the Family Planning Orientation Training Camp & other positions held by him in the B.S.S.	Remuneration drawn	Name of the Regional Health Committee which organised the camp and other positions held by him in the B.S.S.
			From	To			
1. FPC/58/UP/63 .	. . Paikaula	Basti	31-12-63	2-1-64	Shri R. U. Pandey, Re- gional Camp Organiser, Regional Camp Com- mittee, Gorakhpur set up to organise Labour & Social Service Camps for which grants were given by the Ministry of Education.	Pay Rs. 75 P.M. as R.C.O. from the Regional Camp Committee, Gorakhpur and Coordinator-cum- Accountant's allowance of Rs. 50 for each Family Planning Camp.	Shri R. U. Pandey, Re- gional Camp Organiser, Regional Camp Com- mittee Gorakhpur.
2. FPC/59/UP/63 .	. . Haryana	Do.	31-12-63	2-1-64	Do.	Do.	Do.
3. FPC/60/UP/63 .	. . Gagaha	Gorakhpur	28-12-63	30-12-63	Do.	Do.	Do.
4. FPC/61/UP/63 .	. . Kopaganj	Azamgarh	30-12-63	1-1-64	Do.	Do.	Do.
5. FPC/62/UP/63 .	. . Ataraulia (Latghat)	Do.	23-12-63	25-12-63	Do.	Do.	Do.
6. FPC/63/UP/63 .	. . Sachui	Do.	20-12-63	22-12-63	Do.	Do.	Do.
7. FPC/419/UP/63	. . Barahalganj	Gorakhpur	31-3-64	2-4-64	Do.	Do.	Do.
8. FPC/420/UP/63	. . Bangaon	Bangaon	31-3-64	2-4-64	Do.	Do.	Do.
9. FPC/435/UP/63	. . Ghosi	Azamgarh	25-3-64	27-3-64	Do.	Do.	Do.
10. FPC/436/UP/63	. . Bankati	Gorakhpur	28-3-64	30-3-64	Do.	Do.	Do.
11. FPC/508/UP/63	. . Gharganwa	Do.	30-3-64	1-4-64	Do.	Do.	Do.
12. FPC/50/531/UP/63	. . Gorakhpur	Do.	29-3-64	3-4-64	Do.	Do.	Do.
13. FPC/83/UP/62 .	. . Madhuban	Azamgarh	27-2-63	29-2-63	Do.	Do.	Do.
14. FPC/82/UP/62	. . Palia	Do.	2-2-63	4-2-63	Do.	Do.	Do.
15. FPC/125/UP/62	. . Dughara	Gorakhpur	16-2-63	18-2-63	Do.	Do.	Do.

TABLE 10-H
(Referred to in para 10.116)

*Camp Accounts and camp reports not signed by the
Coordinator-cum-Accountant*

S. No.	State	Location	Camp. No.	Held from	Documents which have not been signed	File & Page No.
1.	Maharashtra	Pawas	FP/426/65	2— -6-66	Camp Report	F. 6-24/65 FPI Vol. II p. 14/C
2.	Do.	Deosukh	FP/425/65	2—6-7-66	Do.	„ p. 17/C
3.	Do.	Kharepatan	FP/424/65	18—20-6-66	Do.	„ p. 21/C
4.	Do.	Khedshvapur	FP/422/65	7—9-6-66	Camp A/C.	„ p. 24/C
5.	Do.	T. B. Colony, Bombay	FP/511/65	25—27-6-66	Camp/ A/C & Report	„ p. 33-35/C
6.	Do.	Deolali	FP/486/65	18—20-6-66	Do.	„ p. 71-73/C
7.	Do.	Banda	FP/423/65	25—27-6-66	Do.	„ p. 9/C
8.	Do.	Kanhur Puthaj	FP/487/65	27—29-6-66	Camp Report	„ p. 79/C
9.	Do.	Ashwi	FP/484/65	29-6-66 to 1-7-66	Do.	„ p. 83/C
10.	Do.	Maswan	FP/275/65	28—30-5-66	Do.	„ p. 85/C
11.	Do.	Jalasari	FP/227/65	25—27-5-66	Do.	„ p. 91/C
12.	Do.	Bordi	FP/278/65	31-5-66 to 2-6-66	Do.	„ p. 85/C
13.	Do.	Badnera	FP/220/65	8—10-6-66	Camp Account	„ p. 138/C
14.	Do.	Mahuli Chor	FP/641/65	6—8-10-66	Camp Report	„ p. 165/C
15.	Do.	Narkhed	FP/533/65	23—25-6-66	Do.	„ p. 194/C
16.	Do.	Padasali	FP/562/65	31-10-66 to 2-11-66	Camp A/c	„ p. 103/C
17.	Do.	Valasang	FP/561/65	28—30-11-66	Do.	„ p. 105/C
18.	M.P.	Shah Magar	FP/382/65	9—11-10-66	Camp Report	„ p. 267/C
19.	Do.	Palai	FP/384/65	12—14-10-68	Do.	„ p. 269/C
20.	Do.	Satha	FP/383/65	2—4-10-66	Do.	„ p. 271/C

TABLE 10-I
(Referred to in para 10.118)

*Camp Accounts and Reports signed by the Block
Development Officers as Coordinator-cum-Accountant*

S. No.	State	Location	Camp No.	Held from	Amount Rs.	File & Page No.
1.	Maharashtra	Wai	FP/612/65	22—24-9-66	575.02	F. 6-24/65-FPI Vol. II P. 99/C.
2.	Do.	Aundh, Distt. Satara.	FP/611/65		595.23	„ p. 67/C
3.	Rajasthan	Falaj, Distt. Dungarpur.	FP/519/65	28—30-6-66	600.77	„ p. 409/411/C
4.	Do.	Joutri, Distt. Dungarpur.	FP/320/65	19—21-6-66	576.31	„ p. 413-415/C
5.	Do.	Pantri, Distt. Dungarpur.	FP/518/65	20—22-6-66	620.00	„ p. 421-423/C.



TABLE 10 I
(Referred to in para 10·119)

Camps Organised by the Sagayogis of the lok Karya Kshetras and other workers of the Bharat Sevak Samaj who where paid under other Schemes for which grants-in-aid were received from the Govt.

S. No. No.	Camp No.	Location	Held from	File & Page No.	Remarks
1	2	3	4	5	6
MYSORE STATE		1964—65			
1.	510/R/64 .	Shetgeri L.K.K. Dist. North Kanara.	6/8-3-65	K.W. 6-10/64- FPP. 195/c.	The Camp was conducted under the auspices of the LKK of Shetgeri, BSS, Ankola. (1) Sh. V. J. Nayak Kshetra Convener, LKK, Shetgeri. (2) Sh. N. N. Nayak, Mukhya Sahyogi LKK Shetgeri. Both were amongst the Organisers of the Camp. The Kshetra Committee, LKK Shetgeri was the Camp Organisation Local Committee. Sh. N.N. Naik was the Coordinator-cum-Accountant of the Camp.
2.	794/R/64 .	Arekeri, Dist. Rai-chur.	31-3-65 to 2-4-65	„ p. 350/c	(1) Sh. Dheerendrachar, Mukhya Sahyogi, LKK, Gabbur. (2) Sh. Virapa Reddy, Sahyogi, LKK, Gabbur. They were amongst the organisers of the Camp.
RAJASTHAN STATE		1965—66			
3.	300/65 .	Mukandgarh	7-9-66 to 9-9-66	F. 6-24/65-FP1 (Vol. I) P. 152/c.	(1) Sh. Govardhan Singh, Mukhya Sahyogi, LKK, Abadi. (2) Sh. Jagdev Singh, Sahyogi, LKK, Abadi. They were in the Camp Organisation Local Committee.
4.	FP/301/65 .	Makbar	16-7-66 to 18-7-66	„ p. 154/c	Sh. Govardhan Singh, LKK, Abadi, Sh. Gagdev Singh, LKK, Abadi. They were in the Camp Organisation Local Committee.
5.	FP/302/65 .	Bisau	3-9-66 to 5-9-66	„ p. 156/c	Sh. Govardhan Singh, LKK, Abadi, Sh. Gagdev Singh, LKK, Abadi. They were in the Camp Organisation Local Committee.
6.	FP/303/65 .	Siasiya	12—14-7-66	„ p. 158/c.	Same remarks as in Serial No. 1.
7.	FP/332/65 .	Halana	21—23-6-66	„ p. 162/c	Sh. Ramesh Chand Gputa, Mukhya Sahyogi, Village Halana. Sh. Jugal Singh, Sahyogi, Village Halana. They were in the Camp Organisation Local Committee.

1	2	3	4	5	6
8.	FP/543/65	Mandawar	14--16-11-66	(Vol. I) p. 178/c	Camp report has been signed by the Mukhya Sahyogi, LKK Lachmangarh (Distt. Alwar) (Sh. Vashdewa Prasad) who was also included in the Camp Organisation Local Committee.
9.	FP/544/65	Todabhim	25--27-11-66	„ p. 180/c	Camp Report signed by the Mukhya Sahyogi LKK Lachmangarh, Distt. Alwar (Sh. Vasudeva Parsad).
10.	FP/545/65	Mahuwa, Distt. Madhopur.	28--30-11-66	„ p. 182/c	Camp Report signed by the Mukhya Sahyogi, LKK, Lachmangarh (Sh. Vasudeva Parsad). He was also associated in the Local Camp Committee.
11.	FP/578/65	Khanpur, Distt. Jhalwar.	18--20-10-66	„ p. 184/c	(1) Sh. Ram Narain, Chief Sahyogi, Khanpur. (2) Sh. Rassol Mohd. Sahyogi, Khanpur. They were in the Camp Org. Local Committee.
12.	FP/579/65	Harigarh, Distt. Jalawar.	15--17-10-66	„ p. 186/c	Sh. Rasool Mohd. Sahyogi, LKK, Khanpur. He was in the camp Orgn. Local Committee.
13.	FP/580/65	Jhalwar, Distt. Jhalwar.	28--30-9-66	„ p. 188/c	Sh. Rasool Mohd. Sahyogi Jhalwar. He was in the camp Orgn. Local Committee.
14.	FP/582/65	Khora, Distt. Jaipur.	25--27-12-66	„ p. 190/c	Sh. Badri Narain Khora, Chairman, Night Shelter, B.S.S. Jaipur. He was in the camp Orgn. Local Committee.
15.	FP/658/65	Ktomer, Distt. Alwar	15--17-10-66	„ p. 198/c	Camp Report signed by Mukhya Sahyogi, LKK Lachmangarh. He was also associated in the Camp Orgn. Local Committee.
16.	FP/659/65	Raini, Govindgarh, Distt. Alwar.	8--10-10-66	„ p. 201/c	Camp Report signed by Mukhya Sahyogi, LKK, Lachmangarh. He was also associated in the Camp Orgn. Local Committee.
17.	FP/660/65	Mamgri Kula, Distt. Alwar.	25--27-10-66	„ p. 203/c	Do.
18.	FP/661/65	Laxmangarh, Distt. Alwar.	22--24-10-66	„ p. 203/c	Do.
MADRAS STATE					
19.		Pandin, Distt. Chingleput.		„ p. 214/c.	(1) Sh. Ramaniam Chettiar, Convener, LKK, Tirupachur, Tirwallur Trg. He was in the camp Orgn. Committee. (2) Sh. Kadigachalam, Chairman, State L.K.K. He was guest Lecturer.
20.		Arungal, Distt. Chingleput.		„ p. 216/c.	Sh. K. A. Sathar, Mukhya Sahyogi, LKK, Gundervancheri. He was included in the Camp Committee.
21.	149/65	Thugal, Distt. Thanjavur.	27--29-5-66	„ p. 223/c	Sh. P. Rangarajani, Mukhya Sahyogi, Thagua in the Camp Committee.

1	2	3	4	5	6
22.	149/65	Mannaur, Distt. Thanjavur.	26-5-66 to 2-6-66	(Vol. I) p. 225/c	Sh. S. B. Soundram, D.I.O. BSS, Thanjavur in the Camp Committee. Camp Report signed by him.
23.		Sethubave-Chatram, Distt. Tanjore.	31-5-66 to 2-6-66	„ p. 227/c	Do.
24.	FP/245/65	Padmanabhapuram, Kanyakumari.	24—25-6-66	„ p. 239/c	Sh. S. S. Tampi, Mukhya Sahyogi, Kakkurichi, Thuchalay in the Camp Committee.
25.	FP/246/65	Aggesteeswaram, Kanyakumari	25—27-5-66	„ p. 241/c	Sh. K. Murugappan, Sahyogi, North Street-Parakkai in the Camp Committee.
26.	FP/247/65	Aasripattam, Kanya kumari.		„ p. 243/c	Do.
27.		Martandum.		„ p. 245/c	Sh. P. Rajamoni, Mukhya Sahyogi, YMCA, Mattaindum. He was in the Camp Committee.
28.	431/65	Modak, Distt. Kota	22—24-7-66	„ p. 268/c	Report signed by (1) Sh. Babu Lal Jain, Mukhya Sahyogi, LKK, Kelwad. (2) Sh. Rajender Nath, Sahyogi, Kelwad. Both were included in the Camp Committee.
29.	432/65	Sumerganj Mandi, Distt. Kota.	15—17-7-66	„ p. 270/c.	Sh. Nemi Chand Jain, Mukhya Sahyogi, L.K.K., Kelwad was included in the Camp Committee. Camp report signed by Sh. Babu Lal Jain, Mukhya Sahyogi B.S.S., LKK, Kelwad
30.	433/65	Khatoli, Distt. Kota	8—10-7-66	„ p. 272/c	Camp Report signed by Sh. Babu Lal Jain, Mukhya Sahyogi, B.S.S., L.K.K., Kelwad.
31.	434/65	Sultanpur, Distt. Kota.	29—31-7-68	„ p. 274/c	Do. He was included in the Camp Organisation Local Committee.
32.	518/65	Chomela, Distt. Jhallabad.	13—15-11-66	„ p. 276/c	(1) Sh. Prabhu Lal, Chairman, L.K.K., Kanpur Jhalabad. (2) Sh. Rasool Mohd. Khari, Mukhya Sahyogi, L.K.K., Kanpur. (3) Pt. Panand Jee, Sahyogi, L.K.K., Khanpur. (1) All the three were included in the Camp Orgn. Local Committee. (2) The Report is signed by a Mukhya Sahyogi, B.S.S., L. K.K., whose signature are not legible.
33.	FP/3/6/65	Jaiselmer	8—10-11-66	„ p. 315/c	Sh. Ranmal Mehta, Chief Camp Orgn. LKK, B.S.S. Ramgarh was included in the Camp Committee.
34.	307/65	Maniwali, Distt. Sringa Nagar.	3—5-6-66	„ 329/c	Sh. Chuni Lal Ratney, Secretary, and D.I.O., Distt., B.S.S. Sringa Nagar was included in the Camp Orgn. Local Committee and has signed the Report as Coordinator-cum-Accountant.
35.	314/65	Purdwara, Distt. Sirohi.	13—15-7-66	„ p. 359/c	Sh. Choga Lal, Organiser L.K.K., Kojara was included in the Camp local Committee.

1	2	3	4	5	6
MAHARASHTRA STATE					
36.	FP/477/65	Sadawal, Distt. Kolaba.	28—30-6-66	F. 6-24/65-FPI (Vol. II) P. 37-39/c.	Sh. B. G. More, Sahyogi, B.S.S., Poladpur has signed the Camp A/c as Coordinator-cum-Accountant. He was also included in the Camp Orgn. Committee.
37.	FP/177/65	Bahute, Distt. Jalgaon.	26—28-6-66	(Vol. II), p. 290/c.	(1) Sh. Sita Ram Bhai Birla L.K.K. Mukh Sanchalak, Erandol. (2) Sh. Tabkar Mukh Sahyogi, Erandol, L.K.K. Parola. (3) Sh. Chaudhri, Up-Shayogi, Eradol L.K.K., Parola. (4) Sh. Vispute, Up-Sahyogi, Eradol, L.K.K., Parola. They were in the Camp Orgn. Local Committee.
RAJASTHAN STATE					
38.	FP/547/65	Rishabdeo, Distt. Udaipur.	24—25-6-66	„ p. 405/c	(1) Sh. B. L. Verma, Chairman, L.K.K., Rishabdeo. (2) Narainder Kumar, L.K.K. Reshadbeo. They were in the Local Camp Orgn. Committee. The camp Report and the Account has also been signed by Shri Narinder Kumar as Coordinator-cum-Accountant
39.	FP/517/65	Bhokla, Distt. Durgapur.	24—26-6-68	„ p. 405/c.	(1) Sh. Narinder Kumar, Mukhya Sahyogi, L.K.K., Rishabdeo. (2) Sh. Radha Krishna, Mukhya Sahyogi, LKK, Dhaturi. Both were in the Camp Orgn. Local Committee. Sh. Radha Krishna has signed the report and the account as Coordinator-cum-Accountant.
40.	FP/488/65	Kodukoti, Distt. Bhilwara.	18—20-6-68	„ p. 457-459/c	Shri Ramesh Chander, Sahyogi-L.K.K. Bhilwara was in the Camp Orgn. Local Committee and has signed the Camp-report and account as Coordinator-cum-Accountant.
41.	FP/490/65	- Bhilwara	28—30-6-68	„ p. 461/c	Shri S. Khaniya Lal, Sahyogi, L.K.K., Suvana was in the local Camp Orgn. Committee.

TABLE 10-K
(Referred to in para 10.120)
Omissions noticed in Camp Accounts

Sl. No.	State	Location	Camp. No.	Held from	File/page No.	Remarks
1	2	3	4	5	6	7
1.	M.P.	Shah Nagar, Distt. Panna.	FP/382/65	9—11-10-66	F. 6 24/65 FPI (Vol. II) p. 267/c.	Subject in respect of 5 lecturers have not been given.
2.	Do.	Palai, Distt. Panna	FP/384/65	12—14-10-66	Do. p. 269/c.	The details of Campers, Educational Programmes, Physical Facilities, Inaugural & closing functions, number of persons who offered for sterilisation, operations performed and follow-up arrangements have not been given in the Camp report.
3.	Maharashtra	Chopda, Distt. Jalgaon.	FP/549/65	29-6-66 to 2-7-66	Do. 318/c	Subject of the lectures have not been given
4.	Rajasthan	Suvana, Distt. Bhilwara.	FP/459/66	8—10-6-66	Do. p. 401/c	Details of Campers, Educational Programmes, Number of persons who offered for sterilisation and arrangements made for them, operations performed at the Camp have not been given in the report.
5.	Rajasthan	Pantri, Distt. Dungarpur.	FP/518/65		Do. 421-423/c	The details of the Campers, arrangements for the supply of contraceptives & follow-up arrangements for the furtherance of Family Planning in the Area have not been given
6.	Maharashtra	Talasari, Distt., Thana	FP/277/65	25—27-5-66	Do. p. 91/c	(i) Subjects of the lectures have not been given in the Camp Report. (ii) Follow-up arrangements have not been indicated.
7.	Maharashtra	Badnera, Amravati	FP/220/65	8—10-6-66	Do. p. 136/c.	Details of Campers have not been given in the Camp report.
8.	Do.	Chikalda Amravati	FP/221/65	19—21-6-66	Do. p. 140/c.	(i) Details of subjects in respect of 7 guest lecturers have not been given in the Camp Report. (ii) Follow-up arrangements have not been indicated in the Camp Report.
9.	Do.	Pathrot, Distt. Amravati.	F 5	27—29-6-66	Do. 148/c.	Subjects of the lecturers have not been given in the Camp Report.

1	2	3	4	5	6	7
10.	Maharashtra	Deurwada, Amravati	FP/640/65	3—5-10-66	F. 6 24/65 FPI (Vol. II p. 163/c	The Camp account has not been audited by any Chartered Accountant.
11.	M.P.	Saidarpur Distt.	FP/289/65	17-5-66 to 19-5-66	Do. p.450/c Vol. I	(i) Details of guest lecturers with subjects have not been given. (ii) Details of follow up arrangements not been indicated.
12.	Do.	Alirajpur, Distt. Jhabna.	FP/295/65	17—19-5-66	„ p. 437/c.	Subjects of the lectures have not been given in the report.
13.	Do.	Thamdla, Distt. Jhabna.	FP/297/65	27—29-5-55	Do. p. 439/c.	Do.
14.	Maharashtra	Goregaon, Distt. Bombay.	FP/508/65	18—20-6-66	Do. p.61/c	Subjects of the lectures have not been given in the report.



TABLE 10-L
(Referred to in para 10.126)

Camps of 6 days duration held by the Samaj as against Camps of 3 days duration Sanctioned by the Govt of India.

S.No.	State	Location	Camp No.	Date of Camp	File & pages No.	Amount
1	2	3	4	5	6	7
1.	U.P.	Gazipur	619/U/64	28-3-65 to 2-4-65	KW.6-10/64-FP Grants p. 369	601.05
2.	"	N. Sola Bhola	777/U/69	28-3-65 to 2-4-65	" p. 402	616.87
3.	"	Allahabad City (Fathepur Bichchuwa)	594/K/69	27-3-65 to 1-4-65	" p. 413	654.48
4.	"	Bakshi Khurd (Daraganj)	593/K/64	31-3-65 to 5-4-65	" p. 417	708.76
5.	"	Mohalla Kydganj (Allahabad)	594/U/64	28-3-65 to 2-4-65	" p. 419	580.51
6.	"	Banda	749/U/64	30-3-65 to 4-4-65	" p. 423	641.53
7.	"	Bijnor	728/U/64	31-3-65 to 5-4-64	" p. 435	621.32
8.	"	Barielly	727/U/64	30-3-65 to 4-4-63	" p. 437	635.88
9.	"	Pithauragarh	276/U/64	30-3-65 to 4-4-65	" p. 438	626.82
10.	"	Belha City	621/U/64	26-31-3-65	" p. 377	632.00
11.	"	Betawat	741/I/64	17-22-3-65	" p. 386	587.93
12.	"	Kalyan Nagar	460/K/64	16-21-2-65	" p. 403	614.64
13.	"	Swarg Nagar	465/K/64	19-24-2-65	" p. 404	615.50
14.	"	Purama Akhara	464/U/64	19-24-2-65	" p. 405	610.70
15.	"	Gudau	289/R/64	4-14-2-65	" p. 406	621.00
16.	"	B.S.S. Armapur	650/6/64	21-26-2-65	" p. 428	637.00
17.	"	Pilibhit	725/U/64	25-30-3-65	" p. 439	607.85
18.	"	Shahjanpur	724/U/64	25-30-3-65	" p. 441	607.74
19.	"	Moradabad	722/U/64	24-29-3-65	" p. 443	625.27
20.	"	Badun	110/U/64	3-8-3-65	" p. 471	613.12
21.	"	Rampur	99/U/64	25-30-1-65	" p. 483	618.47
22.	"	Hoz Ganga Ram pina (Muzzaffarnagar)	390/U/64	12-17-3-65	" p. 488	581.00
23.	"	Meerut	132/U/64	1-6-2-65	" p. 492	585.37
24.	"	Dchradun	382/U/64	23-28-2-65	" p. 503	566.25
25.	"	Buland Shari	130/U/64	20-25-1-65	" p. 506	598.39
26.	"	Rae Bareili	482/U/64	26-31-3-65	" p. 517	577.50
27.	"	Saharanpur	383/U/64	20-25-2-65	" p. 511	576.25
28.	"	Jhansi	FPC/634/ U/64	13-18-3-65	" p. 528	600.10
29.	"	Unnao		26-31-3-65	" p. 537	599.00
30.	"	Azamgarh	316	2-7-2-65	" p. 542	595.61
31.	"	T.D.M.C. (Gorakhpur)	360/U/64	23-28-3-65	" p. 542	598.40
Total						18,956.31

TABLE 10-M
(Referred to in para 10.130)

S.No.	State	Location	Camp No.	Date of camp		Amount
1	2	3	4	5		6
1962-63						
1.	Rajasthan	Bilara	FPC/182/Raj/62	31-3-63	to 2-4-63	515.75
2.	U.P.	Khandoli	FPC/50/UP/62(34C)	30-3-63	to 1-4-63	569.80
3.	M.P.	Panagarh	FPC/205/MP/62 (38C)	31-3-63	to 2-4-63	536.24
4.	Punjab	Jhand Saitly	FPC/120/PJB/62(44C)	31-3-63	to 2-4-63	551.50
5.	Mysore	Alnayar	FPC/165/MYS/62(52C)	31-3-63	to 2-4-63	548.75
						2,722.04
1963-64						
6.	Maharashtra	Nagpur	FPC/SD/516/Mah/63	30-3-64	to 4-4-64	600.00
7.	Madras	Madras	FPC/SD/517/Mah/63	27-3-64	to 1-4-64	595.00
8.	M.P.	Balaspur	FPC/SD/521/MP/63	28-3-64	to 2-4-64	590.00
9.	Mysore	Hubli	FPC/SD/522/MYS/63	31-3-64	to 5-4-64	589.52
10.	U.P.	Jhansi	FPC/527/UP/63	29-3-64	to 3-4-64	576.61
11.	U.P.	Meerut	FPC/SD/528/UP/63	31-3-64	to 5-4-64	580.14
12.	U.P.	Gorakhpur	FPC/SD/531/UP/63	29-3-64	to 3-4-64	600.00
13.	U.P.	Lucknow	FPC/SD/533/UP/63	30-3-64	to 4-4-64	600.00
14.	Andhra	Hyderabad	FPC/SD/534/AND/63	29-3-64	to 3-4-64	585.47
15.	Rajasthan	Jodhpur	FPC/SD/525/RAJ/63	29-3-64	to 3-4-64	584.25
16.	U.P.	Kanpur	FPC/SD/526/UP/63	29-3-64	to 3-4-64	581.00
17.	U.P.	Agra	FPC/SD/529/UP/63	29-3-64	to 3-4-64	598.47
18.	U.P.	Allahabad	FP/CSD/532/UP/63	29-3-64	to 3-4-64	594.63
19.	M.P.	Jabalpur	FPC/SD/518/MP/63	31-3-64	to 5-4-64	533.29
20.	Bihar	Nawagarh	FPC/536/BIH/63	30-3-64	to 1-4-64	561.59
21.	Rajasthan	Kotkasta	FPC/471/RAJ/63	30-3-64	to 1-4-64	504.20
22.	U.P.	Dhata	FPC/383/U.P./63	30-3-64	to 1-4-64	584.19
23.	M.P.	Advantipur	FPC/443/M.P./63	30-3-64	to 1-4-64	560.00
24.	M.P.	Toleri	FPC/451/MP/63	31-3-64	to 2-4-64	560.00
25.	U.P.	Barahlgang	FPC/419/UP/63	31-3-64	to 2-4-64	548.25
26.	U.P.	Bansgaon	FPC/420/UP/63	31-3-64	to 2-4-64	544.50
27.	U.P.	Charganwa	FPC/508/UP/63	30-3-64	to 1-4-64	554.00
28.	M.P.	Gunor	FPC/439/MP/63	31-3-64	to 2-4-64	534.74
29.	M.P.	Dongargarh	FPC/485/MP/63	31-3-64	to 2-4-64	540.00
30.	Mysore	Tegur	FPC/475/MYS/63	31-3-64	to 2-4-64	555.21
31.	Mysore	Tadokod	FPC/476/MYS/63	31-3-64	to 2-4-64	555.05
32.	Mysore	Gubbur	FPC/149/MYS/63	31-3-64	to 2-4-64	555.00
33.	U.P.	Narhan	FPC/453/UP/63	31-3-64	to 2-4-64	530.00
34.	Andhra	Komarolf	FPC/431/And/63	31-3-64	to 2-4-64	555.00
35.	Andhra	Noonepalli	FPC/432/AND/63	31-3-64	to 2-4-64	555.00

1	2	3	4	5	6
36.	Orissa . . .	Tulasipur	FPC/541/Ori/63	31-3-64 to 2-4-64	555.00
37.	M.P. . . .	Marrai	FPC/505/MP/63	30-3-64 to 1-4-64	561.06
38.	„ . . .	Indore	FPC/OTC/9/Ind/63/MP	21-23-9-64	600.00
1964-65					
39.	Andhra Pradesh . .	Hyderabad	558/U/64	29-3-65 to 3-4-65	600.00
40.	M.P. . . .	Samnapur	631/R/64	31-3-65 to 2-4-65	600.00
41.	M.P. . . .	Satna Pateri	756/R/64	31-3-65 to 2-4-64	456.00
42.	M.P. . . .	Amla	782/R/64	31-3-65 to 2-4-64	528.25
43.	M.P. . . .	Nadan	757/R/64	31-3-65 to 2-4-64	444.68
44.	M.P. . . .	Pondi Satna	754/R/64	31-3-65 to 2-4-64	380.59
45.	M.P. . . .	Kamlapur	789/R/64	30-3-65 to 1-4-65	562.62
46.	M.P. . . .	Nemawar	788/R/64	30-3-65 to 1-4-65	522.19
47.	Madras . . .	Minerva College, Madras	733/R/64	31-3-65 to 5-4-65	600.00
48.	Madras . . .	Tirupachur	693/R/64	31-3-65 to 2-4-65	600.00
49.	Madras . . .	Trichy Town (One day in excess of the Prescribed of 6 days)	730/U/64	31-3-65 to 26-4-65	600.00
50.	Maharashtra . .	Goregaon	675/U/64	31-3-65 to 6-4-65	587.10
51.	Maharashtra . .	Marwadi Parel	469/U/64	25-2-65 to 2-4-65	598.27
52.	Maharashtra . .	Kolhapur	768/U/64	31-3-65 to 5-4-65	588.71
53.	Maharashtra . .	Jalgaon City	458/R-U/64	30-3-65 to 4-4-65	600.00
54.	Maharashtra . .	Bhushwal	456/R/64	31-3-65 to 2-4-65	600.00
55.	Maharashtra . .	Girad	394/R/64	9-4-65 to 11-4-65	600.00
56.	Mysore . . .	Srinavaspura	305/R/64	30-3-65 to 2-4-65	396.66
57.	Mysore . . .	Timurpet	792/R/64	31-3-65 to 2-4-65	489.57
58.	Mysore . . .	Eregera	799/R/64	31-3-65 to 2-4-65	461.12
59.	Mysore . . .	Arkera	794/R/64	31-3-65 to 2-4-65	395.49
60.	Punjab . . .	Ambala	748/4/64	28-3-65 to 2-4-65	462.46
61.	Rajasthan . .	Pali	248/U/64	28-3-65 to 2-4-65	600.00
62.	Rajasthan . .	Uchhain	295/H/64	15-4-65 to 17-4-65	585.02
63.	Rajasthan . .	Khareli	297/H/64	18-4-65 to 20-4-65	580.10
64.	Rajasthan . .	Jhunjhunu	718/U/64	31-3-65 to 5-4-65	570.88
65.	U.P. . . .	Basti	FP/506(p. 542C)	30-3-65 to 4-4-65	595.30
1964-65					
66.	Orissa . . .	Boivani	613/R/(p. 23C of file No. F. 6-51/65 (FPI)	31-3-65	574.75
67.	Orissa . . .	Bangirposi	606/R/(p. 24C of file No. F. 6-51/65 FPI)	31-3-65	593.6 2
68.	M.P. . . .	Girad	394/R/64 (p. 96C of file No. KW6-10-FP Grants	9-4-65 to 11-4-65	600.00
69.	U.P. . . .	Gazipur	619/U/64(p. 369 of file No. K.W. 6-10/64 FP Grants)	28-3-65 to 2-4-65	601.37
70.	U.P. . . .	Khairaba (Chopan)	653/R/64 (p. 381 of File No. K.W. 6-10-/64-FP Grants	30-3-65 to 1-4-65	617.00

1	2	3	4	5	6
71.	U.P. . . .	Myor Pur	651/R/64 (p. 382 of file No. KW 6-10-/64FP Grants)	30-3-65 to 2-4-65	629.50
72.	U.P. . . .	Pinhat	803/R/64 (p. 399 of file No. KW. 6-10/64 FP Grands)	31-3-65 to 2-4-65	596.85
73.	U.P. . . .	N. Sola Bhola	777/U/69 (p. 402 of file No. KW-6-10/64-FP Grants)	28-3-65 to 2-4-65	616.87
74.	U.P. . . .	Jani (in place of Jahanebad)	644/R/64 (p. 410 of file No. KW.6-10/64 FP Grants)	30-3-65 to 1-4-65	653.72
75.	U.P. . . .	Pandari (in place of Wahidpur)	645/R/64 (p. 411 of file No. K.W. 6-10/64 FP Grants)	30-3-65 to 1-4-65	684.29
76.	U.P. . . .	Allahabad city (Fateh pur Bickhchuwa)	594/K/69 (p. 413 of 27-3-65 to File No. KW.6.10/64 FP Grants)	27-3-65 to 1-4-65	654.48
77.	U.P. . . .	Purf Jhalian	597/R/64 (p. 414 of file No. KW. 6-10/64 FP Grants)	30-3-65 to 1-4-65	575.00
78.	U.P. . . .	Sundanipur (Khurd Hardira)	590/R/64 (p. 416 of file No. KW.6-10/64 FP Grants)	31-3-65 to 1-4-65	612.44
79.	U.P. . . .	Bakshi Khurd (Daraganj)	593/K/64 KW. 6-10/64 FP Grant p.417	31-3-65 to 5-4-65	708.76
80.	U.P. . . .	Mohalla Kysdganj (Allahabad City)	594/U/64 28-3-65 to 2-4-65 KW.6-10/64 FP Grants p. 419		580.51
81.	U.P. . . .	Bargarh	751/R/64 31-3-65 to 2-4-65	„ p.421	619.90
82.	U.P. . . .	Neevi	752/R/64 „	„ p.422	614.13
83.	U.P. . . .	Banda	749/U/64 30-3-65 to 4-4-65	„ p.423	641.53
84.	U.P. . . .	Bithri Chanpur	791/R/64 31-3-65 to 2-4-65	„ p.432	603.80
85.	U.P. . . .	Dunka	790/R/64 „	„ p.434/	601.89
86.	U.P. . . .	Bijnoor	728/U/64 31-3-65 to 5-4-65	„ p.435	621.32
87.	U.P. . . .	Barielly	727/U/64 30-3-65 to 4-4-65	„ p.437	635.80
88.	U.P. . . .	Pithauragarh	276/U/64 „	„ p.438	626.82
89.	U.P. . . .	Nad	127/R/64 30-1-65 to 1-2-65	„ p.477	604.97
90.	U.P. . . .	Rampur	772/R/64 30-1-65 to 1-2-65	„ p.497	593.00
91.	U.P. . . .	Bhuni	771/R/64 31-3-65 to 2-4-65	„ p.499	601.25
Rs.					30,668.58

TABLE 10-N
(Referred to in para 10-149)
Brochures

Sl. No.	Title of Book	No. of copies received	Rates	Amount
1	2	3	4	5
			Rs.	Rs.
1.	Shardha Ke Phool	360	0.50	180.00
2.	Ravinder Shardhanjli	360	0.62	223.20
3.	Pariksha Ki Ghari	360	0.57	133.20
4.	Kheton Main Aiye Padawar Baraye	720	0.12	86.40
5.	Yuvak Kalyan	720	0.12	86.40
6.	More Food Through Package Programme	900	0.12	108.00
7.	Flood Protection	900	0.12	108.00
8.	Swalambhan Ke Panch Sutras	720	0.25	180.00
9.	Yojna Main Sahyog	360	0.25	90.00
				Rs. 1,195.20
			Price per 100 Brochures	
			Rs.	
10.	Malaria (Questions & Answers)		15.00	
11.	Malaria (A Booklet in Dialogues)		10.00	
12.	Filariasis—a health drama on Filariasis		5.00	
13.	Dental Caries—Illustrated Brochure on the Book		5.00	
14.	Asha visits the Dentist—Illustrated Booklet on Dental Hygiene		10.00	
15.	Care of Ear		5.00	
16.	Care of Nose		5.00	
17.	Care of the Eyes		5.00	
18.	Eye Bank		15.00	
19.	Health Services for Mother & Children		5.00	
20.	Contributory Health Services Scheme		10.00	
21.	Leprosy can be cured and Prevented		15.00	
22.	Leprosy in Curable		5.00	
23.	Voluntary Organisations & India's Health Programme		20.00	
24.	Development of Army Medical Corps		10.00	
25.	Health in India (in pictures) pt. I.		45.00	
26.	Health in India (in pictures) pt. II		45.00	
27.	What Everyone should know about T.B.		20.00	
28.	Kusth Thik Ho Sakte Hai—on Leprosy		5.00	255.00
ENGLISH FOLDERS				
29.	Influenza and how to Prevent it		3.00	
30.	Cholera and how to Prevent it		3.00	

1	2	3	4	5
31.	Encephalitis and how to prevent it			3.00
32.	Diphtheria and how to prevent it			3.00
33.	Infantile Paralysis			3.00
34.	Infective Hepatitis (Jaundice)			3.00
35.	Whooping Cough			3.00
36.	Vaccination is painless			3.00
37.	Measles			3.00
38.	Malaria Eradication—what & why			3.00
39.	Ringworm			3.00
40.	Round Worm.			3.00
41.	Thread Worm			3.00
42.	I wish I had not started Smoking			3.00
43.	Accidents can be Prevented			3.00
44.	You can stop Food Adulteration			3.00
45.	Fly-Your Enemy			3.00
46.	Your First Visit to Doctor			3.00
47.	Lice			3.00
48.	Khatre Se Bachiya			3.00
49.	Kodh Ke Vishaya me			3.00
				63.00

HINDI FOLDERS

50.	Mastishkarti (Encephalitis)	3.00
51.	Zun Aur Iski Roktham	3.00
52.	Doctor Se Apki Pahli Bhent (A.M.C.W. Folder on Prenatal Check-up)	3.00
53.	Kash Main Dhumrapan Na Karta (I wish I had not started Smoking)	3.00
54.	Ghatsarp (Diphtheria)	3.00
55.	Kukur Khansi Aur Iski Roktham (Whooping Cough & how to prevent it)	3.00
56.	Sankramak Pandurog (Pilia) (Infectitious Hepatitis) (Jaundice)	3.00
57.	Chechak Aur Iski Roktham (Small pox and its Prevention)	3.00
58.	Tika Kashtadayak Nahin Hota (Vaccination is Painless)	3.00
59.	Durghatnaon Se Bacha Ja Sakta Hai (Accidents can be prevented)	3.00
60.	Bal Pakshaghat (Infantile Paralysis)	3.00
61.	Haiza Aur Iski Roktham (Cholera & how to prevent it)	3.00
		36.00

POSTERS

62.	Breast Milk Best for Infants	30.00
63.	Catch Your Cough & Sneezes in a Handkerchief.	20.00
64.	Courtesy Begets Courtesy	30.00
65.	Cultivate Quew Habit	30.00
66.	Examination Takes Timer Please be Patient	30.00
67.	Wait for your Turn	30.00
68.	Handicapped Child Must be Helped	20.00

1	2	3	4	5
69.	Health & Fitness Bring Courage and Cheerfulness		30.00	
70.	Help Eradicate Malaria—Get Blood Tested		30.00	
71.	Our Children Need Clean Habits		30.00	
72.	Our Children Need Protection From Disease Carrying Insects		30.00	
73.	Our Children Need Healthy Recreation		30.00	
74.	Prevent Diphtheria & Whooping Cough by Timely Immunisation		30.00	
75.	Screen Doors & Windows		30.00	
76.	Fly—Your Deadly Enemy—Prevent its Breeding		30.00	
77.	Avoid This—Use Smokeless Chulha		20.00	
78.	Fly Spreads Diseases—Do'nt Take Exposed Cut Fruits		20.00	470.00
				Rs. 2,019.20



TABLE 10-O
(Referred to in para 10.161)

Remittances to the Regional Health Committees from Central Bharat Sevak Samaj as per the Receipt & Payment Accounts and Expenditure claimed from the Government as per Camp Accounts.

Remittances as per Receipt & Payment Accounts				Expenditure as per Camp Accounts submitted to Ministry.				
Year	Amounts remitted to R.H.C.S. by the Central B.S.S.	Amounts refunded to Central B.S.S. by the R.H.C.S	Net Remittances	Total amount claimed for the camps	Central organisational expenditure claimed	R.O.H.C. expenses at ad hoc rates claimed	Coordinator-cum-acctt. allowance at ad hoc rates claimed	Net expenditures at the Camp level claimed
1962-63	95,298.07	200.00	95,098.07	1,00,188.83	10,010.00	3,614.76	9,096.00	77,468.07
1963-64	2,60,393.20	13,284.63	2,47,108.57	2,89,723.75	27,830.00	35,350.00	*	2,26,543.75
1964-65	3,99,881.16	18,292.41	3,85,588.75	4,24,296.38	39,122.00	49,753.85	*	3,55,420.53
1965-66	53,295.88	11,106.79	42,189.09	3,37,059.20	33,308.00	18,683.00	23,758.00	2,61,310.20
1966-67	2,98,299.67	26,452.92	2,71,846.75					
TOTAL	11,07,167.98	65,336.75	10,41,831.23	11,51,268.16	1,10,270.00	1,07,401.61	32,854.00	9,00,742.55

*Including Coordinator-cum-Accountant allowance.



TABLE 10-P

(Referred to in para 10.162)

Table showing remittances made from 1962-63 to 1965-66 to the Regional Health Committees by the Central Bharat Sevak Samaj, the refunds by the Regional Health Committees to the Central Bharat Sevak Samaj, expenditure on family planning orientation training camps including the Coordinators-cum-Accountants allowance and the Regional Health Committees organisational expenses approved by the Central Bharat Sevak Samaj and the balances due from or due to the Regional Health Committees.

Name of the Regional Health Committee	Remittance to R.H.C.	Refunds by R.H.C.	Expenditure approved by the Central B.S.S.	Amount due from R.H.C.	Amount due to R.H.C.
1	2	3	4	5	6
Hyderabad	42,030.00	850.00	38,661.73	2,518.27	
Patna	89,980.00		94,322.52		4,342.52
Ranchi	30,770.00		31,721.90		951.90
Ahmedabad	8,475.00	425.00	8,381.18		331.18
Bhopal	58,425.00		59,828.02		1,403.02
Jabalpur	2,570.00		2,693.66		123.66
Rewa	40,175.00	1,560.00	37,826.17	788.83	
Amravati	33,105.00	2,955.00	54,328.00		4,178.00
Jalgaon	23,835.00		24,506.91		671.91
Nagpur	26,938.00	1,500.00	26,015.44		577.44
Bangalore	16,485.00	850.00	14,928.51	706.49	
Dharwar	16,130.00	360.86	15,792.48		23.34
Cuttack	52,275.00	2,630.00	45,350.86	4,294.14	
Chandigarh	84,830.00	5,914.24	69,412.44	9,503.32	
Jaipur	36,650.00	797.55	38,917.04		3,064.59
Jodhpur	50,925.00		48,077.06	2,847.94	
Udaipur	25,634.20		24,959.89	674.31	
Agra	26,175.00		26,713.78		1,538.78
Allahabad	15,210.00	1,234.00	13,949.46	26.54	
Bareilly	36,580.00		39,328.34		2,748.34
Gorakhpur	13,425.00		14,493.28		1,068.28
Jhansi	10,835.00		11,709.59		874.59
Kanpur	5,400.00		5,722.50		322.50
Lucknow	19,195.00	6,983.33	12,290.39		78.72
Meerut	23,510.00		24,728.67		1,218.67
Varanasi	16,345.00		16,869.08		524.08
Calcutta	38,605.00	1,182.46	39,531.01		2,108.47
Jammu	900.00		487.98	412.02	
Calicut	1,800.00		2,044.49		244.49
Trivandrum	2,300.00	300.00	2,000.00		
Bilaspur	39,920.00	2,080.00	38,202.32		362.32

	1	2	3	4	5	6
Gwalior		27,419.00	1,040.00	23,940.18	2,438.82	
Indore		37,140.00	508.00	34,141.42	2,490.58	
Jabalpur		32,210.00	2,250.00	24,254.56	5,705.44	
Madras		22,800.00	2,504.00	20,331.91		35.91
Bombay		29,940.00	4,954.64	22,304.30	2,681.06	
Pondicherry		4,920.00	539.64	4,889.67		509.31
Vanvashi Seva		6,250.00	801.79	4,383.04	1,065.17	
Mandal Maula						
Gujarat		6,240.00	508.00	5,576.34	256.66	
TOTAL		10,55,351.20	42,728.51	10,03,516.12	36,408.59	27,302.02



Year-wise details of the Remittances to the Regional Health Committees shown in Table 10-P

Name of the Regional Health Committee	Year of accounts	Remittance to R.H.C.	Refunds by R.H.C.	Expenditure approved by the Central B.S.S.	Amount due from R.H.C.	Amount due to R.H.C.
1	2	3	4	5	6	7
Hyderabad	1962-63	2,850.00	850.00	2,181.96	..	181.96
	1963-64	7,700.00	..	6,403.46	1,296.54	..
	1964-65	20,800.00		21,436.31		636.31
	1965-66	10,680.00		8,640.00	2,040.00	
		42,030.00	850.00	38,661.73	3,336.54	818.27
					Net 2,518.27	
Patna	1962-63	10,650.00		11,191.65		541.65
	1963-64	21,250.00		23,390.88		2,140.88
	1964-65	23,580.00		24,912.49		1,332.49
	1965-66	34,500.00		34,827.50		327.50
		89,980.00		94,322.52		4,342.52
Ranchi	1962-63	4,270.00		4,149.92	120.08	
	1963-64	7,750.00		8,034.77		284.77
	1964-65	10,500.00		10,867.21		367.21
	1965-66	8,250.00		8,670.00		420.00
		30,770.00		31,721.90	120.08	1,071.98
					Net	951.90
Ahmedabad	1962-63	2,125.00	425.00	1,689.88	10.12	
	1963-64	6,350.00		6,691.30		341.30
	1964-65					
	1965-66					
		8,475.00	425.00	8,381.18	10.12	341.30
					Net	331.18
Bhopal	1962-63	2,570.00		2,771.89		201.89
	1963-64	12,625.00		14,162.03		1,537.03
	1964-65	17,680.00		16,191.80	1,488.20	
	1965-66	25,550.00		26,702.30		1,132.30
		58,425.00		59,828.02	1,488.20	2,891.22
					Net	1,403.02
Jabalpur	1962-63	2,570.00		2,693.66		123.66
	1963-64					
	1964-65					
	1965-66					
Rewa	1962-63	4,275.00		4,570.72		295.72
	1963-64	6,800.00		7,190.00		390.00
	1964-65	13,000.00	1,560.00	9,718.30	1,721.70	
	1965-66	16,100.00		16,347.15		247.15
		40,175.00	1,560.00	37,826.17	1,721.70	932.87
					Net	788.83

1	2	3	4	5	6	7
Amravati	1962-63	3,425.00		3,640.00		215.00
	1963-64	10,400.00		11,613.00		1,213.00
	1964-65	9,880.00	2,955.00	8,175.00		1,250.00
	1965-66	9,400.00		10,900.00		1,500.00
		33,105.00	2,955.00	34,328.00		4,178.00
Jalgaon	1962-63	1,275.00		1,386.00		111.00
	1963-64	3,150.00		3,500.91		350.91
	1964-65	4,160.00		4,300.00		200.00
	1965-66	15,250.00		15,260.00		10.00
		23,835.00		24,506.91		671.91
Nagpur	1962-63	3,405.00		3,195.93	209.07	
	1963-64	7,300.00		8,161.02		861.02
	1964-65	8,840.00		6,483.49	2,356.51	
	1965-66	7,393.00	1,500.00	8,175.00		2,282.00
		26,938.00	1,500.00	26,015.44	Net 2,565.58	3,143.02
Bangalore	1962-63	1,700.00	850.00	861.62		11.62
	1963-64	7,750.00		7,735.14	4.86	
	1964-65	7,035.00		6,321.75	713.25	
	1965-66					
		16,485.00	850.00	14,928.51	Net 718.11 706.49	11.62
Dharwar	1962-63	3,700.00		3,047.00	653.00	
	1963-64	6,400.00		7,076.34		676.34
	1964-65	6,030.00	270.00 90.86	5,669.14	..	..
	1965-66					
		16,130.00	360.86	15,792.48	Net 653.00	676.34 23.34
Cuttack	1962-63	1,285.00	855.00	530.00		100.00
	1963-64	3,105.00	1,775.00	1,499.75		169.75
	1964-65	19,760.00		17,728.85	2,031.15	
	1965-66	28,125.00		25,592.26	2,532.74	
		52,275.00	2,630.00	45,350.86	Net 4,563.89 4,294.14	269.75
Chandigarh	1962-63	10,610.00		9,522.89	1,087.11	..
	1963-64	17,600.00	4,253.26	13,346.74	..	
	1964-65	18,720.00	1,040.00	15,913.79	1,766.21	
	1965-66	37,900.00	620.98	30,629.02	6,650.00	
		84,830.00	5,914.24	69,412.44	9,503.32	
Jaipur	1962-63	5,100.00	597.18	4,502.82	..	..
	1963-64	4,500.00	200.37	4,299.63		669.77
	1964-65	10,400.00	..	11,069.77	..	2,394.82
	1965-66	14,150.00 2,500.00	..	19,044.82	..	
		36,650.00	797.55	38,917.04	..	3,064.59

1	2	3	4	5	6	7
Jodhpur	1962-63	5,120.00	..	4,859.39	260.61	
	1963-64	12,625.00	..	12,392.73	232.27	
	1964-65	15,080.00	..	15,454.38	..	374.38
	1965-66	18,100.00	..	15,370.56	2,729.44	
		50,925.00	..	48,077.06	3,222.32	374.38
				Net	2,847.94	
Udaipur	1962-63	2,105.00	..	2,275.00	..	170.00
	1963-64	7,200.00	..	7,009.15	190.85	
	1964-65	9,880.00	..	9,219.42	660.58	
	1965-66	5,850.00 } 435.00 } 164.20 }	..	6,456.32	..	7.12
		25,634.20	..	24,959.89	851.43	177.12
				Net	674.31	
Agra	1962-63	2,555.00	..	2,846.95	..	291.95
	1963-64	9,100.00	..	9,785.12	..	685.12
	1964-65	13,520.00	..	14,081.71	..	561.70
	1965-66	..	..	..	..
		25,175.00	..	26,713.78	..	1,538.78
Allahabad	1962-63	850.00	..	1,053.61	..	..
	1963-64	5,000.00	..	4,770.82	229.18	203.61
	1964-65	9,360.00	1,234.00*	8,125.03	0.87	..
	1965-66	..	..	..	..
		15,210.00	1,234.00	13,949.46	230.15	203.61
				Net	26.54	
Barcilly	1962-63	2,990.00	..	3,260.97	..	270.97
	1963-64	11,750.00	..	13,188.19	..	1,438.19
	1964-65	21,840.00	..	22,879.18	..	1,039.18
		36,580.00	..	39,328.34	..	2,748.34
Gorakhpur	1962-63	1,285.00	..	1,544.07	..	259.07
	1963-64	5,900.00	..	6,453.01	..	553.01
	1964-65	6,240.00	..	6,496.20	..	256.20
	1965-66	..	..	..	..
		13,425.00	..	14,493.28	..	1,068.28
Jhansi	1962-63	2,125.00	..	2,271.65	..	146.65
	1963-64	4,550.00	..	5,094.97	..	544.97
	1964-65	4,160.00	..	4,342.97	..	182.97
	1965-66	..	..	..	..
		10,835.00	..	11,709.59	..	874.59

*Adjusted against the amount due to RHC from the work camp Section

1	2	3	4	5	6	7
Kanpur	1962-63	430.00	..	491.50	..	61.50
	1963-64	1,850.00	..	1,961.00	..	111.00
	1964-65	3,120.00	..	3,270.00	..	150.00
	1965-66	..	..	..	..	..
		5,400.00	..	5,722.50	..	322.50
Lucknow	1962-63	2,135.00	855.00	1,348.72	..	68.72
	1963-64	5,850.00	5,850.00	1,955.00	..	105.00
	1964-65	1,850.00	..	..	..	..
	1965-66	9,360.00	278.33	8,986.67	95.00	..
	
		19,195.00	6,983.33	12,290.39	95.00	173.72
					Net	78.72
Meerut	1962-63	3,410.00	..	3,681.30	..	271.30
	1963-64	6,800.00	..	7,688.48	..	888.48
	1964-65	13,300.00	..	13,358.89	..	58.89
	1965-66	..	..	..	..	..
		23,510.00	..	24,728.67	..	1,218.67
Varanasi	1962-63	2,125.00	..	2,518.10	..	393.10
	1963-64	5,900.00	..	6,630.98	..	730.98
	1964-65	8,320.00	..	7,720.00	600.00	..
	1965-66	..	..	..	..	..
		18,345.00	..	16,869.08	600.00	1,124.08
					Net	524.03
Calcutta	1962-63	3,775.00	1,182.46	2,652.54	..	60.00
	1963-64	6,750.00	..	7,599.86	..	849.86
	1964-65	29,080.00	..	29,273.61	..	1,193.61
	1965-66	..	..	..	..	..
		38,605.00	1,182.46	39,531.01	..	2,108.47
Jammu	1962-63	..	..	..	..	..
	1963-64	900.00	..	167.98	412.02	..
	1964-65	..	..	..	..	..
	1965-66	..	..	..	..	..
Calicut	1963-64	1,800.00	..	2,044.49	..	244.49
	1964-65	..	..	..	..	..
	1965-66	..	..	..	..	..
Trivandrum	1963-64	2,300.00	300.00	2,000.00	..	..
	1964-65	..	..	..	..	..
	1965-66	..	..	..	..	..
Bilaspur	1963-64	9,550.00	..	9,491.21	55.79	..
	1964-65	13,520.00	2,980.00	11,109.46	330.54	..
	1965-66	15,850.00	..	17,598.65	..	748.65
		39,920.00	2,980.00	38,209.32	336.33	748.65
					Net	362.32

	1	2	3	4	5	6	7
Gwalior
		1963-64	3,650.00	..	3,490.87	159.13	
		1964-65	12,480.00	1,040.00	10,138.80	1,301.20	
		1965-66	11,289.00	..	10,310.51	978.49	
			27,419.00	1,040.00	23,940.18	2,438.82	
Indore
		1963-64	4,150.00	..	3,679.11	470.89	
		1964-65	11,440.00	508.00	10,377.36	554.64	
		1965-66	21,550.00	..	20,084.95	1,465.05	
			37,140.00	508.00	34,141.42	2,490.58	
Jabalpur
		1963-64	8,650.00	..	8,905.77	..	255.77
		1964-65	14,560.00	..	9,396.44	5,163.56	
		1965-66	9,000.00	2,250.00	5,952.35	797.65	
			32,210.00	2,250.00	24,254.56	5,961.21	255.77
					Net	5,705.44	
Madras
		1963-64	3,200.00	..	3,010.00	190.00	
		1964-65	10,400.00	1,040.00	9,260.00	100.00	
		1965-66	9,200.00	1,464.00	8,061.91	..	325.91
			222,800.00	2,504.00	20,331.91	290.00	325.91
						Net	35.91
Bombay
		1963-64	2,750.00	..	986.29	1,763.71	
		1964-65	8,840.00	..	7,922.65	917.35	
		1965-66	18,350.00	750.00 4,204.64	13,395.36 ..	.. ..
			29,940.00	4,954.64	22,304.30	2,681.06	
Pondicherry
		1963-64	1,400.00	539.64	860.36	..	
		1964-65	1,720.00	..	1,877.58	..	157.58
		1965-66	1,800.00	..	2,151.73	..	351.73
			4,920.00	539.64	4,889.67	..	509.31
Vanvasi Seva Mandal Maula
		1963-64	3,650.00	..	2,935.79	714.21	
			2,600.00	801.79	1,447.25	350.96	
			6,250.00	801.79	4,383.04	1,065.17	
Gujarat
		1964-65	6,240.00	508.00	5,476.54	255.66	



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