

Report of Deshmukh Committee

For advising council on the Indian Statistical Institute on the report
of the Review Committee

25th July 1967

**Indian Statistical Institute
New Delhi
1967**

For advising Council on the Report of the Review Committee

Introduction

1.1 A Committee was set up by the Government of India on the 15th February 1966, in accordance with Section 9 of the Indian Statistical Institute Act 57 of 1959, for the purpose of :-

- (i) reviewing the work done by the Institute and the progress made by it;
- (ii) inspecting its buildings, equipment and other assets;
- (iii) evaluating the work done by the Institute; and
- (iv) advising Government on the following matters -
 - (a) to what extent and in what manner the regional activities of the Institute should be strengthened and expanded;
 - (b) in what manner the administrative set up of and financial and budgetary control in the Institute should be improved;
 - (c) whether any changes are necessary in the manner and degree of association of the Institute with the work of National Sample Survey;
 - (d) whether in the light of the experience gained so far, any amendments to the Indian Statistical Institute Act, 1959, are necessary to facilitate the working of the Act;which in the opinion of the Central Government are of importance in connection with the work of the Institute. b

1.2 The Review Committee submitted its report to Government on the 22nd December, 1966. The Review Committee had discussions with a large number of persons, submitted 57 recommendations to Government and made some general observations. We should like to express our

appreciation of the desire of the Review Committee and its constructive approach to strengthen and develop the Indian Statistical Institute in regard to its future programme of work and organizational arrangements.

1.3 The Council of the Indian Statistical Institute set up on the 14th January 1967 a Committee with Dr. C.D. Deshmukh as Chairman, and Professor B.R. Seshachar, Shri Pitanbar Pant, Dr. C.R. Rao and Professor P.C. Mahalanobis as members "to advise the Chairman and the Council of the Institute relating to the report of the Review Committee and/or any communications from Government in this regard."

1.4 The report of the Review Committee, with a covering letter addressed to the Chairman of the Institute, was received in the Institute office on the 24th April 1967 with a request to inform Government within two months what action was taken on the recommendations of the Review Committee. A meeting of the Council was convened on the 3rd May 1967. As desired by the Council, the Institute administration prepared a note on the recommendations of the Review Committee which was placed before the present Committee, and was later circulated with some modifications among members of the Council.

1.5 The first two meetings of the present Committee were held in New Delhi on the 18th and the 19th May 1967. Professor B.R. Seshachar could not attend these meetings as he had gone abroad. He however sent a note giving his views on certain points. The third meeting of the Committee was held on the 13th June 1967 at which

1.6 The Cabinet Secretary, Shri D.S. Joshi, at his own desire, met the Committee for an informal discussion on the 19th May. We greatly appreciated having an opportunity of an exchange of views with him.

1.7 On the basis of discussions held at the three meetings of the Committee during May and June 1967, a draft report was prepared and circulated to Chairman and members. This draft was considered by the Committee at its fourth and final meeting on the 24th July 1967. The final report was signed by members on the 25th July 1967 for submission to the Council of the Institute.

1.8 Shri S. Basu and Shri Partha Roy, Joint Secretaries of the Institute, were present, by invitation, at the meetings of the Committee when necessary and supplied a great deal of information.

2. General Observations

2.1 We should first like to draw attention to certain basic issues of a general nature. The Indian Statistical Institute Act provides -

"9(2). Notice shall be given in every case to the Institute of the intention to cause a review, inspection or evaluation to be made, and the Institute shall have the right to be present and to be heard in such review, inspection or evaluation."

In actual fact it appears that no representative of the Institute was present or heard at such review, inspection or evaluation.

2.2 In response to a notice received from Government the Institute had sent the name of a member of the Institute staff as its representative; as he was unable to act in this capacity, the Institute sent the name of another member of the staff to act as liaison officer for representing the Institute before the Committee.

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~~We are surprised that,~~ Although he functioned as a liaison officer, he did not represent the Institute and was not present at the time of any review, inspection or evaluation. From a strictly legal point of view the Institute may be considered to have been in default in not availing of ^{formal} proper representation. The fact remains, ^{however} ~~it is~~ necessary ~~to take into consideration on the fact~~ that the lack of such representation has led to an inadequate and sometimes an inaccurate appreciation of the position by the Review Committee. As the review of an important scientific institution is of public interest we consider it necessary to draw attention to this aspect of the matter, *to and urge that all points raised now receive full consideration.*

2.3 The report contains some serious inaccuracies or inadequacies in statements of facts. The Institute administration has already written to Government drawing attention to these matters. We have ourselves dealt with some of these matters in our present report. We have also suggested that the Institute Administration should comment on as many specific issues of this nature as possible in their consolidated Note to be submitted to the Council in terms of our recommendations contained in the concluding paragraph of our report.

2.4 Also, as in most cases the Review Committee had not given any reasons for its recommendations it is difficult to appreciate their validity. We have to note further that except for the views of Dr. C.D. Deshmukh and Professor P.C. Mahalanobis (some of whose views have been reproduced in the Appendices to the Report), no indication has been given in the Report of the views expressed by the various persons with whom the Review Committee had discussions.

2.5 We also feel that, by recommending changes in the Constitution (Memorandum and Rules) of the Indian Statistical Institute, the Review Committee, possibly, went beyond the terms of reference. Even if it is accepted that the Review Committee had acted within the terms of reference, the recommendations about the administrative set-up involve major changes in the constitution and structure on the basis of which the Institute had been functioning for a long time even before the ISI Act and in respect of which the Act made no changes. This is a matter which requires careful consideration by the Council and the general body of members. We have given our views on certain important points.

3. Indian Statistical Institute Act

3.1 We note that Government had asked for advice whether any amendment to the Indian Statistical Institute Act was necessary and that the Review Committee did not recommend any change.

Memorandum of Association

3.2 Objects : The Review Committee has suggested two changes in the following objects of the Institute as given in the Memorandum of Association :

- (i) to promote the study and dissemination of knowledge of research on statistics and other subjects relating to planning for national development and social welfare ;
- (ii) to provide for, and undertake, the collection of information, investigations, projects and operational research for purposes of planning and the improvement of the efficiency of management and production ;
- (iii) to undertake any other activities which in the opinion of the Council may be usefully carried out by the Institute in furtherance of national development and social welfare.

3.3 The Review Committee has suggested that the objects of the Institute should be modified so as to read : (p.45, Chapter XI,

(i), (ii), (iii),

- (i) to promote the study and dissemination of knowledge of and research on statistics and related sciences and planning for national development and social welfare ;
- (ii) to provide for, and undertake, the collection of information, investigations, projects and operational research for purposes of planning and the improvement of efficiency of management and production ;
- (iii) to undertake any other ancillary activity in fulfilment of (i) and (ii) above (para 3.6).

3.4 We feel that the proposed amendment of item (i) of the objects of the Institute seems to be vague and would hardly be an improvement on the original text. There is no subject which can be called a "related science" to statistics. If any change is to be made ⁱⁿ ~~to~~ the text of item (i), we feel the essential focus should be statistical and we should recommend the following :

"(i) to promote the improvement of the knowledge of statistical theory and methods and their use in research and practical applications generally with special relevance to problems of planning of national development and social welfare."

3.5 The proposed change in item (iii) of the objects of the Institute may be accepted.

3.6 The Review Committee has questioned whether certain activities undertaken by the Institute were its legitimate functions. It has been pointed out by the Administration of the Institute that the activities which had been taken up by the Institute in the Past were within its competence in accordance with its memorandum of association, were approved by its Council, and were supported by funds either from Government or other sources. In our view there is nothing to be gained by arguing about the legitimacy of such activities in narrow, procedural sense. The important issue is : what criteria should determine the scope and direction of the activities of a scientific and educational institution, like the Indian Statistical Institute, particularly in view of its pioneering role in a developing country like India?

3.7 It has been pointed out to us that statistics has been defined in the opening sentence of a standard text book as a branch of the theory of probability. On the other hand, statistics is

grouped under the social sciences in the UNESCO list of subjects. Historically, the theory of errors of observation, a classical part of statistics, had its origin in adjustments of observation in astronomy and topographical surveys. Statistical mechanics and statistical physics are important parts of the physico-chemical sciences. The fact that "biometry" (a new word which was coined in 1900) cannot be distinguished from statistics shows the intimate connexion of statistics with biology. In recent years statistics is being increasingly used in the applied sciences or technologies like agriculture, industry, medicine or engineering. Statistical methods become increasingly useful as each subject becomes increasingly numerate. Professional training and research in statistics requires a wide variety of knowledge, skills and experience.

3.8 The role of statistics as a new technology was accepted by the Government, who wrote to the Institute in the following terms in a communication dated the 15th June 1962.

"Government accept the view that statistics being a new technology, it should be open to the Indian Statistical Institute to establish and maintain research and study units in subjects other than theoretical and applied statistics, to offer facilities for research and application of statistical methods and for provision of training in such methods. The number of such units would depend on the availability of really able research scientists and also on the funds available to the Institute. Similarly, in furtherance of the purposes as set out in Section 5 of the Indian Statistical Institute Act, the Institute may establish and maintain units for the study of different languages (including translation units, library science, documentation etc.) and for auxiliary studies and teaching in different subjects including humanities."

The Institute has been trying to implement the above policy within the limits of available resources.

3.9 The integration of theory and practice, the development of knowledge and new methods and tools of observation and quantitative analysis and the extension and improvement of application of statistical techniques to wide range of activities have been the guiding principles behind the pioneering efforts of the Institute.

It is inevitable in such pioneering effort to commit some mistakes or what appear in retrospect to be mistakes. These can be corrected by learning from experience. At each stage, there must also be a consolidation of gains, but not at the cost of losing initiative and dispensing with bold experimentation.

3.10 The importance of ^ajudicious blending of theoretical and practical training in the education of a competent statistician was stressed by Sir Ronald A. Fisher, who commended the Indian Statistical Institute for its policy in this regard in the following words in his convocation address at the Indian Statistical Institute in 1962 :

"It is, I believe, in recognising statistics as the key technology of our century, that we can appreciate the special features of the Indian Statistical Institute... . What the sciences have to do with statistics lies in the part they must play in the education of any competent statistician."

4. Research and Training School

4.1 We welcome the Review Committee's recommendation that the training facilities of the Research and Training School should be strengthened and expanded (page 9, 4.1), and that the Institute should provide training and research facilities in the subject of economic development and planning to trainees from India and abroad. We also agree that the Research and Training School premises should be remodelled and more space provided for research workers (p.30, 8.9(iii)). The Institute should press Government to provide necessary funds for the above purposes.

4.2 The Review Committee's recommendation that there should be an Academic Council may be accepted (page 37, 9.8.E.vii). The present Governing Body of the Research and Training School was functioning as a specialised committee with a dual character partly administrative and partly academic. With the setting up of the proposed Executive Committee and the Academic Council we agree that it would not be necessary to continue the Governing Body and it should be abolished.

4.3 Planning Division : There is urgent need for promotion of knowledge and application of quantitative methods and analysis of economic data useful for planning in its various aspects. We agree with the recommendation of the Review Committee that the activities comprised in the Planning Division of the Institute in Calcutta and the Planning Unit in New Delhi should be suitably reorganised and made integral parts of the activities of the Research and Training School. It is not, however, necessary that activities in this field in both Delhi and Calcutta should be placed under one person as head.

4.4 In view of the fact that a strong team of adequately qualified persons already exists, it is in our view desirable to develop the Planning Unit in New Delhi into a specialised Centre for training and research on quantitative methods and analysis and processing of economic data useful for planning. The Centre would exercise a certain measure of autonomy and would be encouraged to develop as a distinct entity within the over-all control of the Research and Training School. It would have as its Head a well-qualified person, enjoying professional reputation and capable of leadership and team work. The Centre would require facilities of library, office accommodation, hostel and staff quarters etc. The Institute has acquired sufficient land in New Delhi. Provision should be made in the capital budget for a building programme beginning with the current year, 1967-68, and the scheme of development should be completed within a period of three years. This arrangement would also correspond to the recommendation of the Review Committee that the Planning Unit in New Delhi should have its own premises and should not be obliged to function in premises available in the building of the Planning Commission. It is presumed, that present arrangements will continue till the new premises are developed for the Centre.

4.5 We fully agree with the Review Committee that the Institute should be in a position to study and wherever possible participate in the process of thinking involved in the formulation of plans. The Institute has been obtaining considerable information through the Planning Unit and we fully endorse the Review Committee's suggestion that it is necessary to ensure that relevant information in possession of the Planning Commission and other Government Departments is made available to the Institute.

4.6 We agree with the Review Committee that the new Centre may take consultancy work assigned to it by the Planning Commission, any other Government department or an outside agency. For specified periods, individual workers may be allowed to take up assignments on deputation, if the Planning Commission or any other Government Department so desire. This close contact with live problems will be of advantage for the healthy growth of the Centre just as it will be beneficial to the Planning Commission to have opportunities of referring analytical problems of the economy to trained scholars.

4.7 We consider it necessary and desirable that one specialised unit or more for research and training in economics, econometrics and planning should be organised in Calcutta, with necessary autonomy, and facilities for processing and analysis of socio-economic data, under persons of high professional competence and reputation who can supply leadership and organize team-work. These units in Calcutta, which need not be under the Centre for economics and planning in New Delhi, should have similar opportunities for contact with the Planning Commission ^(or) for appropriate consultancy work, and would function within the over-all control of the Research and Training School. Organisational and functional details would have to be worked out by the Research and Training School, and the help of the proposed Academic Council would be available for this purpose when it is established.

4.8 Science teaching units : The Research and Training School will have small units for teaching science subjects which are included as a part of various educational and training courses. Expenditure for such

units should be considered as a part of the normal expenditure of the R.F.S. Also, if a teacher of a compulsory science subject happens to be interested in research, obviously he should be encouraged and provided with necessary facilities.

4.9 Specialised research units. The Review Committee has agreed that the Institute may start and maintain small research units, has reproduced Professor P.C. Mahalanabis' note regarding such research units in an appendix to its report and has endorsed his three-fold criteria for evaluation of each research unit, whether existing or to be started. The criteria to be applied, as summarised by the Committee (page 11), are reproduced below.

- " (i) Whether the unit is actually supplying, or is likely to supply in the near future, suitable observational and experimental data for teaching and research purposes;
- (ii) whether the unit is engaged on work of a pioneering nature - this does not necessarily mean work of great significance for the advancement of science but it does mean something which is not merely imitative; and
- (iii) the extent to which studies on a thematic programme could be undertaken by collaboration between two or more units within the Institute or in collaboration with other research institutions and universities. "

4.10 The Committee has, however, observed that it is "not in favour of such units being continued or started in a haphazard manner. Subjects for research should be selected with great care. Also there should be intensive work in a few selected fields instead of frittering away time and resources over a wide range." (p.11, 4.7).

In Professor Mahalanobis' note it has been stressed that no specialized research unit should be started unless a scientific workers of sufficient premise and ability was available to undertake a research programme of a pioneering or a thematic nature, or to supply live data for research and training purposes. We believe that if one or more of the three conditions stated in Professor Mahalanobis' note, and endorsed by the Review Committee, are satisfied there should be no possibility of research units being started or continued in a haphazard manner, or time and resources being frittered away.

4.11 We are unable to accept the Review Committee's observations that these research units are intended to be temporary. Any unit which satisfies one or more of the three criteria endorsed by the Committee deserve to be continued. In our view, it will do a great deal of harm to start a Research Unit on the presumption that it will be purely temporary as such a policy will make it ~~xxx~~ impossible to attract and retain good research workers. On the other hand, perpetuation of units, which have not established a record of good performance, have outlived their usefulness or hold no promise for the future cannot be countenanced and they should be discontinued after proper evaluation.

4.12 We agree, as laid down in the note itself, that there should be periodic assessment and evaluation of the specialised research units. We also agree with the recommendation of the Review Committee that eminent scientists from outside the Institute should be associated with such units. We should add that it would be desirable and necessary to secure the help of eminent scientists from outside India for such assessment. We agree that the continuation or starting of each unit should have specific approval of the Academic Council of the R.T.S.

4.13 As regards the financial limit of 20 per cent of the R.T.S. budget suggested by the Review Committee for the special science research units, we feel that there should not be any rigidity. Encouragement of high quality research, where such activity can be organised, is a definite responsibility of a higher educational and research institution like the Institute. Also, such encouragement may be considered a special responsibility of the Indian Statistical Institute because true pioneering research is almost certain to offer scope for new applications of known statistical methods or to open new fields for statistical research.

4.14 Documentation Research and Training Centre (DRTC) : The Review Committee has expressed appreciation of the useful work on indexing, abstracting and retrieving of documents and information being done in the Documentation Research and Training Centre of the Institute at Bangalore under the guidance of National Professor Dr. S.K. Ranganathan, one of the foremost workers in this field. While the usefulness and importance of this activity is recognised, doubt has been raised whether the functioning of the Unit under the auspices of the Institute is justified. The Review Committee has recommended that for the next five years the Centre may continue to be part of the Institute but the position should be reviewed after five years. It has been pointed out that there is good scope for the use of statistical methods in the retrieval of information. We feel that more effective link should be established between the R.T.S. and D.R.T.C. and that while the Institute should make good use of D.R.T.C., the R.T.S. should assist D.R.T.C. in developing requisite statistical tools for its work.

4.15 Appraisal Division : We agree with the Review Committee that the Appraisal Division should be made a part of the Research and Training School. Psychology has been historically one of the earliest and most fruitful subject for the application and development of statistical methods. It has been pointed out to us that one particular programme relating to the construction of a universe of standardised questions is of fundamental interest to statistical theory and applications. If construction of such universes of questions is shown to be feasible, it would be possible to select questions with an indefinitely large number of variants but of a guaranteed uniformity of the assigned level of difficulty, by appropriate statistical design, and process of selection of the questions. The construction of such universes of questions is of special interest to a multi-lingual country like India. It has been also pointed out that this special field of research can be effectively undertaken only in a Statistical Institute or with the help and cooperation of experienced statisticians. This particular line of research would be as legitimate as sample surveys.

4.16 The Review Committee has observed that the Crop Museum, and the Units for Agricultural Chemistry and the Agricultural Farm at Giridih are unquestionably useful activities but is of the opinion that they have no direct relation with the work of the Institute and should be placed under the appropriate organisations in the Ministry of Food and Agriculture (page 26). This recommendation is ^{not} acceptable for reasons explained below.

4.18 Crop Museum : This is a small piece of land, less than an acre in area, located within the Institute premises at Calcutta, in which, besides a few rare specimen of plants from different parts of the country, annual seasonal crops are grown in very small plots mainly to make the students familiar with different types of crops. The Review Committee's recommendation that the Crop Museum should be transferred to the Ministry of Agriculture is not meaningful and cannot be accepted.

4.19 Agriculture Chemistry : The former teacher of chemistry (which is a compulsory subject in MTS), who joined the Institute after retirement from a West Bengal Government agricultural institution, had been working for some time on the effect of fertilizers on rice plants. The Institute provided facilities for the continuation of his work in cooperation with the West Bengal Department of Agriculture. He retired from the Institute last year. The agricultural chemistry unit is thus essentially a teaching unit. The question of transferring this unit does not arise.

4.20 Agricultural Farm at Giridih : It has been stated in the Administration Note that the work on agricultural crops was started long ago as a part of teaching in biometry and has gradually developed important research programmes. The so-called agricultural farm at Giridih consists of a number of plots for field trials and is only a small part of the land which was acquired by the Institute through the Land Acquisition procedure. These plots of land were being used for both training and research on crop cutting and crop forecasting as a part of the research studies of the National Sample Survey. At a later

stage these plots began to be used for experiments on mixed crops of cereals. The field plots are being still used for both teaching and research purposes. They have provided good scope for the application of sophisticated design of experiments and for significant research studies.

4.21 Quite apart from this aspect of the matter, the land at Giridih was acquired through the land acquisition procedure of the Government of Bihar on the understanding that the Institute would maintain a branch at Giridih. Also, a legal condition for the acquisition of the land was that it would revert to the Government of Bihar in case the Institute ceased to use it. The Review Committee's recommendation that the work should be transferred to the Central Ministry of Food and Agriculture is not feasible.

4.22 Computing Machines and Electronics Laboratory (CMEL) : The Review Committee has stated that the work of designing and fabricating electronic computers and their components is not the legitimate activity of the Institute and large-scale manufacturing activity should not be taken up. It has been represented to us by the Institute administration that there has never been an intention of undertaking large-scale manufacturing activity of production of electronic computers or their components.

4.23 This Unit (CMEL) is concerned with research and design of modern computers and fabrication of the model designed and developed by it in collaboration with Jadavpur University (the ISI-JU Project), on a laboratory scale. We feel that fabrication work to a limited extent is necessary for bringing to fruition the design and development. Judged from

this point of view the present programme of design and fabrication should be considered as a legitimate activity of the Institute.

4.24 In our view the Computing and Electronics Laboratory should form part of the larger Electronic Computer Division (or Unit) of the Research and Training School which would have both training and research activities. Increasing attention should be given to extending the use of electronic computing in analytical work in diverse fields and developing efficient and effective programmes and techniques. Training in computer technology and programming will also have to be greatly expanded.

4.25 To what extent the Electronic Computer Division should extend its activities to the development of computers in the country and to what extent designs worked out by the electronic Computing Division of the Institute may be useful to other institutions or for enterprises for commercial utilization is a matter which, in our opinion, should be examined by a committee of experts on the subject and the Council may decide the issue on the basis of such special advice.

4.26 Library : We recommend that the library should continue to be an integral part of the Research and Training School. We do not find any reason for treating it as a separate division. We agree with the Review Committee that there should be a Library Committee with representatives of different divisions.

4.27 M. Stat. Course : we have considered the recommendation made by the Review Committee that the duration of the M. Stat. course should be two years for everyone (page 10, 4.4). It has been explained to us that the duration of the B. Stat. course of the Institute is four-years, and students who have taken the B. Stat. degree of the Institute are exempted one year when they are admitted to the M.Stat. Course. Students who come from other Universities, after taking the three-year Bachelor degree, are required to complete full two years of the M. Stat. course. The total period of study for both these categories of students taking

the M.Stat. degree is thus five years after the Pre-University examination. We are of the view that the present system should continue as there is no academic justification for a change.

4.27 With regard to the suggestion of the Review Committee that information theory should be included in the training course it has been pointed out to us that this subject has been a part of the M. Stat. course for a long time and already a Ph.D. degree has been awarded by the Institute on the basis of research in information theory.

4.28 We have considered the Review Committee's recommendation that there should be staff committees to assist Director/Officer incharge of different departments and divisions. The Research and Training School has a Teacher's Committee to assist the Director. We do not consider it practicable to have staff committees comprised of non-academic staff. We are not aware of any instance in universities or public administration of the existence of such committees. The Institute may ascertain from other academic bodies and government institutions etc. the nature of staff committees they may have before taking any decision in this matter.

4.29 Other recommendations of the Review Committee in academic matters and related points should be examined by the Research and Training School and also by the Academic Council when it is set up.

4.30 Age of retirement : As regards retirement of academic staff we agree that 60 should be adopted as the normal retiring age as in the case of the Delhi and other universities. For research scientists, in deserving cases, the Institute may give extension of service upto 65, and after superannuation may give short period renewable contracts.

4.31 The age of retirement of non-academic staff of the Institute, as distinguished from the academic and scientific staff, may be determined more on Government pattern rather than on the lines of University rules.

5. Statistical Quality Control

5.1 We welcome the Review Committee's recommendation that the activities of the Statistical Quality Control Division should be strengthened by provision of more funds and facilities and greater encouragement and support by Government.

5.2 The S.Q.C. Division may continue for the present as a separate entity as recommended by the Review Committee, but should have closer collaboration with the Research and Training School especially in the research and training aspects of the activities. We feel that the question of the S.Q.C. Division being made an integral part of the Research and Training School, while retaining a good measure of autonomy in its functioning, may be considered at an opportune moment.

6. National Sample Survey

6.1 We have carefully considered the Review Committee's recommendations regarding the National Sample Survey (NSS). The division of work between the Institute and the proposed autonomous organisation requires clarification by Government.

6.2 It was because of sample survey activities over a number of years beginning from 1936 that it was possible to make significant contributions from the Institute to the theory of design of large-scale sample surveys. These activities are essential in connexion with the work of Research and Training School of the Institute and have been a characteristic feature of the Institute for more than 30 years. We are of the view that it is necessary that the Institute should maintain an adequate project wing which would take up a variety of ad hoc or continuing surveys in different parts of the country with emphasis on improving the design and efficiency of surveys and developing new methods and techniques.

6.3 It is not possible to achieve the above objective on the basis of restricted participation in N.S.S. work in West Bengal alone on the lines proposed by the Review Committee. Experience in only one State of India would not be adequate for the purpose in view. Also, if the collection and processing of N.S.S. data in West Bengal is to be carried out in accordance with the design given from outside, such activity would be reduced to purely repetitive routine work without any research interest. In the event of the government

assuming responsibility for the integrated operation of the N.S.S., we feel it would be advisable for the Institute to relinquish entirely operational responsibilities in connexion with the integrated scheme in regard to N.S.S. in West Bengal.

6.4 In this case the Institute should concentrate on organising a Project Wing consisting of a highly competent design staff, experienced personnel for the supervision of field and processing work, and a core of competent field and processing staff. The Institute should be provided with adequate funds to undertake surveys of interest of different types with the help of ~~additional~~ additional field and processing staff, as necessary from time to time.

6.5 We wholeheartedly endorse the recommendation of the Review Committee that no employee of the Institute should be thrown out of employment as a result of the proposed reorganisation of the National Sample Survey; and further that, while appointments at existing location could not be guaranteed, every effort would be made to avoid hardship to low paid staff inherent in a transfer to a new place.

6.6 We do not feel, however, that steps suggested by the Review Committee would be adequate for the above purpose. We apprehend that when the proposed reorganisation is to be effected the 'autonomous organisation' may want to select only those persons who would meet its own criteria of selection and without paying full attention to ensuring that no one is thrown out of employment. For the work which would remain with the Institute it would be in the interest of the

Institute to keep those workers only who would be found suitable for the new programmes. A serious problem of residual service staff may, therefore, be created.

6.7 The Review Committee's recommendation that the residual staff would be the responsibility of the Institute cannot possibly be accepted. We think it is necessary for Government, or the proposed autonomous body, to take the responsibility for the employment of such staff.

6.8 We agree with the recommendation of the Review Committee that the N.S.S. primary information, whether collected in the past or to be collected in future, should be reduced to microfilm of which one copy should be made available to the Institute. This arrangement would be very useful for purposes of research and training in the Institute.

6.9 We have considered the observations of the Review Committee that the Institute, being basically a scientific organisation, should not become involved in large-scale routine operations to the detriment of its more important work in teaching and fundamental ^{and} applied research work (p.15, 5.5). We can accept this principle precisely as it has been stated. We feel, however, that it should be open to the Institute to take up even large-scale projects which would have definite scientific interest or would be of benefit to the nation and that there should be no objection in principle to the Institute making, through efficient conduct of the project, some profit which may be utilised to acquire useful assets.

7. Constitution and Organizational Structure

7.1 Society type activities : We agree with the Review Committee that greater attention should be given to society-type activities and such activities be strengthened and extended and that adequate earmarked grants should be provided for this purpose (p.22, 7.1 - 7.3).

7.2 The Review Committee has recommended that the question of separating the society-type activities should be examined after five years (p.22, 7.4); and also that "E. The General Body should consist of members with such academic and professional qualifications as may be prescribed by the Institute." (p.35).

7.3 We are not in favour of separating the society-type activities but we agree that the Institute may have two types of membership, one open as at present and the other restricted to professional statisticians like Associate Fellows or Fellows of the Institute or persons with equivalent qualifications.

7.4 The Institute has been conducting for 30 years external examinations on the professional side for the award of certificates and diplomas in statistics and the Associate Fellowship of the Institute. Society-type activity combined with higher training and examinations is a well-known form of organization in many professional subjects and also in the general educational field (for example, the Servant of India Society and the Ferguson College). Such combined activities would be a convenient way for the effective coordination of academic training and qualifications for professional competence in statistics, which is already becoming a problem in India.

7.5 Office-bearers : We feel that it is advisable to maintain generally the existing structure of the Institute. The General Body of members should continue to elect the President, Vice-Presidents, the Chairman, the Secretary and the Treasurer.

7.6 The Review Committee has stated that "the President and Vice-Presidents have no specific functions" (p.32, para 9.1). This observation is not correct. The constitution provides that the President shall have the right to attend and preside over all meetings of the Council, Governing Body and of any Committees or Sub-Committees of the Institute. The Vice-Presidents have the function of presiding over general meetings of the Institute in the absence of the President. Professor P.C. Mahalanobis mentioned that he had been in close touch in connexion with the work of the Institute with Dr. C.D. Beshmukh, who was President of the Institute for 19 years, and who had given a good deal of his time to Institute affairs. The first President, Sir R. N. Mookherjee, had presided over most of the meetings of the Council and of the General Meetings during the period of four years that he was President; many of his successors in the office had also done this frequently. It is not necessary to give any executive powers to the President; he can help with his advice and guidance when presiding over meetings and in personal discussions.

7.7 The Review Committee has recommended that "the President should be elected by the General Body once in four years on the recommendation of the Council. He should be a person distinguished in scientific and technical field so that he may be able to take effective interest in the progress of the Institute and its scientific and technical activities. He should

also be able to represent it with distinction in national and international scientific meetings." (p.34, para 9.8 (A). The President is elected at present for two years; this term may be changed by the Council if necessary. We do not feel that there is any special point in making the term four years for the President because a suitable person can be re-elected. Secondly, there is no advantage in restricting the choice to the scientific and technical field so long as the membership is open. Some former Presidents, although not active in scientific and technical fields, had played an important role and helped in the development of the Institute. Also, it is not necessary that the President should represent the Institute at scientific meetings. Representation is essentially a functional question, and the Institute can be best represented in scientific meetings by the Director or appropriate specialists on the Institute staff.

7.8 We therefore feel that the President should continue to be elected by the General Body as at present. He should be a distinguished person who would be able to take effective interest in the progress and activities of the Institute. The President should be the Head of the Institute and should have the same functions and powers as in the present rules and as are inherent in an office of this kind.

7.9 The Review Committee has recommended that there should be only two Vice-Presidents (p.34, 9.8). We do not see any reason for restricting the number of Vice-Presidents to two. It should be open for the Institute to have more than two Vice-Presidents as at present, and

the actual number may be settled from time to time by the Council as is being done at present. A Vice-President may preside over meetings of the General Body and the Council in the absence of the President.

7.10 Organizational structure : We appreciate the need of strengthening and streamlining the work of the Central administration. A direct and integrated line of control with clear assignment of responsibilities is indispensable for this purpose. We are making some suggestions in this regard on the assumption that the Institute would continue its combined society-type and operational (research, training and project) activities which gave the Institute its special character since its foundation.

7.11 The two aspects of the Institute activities found expression in having two different offices, namely, the Secretary and the Director. Professor P.C. Mahalanobis has been holding both offices so far; it is not necessary that the same practice should always continue. We are contemplating that the two offices in future may be held by different persons, without any constitutional restriction on the same person holding both offices.

7.12 On the above view, the Secretary should be responsible for the society-type activities of the Institute and should have the present powers of the Secretary in respect of such activities.

7.13 We are also of the view that the Director of the Research and Training School should be the Director of the Institute and should have the present powers of the Secretary in respect of the operational activities

7.14 Executive Committee : We agree with the Review Committee that there should be an Executive Committee as is indeed provided in the constitution of the Institute. We recommend that the rule in this regard be brought into operation, and the composition of the Executive Committee and procedural details be prescribed by appropriate Regulations.

7.15 The Review Committee has recommended the creation of a post of a whole-time paid Chairman with the status of a Vice-Chancellor of a University (p.35, 9.8.E.(iv)). We have considered carefully whether there is any need for a paid whole-time Chairman for the Institute. The office of an elected Chairman was created in a very special situation when Dr. C.B. Deshmukh was the Finance Minister as well as the President of the Institute and was not in a position to preside over the Institute meetings when decisions were being taken in financial matters. But the Chairman was an elected honorary office-bearer.

7.16 We feel that a whole-time paid Chairman may be needed when day to day coordination among a number of big and autonomous departments is required. The main organ of the Institute is the Research and Training School. We have already recommended that the Planning Division, the Library, the Appraisal Division, the Electronics Division etc. should be integral parts of the Research and Training School. The Statistical Quality Control (S.Q.C.) Unit already has some connexions with the Research and Training School; we think there should be closer contact in future, and the S.Q.C. Unit also may be made a part of R.T.S. The present National Sample Survey Division (which may be replaced by the proposed Projects Division) of the Institute would be in future a much smaller organ and should be closely integrated with it

the reorganised Research and Training School. The problem of coordination would thus be much simpler.

7.17 It is also necessary to stress that even after reorganisation the Research and Training School would be a much smaller body than Universities, and would have only 200 or 250 professional students from the under-graduate to the Ph.D. level. The Research and Training School in respect of its high level of training and research, has, no doubt, a similar status to any university in India or outside. From the administrative point of view, the Research and Training School, because of its much smaller size, greater homogeneity and compactness, cannot probably be compared with a university. Guidance and coordination by the Director would be the most effective way of maintaining the high level of scientific and educational activities of the Institute. A paid whole-time administrative Chairman would be an impediment rather than of help.

7.18 We are of the view that it would be incongruous to have four Directors for the Institute as recommended by the Review Committee. The Institute should have only one Director. The Administration Department should be the servicing department and the Finance Officer should be an officer of this department. In this situation we are of the view that a whole-time paid Chairman would have very little work and should not be appointed.

7.19 The Director of the Research and Training School should be the Director of the Institute and should preside over the meetings of the Executive Committee.

7.20 The Head of the Administration should be designated as Administrator and should function as the Secretary of the Executive Committee. The Administrator should represent the Institute in all business and legal transactions, and all suits instituted by, or on behalf of the Institute, should be instituted in the name of the Administrator, and in all suits brought against the Institute the Administrator should represent the Institute.

7.21 We agree with the Review Committee that there should be two nominees of the Government of India in the Executive Committee. We are of the view that these two nominees should be selected from amongst statisticians, scientists, educationists, technologists, or industrialists of repute and not from the concerned Department or Ministry of the Government of India. It may be pointed out that the Board of Directors of the Indian Institute of Technology (which would correspond functionally to the proposed Executive Committee) has an identical provision for the Government nominees. The concerned Department and Ministry of the Government of India will be adequately represented on the Council which would formulate the general policy and programmes in accordance with which, and within the budget and financial limits prescribed by the Council, the Executive Committee would act.

7.22 We have considered carefully the recommendations of the Review Committee regarding the composition of the Council. We find that out of 50 members of the proposed Council only 18 would be members elected

by the general body whereas in the present Council, which consists of 40 members, about 30 persons including 10 office bearers are elected by the general body. Such drastic reduction in the proportion of members elected by the general body would, we feel, change the character of the Council, and may not be acceptable to the Council and/or the general body of the Institute.

7.23 For reasons already discussed we are firmly of the view that a whole-time, paid, administrative, Chairman is not required. We favour the retention of the present provision of the ISI Constitution for an elected Chairman, who shall preside at meetings of the Council.

8. Miscellaneous

8.1 Family Planning Unit : The Family Planning Unit is financed by the Ministry of Health and not by the Department of Statistics. This project is one of a series of research projects, which are being sponsored by the Ministry of Health, and are located in different universities, medical institutions, and welfare and other organizations, as a part of an external research programme.

8.2 The object is to study various aspects of the effectiveness of family planning promotional programmes. The Institute is using, among other things, sample survey methods for assessing the results of promotional efforts, a task for which the Institute is particularly well-equipped. The grant can be surrendered by the Institute but the project cannot be transferred to the Ministry of Health.

8.3 Kalyanashree : We have considered the Review Committee's recommendation that the Kalyanashree Unit should be transferred to the State Government or a suitable voluntary organisation. We have noted that in the early stages of the Second Plan there was need of studying the economic possibilities of cottage industries, and one of the aims of Kalyanashree was to provide opportunities for such studies. Some papers had been prepared, including a careful study of the economics of Ambar Charkha. However, over a period of time the possibility of continuing further significant studies appeared to be limited and the Board of Management took a view in 1966 that it was not necessary to continue the experiment. Direct subsidy from the Institute budget has been discontinued already. We are informed that the Institute has written to the State Government on the lines recommended by the Review Committee.

8.4 Lands : We have considered the Review Committee's recommendation that lands not required in the foreseeable future should be disposed of. The Institute administration has pointed out that proper utilization of land has been greatly hampered by lack of funds for construction of buildings and provision of necessary facilities. It would be impossible to secure compact pieces of land and prices would continually increase in future in urban areas. It is necessary, therefore, to retain enough land for future expansion. Also, in most cases land has been acquired through the land acquisition procedure on condition that such lands, if not required by the Institute, would have to be returned to respective State Governments. We, however, agree that some lands at Hyderabad, which has been acquired from a private party, may be sold if not required. The question may be examined by the Institute.

8.5 Hired premises : We have considered the Review Committee's recommendation that the practice of using hired premises for the combined purpose of official use and residential staff should be discontinued. It has been pointed out to us that this practice is sometimes unavoidable for scarcity of suitable accommodation; also, there is no evidence that this system has been misused. This system should be continued or discontinued not on ground of general principle, but on merit of each case, as and when necessary accommodation for both office and officers can be found.

8.6 Construction work : We have noted the Review Committee's recommendation that all new constructions should be entrusted to reputed firms of architects and contractors. We have asked the

Institute administration to set up a small Technical Committee including the Institute's Consulting Engineer to examine the cost of construction and related questions, and administration should place the matter before the Council.

8.7 Test audit : We have considered the Review Committee's recommendation about a test audit once in five years to commence in a year before the Statutory Committee begins its work. The Institute keeps its accounts not on the basis of Government rules and procedure but on the lines of commercial firms. It is apprehended that there would be complications if the Comptroller and Auditor General follows a different system during test audit. If the Auditor General does the test audit on the basis of rules and procedures prevalent in the Institute there need not be any objection in accepting the recommendation of the Review Committee.

8.8 Other recommendations : We are in general agreement with the observations and views on various points given in the note circulated by Administration among the members of the Council. We have given our views on most but not all of the items which had been referred to us by Administration. Points which we have not had time to consider in detail and other recommendations of the Review Committee and related matters may be considered by the Council, or by the General Body of members as necessary.

8.9 Administration Note : We have asked the administration to prepare a consolidated note on observations or recommendations of the Review Committee generally, with discussion of consequential points bearing on administration, budget and finance, and setting out correct facts on any inadequacies or inaccuracies of statement appearing in the report of the Review Committee.

C. D. Deshmukh

(C.D. Deshmukh)

P. C. Mahalanobis

(P.C. Mahalanobis)

Pitamber Pant

(Pitamber Pant)

C. R. Rao

(C.R. Rao)

B. R. Seshachar

(B.R. Seshachar)

New Delhi
25 July 1967

