

7

STANDING COMMITTEE ON
LABOUR & WELFARE
(1996-97)

ELEVENTH LOK SABHA

MINISTRY OF WELFARE

DEMANDS FOR GRANTS (1997-98)

SEVENTH REPORT



LOK SABHA SECRETARIAT
NEW DELHI

11 April, 1997/Vaisakha, 1919 (Saka)

SEVENTH REPORT
STANDING COMMITTEE ON
LABOUR & WELFARE
for the financial year
(1996-97)
(ELEVENTH LOK SABHA)

MINISTRY OF WELFARE

DEMANDS FOR GRANTS (1997-98)

Presented to Lok Sabha on

Laid in Rajya Sabha on



LOK SABHA SECRETARIAT
NEW DELHI

April, 1997/Vaisakha, 1919 (Saka)

PARLIAMENT LIBRARY
Central Govt. Publications
Acc. No. RC 97776 (1)
Date. 4-7-97

Price: Rs. 16.00

LC
398 36572
N6.7

© 1997 By LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business
in Lok Sabha (Eighth Edition) and Printed by National Printers, New Delhi.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I Introductory	1
CHAPTER II Report—Demands for Grants 1997-98	6
A. National Scheduled Castes and Scheduled Tribes Finance and Development Corporations (NSFDC).	6
B. Assistance to State Scheduled Castes Development Corporations.	8
C. Post Matric Scholarship for Scheduled Castes/ Scheduled Tribe Students.	10
D. Scheme for Hostel Facilities for SC/ST Students.	13
E. Implementation of Protection of Civil Rights Act, 1955 and Scheduled Castes and Scheduled Tribes (Prevention for Atrocities) Act, 1989.	15
F. National Scheme for Liberation and Rehabilitations of Scavengers.	17
G. Grant-in-aid to Non-Governmental Organisations.	20
H. Special Central Assistance to Tribal-Sub Plan.	23
I. Welfare of Handicapped.	26
J. Scheme for Prohibition and Drug Abuse Prevention.	29
K. Scheme for Development of Urban Wakf Properties.	32
 ANNEXURES	
I Schemes/Programmes implemented by the Ministry of Welfare	36
II State-wise details of assistance provided by NSFDC	39
III List of NGOs whose grant-in-aid have been stopped since 1994-95	40
IV Statement showing the Physical target and achievements against SCA to TSP released to States/UTs during 1994-95 and 1995-96.	43
V Details of SCA to TSP released and utilised reported during 1994-95, 1995-96 and 1996-97	44
 APPENDICES	
I Minutes of Fourteenth sitting held on 21.4.1997	45
II Summary of Recommendations/Conclusions	47

**COMPOSITION OF THE STANDING COMMITTEE
ON LABOUR AND WELFARE
(1996-97)**

Shri Madhukar Sirpotdar — *Chairman*

MEMBERS

Lok Sabha

2. **Shri Hansraj Ahir**
3. **Shri Chandulal Ajmeera**
4. **Shri Illiyas Azmi**
5. **Dr. Amrit Lal Bharti**
6. **Shri Narendra Bhudania**
7. **Shri Jai Sinh Chauhan**
8. **Shri Ajoy Chakarborty**
9. **Smt. Bhagwati Devi**
10. **Smt. Shubhavati Devi**
11. **Shri Louis Islary**
12. **Shri Murli Dhar Jena**
13. **Shri Harbhajan Lakha**
14. **Shri Bheru Lal Meena**
15. **Shri Ajoy Mukhopadhyay**
16. **Shri Rupchand Murmu**
17. **Shri Kameshwar Paswan**
18. **Shri Mangalram Premi**
19. **Shri Ashok Pradhan**
20. **Shri K. Pradhani**
21. **Smt. Kamal Rani**
22. **Smt. M. Paravati**
23. **Shri N.J. Rathwa**
24. **Shri Ram Shakal**

25. **Shri Laxman Singh**
26. **Shri Shibu Soren**
27. **Smt. Purnima Verma**
28. **Shri Ramnurti Singh Verma**
29. **Shri Virendra Kumar**
30. **Shri Lal Babu Prasad Yadav**

Rajya Sabha

31. **Shri Brahmakumar Bhatt**
32. **Shri Sanatan Bisi**
33. **Shri Debabrata Biswas**
34. **Shri Mohinder Singh Kalyan**
35. **Shri Bangaru Laxman**
36. **Shri S. Muthu Mani**
37. **Smt. Urmilaben C.Patel**
38. **Shri Abdul Gaiyur Qureshi**
39. **Shri Jibon Roy**
40. **Shri Jagannath Singh**
41. **Shri Karma Topden**
42. **Shri Janardan Yadav**

SECRETARIAT

1. Dr. Ashok Kumar Pandey	—	<i>Additional Secretary</i>
2. Shri J.P. Ratnesh	—	<i>Joint Secretary</i>
3. Shri B. R. Kanathia	—	<i>Director</i>
4. Shri R.S Misra	—	<i>Under Secretary</i>
5. Shri Jagdish Prasad	—	<i>Committee Officer</i>

INTRODUCTION

I, the Chairman of the Standing Committee on Labour and Welfare (1996-97) having been authorised by the Committee to submit the Report on their behalf, present this Seventh Report on Demands for Grants, 1997-98 on Ministry of Welfare.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Welfare for the current year *i.e.* 1997-98 which were laid on the Table of the House on 18 March, 1997. Thereafter, the Committee took evidence of the representatives of the Ministry of Welfare on 31st March and 10 April 1997.

3. The Committee wish to express their thanks to the Officers of the Ministry of Welfare for placing before them the detailed written notes on the subject and for furnishing the information the Committee desired in connection with the examination of the subject.

4. The Report was considered and adopted by the Committee at their sitting held on 21 April, 1997.

NEW DELHI;
21 April, 1997

1 Vaisakh, 1919 (Saka)

MADHUKAR SIRPOTDAR,
Chairman,
Standing Committee on Labour and Welfare.

CHAPTER I

INTRODUCTORY

1.1 The Committee have been informed that the Ministry of Welfare is responsible for looking after the welfare of the disadvantaged and marginalised sections of society such as Scheduled Castes, Scheduled Tribes, Minorities, Backward Classes, Children in need for care and protection, Aged persons, disabled and victims of drug abuse.

1.2 The basic of objectives of policies, programmes, laws and institutions of the Indian Welfare System is to bring target of groups into the mainstream of development of making them self-reliant. In achieving this objective, Ministry performs the task of implementation in accordance with the provisions of the Constitution which not only deal with the development and welfare of the disadvantaged and marginalised groups mentioned above, but also give a concept of justice to include social and distributive aspects.

1.3 The Committee have further been informed that the number of Scheduled Castes as per 1991 Census is 13.82 Crores *i.e.* 16.48 percent of the total population of 84.63 crores. The Planning Commission estimated in 1987-88 that 52.6% of Tribes living in rural areas were below the poverty line. About 16.56 million persons are estimated to have (i) Visual (ii) Hearing (iii) Speech, and (iv) Locomotor disabilities which constitutes 1.9% of the total population of the country.

1.4 The Ministry of Welfare has several schemes and programmes for the welfare of aforesaid target groups. While the scheme and programmes for Scheduled Castes and Scheduled Tribes have been in operation since Five Year Plans and in fact, in several cases also prior to that the schemes for the welfare of Minorities and OBCs are of recent origin. Programmes for the welfare of handicapped persons and for social defence are also comparatively new and are yet to stabilise and expand effectively to reach the target groups.

1.5 In order to achieve the objectives stated above, the Ministry of Welfare is divided into the following bureaux:

- (a) Scheduled Caste Development
- (b) Scheduled Tribe Development
- (c) Handicapped Welfare
- (d) Social Defence and Child Welfare
- (e) Backward Classes and Minorities (including Matters relating to Wakf).

1.6 The Ministry gets specialised and technical inputs from National Institutes and 2 Apex Level Institute which work under the control of the Ministry of Welfare.

1.7 In addition to the organisations under the administrative control of the Ministry, Plan and Non-Plan schemes of the Ministry are implemented through the help of the State Governments and Union Territory Administrations. The Ministry also implements a number of Central Sector Schemes with the help of Non-Governmental Organisations and the Institutions of Local Self Government. The details of various welfare schemes/programmes implemented by the Ministry of Welfare are given in Annexure-I

1.8 Grant-in-aid to the State Governments and Union Territory Administrations are provided under Articles 112(3), 113(2) and Article 275(1) of the Constitution. The Budget Estimates for the year 1996-97 was Rs. 1341.00 crores and the revised Budget was Rs. 1339.93 crores out of which the Ministry have utilised a sum of Rs. 1031.17 crores during the Financial year 1996-97. The Ministry have allocated a sum of Rs. 1840.20 crores for the annual Budget 1997-98. The division-wise allocation of fund is as under:

(Rs. in crores)				
S.No.	Division	Plan	Non-Plan	Total
(a)	Scheduled Castes Development	771.00	9.46	780.46
(b)	Scheduled Tribes Development	481.00	0.99	481.79
(c)	Handicapped Welfare	106.44	18.93	125.37
(d)	Social Defence and Child Welfare	294.00	5.81	299.81
(e)	Backward Classes and Minorities	140.86	4.28	145.14
(f)	Secretariat	00.70	6.93	7.93
Total		1794.00	46.20	1840.20

1.9 The Secretary Ministry of Welfare while explaining the major items of Demands for Grants for the year 1997-98 stated during evidence:

"Ours is essentially what is called planned Ministry with the bulk of our finances so far voted by the Parliament have been from the plan side. We do have a small non-plan component but that is less than Rs. 50 crores in a year and under plan side, it is much greater. The main components are the Scheduled Castes' development side as seen in the financial terms. The tribal development side also receives substantial allocations and the funds are voted by the Parliament. Handicapped Welfare of late has been receiving much greater attention and stems from the increasing public awareness on the subject. It also stems from the very important legislation enacted late in 1995 and which was brought into existence in early 1996 viz.. the persons with Disabilities (Equal Opportunity, Protection of Rights and Full Participation) Act, 1995. It has a long title. It seeks to empower persons with disabilities and ensure minimum stipulated educational and training facilities, access to public buildings and a variety of other rights

and responsibilities for the State. We also have now give some emphasis on minorities and backward classes division. We have, further, given emphasis on social defence which is a newly emerging area and it deals with the street children, old-age homes, administration of the Juvenile Justice Act, and a variety of things, like drug de-addiction. The effort in the Budget Proposals I would like to submit before the hon. Committee, has been to break this stagnation in terms of financial allocations.

1.10 Detailing the difficulties being faced by the Ministry of Welfare in the implementation of various schemes, the Secretary stated:

"A major difficulty faced by us during the past two years, that is the Financial Year ending today and the previous Financial Year has been that so many activities of the Ministry were organised and conducted through voluntary organisations and the Finance for these activities in the years 1995-96 and 1996-97 have broadly remained at the same level. They have resulted in the piling up of applications from fresh institutions. What has distressed us particularly is that many of these new applications have come in from areas in the country which have not been broadly touched upon in previous years. Those areas have offered us an opportunity for taking fresh grants which were not receiving any attention at all. Therefore, the exercise now has been to aim at ensuring major increases in proposals for considerations by Parliament."

1.11 The Ministry has furnished the following statement showing the schemes on which there was a shortfall of expenditure during 1995-96 and 1996-97.

S.No.	Name of the Scheme	(Rs. in crores)					
		1995-96			1996-97		
		BE	Actual Expend.	% utilisation	BE	Actual Expend.	% utilisation
1	2	3	4	5	6	7	8
1.	Girls Hostels	7.00	5.65	81	7.00	6.48	93
2.	Book Banks	3.60	2.63	73	3.60	1.84	51
3.	Assistance to NGOs for SCs	20.33	10.80	53	17.33	10.00	58
4.	Coaching and Allied	3.00	1.89	63	3.00	1.89	63
5.	Upgradation of merit of SC/ST students	1.00	0.22	22	1.00	0.16	16
6.	Boys' Hostels for STs	3.50	3.65	104	3.50	2.26	65
7.	Educational Complex in Low Literacy Pockets for the Dev. of ST Girls Literacy in Tribal Areas.	2.00	1.50	75	2.00	1.20	60
8.	Scheme of Pre-Examination Coaching for Weaker Sections based on Economic Criteria	2.00	1.31	66	2.00	0.29	15
9.	Scheme of Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances	13.00	10.60	82	12.85	7.05	55

1	2	3	4	5	6	7	8
10.	Assistance to Voluntary Organisations for Persons with Cerebral Palsy and Mental Retardation	0.30	0.07	23	0.30	0.08	27
11.	Science and Technology Projects in Mission Mode	0.40	0.18	45	0.40	0.19	48
12.	Scheme for Welfare of Street Children	5.00	2.82	56	4.50	3.41	76
13.	Scheme for Prohibition, and Drug Abuse Prevention	15.00	11.00	73	14.50	9.57	66
14.	School of Social Work	0.20	Nil	Nil	0.20	0.05	25
15.	Central Adoption Resource Agency (CARA)	0.20	0.08	41	0.20	0.12	56
16.	Scheme for Assistance to Homes (Sishu Greh) for Infants to promote in-country adoption	1.00	0.64	64	1.00	4.45	45
17.	National Institute of Social Defence	0.50	0.44	88	0.50	0.22	40
18.	Grant-in-aid for Research Studies and Research Publications Social Defence	0.40	0.12	30	0.20	0.14	34

1.12 Asked to state the reasons for less utilisation of funds during 1995-96 and 1996-97 on the above mentioned schemes, the Secretary, Ministry of Welfare stated during evidence is under:

“So many of our schemes depend on reports from our colleagues in the State Governments. The reports have a depressing tendency to come late in the financial year. We have noticed this phenomenon every year. We have tried our best at various levels to request our colleagues in the State Governments to send their forwarding letters, recommendations and inspection reports. There are naturally different requirements. Many of them, nevertheless, come during the last part of the financial year. Some of them come during the last three days of the financial year. We have not been able to prevent that this year also. But, our submission is that in terms of utilisation of funds, in comparison, we are well poised to be definitely better than in the previous financial year. The whole story will be known only after today's accounts are closed.”

1.13 Asked to state the reasons for under utilisation of funds, particularly in the case of NGOs, the Secretary stated during evidence:

“We are depending heavily on the State Governments because our scheme of assistance specifies that there has to be a specific forwarding recommendations from the State Government. Also an audited statement by a Chartered Accountant is needed. If it is of a heavy nature, the CAG's audit also come in. We have reminded them we have spoken to those States

which have been late in sending proposals. According to the latest information U.P and Karnataka have failed to send them. Also, we have held recently certain meetings of State Social Welfare Secretaries. This was a few months ago. We have handed over the applications to them about two months ago with lists applicable to each State in respect of the grants-in-aid. We have done our best. We are sorry that due to rush of work at the end of the financial year we have not been able to avoid such things. We have been chasing them.”

1.14 The Committee are concerned to note that the Ministry of Welfare has not been able to utilise the entire fund earmarked for various schemes during the year 1996-97. In some of the schemes, the percentage utilisation has been between 15 and 40 only, which clearly indicates the poor performance of the Ministry in those schemes. The arguments given by the Secretary, Ministry of Welfare that they get the proposals during the last part of the year and in many cases during last three days of the financial year is not satisfying to the Committee. In their view the Ministry lacks coordination and monitoring. The Committee, therefore, recommend that the Ministry should take necessary steps to persuade the State Governments/UTs to send their proposals in time. Also the grants should be released in instalments to enable the Ministry to judge the performance of the State Governments/UTs as well as NGOs effectively. The officers of the Ministry should be instructed to have a clear watch on the implementation of these schemes by the State Governments/UTs by paying visits to those States before recommending release of grants. Steps taken in this regard should be communicated to the Committee within three month's time.

CHAPTER II

REPORT

DEMANDS FOR GRANTS—1997-98

*Major Head-4225
Scheme No. 11*

A. National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC)

2.1 The committee have been informed that the Corporation provides term loans and seed capital assistance at a concessional rates to SCs/STs where annual income is below the double of poverty line criteria i.e. Rs. 22,000 per annum in rural areas and Rs.23,700 per annum in urban areas. The Corporation has so far sanctioned a total of 1044 scheme which on completion will benefit 2,03,347 beneficiaries. Entire budgetary provision of 65.00 crores for 1996-97 for NSFDC has been released. The allocation for 1997—98 is Rs.96.00. crores. The State-wise details of assistance provided by NSFDC as on 28.2.97 are given at *ANNEXURE II*.

2.2 As regard the procedure for disbursement of loans to the SC/ST beneficiaries, the Committee have been informed that beneficiaries intending to avail assistance from NSFDC have to submit the proposed project in prescribed forms available with the State Channelising Agencies and NSFDC's representative offices. The State Channelising Agencies recommend the proposals to NSFDC subject to beneficiaries fulfilling the eligibility criteria and the agencies willing to (i) implement the schemes as sanctioned by NSFDC; (ii) provide their share of financial assistance and subsidy as applicable; (iii) monitor the project implementation and repay the loan; and (iv) provide State Govt. guarantee/bank guarantee towards assistance sought from NSFDC.

2.3 Asked whether the Govt. is satisfied with the overall performance of the Corporation, the Secretary of Ministry Welfare stated during evidence:

“It is difficult to give a very specific reply because your question covers a very wide span of the Corporations' activities. But, by and large, we have reasons to believe that it is working very well. In fact, it is working the best out of the different Corporations under the administrative control of the Welfare Ministry. Its recovery rates are very good. It recovers its sums very well. Its activities are expanding widely. Beyond that, if we have to find out about their sectorial coverage, we will have to a special study made. I think we have to do it.”

2.4 Asked whether the performance of the Ministry is being monitored regularly, the Secretary, Ministry of Welfare stated during evidence:

"Their reports are received regularly and we do not have a regular monitoring mechanism in the Ministry. The Board of the Corporation naturally goes into the periodic statements. The Corporation writes to the Ministry and from time to time we have meetings with them to discuss specific issues and not the general working of the Corporation."

2.5 In reply to a question whether any monitoring is being done by the Government towards proper functioning of NSFDC the Ministry has stated that there are two representatives of the Ministry of Welfare on the Board of Directors of NSFDC, namely the Joint Secretary and the Financial Adviser, (Welfare). Besides periodic reviews are done in the Ministry at Welfare Minister/Secretary (W)'s level. In August, 1996 a meeting of all the three apex level Corporations, SCDCs and Secretaries, Social Welfare was held to review the performance.

2.6 During evidence the Committee asked about the issues emerged out in the meeting held in August, 1996 the representative of the Ministry of Welfare stated as under:

Several weaknesses were identified like inadequate regional and district level officers, financial weakness arising from inadequate budgetary support from the State Governments, instability of the tenure of the key functionaries resulting in lack of continuity in policy formulation and absence of expertise in project formulation, lack of financial and management control and weak management system."

2.7 The Ministry of Welfare has further stated that the following decision have been arrived at the meeting of three Apex Corporations set up to review the performance of NSFDC:

- (i) "Pre-identification of beneficiaries before sanction of loans.
- (ii) Inducting professionals to the Board of Directors having experience in project appraisal/financial management.
- (iii) Utilisation of services of consultants for projects appraisal, wherever necessary.
- (iv) Equitable distribution of funds-regionally and sectorally.
- v) Introducing a system of monitoring."

2.8 Asked whether the decision arrived at the meeting of three APEX Corporation have been implemented, the representative of the Ministry of Welfare stated during evidence:

"In fact a copy of the proceedings was sent to them for compliance. The State Governments did not have adequate budgetary support to create more posts. So far as short tenure of key functionaries in concerned, there has not been much improvement". We have been pursuing the matter with State Governments."

2.9 The Committee note with distress that the performance of NSFDC has not been satisfactory. A meeting of 3 Apex Level Corporations, SCDCs and Secretaries of Social Welfare was convened to review the performance of NSFDC in which a number of shortcomings were detected. In order to improve the functioning of NSFDC, the Apex Body had made some suggestions which have not yet been implemented. The Committee view this situation seriously. In their view the Ministry should take up the issue with the State Governments on priority and ensure that the recommendations made by the Apex Body are implemented at the earliest. The Committee further recommend that the performance of NSFDC should be monitored by the Ministry on a regular basis. Steps taken in this regard should be communicated to the Committee within three month's time.

Major Head: 4225

Scheme No. 10

B. Assistance to State Scheduled Castes Development Corporations

2.10 The Committee have been informed that the SCDCs have been acting as guarantors and promoters providing margin money loans and subsidy to the target groups. They have a useful role to play in the mobilisation of finances for economic development of Scheduled Castes living below the poverty line. The SCDCs mainly take up employment oriented schemes in the areas of (i) Agriculture and allied sector, (ii) Minor Irrigation, (iii) Trades and Services, (iv) Transport and (v) Self-employment schemes.

2.11 An amount of Rs. 31.00 crores towards share capital of Scheduled Castes Development Corporations was released to States/Union Territories during 1995-96 against budgetary allocation of Rs. 30.00 crores. The outlay for VIII Five Year Plan for this scheme is Rs. 100.00 crores. Allocation for 1996-97 is Rs. 30.00 crores against which Rs. 25.80 crores was released to Corporation upto December, 31.96. Allocation for 1997-98 is Rs. 45.00 crores.

2.12 The amount of loan sanctioned and number of beneficiaries who have been benefitted during the last three years are as under:

Year	Share capital assistance provided (Rs. in Lakhs)	No. of beneficiaries covered
1993-94	2934	5,32,346
1994-95	2200	5,03,258
1995-96	3100	4,19,865

2.13 Asked whether the Government is satisfied with the overall performance of the Corporation. The Committee have been informed that some of the problems faced by the SCDCs include the following:—

“(i) Weak organisational set up, inadequate regional and district level offices (ii) Financial weaknesses arising from inadequate budgetary support from the State and low recovery of loans (earlier the Central Government was providing assistance to SCDSs for meeting establishment costs which has since been discontinued as a result of the Cabinet decision in 1994) (iii) Instability of tenure of key functionaries resulting in lack of continuity in policy formulation (iv) Absence of expertise in project formulation and training (v) Lack of internal financial management and control (vi) Weak monitoring system.”

2.14 To a query about the low recovery from the beneficiaries than expected the Ministry of Welfare has stated the recovery position in respect of SCDCs is not satisfactory due to the following factors:

(i) Lack of counselling to beneficiaries in selecting suitable projects
 (ii) Inadequate monitoring (iii) The structural, organisational and managerial weaknesses in the SCDCs have to be overcome for improving the position. These issues were also discussed in the August, 1996 meeting and the State Government/UTs Administration were requested to take necessary remedial action.’

2.15 Asked whether Banks are reluctant to sanction loans to SC/ST beneficiaries without getting subsidy and marginal money from the SCDCs, the Ministry has stated the SCDCs are receiving share capital assistance (49%) from the Central Government which is being used for margin money assistance. The SCDCs are also getting funds from Special Central Assistance to the Special Component Plan for providing subsidy. Hence, in respect of assistance being provided by the SCDCs, both the subsidy and margin money components are available. Non-availability of subsidy and margin money, therefore, is not the main reasons for reluctance of banks to sanction loans to SC/ST.

2.16 During evidence, the Committee drew the attention of the representatives of Ministry of Welfare to the fact where beneficiaries have not only failed in their business but also become indebted. The Secretary stated:

We have not done any study, but we are preparing to make a study on the impact of this scheme on the beneficiaries to see as to how for this scheme enables the beneficiaries to become self-reliant. We are proposing a study.”

2.17 The Committee are constrained to note that although there are several shortcomings in the scheme under Assistance to State Scheduled Castes Development Corporations such as weak organisational set-up, lack of continuity in policy formulation, absence of expertise in project formulation and training, lack of internal financial management and control; and weak monitoring system etc., no concrete step has so far been taken up by the Ministry to remedy them. The Committee view this situation very seriously. In their view, the Ministry’s monitoring in this regard has not been satisfactory. The Committee, therefore, recommend that the Ministry should make all out efforts to remedy the aforesaid deficiencies to make the scheme functional.

2.18 The Committee take a serious note of the fact that the recovery of loan from SCDCs beneficiaries has not been satisfactory. The reasons put forth by the Ministry such as lack of counselling to beneficiaries in selecting suitable projects, the structural organisational and managerial weaknesses in the SCDCs and inadequate monitoring are not at all satisfying to the Committee. The Committee, therefore, strongly recommend that the scheme should be thoroughly monitored by the Ministry and the loan beneficiaries should be given proper counselling to enable them to select the right project. Also immediate steps should be taken to remedy the aforesaid deficiencies. Steps taken in this regard should be communicated to the Committed within three month's time.

2.19 The Committee further note that the Ministry of Welfare has not conducted any study to know as to why the beneficiaries have not only failed in their business but also become indebted after taking loan from SCDCs. The Committee, therefore, urge upon the Ministry to conduct a study to know the impact of this scheme on the beneficiaries at an early date.

Major Head-3601

Scheme No. 1

C. Post-Matric Scholarship for Scheduled Caste/Scheduled Tribe Students

2.20 The Committee have been informed that the basic objective of the scheme is to provide financial assistance to Scheduled Castes and Scheduled Tribes students, studying at post-matriculation or secondary stages to enable them to pursue higher education. The Scheme was last modified with effect from 1.10.1995 effecting the amendments viz (i) Maintenance allowance rates; (ii) Revisions of Income ceiling for eligibility ; and (iii) relaxations of Restrictive clause of providing benefit of the scheme to two children of some parents/guardians in case of girls. Rs. 300.00 crores has been allocated to the scheme for SC/ST students for entire VIIIth Five Year Plan. During 1995-96 18.45 lakh students were benefitted and the target for 1996-97 was 20.79 Lakhs SC/ST students to be benefitted. The allocation and expenditure for the last Three Years are as under:

Year	Allocation	Expenditure	(Rs. in crores)
1995-96	145.00	144.75	
1996-97	149.00	142.08 (upto 31.12.96)	
1997-98	65.00	—	

2.21 From the above it is noted that the only 65.00 crores have been allocated during 1997-98 which is less than half of the amount sanctioned during 1996-97. Asked to explain the reasons for allocation of less amount during 1997-98, the

representative of the Ministry of Welfare stated during evidence:—

“Under this Scheme, whatever is committed as liability for the Five Year Plan becomes the responsibility of the State Government. We give fund for beneficiaries over and above the committed liability. So, at the end of the year, i.e., today, whatever is the committed liability, of all the beneficiaries covered so far, the State Government will have to take responsibility. Next year, the inclusion of the new beneficiaries will be our responsibility. So, in the first year of every Five Year Plan, the liability of the Central Government is very, very low. But it will go on increasing and at the end of the Five Year Plan, whatever is the total liability, it would become the liability of the State Government. That is the reason why the allocation is so low for the next year.”

2.22 Asked whether the Ministry of Welfare has received proposals from all the State/UTs during the year 1996-97, the Ministry has stated that for 1996-97 proposals have been received from all State/UTs except the Government of Uttar Pradesh which has sent the proposal only for Scheduled Castes students. Proposal for Scheduled Tribe students is still awaited for which reminders have been issued. Likewise Lakshadweep and Chandigarh Administrations have not sent the complete proposals.

2.23 In their post evidence reply the Ministry of Welfare has furnished the following statement showing the financial and physical details in respect of Bihar since 1992-93 and stated that as against the coverage of beneficiaries of 1,89,474 in 1992-93, the coverage of beneficiaries declined to 68,695 in 1993-94. In 1994-95 it covered 1,86,607 beneficiaries, but in 1995-96 it again went down to 69,009 beneficiaries. The matter was taken up the Secretary, Welfare Department, Govt. of Bihar *vide* D.O. letters dated 29.12.1995 and 26.3.1996. No grant has been released for the year 1995-96 and 1996-97 as the State Government has with it an unspent balance of Rs.990.748 lakhs. The State Government, however, has anticipated coverage of 2,37,389 beneficiaries in 1996-97 which is 244% higher than the coverage of 69,009 beneficiaries in 1995-96. This is an encouraging sign, but modalities for timely payments to eligible students will have be ensured.

State: Bihar

Centrally Sponsored Scheme of Post Matric Scholarship to SC and ST Students

12

Year	Anticipated Total Expenditure	Actual Total Expenditure	Committed Liability of the State Government	Central Assistance Released	Unspent Central Assistance at the end of the year	(Rs. in Lakhs)	
						Anticipated Beneficiaries	Actually covered Beneficiaries
1992-93	2210.784	1910.18	1311.60	799.184 (plus Rs. 100.00 lakh as unspent central assistance from 91-92)	300.640	1,87,384	1,89,474
1993-94	2292.216	1211.60	1311.60	590.144 (restricted against due of Rs. 680.012 lakh)	890.748	3,76,387	*68,695
1994-95 not received	Proposal 1716.60	1662.60 683.51	1311.60 —	451.00 (adhoc Release) nil	990.748 —	No Proposal —	*1,86,607 *69,009
1995-96	3282.23	—	1311.60	nil	—	2,37,389	—
1996-97							

Note: * As reported by Bihar Govt. (Welfare Deptt.) in their letter dated 6.7.96.

2.24 The Committee note with concern that some discrepancies in the disbursement of stipend to SC/ST students have been noticed in the States of Karnataka and Maharashtra. Also the Ministry has admitted that some of the States send their proposals quite late. The Committee are not happy with situation. In their view the scheme should be monitored thoroughly and the Ministry should ensure that the proposals from all the States for grant of scholarship are received well within time.

2.25 The Committee note with distress that though the Ministry did not receive any proposal in the year 1994-95 for grant of Post-matric scholarship from the State Government of Bihar yet Rs. 451 lakhs was released to the State by the Central Government on an ad-hoc basis. Thus the State Government of Bihar has with it an unspent balance of Rs. 990.748 lakhs since 1994-95. The Ministry has further informed the Committee that the State Government has anticipated coverage of 2,37,389 beneficiaries in the year 1996-97 but modalities for timely payment to eligible students will have to be ensured. The Committee therefore, recommend that the Ministry should immediately pursue the matter with State Government of Bihar at the highest level so that timely payment of scholarships to eligible students are disbursed and ensure that the State Government achieves the anticipated target fixed for the year 1996-97 at the earliest.

*Major Head: 3601-3602
Scheme No. 4, 5, 20 and 21*

D. Schemes for Hostel facilities for SC/ST Students

2.26 The details of Budget Provision, expenditure incurred alongwith number of schemes during the last three financial year are as under:

Name of Scheme	Year	(Rs. in crores)		
		Budget Provision	Expenditure incurred	No. of Scheme
Boys Hostels for SCs	1995-96	10.00	14.68	104
	1996-97	10.00	9.50	
	1997-98	11.00	—	
Girls Hostels for SCs	1995-96	7.00	6.65	90
	1996-97	7.00	6.48	
	1997-98	8.00	—	
Boys Hostels for STs	1995-96	3.50	3.20	34
	1996-97	3.50	2.26	
	1997-98	4.00	—	
Girls Hostels for STs	1995-96	3.50	3.30	45
	1996-97	3.50	3.19	
	1997-98	4.00	—	

2.27 Asked whether any study for SC Hostels for boys and girls has been carried out by the Ministry, the Ministry has stated that the Evaluation study has been conducted in respect of Girls hostels in Assam and West Bengal by the All India Centre for Advancement of People (AICAP), New Delhi and the following discrepancies were pointed out:

“(i) Out of the total seats, 33.4% were occupied by SC students and 57.5% by ST students and 9% by general students. Reasons for non-availing of seats by SC Girls is due to insufficient number of SC students in high school/colleges and lack of awareness about the existence of Hostel facilities.

(ii) The other general discrepancies pointed out in the study report are lack of Security arrangements, entertainment facilities, non-availability of permanent Hostel staff, low quality of food and shortage of water etc.”

2.28 The Committee have further been informed by the Ministry that evaluation of the working of the ST girls hostel scheme in Kerala and West Bengal has been entrusted to the Tribal Research Institutes of these States. Similarly, evaluation study of ST boys hostel scheme in Assam and Madhya Pradesh has been entrusted to the TRIs of those States. All these research projects were sanctioned during 1995-96 and their reports are still awaited. The Ministry had earlier entrusted evaluation study to Social Policy Research Institute, Jaipur with regards to functioning of hostels for SCs and STs in the State of Bihar, Madhya Pradesh, Orissa, Rajasthan and Tripura. Their report has been received on 21.3.1997 and is under examination in the Ministry.

2.29 Asked whether any monitoring is being done by the Ministry to see that the hostels constructed under the scheme are functioning properly, the Ministry has stated that under the scheme of constructions of Hostels for SCs the Central Assistance is provided on 50:50 basis. The responsibility of maintenance of the Hostels rests with the State Governments.

2.30 In reply to the recommendations contained in para 2.52 of the Twelfth Report on Demands for Grants 1995-96, the Ministry had stated that the State Governments/UTs had been addressed in the matter of shortcomings like non-provision of adequate matching share in the State Budget, year-wise progress of construction of hostels reasons for slow progress of construction of hostels and non-utilisations of Central Assistance within the stipulated time etc.

2.31 When asked to State the progress achieved in regard to implementation of the recommendations of the Committee, the Ministry has stated that in pursuance of the above recommendation Welfare Minister had addressed letter to all the Chief Minister requesting for sending fresh proposals under the Centrally sponsored schemes alongwith utilisation certificate and physical progress reports for the amounts released earlier. Subsequent to this letter of Welfare Minister, the State Governments are being reminded regularly for timely submission of utilisation certificates and progress reports.

2.32 The Committee are concerned to note that the amount allocated for the year 1996-97 for Scheduled Tribe Girls/Boys Hostels has not been utilised fully. Out of Rs. 3.50 crores allocated for the boys hostels only Rs. 2.26 crores has been spent by the Ministry which is clearly indicative of their poor monitoring with the State Governments in this regard. The Committee therefore, urge upon the Ministry to take up the issue with the State Governments and ensure that the amount earmarked for the scheme is fully utilised during the current financial year.

2.33 The Committee note with distress that although some discrepancies were noticed by the Ministry in the maintenance of hostels for SC/ST students in the year 1995-96 in the States of Assam, West Bengal, Kerala and Madhya Pradesh, yet no remedial measures have so far been, taken by them. The reply of the Ministry that the report has been sent to the State Governments for taking remedial action is not satisfying to the Committee. In their view the Ministry has not attached due importance to the issue. The Committee therefore, strongly recommend that Ministry should take immediate steps to pursue the State Governments for removal of deficiencies noticed during the evaluation studies on the functioning of the hostels. Progress achieved in this regard should be communicated to the Committee within three months' time.

Major Head: 2225, 3601 and 3602

Scheme No. 9

E. Implementation of Protection of Civil Rights Acts, 1955 and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities Act), 1989

2.34. The Committee have been informed that the Protection of Civil Rights Act, 1955 was enacted in furtherance of Article 17 of the Constitution, under which untouchability was abolished and its practice in any form was forbidden. Subsequently, the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 was enacted to deter and penalise certain categories of crimes against Scheduled Castes and Scheduled Tribes by persons belonging to other communities.

2.35 During 1995-96, as against a provision of Rs.12.00 crores under the Centrally Sponsored Scheme for Implementation of PCR Act, 1955 and the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 an expenditure of Rs.15.28 crores was incurred. The allocation during 1996-97 was Rs. 15.50 crores out of which Rs.3.28 crores has been incurred upto 31.12.96. Allocation for 1997-98 is Rs 15.50 crores.

2.36 In a note furnished to the Committee, the Ministry has given the details of atrocities and other crimes committed against SCs & STs during 1994, 1995 and 1996 are as under:

S.No	Details of Atrocities & other Crimes	1994	1995	1996 (Provisional)
1.	Murder	651	646	560
2.	Hurt	5241	5232	4605
3.	Rape	1377	1241	1144
4.	Kidnapping & Abduction	315	350	265
5.	Dacoity	86	88	56
6.	Robbery	267	245	195
7.	Arson	569	540	429
8.	P.C.R. Act	1794	1599	1394
9.	SC & ST (POA) Act	16254	15405	9317
10.	Other offences	12373	13148	13794
	Total	38927	38494	31759

2.37 Asked whether the Government has identified the untouchability-prone areas in the country the Ministry has stated that the States which have been identified as untouchability-prone areas are as under:

Gujarat (11 Districts) Orissa (Coastal Districts); Karnataka (6 Districts) and Tamil Nadu (2306 villages). The PCR Act is intended to remove this social evil.

2.38 To a query whether all the State Governments have set up Special Courts to enquire into the untouchability cases, the Ministry of Welfare has stated that the establishment or specification of Special Courts is not mandatory under the Protection of Civil Right Act. Some States have specified existing courts as Special Courts. Exclusive Special Courts have been set up to try offence under the Act in the following States:

Andhra Pradesh	22
Bihar	4
Karnataka	4
Madhya Pradesh	4
Rajasthan	6
Tamil Nadu	4

2.39 Asked to state the reasons for non-setting of Special Courts by the States of Gujarat and Orissa to enquire into the cases of atrocities on SCs/STs, the Secretary Stated during evidence:

“Under the scheme, the State Government has to bear fifty per cent of the expenditure. If, the State Governments are ready to bear fifty per cent of their expenditure, we can have exclusive courts. A proposal is under consideration of the Government to make it mandatory under the law. The process of consultation with the State Governments is going on. That depends upon whether the State Governments accept the proposal or not. Then only it would be an obligation on the part of the State Governments to set up exclusive courts.”

2.40 The details regarding number of PCR Act, cases with Courts and their disposal, etc. are given below:

Year	No. of cases with the Courts	No. of cases disposed by Courts	No. of cases pending with Courts
1993	8062	970	7092
1994	9001	858	8143
1995	7039	476	6563

2.41 The reasons for slow progress in the disposal of cases under PCR Act have been stated as follows:

- (a) Lack of thorough and timely investigation by the police.
- (b) Lack of skill and sensitivity of the prosecution staff.
- (c) Complainants not appearing in the Court and succumbing to threats.
- (d) Complainants becoming nervous and hereby changing their statements during the course of Court proceedings.
- (e) Witnesses showing lack of strong evidence or sometimes turning hostile.
- (f) Extremely limited staying power of the complainants resulting in loss of interest in the cases.

2.42 The Committee are constrained to note that some of the States (Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Rajasthan and Tamil Nadu) have set up Special Courts to enquire into the cases of atrocities on Scheduled Castes/Scheduled Tribes, but the States of Gujarat and Orissa though identified as untouchability prone areas have not yet set up the Special Courts. The Committee, therefore, urge the Ministry to impress upon the State Governments of Gujarat and Orissa to set up Special Courts for quick disposal of cases. Also efforts should be made by persuading the State Governments to have exclusive courts to get the pending cases disposed off quickly. Steps taken and progress achieved in this regard should be communicated to the Committee within three month's time.

*Major Head-3601
Scheme No. 8*

F. National Scheme of Liberation and Rehabilitation of Scavengers

2.43. The Committee have been informed that as per the survey reports received from the State Governments, the total number of identified scavengers so far is 8.25 lakhs. During 1995-96 entire allocation of Rs. 90.00 crores was released. About 1.22 lakhs scavengers were targeted for rehabilitation during 95-96 and number of those likely to be trained will be 44,000. Allocation for 96-97 is Rs 90.00 crores The outlay for VIII Plan is Rs. 464.00 crores. Allocation for 1997-98 is Rs. 120.00 crores.

2.44 The Ministry has further informed that due to some constraints and inadequacies, the pace of implementations of the scheme was slow. The scheme has been modified *w.e.f.* 1.4.96 with the modifications:

- (i) Enhancing the stipend from Rs.150/- to Rs.500/-;
- (ii) Releasing Central assistance direct to SCDCs; and
- (iii) Introducing group scheme financing.

2.45 The details of achievements during the last 3 years for training and rehabilitation are as follows:

Sl.No.	Year	Targets	Trained	Targets	Rehabilitated
1.	1993-94	1,15,000	22,238	65,000	41,165
2.	1994-95	1,35,000	25,079	80,000	57,456
3.	1995-96	1,08,000	32,006	1,00,000	82,000

2.46 When pointed out that out of 8.2 lakh scavengers identified so far, only 2.50 lakh have been trained and rehabilitated, the Ministry of Welfare has stated that out of 8.25 lakh scavengers identified so far, only about 1.00 lakh and 2.50 lakhs have been trained and rehabilitated, respectively. The pace of progress is most of the States has been very slow. The major problems that hampered the speedy implementation of the scheme are:

- (i) inadequate stipend for training.
- (ii) delay in the transfer of funds by the State Governments to Scheduled Castes Development Corporation (SCDCs) For undertaking training and rehabilitation,
- (iii) enviable projects taken up as part of the rehabilitation package.
- (iv) The reluctance of banks to finance projects under the scheme.
- (v) Lack of co-ordinated implementation by States of the low-cost Sanitation Scheme of the Ministry of Urban Affairs and employment and the scheme of Liberation and Rehabilitation of Scavengers of the Ministry of Welfare.

2.47 Asked whether survey in all the States have been completed, the Ministry has stated that the survey has been completed in all the States except Bihar, West Bengal, Gujarat, Orissa and Sikkim. So far, a total No. of 8,25,572 scavengers have been identified. Some State Governments have ordered for re-survey, details of which are awaited.

2.48 During evidence the Secretary, Ministry of Welfare submitted as under:

“Our intention was to complete the scheme by the end of the Eight Five Year Plan. We have not been able to complete it. In fact even the Act which created the National Commission specified that the National Commission will be there only up to 31st March, 1997. So the expectation and presumption was that the entire work would be over and the country would be rid of the shame of scavenging. Unfortunately, because of the slow start, unattractive stipends and other factors, the progress was slow. So at one time, not so long ago, the figure, that was with us was that seven-

and-a-half lakhs of ex-scavengers had been identified. But when the survey continued, it has gone up to 8,25,000. Our fear is that it will not end there because two States are yet to complete their surveys and it is possible that a few other States may discover some people who have been left out. Although we are not encouraging it, that possibility is there."

2.49 The Committee pointed out that one of the major problems that hampered the speedy implementation of the scheme for scavengers is the reluctance of Banks to finance projects under the scheme and wanted to know the steps taken by the Ministry to overcome this problems the Secretary submitted as under:

"We can not prove it but it is a fact that there are problems in providing loans for economic activities. We have taken up the matter with the Department of Banking."

2.50 The Committee are not satisfied with the slow progress in the identification of scavengers which is evident by the fact that although 8,25,572 scavengers have been identified so far, yet the survey work in the States of Bihar, West Bengal, Gujarat, Orissa and Sikkim has not been completed so far. In view of the Committee if the pace of the survey remains the same, the Government will not be in a position to rehabilitate all the scavengers in the Ninth Five Year Plan period also. The Committee, therefore, strongly recommend that the programme should be monitored by the Ministry thoroughly and States should be persuaded to complete the survey at the earliest. Progress achieved in this regard should be communicated to the Committee within three month's time.

2.51 The Committee are constrained to note that out of 825 lakh scavengers identified so far, only 2.50 lakhs and 1 lakh have been rehabilitated and trained upto 1995-96. The Ministry has informed the Committee that the problems that hampered the speedy implementation of the scheme are inadequate stipend for training, delay in the transfer of funds by the State Governments to Scheduled Castes Development Corporation (SCDCs), unviable projects taken up as part of the rehabilitation packages, reluctance of banks to finance projects under the scheme, lack of coordinated implementation by States of the low-cost sanitation scheme of the Ministry of Urban Affairs etc. The Committee, therefore, urge upon the Ministry that the matter should be taken up at the highest level and State Governments/UTs should be persuaded to achieve the targets fixed for training and rehabilitation of scavengers. Also vigorous efforts should be made by the Ministry to overcome the deficiencies that have come in the way of training and rehabilitation of scavengers at the earliest. The Committee further desire that the issue regarding reluctance of banks to finance projects under the scheme should be taken up with the Department of Banking, Ministry of Finance and settled to enable the State Governments to enhance the training and rehabilitation programmes.

Major Head 2225
Scheme No. 7 and 26

G. Grants-in-Aid to Non-Governmental Organisations

2.52 The details regarding grants-in-aid given to the Non-Governmental Organisations involved in the welfare of SC/ST/OBC/Handicapped are given below:

(Rs. in crores)					
Sl. No.	Name of the Scheme/Programme	Total Number of Voluntary Organisations	Funds allocated in 1996-97	Fund released upto 31.12.96	B.E. for 1997-98
1	2	3	4	5	6
1.	Grant-in-aid to Voluntary Organisation for the Welfare of Scheduled Castes	299	17.33	4.30	20.00
2.	Grant-in-aid to Voluntary Organisation for the Welfare of Scheduled Tribes	86	5.00	2.45	10.00
3.	Assistance to Voluntary Organisation for the Disabled	327	16.70	7.07	1.70
4.	Assistance to Voluntary Organisation for Rehabilitation of Leprosy cured persons	15	1.00	0.33	1.50
5.	Assistance to Voluntary Organisation for manpower development in field of cerebral palsy and mental retardation	4	0.30	0.05	1.00
6.	Assistance to Voluntary Organisation for Prohibition and Drug abuse prevention	252	14.66	5.96	17.66
7.	Assistance to Voluntary Organisation for providing social defence services	—	0.44	0.15	0.44
8.	Scheme for Assistance to Voluntary Organisation for programme relating to aged persons	439	12.00	4.10	17.50
9.	Assistance to All India Voluntary Organisation in the field of Social Welfare	52	0.29	0.07	0.34
Total		1474	67.72	24.48	70.14

2.53 Asked to state the reasons behind enhancing the funds to the NGOs working for the welfare of SCs/STs, Prohibition and Drug Abuse Prevention and Programme related to aged person, the Ministry of Welfare submitted the following reasons:—

- In order to accommodate the deferred liability of the year 1996-97 and also to consider new proposals for the welfare of Scheduled Castes already received, an enhanced provision of Rs. 20 crores has been made for the financial year 1997-98.

- (b) The Ministry has identified 45 new proposals for the welfare of Scheduled Tribes which are clear in every respect and will be processed during the current year.
- (c) The Ministry has proposed to increase the coverage in certain areas including North East Region States which have been identified as more vulnerable to drug abuse.
- (d) The Ministry has to cater the demand for opening of new projects under the scheme for assistance to NGOs as it already has more than 1100 pending applications under the scheme for new projects.
- (e) It is also proposed in 1997-98 to have a revision in the rates of various components to NGOs such as honorarium/salary paid to staff, equipment etc. to make it more in line with the actual ground realities of cost and expenses.

2.54 A Study Group of Parliamentary Standing Committee on Labour and Welfare undertook an on-the-spot visit to some Institutions being run by Non-Government Organisations under the Ministry of Welfare namely (i) "Nav Jyoti" Delhi Police Foundation, Sarai Rohilla, New Delhi, (ii) "Amar Jyoti Charitable Trust" Karkardooma, Vikas Marg, New Delhi, (iii) Bapu Nature Cure Hospital and Yogashram, Gandhi Nidhi, Patparganj, Delhi, and (iv) Spastics Society of Northern India, Balbir Saxena Marg, Hauz Khas, New Delhi on 31 March, and 1st April, 1997 and examined the functions of these Institutions. One of the major complaints from these NGOs were relating to delay in release of the grants from the Ministry of Welfare. It was also brought to the notice of Study Group that the fund allocated by the Ministry of Welfare was inadequate with the result they face difficulty in meeting the requirements of the schemes being run by them.

2.55 In reply to a question about the difficulties being faced by the NGOs in the implementation of various schemes, the Ministry of Welfare has stated that main complaints are relating to (i) Delays in submission of Inspection Reports from the State Governments/UTs and (ii) inadequate scale of grants-in-aid for various projects as per the existing norms under the scheme.

2.56 In this regard the Secretary, Ministry of Welfare stated during evidence as under:—

"Our difficulty is in terms of not getting timely reports from the State Governments which result in crowing of activities at the end of the financial year. That is the major problem we are facing. In some cases, the reports do not come in. So, those institutions do not get money because we cannot give the money without the recommendations of the State Governments."

2.57 Asked whether the Ministry has received complaints regarding misappropriation of funds by NGOs, the Committee has been informed that 9 NGOs in 1994-95, 2 in 1995-96 and 11 in 1996-97 for SCs were detected. Similarly two cases where the NGOs were working for the welfare of STs were found in the embezzlement of funds and their audit reports are under examination

of the Ministry. Some NGOs not familiar with the accounting procedure have been incurring expenditure on an item which should appropriately have been looked under a different head. Thus, technically there is misappropriation in some cases. A list of NGOs whose grant-in-aid has been stopped since 1994-95 due to one reason or the other is given at *Annexure III*.

2.58 As regards steps taken by the Government against these NGOs, the Ministry has stated that on receipt of complaints, the Ministry stops future release of grants to them and asks for an enquiry report from the State Government on their working and if it is found that they have misutilised the money, the Government asks for its refund and request the State Government to take over the aspects out of the grant.

2.59 Asked whether all the States/UTs have set up Committees under the Chairmanship of the Chief Secretary with the representatives of the concerned departments, NGOs and elected representatives to streamline and monitor the performance of NGOs, the Secretary state during evidence:

“Sir, I regret that we have not got up-to-date information on this. We know that such a general decision and consensus was arrived at, but we do not yet have information. All can submit before the hon. Committee is that the Central Ministry, that is, Welfare Ministry, is in the process of setting up of a Committee at the Central level for this and other purposes such as monitoring the work of NGOs, that is, voluntary organisation. But about the States, I will have to pursue the matter and find out the latest position. I very much regret to say that we do not have that information with us.”

2.60 The Committee pointed out that a large fund is sanctioned from the Central Budget, but the same is misutilised by the NGOs due to lack of monitoring and asked about the action taken by the Ministry in this regard. The secretary stated during evidence:

“Sir, as I understand, we have to have a much better system of monitoring and we need to have a clear-cut system of taking firm action against those NGOs who have been indulging in irregularities.”

2.61 To a query that some NGOs which were blacklisted earlier were given grants subsequently, the Secretary Stated during evidence:

“That would be possible if the blacklisted NGOs can satisfactorily explain to both the State Government and the Central Government that they were not at fault or there was some technical lacuna which they have now corrected. But there would be no whitewashing of a black deed. That would not be possible. We would not allow it.”

2.62 The Committee note with distress that although various schemes of the Ministry of Welfare are being run by Voluntary Organisations, yet their performance has not been satisfactory. Out of Rs. 67.72 crores allocated for the year 1996-97 to 1474 NGO's, only Rs. 24.48 crores was released by the Ministry upto 31 December, 1996. In view of the Committee, the involvement

of NGOs in running the scheme is essential but monitoring of their performance is also very important. The Committee, therefore, strongly recommend that the Ministry of Welfare should devise steps to monitor the functioning of NGOs regularly. For this Committees at Central and State level should be constituted immediately as has been asserted by the Secretary, Ministry of Welfare during evidence. These Committees should invariably invoke MPs and MLAs as the case may be. Steps taken in this regard should be communicated to the Committee within three months' time.

2.63 The Committee note with distress that during the year 1994-95 grants-in-aid to 74 NGOs has been stopped against whom there were complaints regarding misappropriation of funds. While viewing this situation with great concern, the Committee strongly recommend that Ministry of Welfare should make all out efforts to recover the amounts released to these NGOs through State Governments at the earliest. Also efforts should be made to persuade the State Governments to send their inspection reports regarding functioning of NGOs in time.

2.64 During their on-the-spot study visits to some of the institutions being run by the voluntary organisations, the Committee have noticed that the Ministry releases grants-in-aid to these organisations in the fag end of the financial year which in turn hamper their functioning. The Committee, therefore, recommend that the grants-in-aid to voluntary organisations should either be released in the beginning of the financial year or in instalments to enable them to run the schemes efficiently. Also officers of the Ministry should have a close watch over the functioning of these institutions by paying visits on a regular basis. Steps taken in this regard should be communicated to the Committee within three months' time.

Major Head: 3601

Scheme No. 19

H. Special Central Assistance to Tribal Sub-Plan

2.65 The Committee have been informed that as per Planning Commission's estimate for 1987-88, 52.6% of the tribals living in rural areas are below poverty line. The commitment towards tribal welfare is built into the Constitution of India which provides for an elaborate framework for socio-economic development of Scheduled Tribes and for preventing their exploitation by other groups of the society.

2.66 The main instrument of achieving constitutional objectives is the Tribal Sub-Plan. The Tribal Sub-Plan is implemented through 194 Integrated Tribal Development Projects (ITDP), 252 pockets of Modified Area Development Approach (MADA) and 78 clusters in 20 tribal sub-plan States/UTs. In addition, 75 Primitive Tribal Groups have been identified in 15 States/UTs.

of the Ministry. Some NGOs not familiar with the accounting procedure have been incurring expenditure on an item which should appropriately have been looked under a different head. Thus, technically there is misappropriation in some cases. A list of NGOs whose grant-in-aid has been stopped since 1994-95 due to one reason or the other is given at *Annexure III*.

2.58 As regards steps taken by the Government against these NGOs, the Ministry has stated that on receipt of complaints, the Ministry stops future release of grants to them and asks for an enquiry report from the State Government on their working and if it is found that they have misutilised the money, the Government asks for its refund and request the State Government to take over the aspects out of the grant.

2.59 Asked whether all the States/UTs have set up Committees under the Chairmanship of the Chief Secretary with the representatives of the concerned departments, NGOs and elected representatives to streamline and monitor the performance of NGOs, the Secretary state during evidence:

“Sir, I regret that we have not got up-to-date information on this. We know that such a general decision and consensus was arrived at, but we do not yet have information. All can submit before the hon. Committee is that the Central Ministry, that is, Welfare Ministry, is in the process of setting up of a Committee at the Central level for this and other purposes such as monitoring the work of NGOs, that is, voluntary organisation. But about the States, I will have to pursue the matter and find out the latest position. I very much regret to say that we do not have that information with us.”

2.60 The Committee pointed out that a large fund is sanctioned from the Central Budget, but the same is misutilised by the NGOs due to lack of monitoring and asked about the action taken by the Ministry in this regard. The secretary stated during evidence:

“Sir, as I understand, we have to have a much better system of monitoring and we need to have a clear-cut system of taking firm action against those NGOs who have been indulging in irregularities.”

2.61 To a query that some NGOs which were blacklisted earlier were given grants subsequently, the Secretary Stated during evidence:

“That would be possible if the blacklisted NGOs can satisfactorily explain to both the State Government and the Central Government that they were not at fault or there was some technical lacuna which they have now corrected. But there would be no whitewashing of a black deed. That would not be possible. We would not allow it.”

2.62 The Committee note with distress that although various schemes of the Ministry of Welfare are being run by Voluntary Organisations, yet their performance has not been satisfactory. Out of Rs. 67.72 crores allocated for the year 1996-97 to 1474 NGO's, only Rs. 24.48 crores was released by the Ministry upto 31 December, 1996. In view of the Committee, the involvement

of NGOs in running the scheme is essential but monitoring of their performance is also very important. The Committee, therefore, strongly recommend that the Ministry of Welfare should devise steps to monitor the functioning of NGOs regularly. For this Committees at Central and State level should be constituted immediately as has been asserted by the Secretary, Ministry of Welfare during evidence. These Committees should invariably invoke MPs and MLAs as the case may be. Steps taken in this regard should be communicated to the Committee within three months' time.

2.63 The Committee note with distress that during the year 1994-95 grants-in-aid to 74 NGOs has been stopped against whom there were complaints regarding misappropriation of funds. While viewing this situation with great concern, the Committee strongly recommend that Ministry of Welfare should make all out efforts to recover the amounts released to these NGOs through State Governments at the earliest. Also efforts should be made to persuade the State Governments to send their inspection reports regarding functioning of NGOs in time.

2.64 During their on-the-spot study visits to some of the institutions being run by the voluntary organisations, the Committee have noticed that the Ministry releases grants-in-aid to these organisations in the fag end of the financial year which in turn hamper their functioning. The Committee, therefore, recommend that the grants-in-aid to voluntary organisations should either be released in the beginning of the financial year or in instalments to enable them to run the schemes efficiently. Also officers of the Ministry should have a close watch over the functioning of these institutions by paying visits on a regular basis. Steps taken in this regard should be communicated to the Committee within three months' time.

*Major Head: 3601
Scheme No. 19*

H. Special Central Assistance to Tribal Sub-Plan

2.65 The Committee have been informed that as per Planning Commission's estimate for 1987-88, 52.6% of the tribals living in rural areas are below poverty line. The commitment towards tribal welfare is built into the Constitution of India which provides for an elaborate framework for socio-economic development of Scheduled Tribes and for preventing their exploitation by other groups of the society.

2.66 The main instrument of achieving constitutional objectives is the Tribal Sub-Plan. The Tribal Sub-Plan is implemented through 194 Integrated Tribal Development Projects (ITDP), 252 pockets of Modified Area Development Approach (MADA) and 78 clusters in 20 tribal sub-plan States/UTs. In addition, 75 Primitive Tribal Groups have been identified in 15 States/UTs.

2.67 Special Central Assistance is an important component of flow funds for tribal sub-plan to be made available to States on the basis of a set of criteria.

2.68 The Budget provision for 8th Plan is Rs. 1250.00 crores. The provision made and fund released to the States/UTs during the last three years are as under:

Year	Budget Provision (Rs. in crores)	Amount Released (Rs. in crores)	Target fixed for STs to be assisted under Point 11(b) of 20 Point programme (Families in Lakhs)
1994-95	275.00	275.00	10.12
1995-96	330.00	330.00	10.83
1996-97	330.00	330.00	10.85
1997-98	330.00	—	—

2.69 In reply to the recommendation contained in para 2.64 of the Second Report on Demands for Grants 1996-97 regarding authentic data of scheduled tribes living below poverty line the Ministry of Welfare has stated that NSSO is being reminded regularly for providing the necessary data. Asked whether the NSSO has since furnished the information the Ministry of Welfare has stated that Ministry of Welfare has been coordinating with the Planning Commission (Department of statistics) and the NSSO itself to get the necessary date as quickly as possible. The department of statistics has informed this Ministry *vide* their letter No. M-1211/2/94-NSSO-CPD dated 28th January, 1997 that the required data has already been sent to the Deputy Adviser (Perspective Planning Division), Planning Commission 30th December, 1996. This Ministry has, therefore, again written to the Planning Commission asking them to derive the State/UT-wise number and proportion of SC and ST persons below poverty line in comparision to rest of the population and to sent it to this Ministry's own use. No reply has so far been received from the Planning Commission in this regard. The matter is being pursued with the Planning commission for eliciting an early response.

2.70 The Ministry has further stated that in view of the specific recommendation of the standing Committee to utilise the services of the Tribal Welfare Department of the States for conduting a separate survey for identifying the tribals living below the poverty line the Ministry of Welfare has requested secretaries of Tribal Welfare Departments of the states to undertake a separate survey for identifying the tribals living below the poverty line only on 10th of March, 1997 and given them a period of three months to complete the survey. As such, it is too early to be able to say what is the latest position of the survey conducted by the State Govts./UTs in this regards. State Governments/UTs will be reminded after one month to know the latest position of the survey. It is hoped that the reports based on this survey will start flowing in by the middle of June, 1997.

2.71 Asked to state whether the Scheme is being monitored by the Ministry at regular intervals the Ministry has stated that the scheme is being vigorously monitored in the Tribal Development Division of the Ministry of Welfare. A

statement showing physical targets and achievements against SCA to TSP released to States/UTs during 1994-95 and 1995-96 is given at *Annexure IV*. The performance for obtaining physical and financial progress reports quarterly have been laid down and circulated to the State Governments. Utilisation reports are being insisted upon for release of funds. The latest position with regard to Special Central Assistance to TSP released in 1994-95, 1995-96 and 1996-97 alongwith information of utilisation of the funds is given at *Annexure V*. Wherever the funds have not been fully utilised, the Ministry pursues the matter with the State Government to ensure that funds are utilised for the purpose for which they have been released.

2.72 The Committee note that as per Planning Commission's estimates for the year 1987-88, 52.6% of tribals living in rural areas are below poverty line. Since then no National level survey has been conducted. Keeping in view the fact, the Committee in their Second Report on Demand for Grants of the Ministry of Welfare (1996-97) which was presented to Parliament in August, 1996 have recommended that the survey in regard to Scheduled Tribes should immediately be taken up by utilising the machinery available with them at State level, District level and Block level. The Ministry in their Action Taken reply has stated that the Secretaries of Tribal Development Departments of the States have been asked to undertake a survey for identifications of the STs living below the poverty line on 10.3.97 and given them a period of three months to complete the survey. The Committee are not at all satisfied with the reply of the Ministry. In their view the Ministry has taken a very casual approach towards the issue which is evident by the fact that it took about seven months by the Ministry to react on the recommendation of the Committee. The Committee, therefore, strongly recommend that the Ministry should attach priority to the scheme and ensure that survey work is completed by the end of June, 1997 as has been stated by them.

2.73 The Committee further note that target fixed for STs to be assisted during the year 1995-96 has not been achieved by the State of Assam, Madhya Pradesh, Rajasthan and West Bengal whereas the Ministry claims that the scheme is being monitored by them regularly. The Committee, therefore, strongly recommend that the Ministry should improve their monitoring mechanism and should take up with the aforesaid State Governments for proper implementation of the scheme in future. For this the matter should be taken up by the Ministry at the highest level. Also efforts should be made to persuade the State Governments/UTs for full utilisation of the funds released by the Ministry. Steps taken by the Ministry in this regard should be communicated to the Committee within three months' time.

Major Head: 2235

I Welfare of Handicapped

2.74 The Committee have been informed that the Ministry of Welfare gets specialised and technical inputs from 5 National Institutes and 2 Apex Level Institutes which work under the control of the Ministry of Welfare. The Budget Provision, expenditure made during 1996-97 and B.E. for 1997-98 are as under:—

S.No.	Name of the Institutes	Allocation (1996-97)	Expenditure (as on 31-12-1996)	Budget Provision 1997-98 (Rs. in crores)
1.	National Institute for Social Defence New Delhi	0.85	0.38	1.10
2.	National Institute for the visually handicapped (NIVH) Dehradun	3.91	2.03	3.92
3.	National Institute for the Orthopaedically Handicapped (NIOH), Calcutta	2.93	0.94	2.94
4.	Ali Yavar Jung National Institute for the Hearing Handicapped (NIHH) Bombay	4.18	1.19	4.19
5.	National Institute for the Mentally Handicapped (NIMH) Secunderabad	3.58	1.50	3.59
6.	National Institute of Rehabilitation Training & Research (NIRTAR) Cuttack; and	3.75	3.44	2.94
7.	Institute for the physically Handicapped (IPH) New Delhi	2.38	1.28	2.39
Total :		21.58	10.76	21.07

2.75 Asked whether any independent evaluation has been undertaken by the Ministry to assess the services catered by these Institutions, the Ministry has replied that Dr. Balu Shankaran, retired DGHS, made an independent assessment of the working of all the national Institutes in 1992-93.

2.76 Asked whether the suggestions made by Dr. Balu Shankaran in regard to functioning on National Institutes have been implemented. The Ministry of Welfare has stated the following details.

Sl. No.	Suggestions made by Dr. Balu Shnkaran	Details of implementation of suggestions
1	2	3
1.	Various Departments of the Institutes are doing adequate quantum of work. However, better coordination is required.	A coordination Committee (for each Institute) is being constituted to coordinate various academic, extension and service activities performed by the institutes.
2.	The service condition of faculty and employees should be so structured that each one gets two promotional/higher scales during a thirty year span. Uniform recruitment rules may be framed for all Institutes.	Decision on these issues is awaiting implementation of recommendations of Fifth Pay Commission.
3.	Construction of Sufficient buildings be taken up to cater to the requirements of the Institutes.	Funds have been released in 1996-97 for the purpose. Steps are being taken to approve construction proposals by SFC/EFC by May, 1997. Construction of these projects will be taken up immediately thereafter.
4.	Professional persons should be appointed as Leader (Directors) of these Institutes.	Directors of National Institute for Mentally Handicapped, National Institute for Hearing Handicapped, National Institute for Rehabilitation Training and Research, and National Institute for the Orthopaedically Handicapped are professionals. Appointment of Director, Institute for the Physically Handicapped is in the process. Efforts are being made to appoint Director for the National Institute for the Visually Handicapped also.

2.77 The Committee have been further informed by the Ministry that there have been cases of misappropriation of funds by the NGOs working in the field of Handicapped welfare. The details of inefficient NGOs that have been detected during the last three years alongwith the reasons are given below:

Sl. No.	Name & Address of NGOs	Irregularity detected/reasons
1	2	3
1.	Swami Ajarnand Andh Vidyalaya, Haridwar, Uttar Pradesh.	An employee of the organisation complained about misappropriation of funds and Mismanagement by the organisation. State Government of UP have been requested to conduct an inquiry. Report is awaited.

1.	2.	3.
2.	K.S. Shastri Samarak Sansthan, Kanpur, Uttar Pradesh	The State Government of UP has informed that the organisation is not running any vocational training centre for the blind and has not utilised grant-in-aid sanctioned during 1994-95.
3.	Manav Vikas Sansthan, Haridwar, Uttar Pradesh	The State Government of UP informed that the organisation is bogus.
4.	Viklang Kalyan Seva Sansthan, Muzzafarnagar, Uttar Pradesh	The State Government of UP informed that the organisation is bogus.
5.	Bahujan Hitay Sansthan Barabanki, UP	Government of UP informed that the organisation is not running any school for blind.
6.	Shri Devraha Baba Shiksha Samiti, Delhi	The Government of NCT, Delhi reported that the organisation is not functioning in a proper manner.
7.	Surya Kalyan Sansthan, Lucknow, UP	State Government of UP has been asked to conduct an enquiry. Report is awaited.
8.	Harijan Adivasi Mahila Seva Sansthan, Purnia, Bihar	
9.	Home for M.R. and Psychological sufferers, Patna	An agency appointed by CAPART on orders from Ministry of Rural Development recommended to blacklist these organisations on the basis of enquiry into their functioning.
10.	Haldia Samaj Kalyan Parishad, Midnapur, West Bengal.	
11.	Gandhi Seva Trust, Hingoli, Maharashtra	

2.78 When asked whether criminal prosecution has been initiated against the NGOs who have misused the funds, the representatives of the Ministry stated:

“The criminal part we really cannot take up. We can only tell to the law and order authority of the State to take criminal action. We can file a case with the CBI. We thought the best course of action is to inform the State Government. The State Government on its own should swing into action. The State Government can derecognize the organisation. We will not be able to handle the criminal part from our Ministry. The support of State Government is required.”

2.79 Asked whether the matter regarding financial irregularities has been taken up at Minister's level, the representative of the Ministry replied:

“The matter has come as a question in the Parliament. This was brought to the notice of the Minister. The Minister has proposed to have a committee

of the Members of Parliament at the National Level. It will be chaired by him. Very recently we have placed it before the Parliament Secretariat for giving the names of Members of Parliament. Also, the matter is pending with the cabinet secretariat for clearance because when a committee is chaired by a Minister, it has to be approved by the Prime Minister. Then only we can issue notification. Once this committee is formed, we will have an early meeting to discuss this matter and accordingly take action."

2.80 The Committee note that Dr. Balu Shankaran, Retd. DGHS made an independent assessment of the working of 5 National Institutes and 2 Apex Level Institutions running under the scheme—Welfare of Handicapped in the year 1992-93. However, the suggestions made by Dr. Shankaran has not so far been implemented by the Ministry even after a lapse of four years. The Committee take a serious note of the fact that the Ministry have not been able to form a Coordination Committee to coordinate various Academy extension service activities performed by the institutes so far which is clearly indicative of poor monitoring by the Ministry in this regard. The Committee, therefore, strongly recommend that the Ministry should have a thorough monitoring over the functioning of these institutes and ensure that the suggestions made by Dr. Shankaran are implemented without further loss of time. Progress achieved in this regard should be communicated to the Committee within three months time from the presentation of this Report.

2.81 As regards voluntary organisations which are working in the field of Handicapped Welfare should be released grants-in-aid in instalments and their performance should be monitored at regular intervals. The Committee would also like to have details of action initiated by the State Governments in case of bogus NGOs working in the field of Handicapped Welfare within three months from the presentation of this Report.

Major Head 3601

Scheme No. 55

J. Scheme for Prohibition and Drug Abuse Prevention

2.82 The Committee have been informed that during 1995-96 against a provision of 15.16 crores an amount of Rs. 11.09 crores was released. About 252 voluntary organisations/institutions were financially assisted for maintenance/setting up of de-addiction and counselling centers for treatment, follow-up and rehabilitation of drug addicts. Provision for this scheme for 1996-97 was Rs. 14.66 crores and out of which Rs. 9.57 crores i.e. 66% was released to various voluntary organisations upto March, 31 1997. The outlay for VIII Five year Plan for this scheme is Rs. 71.66 crores. The allocation for 1997-98 is Rs. 17.66 crores.

2.83 When asked about the reasons for less utilisation of funds during 1996-97, the Committee was informed that insufficient recommendations from State Governments/UTs and incomplete proposals from NGOs resulted in less utilisations of allocated funds during 1996-97. When asked about the reasons for Rs. 3.00

crores more allocated to the scheme during 1997-98 despite the fact the only 66% money was utilised during 1996-97, the Secretary, Ministry of Welfare stated during evidence:

"The scheme is under revision and we shall have to review the emoluments for the Doctors and the para-medical staff working at these centres. The expenditure on this count is like to go up. In view of this factor and also the fact that we are going to ensure that we have a speedier and faster examination and implementation of the proposals, we felt that we should propose a higher allocation for the present year.

2.84 When asked about the manner in which the entire money sanctioned in B.E. 1997-98 would be utilised, the representative of the Ministry stated:

"We made a survey on drug abuse in the north-eastern States where this is quite rampant. We are planning to have more programmes in the north-eastern States. We are working out the details. We are trying to identify the good NGOs that are working in other parts of India. These programmes will give some additionally to our present efforts. As was being mentioned, firstly about increasing the emoluments and secondly about giving training to equip these people with better skills to deal with these problems, I would like to submit that we are planning to do something. A NGOs federation has been formed. We consult with them; we discuss with them various matters. These would improve the situation and I think, money would be spent in these areas on these programmes where it is not going on properly. That is the reason why we have asked for additionalities in the Plan Budget.

2.85 The year-wise number of drug addicts registered in the centres receiving grants from the Ministry under the scheme for Prohibition and Drug Abuse Prevention for the last 3 years is as follows:

Year	No. of Addicts Registered
1993-94	2,90,628
1994-95	3,12,118
1995-96	2,82,266

2.86 In reply to a question the Ministry of Welfare has stated that the main reasons for the increase in the registration of drug addicts is because of the greater awareness programmes of this Ministry and the various centres assisted by the Ministry. Drug Addicts who otherwise would have gone without any treatment are now encouraged to go to the centres for treatment. The outreach programme of the NGOs are specifically meant to identify drug abusers as well as potential and marginal drug abusers and induce them to take proper treatment and counselling facilities.

2.87 Asked whether the Ministry of Welfare has an authentic data of woman, Child Drug Addicts and commercial sex workers in the drug prone areas who are suffering from HIV/AIDS, the Ministry of Welfare has stated the while, a comprehensive national level data has not been compiled, there are studies which indicate rising incidence of drug abuse and HIV/AIDS infection amongst these groups. For example, study and workshop on drug abuse and HIV/AIDS infected street children in 4 cities (Delhi, Calcutta, Mumbai, Hyderabad) sponsored jointly by the Ministry of Welfare, Ministry of Health and UN bodies point to rising cases of drug abuse amongst street children.

2.88 In reply to another question the Ministry of Welfare has stated the number of De-addiction camps organised in the last three years are as follows:

Year	No. of De-addictions Camps
1993-94	66
1994-95	53
1995-96	37

2.89 When asked whether the scheme is being monitored regularly, the Ministry of Welfare replied that the monitoring of the programmes initiated under the scheme for Prohibition and Drug and Abuse Prevention is based on the collection of information and statistics in the prescribed proforma on quarterly basis from the Counselling and De-addiction centres funded by the Ministry. In order to evolve a uniform system for the maintenance of records, a set of structured proforma has been prepared and supplied to all the concerned NGOs. In addition to the above, the voluntary organisations are required to furnish utilisation certificate and the audited accounts verified by Chartered Accountant. The second instalment to the NGO is released only on the basis of the inspection Report and recommendation of the State Governments.

2.90 When asked about steps taken by the Ministry of Welfare for the effective implementation of the scheme, the Secretary Ministry of Welfare stated during evidence as under:

"De-addiction is much more complicated and difficult affair. I have also found that the States like Gujarat, Maharashtra and most of the Southern States there is a good balance, de-addiction is a very difficult part and counselling is the easier part. In my State UP and another neighbouring States, I have found that there has been preponderant number of counselling voluntary organizations and a very few de-addiction one. That is one loophole which I am trying to plug. We are in the process. We will shortly finalise major changes and then we will go up to the new Committee which the Additional Secretary has mentioned. That will be headed by our Minister. We are going to suggest that there should be a

definite linkage between de-addiction and counselling. So, de-addiction is a more difficult job and the counselling is the easier job. One can send cases to other and *vice versa*. I can understand why areas in Deoria, Jaunpur, Allahabad, and Karchana having Counselling Centres, not de-addiction centres. That makes me doubly suspicious. But once we do the survey which we have already been directed to do, I think there some pattern will emerge.

2.91 The Committee have been further informed that as per the terms and conditions of the schemes the accounts, of the grantee NGOs are required to be audited by the Chartered Accountants. The audit of grantee NGOs, which receive grant-in-aid more than Rs. 25 lakhs per annum is also undertaken by the Comptroller and Auditor General under the provision of Section 14 & 15 of the C.A.G's (DPC) Act, 1971. These audited accounts are scrutinised closely before release of final instalment of grant-in-aid.

2.92 The Committee note with concern that the Ministry of Welfare has not attached its seriousness towards the social evils such as Prohibition and Drug Abuse Prevention, which is evident by the fact that the Ministry has no authentic data with them about the drug addicts as well as commercial sex workers suffering from HIV/AIDS. In view of the Committee, unless the Ministry has an authentic data of drug addicts throughout the country, they will not be in a position to plan for its prevention in a proper way. The Committee, therefore, recommend that efforts should be made to conduct a comprehensive survey of drug addicts and sex workers suffering from HIV/AIDS with the help of machinery available with the Ministry at district and block levels. Steps taken in this regard should be communicated to the Committee within three months time.

2.93 The Committee note that less number of de-addiction camps were organised by the Ministry in the year 1995-96 whereas the number of addicts increased, which is indicative of the poor planning by the Ministry. The Committee, therefore, recommend that the Ministry should have a thorough monitoring over the scheme and efforts should be made to increase de-addiction camps to be organised keeping in view the increasing number of addicts. Also the Ministry should have a thorough monitoring on the functioning of voluntary organisations working in the field of Drug Abuse Prevention. A complete list of bogus NGOs working in the field of Prohibition and Drug Abuse Prevention alongwith final action initiated against them shuold also be furnished to the Committee within three months of the presentation of this Report.

Scheme No. 68**K. Scheme for Development of Urban Wakf Properties
(Non Plan Scheme)**

2.94 The Committee have been informed that Wakfs are permanent dedications of movable or immovable properties for purpose recognized by the Muslim Law as pious, religious or charitable. Apart from their religious aspect, the Wakfs are also instruments of social good as the benefits accrue to the needy in socio-economic and educational fields.

2.95 With a view to improving the financial position of the Wakfs and the Wakf Boards and to enable them to enlarge the areas of their Welfare work, the Central Government has been giving, since 1974-75, grant-in-aid to the Central Wakf Council, (a statutory body set up by it). This grant is meant for the specific purpose of advancing financial assistance to Wakf Boards/Wakf Institutions in the country for the development of their Urban Wakf Properties.

2.96 It has been further stated that for the year 1996-97, a provision of Rs. 1.25 crores (Non-Plan) has been made under this scheme and Rs. 0.20 crore has been released to the Council upto December, 31, 1996. The Council has utilised this amount by giving loan to three approved scheme, two from Karnataka and one from Orissa. The Council proposes to utilise the balance grant of Rs. 1.05 crores by giving next instalment to ten approved ongoing/new schemes. The budget provision for 1997-98 for this scheme is Rs. 1.40 crores.

2.97 During evidence the Committee desired to know the reasons for delay in the release of instalment to the Wakf Boards, the Secretary, Ministry of Welfare stated:

“This case is within my personal knowledge. Initially only Rs. 20 lakhs had been released upto December, 1996. But proposals for more cases had already been submitted to the Chairman of the Central Wakf Commission, that is the welfare Minister. They were not cleared and were held up for discussion twice.

He further added:

I recall that finally he approved those cases but that was after the end of December. It was in January, I think. That is why, unfortunately the expenditure figures are not reflected upto the end of December. The proposals were submitted much in advance of December. But the Chairman of the Wakf Board or the Minister was not saying yes. Two to three rounds of discussions took place and then these were cleared.

2.98 Asked whether the Wakf Act has been implemented by all the States/UTs, the Secretary stated:

“The Wakf Boards have been set up by five States, Andhra Pradesh, West Bengal, Meghalaya, Madhya Pradesh and Gujarat. But others have not yet

set up their State Wakf Boards. Several States have indicated that they are in the process of framing rules and setting up their Boards.”

2.99 To a query whether the Wakf Tribunals have been set up in all the States and Union Territories to decide the disputes Pertaining to Wakfs, the Secretary replied:

“Only one State, that is, Madhya Pradesh, has set up this Tribunal. There is nothing preventing any State from setting up more than one Tribunal. The Tribunal has decided a large number of cases. We have no information about any other State having any Tribunal.”

2.100 Asked whether any survey of the Wakf Properties have been conducted by the Ministry, the Secretary stated:

“No, not even the most basic survey has been done. The Wakf (Act) has prescribed that each State will set up a Survey Commissioner along with Assistant Commissioners to do the survey of the properties but this has not yet been done. Only after that, we would be getting any kind of data basic as to how many Wakf properties there are and what the income of a mutawalli might be and what he is getting.”

2.101 Asked whether Ministry of Welfare has received complaints regarding misutilisation Wakf Properties by the Mutawalli, the Secretary submitted:

“Complaints have been sent to us without any opinion expressed by the Hon. Committee. We had referred that to the State Government. Apart from that, there are about 50 other complaints separately received by us directly from some State and on those we are making enquires from the State.”

2.102 The Committee note with concern that out of Rs. 1.25 crores earmarked for the year 1996-97 for the scheme for development of Wakf Properties, only Rs. 25 lakhs was released to the council upto 31.12.96. The reason put forth by the Ministry for the delay in releasing the amount that the proposal was held up at the Minister’s level is not satisfying to the committee. In their view the Ministry has been a very casual approach on the issue. The Committee, therefore, recommend that the ministry should have a thorough monitoring over the scheme and efforts should be made to avoid such delays in future. The committee would also like to have the details of schemes for which the money has been released to the council within three months of the presentation of this report.

2.103 The Committee are distressed to note that most of the States have not framed rules and set up Wakf Boards in accordance with the Wakf Act even after the lapse of about two years. In view of the Committee, the monitoring of the Ministry over the entire scheme has been very poor. The committee further note that only 1 State i.e. Madhya Pradesh has so far set up Wakf Tribunals for deciding disputes pertaining to Wakfs which is indicative of the fact that the Ministry has not given due attention to the issue. The Committee,

therefore, strongly recommend that vigorous efforts should be made for setting up of Wakf Boards and Tribunals by persuading the State Governments at the highest level without further loss of time. Also the State Governments should be persuaded to have a thorough survey of Wakf Properties by appointing Survey Commissioners at the earliest. Steps taken in this regard should be communicated to the Committee within three months' time.

NEW DELHI;
21 April, 1997

1 Vaisakh, 1919 (Saka)

MADHUKAR SIRPOTDAR,
Chairman,
Standing Committee on Labour and Welfare.

Schemes/Programmes Implemented by the Ministry of Welfare

I. SCHEMES FOR THE DEVELOPMENT OF THE SCHEDULED CASTES

1. Special Central Assistance to the State Special Component Plans.
2. Post Matic Scholarships.
3. Pre-matric Scholarships for the children of those engaged in unclean occupations.
4. Scheme for Upgradation of Merit of SC/ST students.
5. Coaching and Allied scheme.
6. Book Banks.
7. Girls Hostels.
8. Boys Hostels.
9. Research and Training.
10. Implementation of PCR Act and Prevention of Atrocities Act.
11. Liberation and Rehabilitation of Scavengers.
12. National Scheduled Castes, Scheduled Tribes Finance and Development Corporation.
13. Grant-in-aid to Voluntary Organisations.
14. Special Education Development Programmes for Girls belonging to SCs.
15. Share Capital Contribution to Scheduled Caste Development Corporations.
16. National Commission for Safai Karamcharis.
17. National Commission for SCs/STs.
18. National Safai Karamchari Finance and Development Corporation (in the process of being set up).

II. SOCIO-ECONOMIC DEVELOPMENT OF SCHEDULED TRIBES

Important Central Sector and Centrally Sponsored Schemes for the Welfare of Scheduled Tribes:

1. Special Central Assistance for Tribal Sub-Plan.
2. Grants under First Proviso to Article 275 (1) of the Constitution.
3. Investment in Tribal Cooperative Marketing Development Federation of India (TRIFED).
4. Price Support to TRIFED.

5. Grant-in-aid to Voluntary Organisations working in the field of tribal development.
6. Boys Hostels.
7. Girls Hostels.
8. Ashram Schools in Tribal Sub-Plan Areas.
9. Research and Training—
 - (a) Grants to Tribal Research Institutes and Award of Research Scholars' fellowship;
 - (b) Supporting projects of All India or Inter State Nature for Scheduled Tribes.
10. Educational Complex in low literacy pockets for development of scheduled tribes girls literacy in Tribal Areas.
11. Vocational Training in Tribal Areas.
12. Grant in aid to State Tribal Development Cooperative Corporations for Minor Forest Produce Operations.
13. Grant to Assam Government under clause(a) of the Second Proviso to Article 275(1) of the Constitution (Non-Plan).
14. Village Grain Banks.

III. WELFARE OF THE HANDICAPPED

Main schemes for the Handicapped Welfare include:

1. Assistance to Voluntary Organisations for Disabled persons.
2. Aids and Appliances for Physically handicapped.
3. S&T project in Mission Mode on Application of Technology for Rehabilitation of the handicapped.
4. Employment of the handicapped.
5. National Rehabilitation Programme for the disabled.
6. Establishment of District Rehabilitation Programme for the Disabled.
7. Assistance to Voluntary Organisations for Manpower development in the field of cerebral Palsy and Mental Retardation.
8. National Trust for Mentally retarded and cerebral Palsy.
9. Establishment and Development of Special schools.
10. Assistance to Voluntary Organisations for Rehabilitation of Leprosy-cured Persons.
11. National handicapped Finance and Development Corporation.

IV. SOCIAL DEFENCE AND CHILD WELFARE

1. Scheme for Prohibition and Drug Abuse Prevention.
2. Grant-in-aid to Schools of Social work.

3. Grant-in-aid to All India Organisations in the field of social welfare.
4. Grants-in-aid for Research Studies and Research Publications.
5. Information and Mass Education Cell.
6. Prevention and Control of Juvenile Social Maladjustment.
7. Assistance to Voluntary Organisations for providing Social Defence Services.
8. National Institute of Social Defence, New Delhi.
9. Grant-in-aid to Voluntary Organisations for services for children in need of care and protection in Assam.
10. Central Adoption Resource Agency.
11. Assistance to Voluntary Organisations for programmes relating to the aged.

V. WELFARE OF BACKWARD CLASSES AND MINORITIES (INCLUDING WAKF)

The Minorities and Backward Classes Wing of the Ministry in implementing the following schemes for the Welfare of minorities and other backward classes:

1. Pre-examination Coaching for weaker section sbased on Economic Criteria.
2. Special Officer for Linguistic Minorities.
3. National Commission for minorities.
4. Maulana Azad Education Foundation.
5. National Commissions for Backward Classes.
6. National Backward Classes Finance and Development Corporation.
7. National Minorities Development and Finance Corporation.
8. Scheme for Development of Urban Wakf Properties.
9. Multi Sectoral Plans for Minorities Concentration Districts.

ANNEXURE II

***State-wise Details of Assistance provided by NSFDC
(as on 28-2-97)***

(Rs. in lakhs)					
		Sanction (Cumulative)			
S. No	State/ Union Territories	No. of Schemes	No. of Benefi- ciaries	NSFDC share	Net disbursed (cumulative)
1.	Andhra Pradesh	56	83197	6858.50	5319.18
2.	Arunachal Pradesh	16	17	35.99	26.70
3.	Assam	55	4652	807.57	489.55
4.	Bihar	36	6791	2428.84	806.31
5.	Chandigarh	18	259	289.20	149.97
6.	Delhi	39	1324	1051.22	608.72
7.	Daman & Diu	3	35	51.35	12.10
8.	Goa	19	51	63.57	53.15
9.	Gujarat	49	4691	2812.98	1614.36
10.	Himachal Pradesh	41	746	873.50	780.48
11.	Haryana	17	955	981.51	685.15
12.	Jammu & Kashmir	17	548	656.96	490.70
13.	Kerala	51	4214	1745.50	1458.80
14.	Karnataka	54	18399	2956.98	2268.59
15.	Maharashtra	130	8217	5305.37	4064.75
16.	Manipur	44	543	367.92	305.31
17.	Meghalaya	1	2	4.65	0.00
18.	Mizoram	67	1266	539.83	352.96
19.	Madhya Pradesh	72	18980	6506.13	4449.03
20.	Nagaland	84	797	478.56	327.66
21.	Orissa	31	2917	1988.37	245.90
22.	Pondicherry	14	125	87.69	66.21
23.	Punjab	31	3023	2655.54	1398.61
24.	Rajasthan	49	3173	767.43	214.60
25.	Sikkim	7	62	95.99	62.00
26.	Tamilnadu	21	12796	1943.89	660.59
27.	Tripura	21	534	227.80	141.54
28.	Uttarpradesh	44	34772	6207.18	3679.30
29.	West Bengal	63	6475	2539.06	1036.85
30.	Lakshdweep	0	0	0.00	0.00
31.	Andaman & Nicobar	0	0	0.00	0.00
32.	Dadra & Nagar Haveli	0	0	0.00	0.00
Total:		1150	219561	51329.08	31769.07

*List of NGOs whose Grant-in-Aid Have been Stopped
since 1994-95*

S.No.	Name of Organisation
1.	People's Organisation for Welfare Education and Rural Development (POWERD), Orissa
2.	Adarsh Janata Shiksha Samiti, Allahabad, Uttar Pradesh
3.	Urmilla Samaj Kalyan, Hardoi, UP
4.	International Buddha Education Institute, Hapur, Uttar Pradesh
5.	Bhagra Diamond Club, West Bengal
6.	Sishu Manjil, Culcutta
7.	Manav Kalyan Kendra, Salogara, Solan, Himachal Pradesh
8.	Hari Singh Shiksha Sansthan, Rewari, Haryana
9.	Kamala Mahila Evam Bal Kalyan Samiti, Haryana
10.	Gram Seva Sansthan, Deoria, Uttar Pradesh
11.	Sanskrit Bhasha Vikas Parishad, Deoria, Uttar Pradesh
12.	Samaj Kalyan Shiksha Samiti, Deoria, Uttar Pradesh
13.	Jan Kalyan Shiksha Samiti, Padarauna, Uttar Pradesh
14.	Grameen Vikas Sangathan, Gaya Bihar
15.	Nari Uthan Samiti, Delhi
16.	Vidya Niketan Educational Association Kolar, Karnataka
17.	Shoshan Unmoolan Parishad, Delhi
18.	Chirala Taluk Harijana Sangham, Andhra Pradesh
19.	Sushma Shiksha Samiti, Delhi
20.	S.L. Adarsh Vidyalaya Samiti, Rajasthan
21.	Bhanu Educational Society, Karnataka
22.	Babasaheb Ambedkar Vidya Vardhaka Sangh, Karnataka
23.	Sarveshwari Development Instt. Sasaram, Bihar
24.	Indira Gandhi Samaj Sewa Ashram, Sasaram, Bihar
25.	AMGLAS, Bhubaneshwar, Orissa.
26.	Ahsa Bal Mandir, Shiksha Samiti Jaipur, Rajasthan
27.	Brij Bal Niketan Samiti, Bharatpur, Rajasthan

S.No.	Name of Organisation
28.	Madhu Samiriti, Kota, Rajasthan
29.	Tilak Shaishik Samiti, Allahabad, Uttar Pradesh
30.	Bihar Rehabilitation and Welfare, Patna, Bihar
31.	Home for Mentally Retarded & Psychologically Sufferers, Patna, Bihar
32.	Pandit Bacchan Pandey Mahila Vikas Sansthan, Gopal Ganj, Bihar
33.	K.V.M. Trust, Cherthala, Kerala.
34.	Rural Development Organisation, Imphal, Manipur
35.	Centre for Mental Hygiene, Imphal, Manipur
36.	Service and Education for Welfare Action, Imphal, Manipur
37.	Citizen, Cuttack, Orissa
38.	Methodist Hospital, Ajmer, Rajasthan.
39.	Rashtriya Shiksha, Prashar Samiti, Udaipur, Rajasthan
40.	Social Welfare Society, Tikagudi, Tamilnadu
41.	Ambedkar Shiksha Samiti, Lucknow
42.	Akhil Bharatiya Samaj Kalyan Pratishthan
43.	Human Development and Research Institute, Calcutta, West Bengal
44.	Indian Instt. of Human Welfare, Calcutta, West Bengal
45.	Shaheed Abdul Hamid Education Instt. Yawatpal, Maharashtra
46.	Applied Interdisciplinary Development Research Instt., Madras, Tamil Nadu
47.	Kalai Selvi Karunalaya, Social Welfare Society, Madras, Tamilnadu
48.	Haldia Samaj Kalyahn Parishad Midnapore, West Bengal
49.	Sanjeevani, Bhubaneshwar, Orissa
50.	Sarvodaya Gram Avam Mahila Vikas Sansthan, Milan, Rampur, Uttar Pradesh
51.	Indian Council of Education, Delhi
52.	West Bengal SC, ST and Minority Welfare Association, Rabindra Nagar, P.O. & Distt. Midnapore, West Bengal
53.	All Tripura SC, ST and Minority Upliftment Council Ram Nagar Road No. 1, Agartala 2, Tripura
54.	Haldia Samaj Kalyan Parishad P.O. Anatpur, <i>Via</i> Sutamata Madnapore, West Bengal
55.	Village Welfare Society P.O. Pancharul, Distt. Howrah, West Bengal-71/225
56.	Akhil Bharatiya Samaj Kalyan Pratishtan, Deoria, UP
57.	Taradevi Shiksha Samiti, Deoria, UP
58.	Jan Jagran Parishad, Allahabad, UP
59.	Ratan Gramodyog Sewa Sansthan Faizabad, UP
60.	Banjara Vikas Parishad Aligarh, UP

S.No.	Name of Organisation
61.	Bhartiya Samajothan Seva Sansthan, Deoria, UP
62.	Sanskrit Bhasha Vikas Parishad Deoria, UP
63.	Gram Seva Sansthan, Deoria, UP
64.	Indira Gandhi Samaj Sevashram, Patna, Bihar
65.	Vellamma Weaker Section Mahila Mandali, Guntur, AP
66.	Pragati Youth Sangam, Guntur, AP
67.	Sri Venketswara Mahila Mandali Distt. Guntur, AP
68.	Indira Priyadarsini Mahila Mandali, Guntur, AP
69.	Kasturibai Mahila Mandali Distt. Guntur, AP
70.	Sri Subramanreswari Mahila Mandali, Guntur, AP
71.	Indian Council for Social Welfare, Hyderabad
72.	Varun Manav Vikas Samiti, Bhopal
73.	Haldia Samaj Kalyan Parishad, West Bengal
74.	West Bengal SC, ST & Minorities Welfare, West Bengal

ANNEXURE IV

**Statement showing Physical Targets and Achievements
against SCA to TSP released to States/UTs
during 1994-95 and 1995-96**

S. No.	Name of the State/ UTs	1994-95 Physical Targets	1994-95 Achievements	1995-96 Physical Targets	1995-96 Achievements
1.	Andhra Pradesh	26040	92231	40400	97510
2.	Assam	19170	16618	21560	7792
3.	Bihar	317	317	NR	20797
4.	Gujarat	NR	30346	NR	110046
5.	Himachal Pradesh	810	810	1485	1485
6.	Jammu & Kashmir	NR	NR	347289	32017
7.	Karnataka	7716	7716	8984	8984
8.	Kerala	NR	399	2235	3450
9.	Madhya Pradesh	—	33808	57170	44541
10.	Maharashtra	165278	113980	—	170775
11.	Manipur	—	—	3081	3039
12.	Orissa	39700	74441	33654	77811
13.	Rajasthan	NR	65141	154763	112199
14.	Sikkim	—	—	5686	5043
15.	Tamil Nadu	NR	NR	10500	10357
16.	Tripura	9942	9322	6485	9770
17.	Uttar Pradesh	NR	NR	NR	NR
18.	West Bengal	26640	22826	26640	19203
19.	A & N Islands	387	426	841	856
20.	Daman & Diu	2425	2268	795	924
	Total:	298425	470649	721568	736599

ANNEXURE V

Details of SCA to TSP released and utilisation reported during 1994-95, 95-96 & 96-97

(Rs. in lakhs)

Sl. No.	Name of States	1994-95			1995-96			1996-97		
		Amount Released	Expenditure reported	Unspent Balance	Amount Released	Expenditure reported	Unspent Balance	Amount Released	Expenditure reported	
1	Andhra Pradesh	1947.10	1947.10		2140.32	2166.31		2287.52	1000.78 upto September	
2	Assam	1112.67	1318.21		1545.10	1763.69		1524.71		
3	Bihar	1748.70	274.22	1474.48	274.22	470.24		2000.00		
4	Gujarat	2491.56	2056.98	434.58	3060.26	2602.48	457.78	2587.1	1043.38 upto September	
5	Himachal Pradesh	450.57	761.87		541.62	493.35	48.27		622.44	
6	Jammu & Kashmir	550.63	321.50	229.13	756.64	989.15			639.65	
7	Karnataka	409.03	381.45	27.58	659.99	411.47			589.5	
8	Kerala	126.30	185.97		181.12	153.16	28.04		153.71	
9	Madhya Pradesh	7535.72	6983.83	551.87	9579.66	6635.34	2944.32		3799.71	
10	Maharashtra	2196.34	2971.31		2930.82	2752.52	178.3		3160.78	
11	Manipur	432.81	438.40		574.53	574.53			653.22	
12	Orissa	3956.55	3973.50		4958.1	5437.66	4411.44		1782.75 upto December	
13	Rajasthan	2202.79	2180.02	22.77	2819.04	2993.91	17.28		2467.32	
14	Sikkim	75.10	69.26	5.84	100.19	82.91			138.41	
15	Tamil Nadu	256.88	300.02		274.41	274.44			238.81	
16	Tripura	480.01	358.78	121.23	564.97	588.55			594.48	
17	Uttar Pradesh	70.41	NR	70.41	104.08	NR	104.08		37.17	
18	West Bengal	1335.83	1335.83		1763.21	1490.59			272.62	1558.07
19	A & N Islands	85.50	66.55	16.95	112.21	89.11	23.1		95.18	
20	Daman & Diu	35.50	35.50		59.31	59.31			49.82	
		27500.00	25962.13	2954.84	83000.00	30028.72	4323.31	27589.14	3826.91	

APPENDIX I

MINUTES OF THE FOURTEENTH SITTING OF THE STANDING COMMITTEE ON LABOUR AND WELFARE HELD ON 21 APRIL, 1997.

The Committee sat from 15.00 Hrs. to 17.30 Hrs. in Room No. 62,
Parliament House, New Delhi.

PRESENT

Shri Madhukar Sirpotdar — *Chairman*

MEMBERS

Lok Sabha

2. Shri Hansraj Ahir
3. Shri Ashok Pradhan
4. Shri Jai Singh Chauhan
5. Shri Ram Shakal
6. Smt. M. Parvati
7. Smt. Bhagwati Devi
8. Shri Rup Chand Murmu
9. Shri Illiyas Azmi
10. Shri Virendra Kumar
11. Dr. Amrit Lal Bharti

Rajya Sabha

12. Shri Mohinder Singh Kalyan
13. Shri Brahmakumar Bhatt
14. Shri Karma Topden
15. Smt. Urmilaben Chimanbhai Patel
16. Shri Sanatan Bisi
17. Shri Jagannath Singh
18. Shri Bangaru Laxman
19. Shri Debabrata Biswas

SECRETARIAT

1. Shri Babu Ram Kanathia — *Director*
 2. Shri R.S. Misra — *Under Secretary*

2. At the outset, Hon'ble Chairman read out a Condolence Resolution on the passing away of Shri Biju Patnaik, a Sitting Member of Lok Sabha. The Members then stood in silence for a minute as a mark of respect to the deceased leader.

** ** ** **

4. The Committee then took up for consideration the draft Seventh Report on Demands for Grants, relating to Ministry of Welfare for the year 1997-98 and adopted the Report with following modification:-

Page Number	Para Number	Line	Amendment
24	2.42	4 (from bottom)	<p><i>For "Also efforts</i></p> <p>should be made by persuading the State Governments to get the pending cases disposed off quickly.</p> <p><i>Read "Also efforts should be made by persuading the State Governments to have exclusive Courts to get the pending cases disposed off quickly.</i></p>

5. The Committee authorised the Chairman to finalise the Report in the light of above amendments and present the same to Parliament on their behalf.

The Committee then adjourned.

APPENDIX II

Summary of Recommendations/Conclusions contained in the Report

Sl.No.	Para No.	Summary of Recommendations/Conclusions
1	2	3
1.	1.14	<p>The Committee are concerned to note that the Ministry of Welfare has not been able to utilise the entire fund earmarked for various schemes during the year 1996-97. In some of the schemes, the percentage utilisation has been between 15 and 40 only, which clearly indicates the poor performance of the Ministry in those schemes. The arguments given by the Secretary, Ministry of Welfare that they get the proposals during the last part of the year and in many cases during last three days of the financial year is not satisfying to the Committee. In their view the Ministry lacks coordination and monitoring. The Committee, therefore, recommend that the Ministry should take necessary steps to persuade the State Governments/UTs to send their proposals in time. Also the grants should be released in instalments to enable to the Ministry to judge the performance of the State Governments/UTs as well as NGOs effectively. The officers of the Ministry should be instructed to have a clear watch on the implementation of these schemes by the State Governments/UTs by paying visits to those States before recommending release of grants. Steps taken in this regard should be communicated to the Committee within three month's time.</p>
2.	2.9	<p>The Committee note with distress that the performance of NSFDC has not been satisfactory. A meeting of 3 Apex Level Corporation, SCDCs and Secretaries of Social Welfare was convened to review the performance of NSFDC in which a number of shortcomings were detected. In order to improve the functioning of NSFDC, the Apex Body had made some suggestions which have not yet been implemented. The Committee view this situation seriously. In their view the Ministry</p>

1 2

3

should take up the issue with the State Governments on priority and ensure that the recommendations made by the Apex Body are implemented at the earliest. The Committee further recommend that the performance of NSFDC should be monitored by the Ministry on a regular basis. Steps taken in this regard should be communicated to the Committee within three month's time.

3. 2.17

The Committee are constrained to note that although there are several shortcomings in the scheme under Assistance to State Scheduled Castes Development Corporations such as weak organisational set-up, lack of continuity in policy formulation, absence of expertise to project formulation and training, lack of internal financial management and control; and weak monitoring system etc., no concrete step has so far been taken up by the Ministry to remedy them. The Committee view this situation very seriously. In their view, the Ministry's monitoring in this regard has not been satisfactory. The Committee, therefore, recommend that the Ministry should make all out efforts to remedy the aforesaid deficiencies to make the scheme functional.

4. 2.18

The Committee take a serious note of the fact that the recovery of loan from SCDCs beneficiaries has not been satisfactory. The reasons put forth by the Ministry such as lack of counselling to beneficiaries in selecting suitable projects, the structural organisational and managerial weakness in the SCDCs and inadequate monitoring are not at all satisfying to the Committee. The Committee, therefore, strongly recommend that the scheme should be thoroughly monitored by the Ministry and the loan beneficiaries should be given proper counselling to enable them to select the right project. Also immediate steps should be taken to remedy the aforesaid deficiencies. Steps taken in this regard should be communicated to the Committee within three month's time.

5. 2.19

The Committee further note that the Ministry of Welfare has not conducted any study to know as to why the beneficiaries have not only failed in their business but also become indebted after taking loan from SCDCs. The Committee, therefore, urge upon the

1	2	3
		Ministry to conduct a study to know the impact of this scheme on the beneficiaries at an early date.
6.	2.24	The Committee note with concern that some discrepancies in the disbursement of stipend to SC/ST students have been noticed in the States of Karnataka and Maharashtra. Also the Ministry has admitted that some of the States send their proposals quite late. The Committee are not happy with situation. In their view the scheme should be monitored thoroughly and the Ministry should ensure that the proposals from all the States for grant of scholarship are received well within time.
7.	2.25	The Committee note with distress that though the Ministry did not receive any proposal in the year 1994-95 for grant of Post-matric scholarship from the State Government of Bihar yet Rs. 451 lakhs was released to the State by the Central Government on an ad-hock basis. Thus the State Government of Bihar has with it an unspent balance of Rs. 990.748 lakhs since 1994-95. The Ministry has further informed the Committee that the State Government has anticipated coverage of 2,37,389 beneficiaries in the year 1996-97 but modalities for timely payment to eligible students will have to be ensured. The committee therefore, recommend that the Ministry should immediately pursue the matter with State Government of Bihar at the highest level so that timely payment of scholarship to eligible students are disbursed and ensure that the State Government achieves the anticipated target fixed for the year 1996-97 at the earliest.
8.	2.32	The Committee are concerned to note that the amount allocated for the year 1996-97 for Scheduled Tribe Girls/Boys Hostels has not been utilised fully. Out of Rs. 3.50 crores allocated for the boys hostels only Rs. 2.26 crores has been spent by the Ministry which is clearly indicative of their poor monitoring with the State Governments in this regard. The Committee therefore, urge upon the Ministry to take up the issue with the State Governments and ensure that the amount earmarked for the scheme is fully utilised during the current financial year.

1	2	3
9.	2.33	<p>The Committee note with distress that although some discrepancies were noticed by the Ministry in the maintenance of hostels for SC/ST students in the year 1995-96 in the States of Assam, West Bengal, Kerala and Madhya Pradesh yet no remedial measures have so far been taken by them. The reply of the Ministry that the report has been sent to the State Governments for taking remedial action is not satisfying to the Committee. In their view the Ministry has not attached due importance to the issue. The Committee therefore, strongly recommend that Ministry should take immediate steps to pursue the State Governments for removal of deficiencies noticed during the evaluation studies on the functioning of the hostels. Progress achieved in this regard should be communicated to the Committee within three months' time.</p>
10.	2.42	<p>The Committee are constrained to note that some of the States (Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Rajasthan and Tamil Nadu) have set up Special Courts to enquire into the cases of atrocities on Scheduled Castes/Scheduled Tribes, but the States of Gujarat and Orissa though identified as untouchability prone areas have not yet set up the Special Courts. The Committee, therefore, urge upon the Ministry to impress upon the State Governments of Gujarat and Orissa to set up Special Courts for quick disposal of cases. Also efforts should be made by persuading the State Governments to have exclusive courts to get the pending cases disposed off quickly. Steps taken and progress achieved in this regard should be communicated to the Committee within three month's time.</p>
11.	2.50	<p>The Committee are not satisfied with the slow progress in the identification of scavengers which is evident by the fact that although 82527 scavengers have been identified so far, yet the survey work in the States of Bihar, West Bengal, Gujarat, Orissa and Sikkim has not been completed so far. In view of the Committee if the pace of the survey remains the same, the Government will not be in a position to rehabilitate all the scavengers in the Ninth Five Year Plan period also. The Committee, therefore, strongly recommend that the programme should be monitored by the Ministry</p>

thoroughly and States should be persuaded to complete the survey at the earliest. Progress achieved in this regard should be communicated to the Committee within three month's time.

12. 2.51 The Committee are constrained to note that out of 825 lakh scavengers identified so far, only 2.50 lakhs and 1 lakh have been rehabilitated and trained upto 1995-96. The Ministry has informed the Committee that the problems that hampered the speedy implementation of the scheme are inadequate stipend for training, delay in the transfer of funds by the State Governments to Scheduled Castes Development Corporation (SCDCs), unviable projects taken up as part of the rehabilitation packages, reluctance of banks to finance projects under the scheme, lack of coordinated implementation by States of the low-cost sanitation scheme of the Ministry of Urban Affairs etc. The Committee, therefore, urge upon the Ministry that the matter should be taken up at the highest level and State Governments/UTs should be persuaded to achieve the targets fixed for training and rehabilitation of scavengers. Also vigorous efforts should be made by the Ministry to overcome the deficiencies that have come in the way of training and rehabilitation of scavengers at the earliest. The Committee further desire that the issue regarding reluctance of banks to finance projects under the scheme should be taken up with the Department of Banking, Ministry of Finance and settled to enable the State Governments to enhance the training and rehabilitation programmes.

13. 2.62 The Committee note with distress that although various schemes of the Ministry of Welfare are being run by Voluntary Organisations yet their performance has not been satisfactory. Out of Rs. 67.72 crores allocated for the year 1996-97 to 1474 NGO's, only Rs. 24.48 crores was released by the Ministry upto 31 December, 1996. In view of the Committee, the involvement of NGOs in running the schemes is essential but monitoring of their performance is also very important. The Committee, therefore, strongly recommend that the Ministry of Welfare should devise steps to monitor the functioning of NGOs regularly. For this Committees at Central and

State level should be constituted immediately as has been asserted by the Secretary, Ministry of Welfare during evidence. These Committees should invariably involve MPs and MLAs as the case may be. Steps taken in this regard should be communicated to the Committee within three months' time.

14. 2.63 The Committee note with distress that during the year 1994-95 grants-in-aid to 74 NGOs has been stopped against whom there were complaints regarding misappropriation of funds. While viewing this situation with great concern, the Committee strongly recommend that Ministry of Welfare should make all out efforts to recover the amounts released to these NGOs through State Governments at the earliest. Also efforts should be made to persuade the State Governments to send their inspection reports regarding functioning of NGOs in time.

15. 2.64 During their on-the-spot study visits to some of the institutions being run by the voluntary organisations, the Committee have noticed that the Ministry releases grants-in-aid to these organisations in the fag end of the financial year which in turn hamper their functioning. The Committee, therefore, recommend that the grants-in-aid to voluntary organisations should either be released in the beginning of the financial year or in instalments to enable them to run the schemes efficiently. Also officers of the Ministry should have a close watch over the functioning of these institutions by paying visits on a regular basis. Steps taken in this regard should be communicated to the Committee within three month's time.

16. 2.72 The Committee note that as per Planning Commission's estimates for the year 1987-88, 52.6% of Tribals living in rural areas are below poverty line. Since then no National level survey has been conducted. Keeping in view the fact the Committee in their Second report on demands for Grants of the Ministry of Welfare (1996-97) which was presented to Parliament in August, 1996 have recommended that the survey in regard to Scheduled Tribes should immediately be taken up by utilising the machinery available with them at State level, District level and Block level. The Ministry in their Action

Taken reply has stated that the Secretaries of Tribal Development Departments of the States have been asked to undertake a survey for identifications of the STs living below the poverty line on 10.3.1997 and given them a period of three months to complete the survey. The Committee are not at all satisfied with the reply of the Ministry. In their view the Ministry has taken a very casual approach towards the issue which is evident by the fact that it took about seven months by the Ministry to react on the recommendation of the Committee. The Committee, therefore, strongly recommend that the Ministry should attach priority to the scheme and ensure that survey work is completed by the end of June, 1997 as has been stated by them.

17. 2.73 The Committee further note that target fixed for STs to be assisted during the year 1995-96 has not been achieved by the State of Assam, Madhya Pradesh, Rajasthan and West Bengal whereas the Ministry claims that the scheme is being monitored by them regularly. The Committee, therefore, strongly recommend that the Ministry should improve their monitoring mechanism and should take up with the aforesaid State Governments for proper implementation of the Scheme in future. For this the matter should be taken up by the Ministry at the highest level. Also efforts should be made to persuade the State Governments/UTs for full utilisation of the funds released by the Ministry. Steps taken by the Ministry in this regard should be communicated to the Committee within three months' time.

18. 2.80 The Committee note that Dr. Balu Shankaran, The Committee note that Dr. Balu Shankaran, Retd. DGHS made an independent assessment of the working of 5 National Institutes and 2 Apex Level Institutions running under the scheme-Welfare of Handicapped in the year 1992-93. However, the suggestions made by Dr. Shankaran has not so far been implemented by the Ministry even after a lapse of four years. The Committee take a serious note of the fact that the Ministry have not been able to form a Coordination Committee to coordinate various Academy extension service activities performed by the institutes so far which is clearly indicative of poor monitoring by the Ministry in this

regard. The Committee, therefore, strongly recommend that the Ministry should have a thorough monitoring over the functioning of these institutes and ensure that the suggestions made by Dr. Shankaran are implemented without further loss of time. Progress achieved in this regard should be communicated to the Committee within three months time from the presentation of this Report.

19. 2.81 As regards voluntary organisations which are working in the field of Handicapped Welfare should be released grants-in-aid in instalments and their performance should be monitored at regular intervals. The Committee would also like to have details of action initiated by the State Governments in case of bogus NGOs working in the field of Handicapped Welfare within three months from the presentation of this Report.

20. 2.92 The Committee note with concern that the Ministry of Welfare has not attached its seriousness towards the social evils such as Prohibition and Drug Abuse Prevention, which is evident by the fact that the Ministry has no authentic data with them about the drug addicts as well as commercial sex workers suffering from HIV/AIDS. In view of the Committee, unless the Ministry has an authentic data of drug addicts throughout the country, they will not be in a position to plan for its prevention in a proper way. The Committee, therefore, recommend that efforts should be made to conduct a comprehensive survey of drug addicts and sex workers suffering from HIV/AIDS with the help of machinery available with the Ministry at district and block levels. Steps taken in this regard should be communicated to the Committee within three months times.

21. 2.93 The Committee note that less number of de-addiction camps were organised by the Ministry in the year 1995-96 whereas the number of addicts increased, which is indicative of the poor planning by the Ministry. The Committee, therefore, recommend that the Ministry should have a thorough monitoring over the scheme and efforts should be made to increase de-addiction camps to be organised keeping in view the increase number of addicts. Also the Ministry should have a

1 2

3

thorough monitoring on the functioning of voluntary organisations working in all drug abuse prevention alongwith final action initiated against them should also be furnished to the Committee within three months of the presentation of this Report.

22. 2.102 The Committee note with concern that out of Rs. 1.25 crores earmarked for the year 1996-97 for the scheme for development of Wakf Properties, only Rs. 25 lakhs was released to the Council upto 31.12.1996. The reason put forth by the Ministry for the delay in releasing the amount that the proposal was held up at the Minister's level is not satisfying to the Committee. In thier view the Ministry has taken a vevr casual approach on the issue. The Committee, tuerefore, recommend that the Ministry should have a thorough monitoring over the scheme and efforts should be made to avoid such delays in future. The Committee would also like to have the details of schemes for which the money has been released to the Council within three months of the presentation of this Report.

23. 2.103 The Committee are distressed to note that most of the States have not framed rules and set up Wakf Boards in accordance with the Wakf Act even after the lapse of about two years. In view of the Committee, the monitoring of the Ministry over the entire scheme has been very poor. The Committee further note that only 1 State i.e. Madhya Pradesh has so far set up Wakf Tribunals for deciding disputes pertaining to Wakfs which is indicative of the fact that the Ministry has not given due attention to the issue. The Committee, therefore, strongly recommend that vigorous efforts should be made the setting up of Wakf Boards & Tribunals by persuading the State Governments at the highest level without further loss of time. Also the State Governments should be persuaded to have a thorough survey of Wakf Properties by appointing Survey Commissioners at the earliest. Steps taken in this regard should be communicated to the Committee within three months time.