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STANDING COMMITTEE ON  
LABOUR AND WELFARE  
(1998-99)

TWELFTH LOK SABHA

MINISTRY OF WELFARE

*[Action taken by the Government on the Recommendations/Observation contained in the Seventh Report of the Standing Committee on Labour and Welfare on Ministry of Welfare—Demands for Grants—1997-98]*

THIRD REPORT



3657R  
LOK SABHA SECRETARIAT  
NEW DELHI  
351

June, 1998/Jyaistha, 1920 (Saka)

CORRIGENDA

TO THE THIRD REPORT OF THE STANDING COMMITTEE ON LABOUR AND  
WELFARE ON ACTION TAKEN BY THE GOVERNMENT ON THE  
RECOMMENDATIONS CONTAINED IN THE SEVENTH REPORT, MINISTRY OF  
WELFARE, DEMANDS FOR GRANTS-1997-98.

Page No.	Para No.	Line	For	Read
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4	1.14	3 (from bottom)	basis	basis of
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COMPOSITION OF THE STANDING COMMITTEE ON  
LABOUR AND WELFARE (1998-99)

Shri Harin Pathak—*Chairman*

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3. Smt. Sandhya Bauri
4. Shri Manibhai Ramjibhai Chaudhuri
5. Shri Jaysinhji Manshingji Chauhan
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1. Shri John Joseph	— <i>Joint Secretary</i>
2. Shri J.P. Sharma	— <i>Deputy Secretary</i>
3. Shri R.S. Misra	— <i>Under Secretary</i>
4. Shri Jagdish Prashad	— <i>Committee Officer</i>

## INTRODUCTION

I, the Chairman of the Standing Committee on Labour and Welfare having been authorised by the Committee to submit the Report on their behalf, present this Third Report on the Action Taken by the Government on the recommendations contained in the Seventh Report of the Standing Committee on Labour and Welfare (Eleventh Lok Sabha) on the Ministry of Welfare—Demands for Grants 1997-98.

2. The Third Report was presented to Lok Sabha on 30 April, 1997. The Ministry of Welfare furnished their replies indicating action taken on the recommendations contained in that Report on 1 May, 1998. The Report was considered and adopted by the Standing Committee on Labour and Welfare at their sitting held on 16 June, 1998.

3. The Report has been divided into following chapters:

I. Report

II. Recommendations/Observations which have been accepted by Government.

III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's reply.

IV. Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by the Government on the recommendations/observations contained in the Seventh Report of the Standing Committee on Labour and Welfare (Eleventh Lok Sabha) is given in Appendix II.

NEW DELHI;  
17 June, 1998  
27, Jyaistha, 1920 (Saka)

HARIN PATHAK,  
Chairman,  
Standing Committee on Labour and Welfare.

## CHAPTER I

### REPORT

1.1 This Report of the committee deals with the action taken by the Government on the recommendations contained in the Seventh Report (Eleventh Lok Sabha) of the Committee on Labour and Welfare on the Ministry of Welfare on "Demands for Grants—Ministry of Welfare—1997-98".

1.2 The Seventh Report was presented to Lok Sabha on 30 April, 1997. It contained 23 recommendations. Replies of Government in respect of all the recommendations have been examined and are categorised as under:—

(i) Recommendations and observations which have been accepted by the Government:

Sl. Nos. 1, 4, 6, 10, 11, 12, 17, 18 and 21.

(Total 9 included in Chapter II of the Report)

(ii) Recommendations and observations which the Committee do not desire to pursue taking into consideration the replies of the Government:

Sl. Nos. 15 and 22.

(Total 2 included in Chapter III of the Report)

(iii) Recommendations and observations, replies to which have not been accepted by the Committee and which require reiteration:

Sl. Nos. 8, 14, 16 and 20.

(Total 4 included in Chapter IV of the Report)

(iv) Recommendations and observations in respect of which final replies have not been received:

Sl. Nos. 2, 3, 5, 7, 9, 13, 19 and 23.

(Total 8 included in Chapter V of the Report)

1.3 The Committee desire that final replies in respect of the recommendations for which only interim replies have been given by the Government should be furnished to them *expeditiously*.

1.4 The Committee will now deal with those action taken replies of the Government which need reiteration or merit comments.

#### **A. SCHEMES FOR HOSTEL FACILITIES FOR SC/ST STUDENTS**

##### **Recommendations (Sl. No. 8, Para 2.32)**

1.5 The Committee had noted that the amount allocated for the year 1996-97 for Scheduled Tribe Girls/Boys Hostels was not utilised fully. Out of Rs. 3.50 crore allocated for the boys hostels only Rs. 2.26 crore had been spent by the Ministry which was clearly indicative of their poor monitoring with the State Governments. the Committee had urged 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.

1.6 The Ministry of Welfare in their Action Taken Reply has stated that the entire amount under the schemes of Boys, hostel available for State Governments was spent. The Ministry has submitted that an adjustment had been made to appropriate a part of the budget under this scheme to Ashram Schools Scheme. The budget provision for establishment of Ashram Schools in Tribal Areas during 1996-97 was Rs. 3.00 crore comprising of Rs. 0.20 crore for UTs and Rs. 2.80 crore for States. Sanctions were issued for release of funds earmarked for the State i.e. Rs. 2.80 crore which included a sum of Rs. 1.05 core for Andhra Pradesh out of the State Govt's proposal for Rs. 2.12 crore. The balance requirement of A.P. amounting to Rs. 1.07 crore could not be considered as the budget provision of Rs. 2.80 crore had been exhausted. The funds were available under the scheme of construction of hostels for ST boys. Out of the budget provision of Rs. 3.50 crore under the scheme of Boys' hostels, an amount of Rs. 2.26 crore were only released leaving a balance of Rs. 1.14 crore for want of proposals from State Governments/UTs under the scheme. An amount of Rs. 1.07 crore was, therefore, reappropriated from the scheme of Boys' Hostel to the scheme of Ashram School to meet the balance requirement of A.P. during the year 1996-97.

1.7 It has been further stated by the Ministry that for ensuring that the amount earmarked for the schemes is fully utilised during current year, Chief Secretaries of all State/UT Governments have been

addressed to provide adequate funds in their budgets for matching share under Centrally sponsored schemes. Meetings are being held with the State Government representatives to ensue timely submission of proposals and full release and utilisation of the grants.

1.8 The Committee are not satisfied with the reply of the Ministry. The concern expressed by the Committee was regarding under-utilisation of funds earmarked for the scheme of hostel facilities for SC/ST boys and girls. The Ministry not only failed in the full utilisation of funds but they also diverted the funds to the scheme of 'Ashram Schools'. The Committee view this situation seriously and desire that the Ministry of Welfare should ensure that the funds earmarked for a scheme are utilised for that scheme only and that funds should in no case be diverted to other schemes. As regards non-utilisation of funds allocated for the scheme, the Ministry should take up the issue with the State Governments concerned at the highest level and impress upon them the need for timely submission of proposals and utilisation of funds.

## B. GRANTS-IN-AID TO NON-GOVERNMENTAL ORGANISATIONS

### Recommendation (Sl. No. 14, Para 2.63)

1.9 Having noted that during the year 1994-95 grants-in-aid to 74 NGOs had been stopped against whom there were complaints regarding misappropriation of funds, the Committee had, recommended that Ministry of Welfare should make all out efforts to recover the amounts released to those NGOs through State Governments at the earliest. The Committee had also desired that the State Governments should be persuaded to send their inspection reports regarding functioning of NGOs in time.

1.10 In their Action Taken Reply the Ministry of Welfare has stated that there are three cases in Tribal Development Division for which action has been taken to stop further grants. These pertain to grant given to NGOs for starting education complex for ST girls in low literacy pockets. In all these cases the grant was stopped as a result of adverse inspection reports or complaints received from the State Governments. The concerned State Governments have been requested to expedite recovery of unutilised grant alongwith interest from the defaulting NGOs. The Tribal Development Division is also making efforts in every case to persuade State/UT Governments to expedite their inspection reports. Two more cases of misutilisation/ misappropriation of grants-in-aid sanctioned under the pre-examination coaching scheme for weaker sections based on economic criterial have

come to notice through the State Governments of Andhra Pradesh and Uttar Pradesh. The Ministry has further informed that the concerned State Governments have been asked to carry out investigations against all the defaulting non-government organisations and based upon the investigation reports, necessary action shall be taken against the defaulting NGOs.

1.11 In a subsequent reply, the Ministry has informed the Committee that they have also advised the State Government concerned to expedite recovery of amounts together with an annual interest of 6% from the date of receipt of amount by the NGOs.

1.12 The Committee are not satisfied with the reply of the Government in regard to action initiated against the defaulting NGOs. The reply of the Ministry relates to Tribal Development Division only which clearly indicates that the rest of the Divisions of the Ministry have not initiated any action against the defaulting NGOs working in their Divisions. The issue pertaining to misappropriation of funds by NGOs has been viewed by the Committee very seriously. While reiterating their earlier recommendation, the Committee are of the view that the Ministry should take up the issue which State Governments concerned on priority and ensure that the amounts disbursed to the defaulting NGOs are recovered quickly.

### **C. SPECIAL CENTRAL ASSISTANCE TO TRIBAL SUB-PLAN**

#### **Recommendation (Sl. No. 16, Para 2.72)**

1.13 Having been dissatisfied with the steps taken by the Ministry regarding survey for identification of the STs living below poverty line, the Committee had observed 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.

1.14 In their Action Taken Reply the Ministry of Welfare has submitted that the Planning Commission has since intimated the percentage of population below poverty line for 1993-94 (as per the official methodology) for Scheduled Tribes. In the rural areas it is 51.94% and in the urban areas the Scheduled Tribes living below the poverty line is 41.14%. The Ministry has furnished the Committee the State-wise position of 16 major States computed by the Planning Commission. On the basis the recommendation contained in the Seventh Report of the Standing Committee on Labour and Welfare 1996-97, the matter has been taken up with the concerned State Govts./UT

administration for conducting survey relating to number of Scheduled Tribes families living below the poverty line.

1.15 The Ministry of Welfare subsequently informed the Committee that the concerned State Governments were requested to undertake a quick survey to identify the STs living below the poverty line in their respective States. As per information received from various States there is no uniformity in the generation of dates and the methodology evolved in respect of some States is not known, others have done bench mark survey, and the State of Sikkim has reported that the survey would be on income and expenditure method. During the time when this information was sought by the Standing Committee the estimates were available only for the year 1987-88. But, now the Planning Commission has come out with its report and the estimates are based on 50th Round of NSSO Survey, 1993-94. Since, the Survey reports of various State Governments are not based on uniform method hence, it may not correlate with the estimate on STs living below the poverty line prepared by the Planning Commission. There are bound to be discretions in figures as the base year varies from State to State and variation in the methodology of computing datas. Since the NSSO and the Planning Commission have experts in the field and follow a uniform pattern hence, it would be more appropriate to rely on the datas generated by them.

1.16 The Committee are not satisfied with the reply of the Government. As per the criterion fixed by the Ministry of Welfare, the families having an income below Rs. 11,000/per annum in rural areas and Rs. 11,850/per annum in urban areas are considered to be below the poverty line, but the State Governments have not adopted the same criterion and there were no uniform procedure in conducting the survey of ST persons living below the poverty line. In reply to the recommendation at para No. 2.11 contained in the Third Report on 'Special Central Assistance to Special Component Plan for Scheduled Castes' regarding survey for the SCs living below the poverty line, the Ministry had furnished same statement showing the SC population living below poverty line during 1993-94 in respect of 16 States. It has been stated by the Ministry that the incidence of poverty among SC and ST population have been worked out by the Planning Commission from the respective States in different expenditure groups. The methodology adopted by the NSSO for the estimation of SC population living below poverty line is not acceptable to the Committee. The Committee, therefore, desire that the Ministry of Welfare should pursue the matter with the Planning

Commission for conducting the survey on the basis of income of the STs living below the poverty line so that a proper planning is done in the Ninth Year Plan.

#### **D. SCHEME FOR PROHIBITION AND DRUG ABUSE PREVENTION**

##### **Recommendation (Sl. No. 20, Para 2.92)**

1.17. Having noted that the Ministry of welfare had no authentic data with them about the drug addicts and commercial sex workers suffering from HIV/AIDS, the Committee had recommended that a comprehensive survey of drug addicts and sex workers may be conducted with the help of machinery available with the Ministry at district and block levels.

1.18 In their Action Taken Reply the Ministry of Welfare has stated that they have no machinery available at the district and block levels to conduct any survey on drug addicts and sex workers suffering from HIV/AIDS. However, the Ministry had written to the State Governments requesting them to indicate the requirements of opening up of specialised Centres for treatment and rehabilitation of women, Child drug addicts and commercial sex workers who are HIV/AIDS affected so that the service facilities for these groups can be planned. The State Governments were also requested to network with the De-addiction-cum-Réhabilitation and Counselling Centres to ensure the rehabilitation process. The voluntary organisations have also been requested to keep in mind the treatment and rehabilitation of these vulnerable target groups.

1.19 It has been further stated by the Ministry that as regards survey of the drug addicts and sex workers suffering from HIV/AIDS, the Ministry has been in contact with the National Sample Survey Organisation. The Ministry has requested NSSO to discuss the modalities of attempting such a survey. Subsequently, a communication dated 9th July, 1997 was received from NSSO stating that the Governing Council's meeting had come to the conclusion based on the try out survey that this type of survey can be conducted only by some specialised agency well versed with the various factors associated with drug abuse and cannot be conducted by NSSO. Further discussions were held with CEO, Shri P.R. Dongre, of NSSO to discuss whether any modalities for carrying out a nation wide survey for drug abuse in the country can be developed. It was given to understand that no further modalities could be developed. The Ministry is now discussing

with other Research Organisation *viz*, the Organisational Research Group (ORG) and NODE to take up the Drug Abuse Survey.

**1.20** The Committee are not satisfied with the reply of the Government keeping in view the increasing number of drug addicts and commercial sex workers and the casual approach taken by the Ministry towards their identification. In the opinion of the Committee, unless the Ministry has complete data of the drug addicts ad commercial sex workers, they will not be in a position to plan for their rehabilitation. The Committee, therefore, recommend that the Ministry should attach priority to the survey and ensure that it is completed at the earliest. Steps taken in this regard should be communicated to the Committee at the earliest.

## CHAPTER II

### RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### Recommendation (Sl. No. 1 Para, No. 1.14)

2.1 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.

#### Reply of the Government

2.2 State Governments and U.T. Administrations have been requested to send their proposals in prescribed proforma furnishing necessary details like utilisation certificates, provision of matching share wherever applicable, financial and physical progress report etc., on time. In case of grant-in-aid to NGOs, inspection report and the clear recommendation of the State Governments are also insisted upon in each case. The amount is released in two instalments. The first instalment is released on the basis of the utilisation certificate and unaudited statement of accounts. But the second instalment is released only after the receipt of audited accounts and inspection report in the prescribed proforma alongwith the recommendation of the State Government/U.T. Administration. Under SCA to SCP and TSP also,

the first instalment is released on the basis of the population of SCs and STs and relative backwardness of the State. The second instalment is released on the basis of utilisation of money released in the previous years, number of SC/ST families assisted to cross the poverty line and percentage of allocation of SCP/TSP in proportion to SC/ST population etc. Before the second instalment is released, utilisation of the money released in the previous year is properly scrutinised. There are schemes where the money is released in a single instalment like Post-matric Scholarships, Pre-matric Scholarships, construction of boys and girls hostels, book banks etc. But in all these cases, the money is released to the State Government only after the State Government furnishes all the information to the satisfaction of the Ministry. Here the most important information which is absolutely necessary, is regarding utilisation of the money released to them in earlier years and provision of matching share in the State budget during the current financial year.

2.3 Officers of the Ministry have paid visits to different States to see the implementation of the schemes. It is being ensured that these visits are on regular basis.

2.4 Under the Scheme of grants to the NGO's, an NGO should submit its application to the Ministry through the Secretary, Department of Social Welfare/Tribal Welfare of the State Government/UT Administration alongwith the inspection report. Normally the grant is released in two instalments. The first instalment is released as soon as possible for the year to which the application pertains. Second instalment is released on receipt of progress report, audited accounts & State Govt's Recommendations.

2.5 During the year 1996-97, a letter was issued to all the States to forward the proposals to the Ministry early. Thereafter, a reminder was also issued to each of the States/UTs to forward the same.

2.6 During the year 1996-97 under the ADIP Scheme, as against the budget allocation of Rs. 12.85 crores, an amount of Rs. 7.05 crores could be released in favour of various implementing agencies. This was mainly due to certain policy changes in the implementation of the scheme as detailed below:

- (i) The maximum grant given to an implementing agency during a year was restricted to Rs. 6 to Rs. 10 lakhs to increase the geographic spread of the scheme.

- (ii) Not to release the grant in favour of the organisations who are manufacturing aids and appliances for commercial purposes.
- (iii) A decision was taken to implement the scheme through DRDAs, ICRs and other organisations which are headed by the District Collectors to ensure the involvement of district level officers who are implementing the developmental schemes in the districts to ensure proper linkages with them.

2.7 However, the number of implementing agencies got actually doubled during last year. Due to change in policy some of the States were given grants for the first time e.g. Himachal Pradesh, Manipur, Tripura and Jammu & Kashmir.

[Minister of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24-11-1997]

**Recommendation (Sl. No. 4, Para No. 2.18)**

2.8 The Committee take a serious note of the fact that the recovery of the 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.

**Reply of the Government**

2.9 State Governments and SCDCs have been impressed upon to give proper counselling to loan beneficiaries. Besides, before the money is released to SCDCs it is insisted that actual beneficiaries are identified and assets are available. Sector-wise percentage has also been fixed—50%—Agriculture, 30%—transport, 20%—Industry. Further within these sectors, 50% have been reserved for unemployed youth, 10% for scavengers, 10% for women, 5% for disabled and 25% for others. With these steps and close monitoring the Working of the SCDCs are expected to improve.

[Minister of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24-11-1997]

**Recommendation (Sl. No. 6, Para No. 2.24)**

2.10 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 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.

**Reply of the Government**

2.11 The matter has been taken up with the States of Karnataka and Maharashtra. We have also impressed upon the State Governments to ensure that the proposals for release of central assistance for scholarships are sent on time. The matter being pursued with the State Governments to ensure this.

[Minister of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24-11-1997]

**Further Reply of the Government**

2.12 The issue of implementation of modifications in the Centrally Sponsored Scheme of Post-Matric Scholarship to students belonging to SCs and STs with effect from 1-10-95, in the States of Karnataka and Maharashtra, was taken up with the respective Governments. The State Governments of Karnataka and Maharashtra have intimated to this Ministry that they are now paying revised maintenance allowance rates as per the modified scheme, to the eligible SC and ST Students, covered under the Scheme. All the state Govt. and UT Administrations are requested to send their complete proposals on time so that the due central assistance under the scheme can be released to time. During the year 1996-97, as against the allocation of Rs. 149 crores, the central assistance of Rs. 179.93 crores was released to States/UTs.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 30-4-1997]

**Recommendation (Sl. No. 10, Para No. 2.42)**

2.13 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 SCs/STs, but the States of Gujarat and Orissa though identified as untouchability prone areas have not yet set up the Special

Courts. The Committee, therefore, urgent 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.

#### **Reply of the Government**

2.14 The Government of Gujarat has set up exclusive Special Courts for trying cases under the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 at

1. Ahmedabad (Rural)      2. Palanpur      3. Bhuj

2.15. Government of Orissa and the other remaining States/Union Territories have also been requested to set up exclusive Special Courts. This has been impressed upon them while inviting proposals for the release of Central Assistance for Implementation of the SCs and the STs (Prevention of Atrocities) Act, 1989, *vide* letter dated 11-4-97.

2.16 Welfare Minister has also written letters to the Chief Minister of States/UTs on 20-2-97, 7-5-97, 19-6-97 and 2-7-97 inviting their comments on bringing amendment to the Act so as to have exclusive courts in those districts where the pendency of cases is high.

2.17 In the Conference of Nodal Officers implementing the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 held at Mussoorie on May 30-31, 1997 also, the need for establishing exclusive Special Courts was stressed.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24-11-1997]

#### **Further Reply of the Government**

2.18 The Government of Gujarat has in consultation with the High Court of Gujarat, Ahmedabad established 3 special Courts at following places:

(a) Ahmedabad (Rural)      (b) Palanpur      (c) Bhuj

These three Special Courts will exclusively try cases of SCs and STs (Prevention of Atrocities) Act, 1989 under Section 14 of the said Act and resolution to that effect was issued on 20-1-95. These Courts have started functioning from March, 1996.

In Orissa, Courts of 13 Districts and Session Judges and 6 Additional District & Session Judges have been specified as Special Courts for trying cases under the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989:

Following States have established "Exclusive Special Courts" to try offences under the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989:

1. Andhra Pradesh (3)	2. Madhya Pradesh (25)
3. Rajasthan (16)	4. Gujarat (3)
5. Karnataka (4)	6. Tamil Nadu (4)

Other States have only specified the Courts to try the cases.

2.19 The State Governments/UTs, have been requested to set up Exclusive Special Courts. This has been impressed upon them while inviting proposals for release of Central Assistance for implementation of the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 *vide* letter dated 11-4-97.

2.20 Welfare Minister has also written letters to the Chief Minister of the States/UTs on 20-2-97, 7-5-97, 19-6-97, 2-7-97 and 5-9-97 inviting their comments on bringing amendment to the Act so as to have Exclusive Special Courts in those districts where the pendency of cases is high.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 30.4.98)

**Recommendation (Sl. No. 11, Para No. 2.50)**

2.21 The Committee are not satisfied with the slow progress in the identification of scavengers which is evident by the fact that although 82,572 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.

**Reply of the Government**

2.22 The matter has been taken up with the State Governments.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 24-11-97]

**Recommendation (Sl. No. 12, Para No. 2.51)**

2.23 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.

**Reply of the Government**

2.24 The matter has been taken up with the State Governments at the level of Chief Secretaries. Regarding the reluctance of banks to finance projects, the matter was taken up with the Banking Division. They have replied that they have issued instructions to all the public sector banks and if any specific instance of complaint is brought to their notice, they would take up the matter.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. 24-11-97]

**Recommendation (Sl. No. 17, Para No. 2.73)**

2.25 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 taken up with the

aforesaid State Govts. 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 Govts./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.

#### **Reply of the Government**

2.26 The targets fixed under 11(b) of the 20 Point Programme for Scheduled Tribes for the year 1995-96 has been achieved by the States of Assam, M.P. and Rajasthan. So far, the State Govt. of West Bengal is concerned, the target for 1995-96 was fixed at 33,700 ST families, whereas the achievements has been 29,007 ST families. This State Govt. of West Bengal is being requested to intimate the reasons for not achieving the fixed targets. A statement giving Statewise position for 1995-96 is enclosed for information.

2.27 For improving the monitoring mechanism, all the State/UT Govts. have been requested to constitute Committees at State and District levels. Govts. of Kerala and Nagaland have already constituted the Committees for better supervision and monitoring of schemes implemented through NGOs. Other State/UT Govts. are being reminded to expedite the constitution of Committees.

2.28 For persuading the State/UT Govts. for full utilisation of funds released by the Ministry, Chief Secretaries of all State/UT Govts. have been addressed to provide adequate funds in their budget for matching share under centrally sponsored schemes.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

Statement showing the States/UT-wise target and achievement in respect of Scheduled Tribes families economically assisted during 1995-96 under Point 11(b) of 20 Point Programme is given below:

Sl. No.	States/UTs	Annual Target 1995-96	Achievement	Percentage Achievement
1	2	3	4	5
1.	Andhra Pradesh	1,50,000	1,35,620	90.41
2.	Assam	43,500	57,481	132.14
3.	Bihar	1,20,000	1,05,420	87.85

1	2	3	4	5
4.	Gujarat	90,000	1,09,317	121.46
5.	Himachal Pradesh	4,000	5,637	140.92
6.	Jammu and Kashmir	1,800	2,880	132.22
7.	Karnataka	9,900	10,064	101.65
8.	Kerala	5,000	4,963	99.26
9.	Madhya Pradesh	2,80,000	2,87,609	102.72
10.	Maharashtra	1,36,100	1,25,031	91.87
11.	Manipur	5,000	4,544	90.88
12.	Orissa	95,600	91,835	96.06
13.	Rajasthan	72,000	97,121	109.89
14.	Sikkim	5,600	7,403	132.19
15.	Tamil Nadu	10,500	10,357	98.64
16.	Tripura	13,500	11,911	88.23
17.	Uttar Pradesh	4,500	5,242	116.49
18.	West Bengal	33,700	29,007	86.07
19.	A&N Island	1,000	1,048	104.80
20.	Daman & Diu	700	774	110.57
<b>Total</b>		<b>10,83,300</b>	<b>10,84,828</b>	<b>100.14</b>

**Recommendation (Sl. No. 18, Para 2.80)**

2.29 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.

**Reply of the Government**

2.30 The Coordination Committee has been formed by all National Institutes and has become functional. The Working of these National Institutes is regularly being monitored in executive Council meetings every quarter by Joint Secretary(HW) who is the Chairperson of these executive Councils. Secretary(W) monitors their functioning and progress annually in General Council meeting. Suggestions made by Dr. Balu Shankaran have been implemented. Professionals have been appointed as Directors of all National Institutes except National Institutes of Visually Handicapped, Dehradun for which efforts are being made.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

**Recommendation (Sl. No. 21, Para 2.93)**

2.31 The Committee noted 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 along with final action initiated against them should also be furnished to the Committee within three months of the presentation of this Report.

#### **Reply of the Government**

2.32. There has been an increase in the number of drug addicts registered in the Drug De-addiction Centres assisted by the Ministry of Welfare from 1627 in 1986-87 to 3.12 lakh in the year 1994-95. However, these addicts have been treated at the De-addiction/ Counselling Centres run by the voluntary organisations and assisted by the Ministry and not in the De-addiction Camps. The main objective of the De-addiction Camps is to increase community involvement especially in the rural areas in tackling drug abuse. These Camps help in reaching out to the addicts within their natural milieu and also to mobilise the community to promote awareness and qualitative initiatives towards prevention of alcoholism and drug abuse. These De-addiction Camps serve not only to treat addicts but also to generate awareness and mobilise community resources.

2.33 It is true that there has been a fall in the number of camps organised by the NGO's the last 2-3 years. This is because the organisation of camps is a specialised task which requires certain amount of experience as well as Infrastructure and not all NGOs are capable of organising such camps. However, the direction of the Committee has been kept in view and in the modified Scheme for Prohibition and Drug Abuse Prevention (which is under preparation), special measures to encourage De-addiction Camps are being incorporated especially through experienced NGOs.

2.34 With regard to the monitoring of the functioning of the voluntary organisations, the Ministry has written to Chief Secretaries of States where a large number of Counselling/De-addiction Centres are functioning for carrying out a thorough scrutiny and indepth examination of the working of the NGOs in their State at the time of inspection of such units.

2.35 In addition, a Committee comprising of experts in drug abuse prevention is set up tour the North Eastern States with a view to identify the personnel for training purposes, *inter-alia* this group will

also evaluate the performance of the existing Centres in the North East.

2.36 A complete list of NGOs for which grants have been withdrawn for the last 3 years and action taken against them is given in the statement enclosed. (Annexure—I)

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

## CHAPTER III

### RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLY

#### Recommendation (Sl. No. 15, Para 2.64)

3.1 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 effectively. Also officers of the Ministry should have a close watch over the functioning of these institutions by paying visits a regular basis. Steps taken in this regard should be communicated to the Committee within three months' time.

#### Reply of the Government

3.2 Release of fund to NGOs is done on the basis of receipt of Inspection Report from the Government. In many cases, such reports were not forthcoming hence the delay.

3.3 The Ministry has recently addressed the State Governments/ UT Administrations to send their proposals for release of grants-in-aid on time, so that a higher utilisation of funds earmarked for various schemes is possible during 1997-98. Further, the Ministry is releasing grants-in-aid to the NGOs in two equal yearly instalments as well.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

#### Recommendation (Sl. No. 22, Para 2.102)

3.4 The Committee noted 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 their view the Ministry has

taken 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.

#### **Reply of the Government**

3.5 During 1996-97, the budget grant of Rs. 1.25 Crores for the non-Plan scheme of Development of Urban Wakf Properties was sanctioned to the Central Wakf council in two instalments of Rs. 19.60 lakhs and Rs. 105.40 lakhs *vide* sanction letters dated 19th August, 1996 and 31st December, 1996. However, the amount of Rs. 105.40 lakhs could be released to the Council in the 01st week of January, 1997 only. Subsequently, the Council requested for additional funds to the extend of Rs. 40 lakhs which was provided to it out of savings from other non-Plan heads. This amount was released to the Council on 26th March, 1997. Thus, during 1996-97, a total amount of Rs. 1.65 Crores was released to the Central Wakf Council under the scheme of Development of Urban Wakf Properties. The amount was fully utilised by the Council upto 31st March, 1997 by releasing loans to 12 projects, details of which are given in the enclosed statement. (Annexure II)

3.6 As a result of thorough monitoring over the scheme 50% of the budget grant of Rs. 1.40 Crores for the year 1997-98, amounting to Rs. 70 lakhs, could be sanctioned to the Council on 29th July, 1997.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

## CHAPTER IV

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

#### Recommendation (Sl. No. 8, Para 2.32)

4.1 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 Govts. in this regard. The Committee therefore, urge upon the Ministry to take up the issue with the State Govts. and ensure that the amount earmarked for the scheme is fully utilised during the current financial year.

#### Reply of the Government

4.2 The entire amount under the schemes of Boys' hostel available for State Govts. was spent. It is true that an adjustment had to be made to appropriate a part of the budget under this scheme to Ashram Schools' Scheme. The budget provision for establishment of Ashram Schools in Tribal Areas during 1996-97 was Rs. 3.00 crores comprising of Rs. 0.20 crores for UTs and Rs. 2.80 crores for States. Sanctions were issued for release of funds earmarked for the States i.e. Rs. 2.80 crores which included a sum of Rs. 1.05 crores for Andhra Pradesh out of the State Govt.'s proposal for Rs. 2.12 crores. The balance requirement of A.P. amounting to Rs. 1.07 crores could not be considered as the budget provision of Rs. 2.80 crores had been exhausted. The funds were available under the scheme of construction of hostels for ST boys. Out of the budget provision of Rs. 3.50 crores under the scheme of Boys' hostels, an amount of Rs. 2.26 crores were only released leaving a balance of Rs. 1.14 crores for want of proposals from State Govts./UTs under the scheme. An amount of Rs. 1.07 crores was, therefore, reappropriated from the scheme of Boys' hostel to the Scheme of Ashram School to meet the balance requirement of A.P. during the year 1996-97.

4.3 For ensuring that the amount earmarked for the scheme is fully utilised during current year, Chief Secretaries of all State/UT Govts. have been addressed to provide adequate funds in their budgets for matching share under centrally sponsored schemes. Meetings are

being held with the State Government representatives to ensure timely submission of proposals and full release and utilisation of the grants.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 24.11.97]

#### **Comments of the Committee**

Please See Para 1.8 of Chapter I of the Report

#### **Recommendation (Sl. No. 14, Para 2.63)**

4.4 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 Govts at the earliest. Also efforts should be made to persuade the State Govts to send their inspection reports regarding functioning of NGOs in time.

#### **Reply of the Government**

4.5 There are three cases in Tribal Development Division for which action has been taken to stop further grants. These pertain to grant given to NGOs for starting education complex for ST girl in low literacy pockets. In all these cases the grant was stopped as a result of adverse inspection reports or complaints received from the State Govts. The concerned State Govts have been requested to expedite recovery of unutilised grant alongwith interest from the defaulting NGOs.

4.6 The Tribal Development Division is also making efforts in every case to persuade State/UT Governments to expedite their inspection reports. The Ministry has requested the concerned State Govts to carry out investigations against all the defaulting Non-Governmental Organisations and based upon the Inspection Reports, necessary action shall be taken against the defaulting NGOs.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 24.11.97]

#### **Further Reply of the Government**

4.7 The matter is being followed up with the State Governments concerned through regular reminders. They have also been advised to

expedite recovery of the amounts, together with an annual interest of 6% from the date of receipt of the amount by the NGO.

4.8 Further, two cases of mis-utilisation/misappropriation of grant-in-aid sanctioned under the Pre-Examination Coaching Scheme for Weaker Sections based on Economic Criteria have come to notice through the State Governments of Andhra Pradesh and Uttar Pradesh. In these cases, further grants have been stopped and the State Governments concerned have been requested to expedite their inspection reports and initiate appropriate action for recovery of grant along with interest thereon.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 30.4.98]

#### **Comments of the Committee**

Please See Para 1.14 of Chapter I of the Report.

#### **Recommendation (Sl. No. 16, Para 2.72)**

4.9 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.

#### **Reply of the Government**

4.10 The Planning Commission has since intimated the percentage of population below poverty line for 1993-94 (as per the official methodology) for Scheduled Tribes. In the rural areas it is 51.94% and

in the urban areas Scheduled Tribes living below the poverty line is 41.14%. The State-wise position of 16 major States computed by the Planning Commission is also enclosed for information. On the basis of the recommendation contained in the Seventh Report of the Standing Committee on Labour and Welfare 1996-97, the matter has been taken up with the concerned State Govts/UT Administration for conducting survey relating to number of Scheduled Tribe families living below the poverty line.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 24.11.97]

**Further Reply of the Government**

4.11 The Standing Committee on Labour and Welfare in its demands for Grants 1996-97 recommended for identification of Scheduled Tribes living below the poverty line on the basis of 1991 census. Accordingly, the concerned State Governments were requested to undertake a quick survey to identify the STs living below the poverty line in their respective States. As per information received from various States there is no uniformity in the generation of data and the methodology evolved in respect of some States is not known, others have done bench mark survey, and the State of Sikkim has reported that the survey would be on income and expenditure method. During the time when this information was sought by the Standing Committee the estimates were available only for the year 1987-88. But, now the Planning Commission has come out with its report and the estimates are based on 50th Round of NSSO Survey, 1993-94. Since, the survey reports of various State Governments are not based on uniform method hence, it may not correlate with the estimate on STs living below the poverty line prepared by the Planning Commission. There are bound to be distortions in figures as the base year varies from State to State and variation in the methodology of computing data. Since the NSSO and the Planning Commission have experts in the field and follow a uniform pattern hence, it would be more appropriate to rely on the data generated by them. A copy of the estimate prepared by the Planning Commission is enclosed for information. (Annexure III)

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. dated 30.4.98]

**Comments of the Committee**

Please See Para 1.16 of Chapter I of the Report.

**Recommendation (Sl. No. 20, Para 2.92)**

4.12 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 through out 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.

**Reply of the Government**

4.13 The Ministry has no machinery available at the district and block levels to conduct any survey on drug addicts and sex workers suffering from HIV/AIDs. However, the Ministry had written to the State Governments requesting them to indicate the requirements for opening up of specialised Centres for treatment and rehabilitation of women, child drug addicts and commercial sex workers who are HIV/AIDs affected so that the service facilities for these groups can be planned. The State Governments were also requested to network with the De-addiction-cum-Rehabilitation and Counselling Centres to ensure the rehabilitation process. The voluntary organisations have also been requested to keep in mind the treatment and rehabilitation of these vulnerable target groups.

4.14 As regards survey of the drug addicts and sex workers suffering from HIV/AIDs, the Ministry has been in contact with the National Sample Survey Organisation. In this connection, NSSO was requested to discuss the modalities of attempting such a survey. Subsequently, vide a communication of 9th July, 1997 received from NSSO stating that the Governing Council's meeting had come to the conclusion based on the try out survey that this type of survey can be conducted only by some specialised agency well versed with the various factors associated with drug abuse and cannot be conducted by NSSO.

4.15 Since the NSSO is a nation wide organisation with full fledged units in almost all parts of the country and organisation's infrastructure is eminently suitable for conducting a nation wide survey, further discussions were held with the CEO, Shri P.R. Dongre, of NSSO to

discuss whether any modalities for carrying out a nation wide survey for drug abuse in the country can be developed. It was given to understand that no further modalities could be developed. The Ministry is now discussing with other Research Organisations *viz.* the Organisational Research Group (ORG) and MODE to take up the Drug Abuse Survey.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

**Comments of the Committee**

Please *See* Para 1.20 of Chapter I of the Report.

## CHAPTER V

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT HAVE NOT BEEN RECEIVED

#### Recommendation (Sl. No. 2, Para 2.9)

5.1 The Committee note with distress that the performance 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 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.

#### Reply of the Government

5.2 The minutes of the meeting of 3 Apex Level Corporations, SCDCs and Secretaries of Social Welfare were circulated to the concerned Secretaries of States and UTs, CMD/MD of all the apex level corporations and SCDCs for taking necessary action. A sub-committee which was constituted to go into the working of the SCDCs has submitted its report and the same is being examined.

5.3 Ministry has also been monitoring the performance of NSFDC through periodic meetings in the Ministry, Board of Directors and AGM and examination of periodic returns filed by NSFDC etc. There has been a marked improvement in the recovery of loans from 78% in 1995-96 to 86% in 1996-97. In the current year so far the recovery rate is 86%.

5.4 The National Commission for SCs and STs has also convened a meeting on 25th July 1997 to review the performance of NSFDC and SCDCs/State Channelising Agencies.

[Ministry of Welfare O.M. No. 18(i)3/97—Cdn. Dated 24.11.97]

### **Further Reply of the Government**

5.5 The report of the Sub-Committee is being given due consideration for revising the lending policy of NSFDC which is under consideration.

[Ministry of Welfare O.M. No. 18(i)3/97—Cdn. Dated 30.4.94]

### **Recommendation (Sl. No. 3, Para 2.17)**

5.6 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 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.

### **Reply of the Government**

5.7 Under the scheme, State Governments/UT Administrations are the majority share holders in SCDCs-51%. 49% share is held by the Government of India. The State Governments and UT Administrations have been requested to strengthen the monitoring system. A meeting of MDs of SCDCs, Secretaries of Social Welfare, State Governments/UT Administrations was held in August, 1996 to review the performance of the SCDCs. A sub-committee was also constituted under the Chairmanship of Principal Secretary, Social Welfare, Andhra Pradesh. The report has been submitted and is under examination. Another meeting of MDs of SCDCs has been held by National Commission for SCs and STs on 25th July, 1997. Officers going on tour to different States also review the performance. Thus, all out efforts are being made to improve the working.

[Ministry of Welfare O.M. No. 18(i)3/97—Cdn. Dated 24.11.97]

### **Further Reply of the Government**

5.8 With the steps taken and close monitoring of the working of SCDCs the number of beneficiaries have increased from 4,19,865 during 1995-96 to 4,61,987 during 1996-97. From the above it would be evident that there has been some improvement in the performance of SCDCs.

[Ministry of Welfare O.M. No. 18(i)3/97-Cdn. Dated 30.4.98]

### **Recommendation (Sl. No. 5, Para 2.19)**

5.9 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 beneficiaries at an early date.

### **Reply of the Government**

5.10 A few studies were conducted in the past. However, on the recommendations of the Committee, the Research Institutes have been requested to submit proposals for a study on the impact of the scheme on the beneficiaries. NSFDC has also contacted Agricultural Finance Corporation, WEBCON in West Bengal, ARITCON in Orissa, HIMCON in Himachal Pradesh and such other institutions in other States for such studies.

[Ministry of Welfare O.M. No. 18(i)3/97-Cdn. Dated 24.11.97]

### **Recommendation (Sl. No. 7, Para 2.25)**

5.11 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. 990.778 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 earlier.

### **Reply of the Government**

5.12 Welfare Minister has taken up the matter with the Chief Minister of Bihar.

[Ministry of Welfare O.M. No. 18(i)/3/97—Cdn. Dated 24.11.97]

### **Further Reply of the Government**

5.13 The last regular Central Assistance released to State Government of Bihar, based on their proposal was in the year 1993-94 in regard to Centrally Sponsored Scheme of Post-Matric Scholarship to students belonging to SCs and STs. The *ad hoc* central assistance was released to State Governments including the State Government of Bihar during 1994-95, on 2-6-94, with the intention of facilitating timely disbursement of scholarship to the eligible students under the scheme, pending receipt of regular proposal from respective State Governments. The State Government of Bihar, however, did not furnish any proposal under the scheme for 1994-95. The State Government of Bihar furnished proposal in 1995-96 only after 1993-94, indicating therein also the performance of the scheme for the years 1993-94 and 1994-95. On scrutiny of this proposal, it was observed that for the year 1993-94, as against the anticipated coverage of 3,76,387 beneficiaries, the actual coverage of beneficiaries was only 68,695. As a result of this poor coverage of beneficiaries, the accrual of unspent central assistance rose upto Rs. 890.748 lakhs. During 1994-95, the actual coverage of beneficiaries was though higher *i.e.* 1,86,607, as compared to 1993-94, yet the *ad hoc* central assistance of Rs. 451 lakhs was not fully utilised and the cumulative unspent Central Assistance upto the end of 1995-96, increased to Rs. 990.748 lakhs. Thereafter, the State Government has not been released any Central Assistance under the scheme upto 1997-98. In order to solve this issue which is also effecting a large number of eligible students under the scheme, the State Government has been requested in this Ministry's letters dated 24-12-97, 15-1-98 18-2-98 and 16-3-98 to confirm the figures of central assistance utilised, Committed Liability of the State Government and total expenditure under the scheme for the years 1990-91 to 1996-97 and the authentic information is awaited. For the year 1996-97, the State Government

against their proposal anticipated coverage of 2,37,389 beneficiaries, intimated actual coverage of 1,00,006 beneficiaries for the year.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 30.4.98]

**Recommendation (Sl. No. 9, Para 2.33)**

5.14 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 there months' time.

**Reply of the Government**

5.15 We have taken up the matter with the State Governments for rectification of the irregularities on the working, maintenance of the hostels and to ensure that basic facilities of the hostels are provided.

5.16 This Ministry has entrusted the evaluation studies of the Scheme of "Girls Hostels for Scheduled Tribes in Kerala and West Bengal and Boys Hostels for STs in Assam and MP to the Tribal Research Institute (TRIs) of concerned States in 1995-96. This Ministry has received report from TRI (Assam) Guwahati and the same has been referred to the Govt. of Assam for taking appropriate action. The draft report received from Govt. of West Bengal is under examination in this Ministry and draft reports are still awaited from TRI Kerala and MP.

5.17 With regard to evaluation study a functioning of girls hostels for SCs/STs in the States of Bihar, MP, Orissa, Rajasthan and the matter has been referred to all State Govts. for taking appropriate action.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

### **Further Reply of the Government**

5.18 The Central Government provides funds on the basis of 0.50 for construction of hostels while the maintenance of the hostels are entirely the responsibility of the State Governments. Even so to facilitate improvement in the working of hostels, the Central Government conducts evaluation studies and forward the same to the concerned State Govts. to enable them to take remedial action. These evaluation studies conducted for various State Govts have already been forwarded to the concerned State Govt. for remedial action. Other State Govts. have also been advised to take appropriate action in this regard.

5.19 With particular reference to Girls Hostels for STs, the details of follow-up action/comments on the report of the Tribal Research Institute (Assam), Guwahati, which was referred to the Govt. of Assam, are still awaited.

5.20 The draft reports received from the TRIs of West Bengal, Kerala and Madhya Pradesh, are under examination.

5.21 Studies in respect of the functioning of the Girls Hostels for SCs/STs in the States of Bihar, Madhya Pradesh, Orissa, Rajasthan and UP, were also entrusted to the TRIs concerned. The recommendations contained in the reports have been sent to the State Govts. concerned. Their response is awaited.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 30.4.98]

#### **Recommendation (Sl. No. 13, Para 2.62)**

5.22 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 cores allocated for the year 1996-97 to 1474 NGOs only 24.48 crores was released by the Ministry upto 31st Dec., 1996. In view of the Committee, the involvement 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 involve MPs and MLAs as the case may be. Steps taken in this regard should be communicated to the Committee within three month's time.

### **Reply of the Government**

5.23 As regards the monitoring mechanism to be introduced for the funds released to NGOs, constitution of a Central Committee consisting of 11-15 members from different walks of life is under consideration. For setting up of monitoring system at the State and District levels, all the State/UT Govts. have been requested to constitute Committees at State and District levels. Kerala Govt. has confirmed that they have constituted the Committees. Govt. of Nagaland has also informed that they have constituted an Advisory Committee for better supervision and monitoring of schemes implemented through the NGOs. Other State/UT Govts. are being reminded to expedite the constitution of the Committees.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

### **Further Reply of the Government**

5.24 A final view is yet to be taken on the constitution of a Central Committee for monitoring the funds released to NGOs.

5.25 As regards setting up of monitoring systems at the State and District levels, the response from various State Governments are awaited. The matter is being pursued.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 30.4.98]

### **Recommendation (Sl. No. 19, Para 2.81)**

5.26 As regards voluntary organisations which are working in the field of Handicapped Welfare should be released grants-in-aid 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.

### **Reply of the Government**

5.27 Reports from the concerned State Governments in the case of bogus NGOs working in the field of handicapped welfare have not yet been received. They are being requested to send the same with details of action initiated by them in such cases. As soon as these reports are received, the action taken thereon will be furnished to the Hon'ble Committee.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

**Recommendation (Sl. No. 23, Para 2.103)**

5.28 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 one 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 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.

**Reply of the Government**

5.29 As desired by the Hon'ble Standing Committee on Labour and Welfare, the Welfare Ministers has addressed another communication on 07th June, 1997 to the Chief Ministers of 21 States/UTs impressing upon them the urgency and importance attached to the implementation of the Wakf Act, 1995, particularly the constitution on State Wakf Boards, appointment of Survey Commissioners, setting-up of Wakf Tribunals and framing of Rules under Section 109 of the Wakf Act, 1995 and requesting them to take action on top priority basis. The Welfare Minister had earlier addressed the Chief Ministers/ Administrators of all the State Governments/UT Administrations (except Jammu & Kashmir to which the Wakf Act, 1995 does not extend) on 05th September, 1996. Another official communication has been addressed to Chief Secretaries of all State Governments/UT Administrations on 09th July, 1997, requesting them to take immediate steps for appointment of Survey Commissioners in their States for carrying out survey of wakf properties in their respective States.

[Ministry of Welfare O.M. No. 18(i)/3/97-Cdn. Dated 24.11.97]

NEW DELHI;  
17 June, 1998  
27 Jyaistha, 1920 (Saka)

**HARIN PATHAK,**  
Chairman,  
Standing Committee on Labour and Welfare.

*Statement showing the Number of NGOs Whose Grants  
have been withdrawn During 1994-95, 1995-96 and  
1995-97 (Drug Abuse Preventions)*

S. No.	Name of the Organisation	Centre	Reason for withdrawing
1	2	3	4
<b>1994-95</b>			
1.	Sarveshwari Development Instt. Sasaram, Bihar.	Counselling	Centre found non-functional at the time of inspection.
2.	Indira Gandhi Samaj Seva Ashram, Sasaram, Bihar.	-do-	-do-
3.	AMGLAS, Bhubaneshwar, Orissa.	Counselling and De-addiction	State Govt. did not recommend the grant on account of misutilisation of fund.
4.	Asha Bal Mandir Shiksha Samiti, Jaipur, Rajasthan.	Counselling	Working of the Centre was not found to be satisfactory at the time of inspection.
5.	Brij Bal Niketan Samiti, Bharatpur, Rajasthan.	De-addiction	State Govt. did not find the Centre working satisfactorily.
6.	Madhu Samiriti, Kota, Rajasthan.	Counselling	-do-
7.	Tilak Shaishik Samiti, Allahabad, Uttar Pradesh.	De-addiction	Centre found non-functional on the date of Inspection.

1	2	3	4
<b>1994-95</b>			
1. Bihar Rehabilitation & Welfare, Patna, Bihar	De-addiction	Working of the Centre found unsatisfactory on the Inspection date.	
2. Home for Mentally Retarded & Psychologically Sufferers, Patna, Bihar.	De-addiction and Counselling	-do-	
3. Pandit Bacchan Pandey Mahila Vikas Sansthan, Gopal Ganj, Bihar.	De-addiction	Adverse Report of State Government.	
4. K.V.M Trust; Cherthala, Kerala.	De-addiction and Counselling	Complaint of mis-utilisation of funds.	
5. Rural Development Organisation, Imphal, Manipur.	De-addiction	Working no found satisfactory at the time of Inspection.	
6. Centre for Mental Hygiene, Imphal, Manipur.	De-addiction	-do-	
7. Service & Education for Welfare Action, Impal, Manipur.	-do-	-do-	
8. Citizen, Cuttack, Orissa.	Counselling	Not found working satisfactorily at the time of inspection by the Ministry.	
9. Methodist Hospital, Ajmer, Rajasthan.	De-addiction	Inspection Conducted by the State Govt. Centre not being run as per norms.	

1	2	3	4
10.	Rashtriya Shiksha Prasar Samiti Udaipur, Rajasthan	Counselling	Centre not found Working Satisfactorily by the State Government.
11.	Social Welfare Society, Tikagudi, Tamil Nadu.	Counselling	Agency Black Listed by CAPART on the basis of policy decision taken in the Ministry, grants withdrawn from such agencies.
12.	Ambedkar Shiksha Samiti, Luucknow	De-addiction	Centre not found working satisfactorily at the time of Inspection conducted by the Ministry.
13.	Akhil Bhartiya Samaj Kalyan Pratisthan	Counselling	Working not satisfactory at the time of Inspection by CAPART.
14.	Human Development and Research institute, Culcutta, West Bengal.	De-addiction	Working not found satisfactory at the time of Inspection Conducted by the Ministry.
15.	Indian Instt. of Human Welfare, Calcutta, West Bengal.	De-addiction	-do-
16.	Shaheed Abdul Hamid Education Instt., Yawatnal, Maharashtra.	Counselling	Misutilisation of fund found by State Govt. at the time of Inspection Conducted by them.

1	2	3	4
<b>1996-97</b>			
1.	Applied Inter-disciplinary Development Research Instt., Madras, Tamil Nadu.	Counselling	Centre was not working properly at the time of inspection conducted by the Ministry.
2.	Kalai Selvi Karunalaya, Social Welfare Society Madras, Tamil Nadu.	Counselling	-do-
3.	Haldia Samaj Kalyan Parishad, Midnapore, West Bengal.	De-addiction and Counselling	Not functioning satisfactorily. The Inspection was conducted by the Ministry.
4.	Sanjeevni, Bhubaneshwar, Orissa.	Counselling	complaints received against the Member the Managing Committee.
5.	Sarvodaya Gram Avam Mahila Vikas Sansthan, Milan, Rampur, Uttar Pradesh	Counselling	Adverse report from District Magistrate.

STATE-WISE LIST OF PROJECTS FINANCED BY CENTRAL WAKF COUNCIL FROM OUT OF THE GRANT-IN-AID GIVEN BY CENTRAL GOVT. UNDER THE NON PLAN SCHEME OF DEVELOPMENT OF URBAN WAKF PROPERTIES DURING 1996-97

(Rs. in Lakhs)

S.No.	Name of the Project	Estimated Cost	Loan Given	Instit. No.	Remarks
<b>KARNATAKA</b>					
1.	Muslim Hostel K.R. Puram, HASSAN	18.86	4.15	3	Nearing completion
2.	Dangah Haz. Hameed Shah Wali, BANGALORE	136.00	30.00	12	—do—
3.	Jamia Masjid Ashoor Khari K.R. Pet, MANDIVA DIST.	21.86	6.40	3	—do—
4.	Millat Education and Welfare Society, Devengere, CHITRADURGA	44.00	13.00	2	—do—
5.	Development Scheme of Jama Masjid Nippanni, BELGAUM	25.00	5.00	1	Work has started
6.	Seyyid Madani Charitable Trust, ULLAL (Dakshina Kannada)	150.00	10.00	3	Nearing completion
7.	New Muslim Hostel (Sunru) Sarasvatipuram, MYSORE	70.80	14.65	2	Work is in progress
<b>KERALA</b>					
8.	Development Scheme of Badagara Jamath Pallidars Committee, BADAGARA	100.00	30.00	1	—do—
<b>MAHARASHTRA</b>					
9.	Shad Adam Shaikh Trust, BOMBAY	155.00	23.20	2	—do—
<b>ORISSA</b>					
10.	Paradip Port Islamic Association, CUTTACK	26.49	6.40	3	Nearing completion
11.	Masjid-e-Khurda Road, Jatni, PURI	12.22	2.20	3	—do—
12.	Muslim Youth's Cultural Association, CUTTACK	58.00	20.00	1	Work started
<b>Total</b>		<b>165.00</b>			

*Percentage of Population below Poverty Line by States—1993-94  
(as per the Official Methodology)*

S.No.	States	Rural		Urban	
		Scheduled Caste	Scheduled Tribe	Scheduled Caste	Scheduled Tribe
1.	Andhra Pradesh	26.02	25.66	43.82	46.68
2.	Assam	45.38	41.44	14.34	7.11
3.	Bihar	70.66	69.75	55.16	35.76
4.	Gujarat	32.26	31.20	44.99	35.76
5.	Haryana	46.56	41.55	23.58	0.00
6.	Himachal Pradesh	36.89	63.94	18.52	0.00
7.	Karnataka	46.36	37.33	61.59	62.05
8.	Kerala	36.43	37.34	31.59	1.08
9.	Madhya Pradesh	45.83	56.69	65.00	65.28
10.	Maharashtra	51.64	50.58	52.56	61.06
11.	Orissa	48.95	71.26	47.45	64.85
12.	Punjab	22.08	27.00	27.96	0.00
13.	Rajasthan	38.38	46.23	48.63	13.21
14.	Tamil Nadu	44.05	44.37	61.50	30.08
15.	Uttar Pradesh	58.99	37.11	58.02	36.89
16.	West Bengal	45.29	61.95	37.73	19.41
All India		48.11	51.94	49.48	41.14

N.B. (i) The estimates are based on the methodology outlined in the Report of the Expert Group on Estimation of Proportion and Number of Poor.  
(ii) The Poverty line for all population is used for SC's and ST's.  
(iii) All India poverty ratio is worked out from the NSS distribution of persons and (implicit) all-India poverty line.

MINUTES OF THE SECOND SITTING OF THE STANDING  
COMMITTEE ON LABOUR AND WELFARE HELD  
ON MONDAY, 16 JUNE, 1998

The Committee met from 16.00 hrs. to 18.00 hrs. in Committee Room No. 53, Parliament House, New Delhi.

PRESENT

Shri Harin Pathak — *Chairman*

MEMBERS

*Lok Sabha*

2. Shri Surender Singh Barwala
3. Smt. Sandhya Bauri
4. Shri Manibhai Ramjibhai Chaudhuri
5. Shri Jaysinhji Manshingji Chauhan
6. Shri Thawarchand Gehlot
7. Shri Bheru Lal Meena
8. Shri Aman Kumar Nagra
9. Shri Shankar Sakharam Nam
10. Shri N.K. Premachandran
11. Shri Khagapati Pradhani
12. Dr. Ram Lakan Singh
13. Shri A. Siddaraju
14. Shri Virendra Kumar
15. Shri Sita Ram Yadav

*Lok Sabha*

16. Shri Govindrao Adik
17. Shri Sanatan Bisi
18. Shri Bangaru Laxman

19. Shri S. Muthu Mani
20. Shri Jibon Roy
21. Shri P. Soundararajan
22. Miss Frida Topno
23. Shri Janardan Yadav

SECRETARIAL

1. Shri J.P. Sharma — *Deputy Secretary*
2. Shri R.S. Misra — *Under Secretary*

2. At the outset, the Committee took up for consideration the following draft Action Taken Reports relating to the Ministry of Welfare and adopted without any amendment:—

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- (i) Action Taken by the Government on the recommendations/observations contained in the Seventh Report of the Standing Committee on Labour and Welfare on Demands for Grants - 1997-98 - Ministry of Welfare

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3. The Committee then took up for consideration the draft Action Taken Report relating to the Ministry of Labour on the Action Taken by the Government on the recommendations/observations contained in the Fifth Report of the Standing Committee on Labour and Welfare on Demands for Grants - 1997-98 - Ministry of Labour with the following modifications:—

Page	Para	Line	Amendment
4	1.9	9	<i>for 'has not been given the attention it deserved.'</i> <i>read 'should have been given more attention.'</i>
6	1.12	14	<i>delete the words 'on contract basis'</i>

4. The Committee authorised the Chairman to present the Report to Parliament on their behalf.

*The Committee then adjourned.*

## APPENDIX

### *Analysis of Action Taken by the Government on the Seventh Report of the Standing Committee on Labour and Welfare (Eleventh Lok Sabha)*

	Total	Percentage
I. Total number of Recommendations	23	
II. Recommendations/Observations which have been accepted by Government (Nos. 1, 4, 6, 10, 11, 12, 17, 18 and 21)	9	39.13
III. Recommendations/Observations which the Committee do not desire to pursue in view of Government replies (Nos. 15 and 22)	2	8.70
IV. Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (Nos. 8, 14, 16 and 20)	4	17.39
V. Recommendations/Observations in respect of which final replies of Government are still awaited (Nos. 2, 3, 5, 7, 9, 13, 19 and 23)	8	34.78