

PUBLIC ACCOUNTS COMMITTEE
(1974-75)

(FIFTH LOK SABHA)

HUNDRED AND FIFTY-SEVENTH REPORT

[Action taken by Government on the recommendations of the Public Accounts Committee contained in their 129th Report (Fifth Lok Sabha) on the Report of the Comptroller & Auditor General of India for the year 1971-72, Union Government (Civil) relating to the Ministry of Education & Social Welfare.]



LOK SABHA SECRETARIAT
NEW DELHI

April, 1975/Vaisakha, 1897 (S)

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<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
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PUBLIC ACCOUNTS COMMITTEE

(1974-75)

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20. Shri T. N. Singh
21. Shri Sasankasekhar Sanyal
22. Shri A. K. A. Abdul Samad

SECRETARIAT

Shri B. K. Mukerjee—*Chief Legislative Committee Officer*
Shri N. Sunder Rajan—*Senior Financial Committee Officer*

INTRODUCTION

1. The Chairman of the Public Accounts Committee having been authorised by the Committee, do present on their behalf this Hundred and Fifty Seventh Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their 129th Report (Fifth Lok Sabha) on the Report of the Comptroller and Auditor General of India for the year 1971-72, Union Government (Civil) relating to the Ministry of Education & Social Welfare.

2. On the 31st May, 1974 an 'Action Taken' Sub-Committee was appointed to scrutinise the replies from Government in pursuance of the recommendations made by the Committee in their earlier Reports. The Sub-Committee was constituted with the following Members:

Shri H. M. Patel—Convenor

2. Shri Sasankasekhar Sanyal
3. Shri Jagannathrao Joshi
4. Shri S. C. Besra
5. Shri V. B. Raju
6. Shri Mohammed Usman Arif
7. Shri P. Antony Reddi
8. Shri Narain Chand Parashar
9. Shri T. N. Singh.

Members

3. The Action Taken Sub-Committee of the Public Accounts Committee (1974-75) considered and adopted this Report at their sitting held on 25th April, 1975. The Report was finally adopted by the Public Accounts Committee on the 28th April, 1975.

4. For facility of reference the main conclusions/recommendations of the Committee have been printed in thick type in the body of the Report. A statement showing the summary of the main recommendations/observations of the Committee is appended to the Report (Appendix).

5. The Committee place on record their appreciation of the assistance rendered to them in this matter by the Comptroller and Auditor General of India.

NEW DELHI;
April 28, 1975.

JYOTIRMÓY BOSU,
Chairman,
Public Accounts Committee.

Vaisakha 8, 1897 (S).

CHAPTER I

REPORT

1.1. This Report deals with the action taken by Government on the recommendations contained in the Hundred and Twenty Ninth Report of the Public Accounts Committee (Fifth Lok Sabha) on the Report of the Comptroller and Auditor General for the year 1971-72 Union Government (Civil) relating to the Ministry of Education and Social Welfare.

1.2. Replies to all the recommendations contained in the Report have been received from Government.

1.3. The Action Taken Notes on the recommendations|Observations of the Committee contained in the Report have been categorised under the following heads:—

(i) *Recommendations|Observations that have been accepted by Government.*

Sr. Nos. 1-3, 8-11, 14, 18-19, 22-23, 26-27.

(ii) *Recommendations|observations which the Committee do not desire to pursue in the light of the replies received from Government.*

Sr. Nos. 5-6, 21, 28.

(iii) *Recommendations|Observations replies to which have not been accepted by the Committee and which require reiteration.*

Sr. No. 7.

(vi) *Recommendations|Observations in respect of which Government have given interim replies.*

Sr. Nos. 4, 12-13, 15-17, 20, 24-25.

1.4. **The Committee hope that final replies in regard to those recommendations to which only interim replies have been furnished will be submitted to them expeditiously after getting them vetted by Audit.**

1.5. The Committee will now deal with the action taken by Government on some of the recommendations.

Evaluation of working of the School of Planning and Architecture, New Delhi (Paragraphs 1.11 and 1.12 S. No. 2).

1.6. The Committee had made the following observations in Paragraphs 1.11 and 1.12 of the Report in regard to the need to appoint a Reviewing Committee to evaluate the working of the Institute:—

“1.11. The Visiting Board appointed jointly by the Indian Institute of Architects and the Commonwealth Association of Architects which was invited to inspect the Department of Architecture of the school during September 1970 observed: “There is very little organised research in the school by the staff and students and we would recommend that the school see if this can be expanded. This could be an aid to the production of text books mentioned above.”

“1.12. The Committee are surprised that no comprehensive evaluation of working of the School of Planning and Architecture has been attempted so far. The Committee recommend that an expert reviewing committee should be appointed to evaluate the working of this premier institution. In fact, there should be a system of periodical appraisal of the working of all such institutions which are financed and maintained by the Government of India.”

1.7. In their reply, the Ministry of Education and Social Welfare have stated:—

“The recommendation to appoint an expert Reviewing Committee to evaluate the work of the School of Planning & Architecture is welcome by the Ministry. Since there is no provision in the Memorandum of Association, Rules and Regulations of the School for appointment of such an expert committee, the Board of Governors of the School have been requested by the Government to make provision for appointment of such a Committee. Necessary Regulations.”

1.8. The Committee desire that early action should be taken to amend the Rules and Regulations of the School to make possible the appointment of an Expert Committee without much loss of time.

Non-implementation of orders regarding consultancy practice (Paragraphs 1.54—1.55, S. Nos. 3-4)

1.9. Referring to the failure of the Ministry in taking action due to one factor or the other for implementation of a decision taken in June 1963 that private practice (whether in the nature of consult-

ancy work or some other type of work) should not be permitted to the staff in any government institution, the Committee had made the following observations in paragraphs 1.54 and 1.55 of the Report:—

“1.54. The Committee are deeply distressed over the manner in which the whole issue of consultancy practice has been handled by the Institute and the Government. The following narration of facts will make it clear that the authorities did not show any anxiety to see that its decision that private practice (whether it be in the nature of consultancy work or some other type of work) should not be permitted to any member of the staff in any Government institution was implemented.

- (i) As long as ten years ago, on 30th June, 1963, the then Ministry of Scientific Research and Cultural Affairs, while forwarding a copy of the instructions of the Ministry of Finance, directed the School of Planning and Architecture to amend its Rules to conform to those instructions.
- (ii) In February, 1965, i.e., after a period of about 20 months, a memorandum was submitted to the Government by the School authorities to review the decision regarding institutional consultancy work.
- (iii) Before Government of India's decision was conveyed in 1963, the Architecture Board had taken up the issue in August, 1962 and recommended that a seminar on 'Architecture Education' should be organised with a view to studying various problems for improving the standards of architectural education. The Architecture Board held a meeting in September, 1963 and they suggested it would be advantageous to organise a seminar in 1964 because at that time some international conference were scheduled to be held in New Delhi. The recommendations made by the Architecture Board regarding consultancy practice for the teachers of Architectural Schools were later endorsed by the All India Council for Technical Education in 1972.
- (iv) The Committee were informed by the representatives of the Ministry that “no decision has been taken so far” even after a prolonged lapse of time on the above recommendation of the All India Council for Technical Education and that as of now, the 1963 decision is a continuing decision.

- (v) The Secretary, Department of Education clarified that "Government have drawn their (Schools') attention again and again. The correspondence is there. They said they were discussing this. But I am not in a position to defend it."

"1.55. The Committee deprecate the lack of responsibility on the part of the Ministry of Education to get the Government's decision implemented and suggest that an enquiry should be held to fix responsibility for this subject failure."

1.10. In their reply, the Ministry of Education and Social Welfare have stated:—

"1.54. The Institute has been asked to follow the Government instructions as contained in the Ministry of Finance Memorandum No. F.11(2)-EII(B)/63 dated the May 6, 1963 with immediate effect."

"1.55. The matter is being looked into."

1.11. The Committee are surprised at the laconic and somewhat obscure reply of the Ministry to their recommendations. It is about a year now that the recommendations of the Committee were sent to the Ministry for implementation but nothing tangible has been done. Will the Ministry please confirm (a) that it accepts the recommendations of the Committee, (b) if not, its reasons for not accepting them and (c) if the answer is in the affirmative what steps it has taken to implement them? The Committee expects whole hearted cooperation from the Ministry. While the Committee has no objection to the Ministry disagreeing with the viewpoint of the Committee, it cannot countenance failure to comply when the Ministry has no argument to urge against compliance.

Non-recovery of one-third of net fees received by faculty members on account of consultancy practice (Paragraph 1.58—Sl. No. 7).

1.12. Commenting on the non-realisation of one-third of the net fees received by the staff members of the School of Planning and Architecture, New Delhi, for their consultancy work for credit to the Institute, as required under the orders of the Ministry of Finance, the Committee had made the following observations in paragraph 1.58 of the Report:—

“The Committee, however, see no reason why one-third of the net fees received by the staff for their consultancy work have not gone to the Institution as is the practice in the Institutes of Technology and other bodies, like the Council of Scientific and Industrial Research. In spite of clear orders of the Ministry of Finance, it is regretted that School authorities have failed to recover one-third of the fees from the affluent architects. The Committee recommend that every effort should be made to recover the amount due and credit it to the Institution, under intimation to the Committee.”

1.13. In their reply, the Ministry of Education and Social Welfare have stated:—

“The Institute has been asked to follow the Government instructions as contained in the Ministry of Finance Memorandum No. F. 11(2)-EII(B)/63 dated May 6, 1963 with immediate effect. Further, the institute has been asked (to make every effort) to recover the amount due from the faculty members for the individual consultancy and credit the same to the institute.”

1.14. The Committee had taken a serious view of the failure of the School authorities in recovering one-third of the net fees received by the staff for their consultancy work and had recommended that all efforts should be made to recover the amounts from the concerned Architects and credited to the Institute. From the reply of the Ministry it would seem that the Government have again failed to follow up instructions issued to the School authorities ‘to recover the amount due from the faculty members for the individual consultancy’ to the logical end. This failure is deprecated. It appears to the Committee that Government have not considered the matter with the seriousness that it deserves. The Committee would like to be informed of the steps taken to recover the dues from the staff. The amount realised during 1974-75 should be reported to the Committee.

Per-capita expenditure in Children’s Homes (Paragraphs 2.55-2.56—S. Nos. 11-12)

1.15. In paragraphs 2.55 and 2.56, the Committee had dealt with the overall working of various institutions run by the Delhi Administration under social welfare programme. Pointing out the need to work out periodically the per capita expenditure made on various children’s homes and analyse the reasons for the variations

with a view to taking remedial measures, the Committee had made the following observations in Paragraph 2.56:—

“The Committee are glad that the per capita expenditure has been worked out as a result of the Committee’s endeavour to obtain the information. Remedial measures can be taken for each of the above reasons if attempts are made so that the amount that is now being allotted can be spread out to meet the needs of more children. The Committee, therefore recommend that the per capita expenditure should be worked out periodically and the reasons for the variations analysed so that urgent remedial action can be taken to keep them within reasonable limits by (a) getting alternate accommodation at cheaper rents if Govt. cannot accommodate the Homes in their own buildings; (b) by establishing or shifting the Homes near Hospital, Dispensaries so that there may be less expenditure on caretaking personnel *e.g.* nurses etc. and (c) by seeing that the intake of children is kept at optimum level in the Homes.”

1.16. In a note dated 31st March, 1975 the Ministry of Education and Social Welfare have stated as follows:—

“(i) Financial Review Committee has submitted its report on per capita expenditure on 10th February, 1975.

The matter is under consideration of the Administration.

(ii) It is proposed to set up committee consisting of:

1. Joint Director Social Welfare. —
2. Chief of Rehabilitation Services.
3. Administrative Officer.

They may form a Standing Committee to submit half yearly report to reduce/review per capita expenditure.

(iii) *Regarding:—Accommodation at cheaper rates.* Buildings are not available. Advertisement in newspapers was given on 22nd December, 1974 to get buildings at cheaper rate. The response was not satisfactory. However efforts will be continued to get cheaper accommodation. Proposals are under consideration to construct buildings in the remaining years of the plan.”

1.17. The Committee find that the Report of the Financial Review Committee on the per capita expenditure received on 10-2-1975 is under the consideration of the Administration. The Committee

would like the recommendations to be studied expeditiously and the final action taken intimated to them.

Issue of certificates and recognition of training courses (Paragraph 2.74, S. No. 14)

1.18. Referring to an anomaly noticed in the system of vocational training imparted to the inmates of the Childrens Homes, in various trades, the Committee had made the following observations in paragraph 2.74 of the Report:—

“It was revealed that only after the Committee took up the examination of the Audit Para, the Ministry have issued instructions for awarding certificates to those who completed training in their respective trades. Regarding the difficulty in granting recognition because the children do not possess the basic minimum qualification laid down, the Committee suggest that the matter may be taken up with the Director General of Technical Training and Employment so that these boys who have obtained proficiency in certain trades can be duly considered for placement in jobs. In fact this should have been done earlier.”

1.19. The Ministry of Education and Social Welfare in their reply dated 31st March, 1975 have stated as follows:—

“The matter has been taken up with the Director General Employment & Training (Technical) Ministry of Labour for placement in jobs also with the Director, Employment and Training, Delhi Administration, Delhi.”

1.20. The Committee would like to be informed about the results of the efforts made for the placement in jobs of children who have been imparted training in vocational trades in children's Homes and awarded certificates.

Escapes and Shortage of accommodation in Children's Homes (Paragraph 2.87, S. No. 17)

1.21. In paragraph 2.87, the Committee had made the following observations with regard to the problem of 'escapes' from and shortage of accommodation in the Children's Homes run by the Delhi Administration:—

“The Committee recommend that the problem of escapes should be studied immediately in depth with the help of Delhi School of Social Work and all remedial measures taken with a view to see that the working of the institu-

tion is such that the children are treated in a human fashion although the set-up is that of a Government Organisation. The Committee suggest that as far as possible it should be ensured that the actual strength of these Homes is not much more than the sanctioned capacity for which accommodation should be provided."

1.22. In reply, the Ministry of Education and Social Welfare have stated in a note dated 31st March, 1975 submitted to the Committee as follows:—

"The Delhi School of Social Work has submitted its report and it is under consideration of Delhi Administration and Government of India.

The recommendations are as follows:—

1. The authorities should adopt an integrated approach to deal with the problem of escapes. This should include an all round development of the existing services and individual attention to the inmates particularly during the time of their admission into the institutions.

2. The institutions should be housed in such buildings which provide not only sufficient office and residential accommodation for the inmates but also enough open space for gardening and play grounds. The accommodation provided to the inmates should have sufficient space for sleeping, studying and for keeping personal requirements. As far as possible dormitories should be replaced by medium size room capable of accommodation two to four inmates. The case workers and the Probation Officers should be provided with separate office accommodation.

3. The Physical facilities, namely drinking water, bath-room and latrine facilities, available to the inmates should be adequate. There should be either continuous supply of water of 24 hours or provisions for storage of drinking water. The number of water taps should be increased at the rate of one tap for 20 children. The number of rooms and latrines should also be increased. There should be one bath-room and one latrine for every 10 children. Thorough cleaning out only of the bath-rooms and the latrine but also of the surroundings should be done.

4. The indoor and outdoor recreational facilities should be commensurate with the number of inmates in the institution. The authorities should either themselves purchase or sanction money to the institutional heads to purchase games equipments and materials. The services of the Physical Instructor or a batch or a group worker

may be made available to the inmates particularly to those who want to excell in the field of games and sports. Hobby clubs, sports, games competitions should be organised for healthy development of the inmates.

5. The educational and vocational facilities provided by the Institutions should be completely reorganised to meet the needs of the situation. Outdoor schooling should be encouraged and for this purpose the institutions should establish and maintained contacts with the educational institutions of the area. The education provided by the institutions inside the campus should be upto the standard and there should be regular and proper assessment of the educational performance of the inmates receiving education inside the campus. The vocational training provided to the inmates should take into consideration the market values of the training and should aim at developing proper skill necessary for self employment. The teachers and vocational training instructors should be properly trained. Proper certificates should be issued to the inmates on completion of their education and training in the institutions.

6. Individualised and personal contact should be established and maintained by the members of the staff particularly the Case Workers/Probation Officers and Cargo Takers who deal directly with the inmates and their problems. For the purpose the number of Case Workers and Probation Officers should be increased and each institutions should have one Case Worker for every 20 inmates. The Case Workers should meet at least once a week for a period of one hour with the inmates placed under his/her supervision. And, if required, for this purpose, the Case Workers should be relieved from their other official responsibilities. The case workers should try to develop a feeling that they are to help them and not to create problem for them. The number of Care Takers and Watchmen should also be increased.

7. The Case Workers and other should give greater personal attention to new comers of the institution and should help them to get adjusted with the institutional life.

8. The institutions should develop its programme and activities in consultation with the inmates. The inmates of the institution should be involved in planning and reviewing the programmes of the institutions in order to give them a feeling of involvement. While the discipline of the institutions should be upheld emphasis should be made to avoid maintenance of rigid discipline. Individual problem should be taken into consideration in maintaining the discipline.

9. Physical torture and punishment of the inmates should be completely prohibited. The staff resorting to physical torture and punishment of the children should be dealt with seriously.

10. Exploitation of the inmates should be completely stopped. Cases of exploitation of the inmates should be firmly dealt with. The offenders should be punished according to their offences.

11. The institutions should encourage more bilateral communications, staff meetings of the staff and the inmates. Fortnightly meetings of the staff and monthly meetings between the staff and the inmates should become a regular feature of the institutions.

12. The institutions should develop a machinery to deal with the individual and group grievances of the inmates. The inmates should be sympathetically listened and helped to solve their problems."

1.23. Dealing with the problem of a large number of escapes from the Children's Homes run by the Delhi Administration, the Committee had observed that the matter should be studied in depth with the help of the Delhi School of Social Work. The Committee find that the School has made some concrete proposals to remedy the situation and their report is under consideration of the Delhi Administration. The Committee hope that action on the various suggestions made in the Report would be initiated without delay.

Installation of power-looms (Paragraph 2.166, S. No. 25).

1.24. In paragraph 2.166, the Committee had made the following observations regarding delay in installation of power-looms purchased in February, 1966:—

"According to Audit Para, four power-looms purchased for Rs. 15,700/- in February, 1966, had not been installed upto December, 1972 as the building in which these were proposed to be installed had been declared unfit. The Ministry have since intimated that the cost of the power-looms comes of Rs. 9,740 with accessories, the cost comes to Rs. 12,165.42. The Committee are surprised that the power-looms purchased in February, 1966 had been lying idle and have not yet been installed and put into productive use. The representative of the Ministry admitted that delays occurred at every stage and delays meant more expenditure and waste of public money and as a number of authorities were involved, namely Municipal Corporation, DESU etc., Government have instituted an enquiry. The Committee suggest that the officials responsible for the delay and non-installation of the power-looms which resulted in their not being put to produc-

tive use should be severely dealt with under advice to the Committee on receipt of the report of the enquiry."

1.25. In their reply dated 31st March, 1975 the Ministry of Education and Social Welfare have stated as follows:—

"The Committee on Power-loom has submitted its enquiry report on 1-2-1975 and the matter is under consideration of the Administration."

1.26. The Committee note that the recommendations of the Enquiry Committee on power-loom_s are under consideration of the Administration. The Committee would like to be informed about the action taken against the officials responsible for the delay and non-installation of power-loom_s in the light of the report of the Enquiry Committee. 1

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation

The School of Planning and Architecture was established in September, 1956 as a registered society with the main object of conducting courses of training and sponsoring and undertaking research on rural, urban and regional planning, architecture, landscape architecture and allied subjects. The school is financed by the Central Government. The Government grant had increased from Rs. 14.65 lakhs in 1965-66 to Rs. 31.06 lakhs in 1972-73. The grants paid to the school from 1965-66 upto the end of 1972-73 aggregate to Rs. 145.95 lakhs (recurring Rs. 123.88 lakhs and non-recurring Rs. 22.07 lakhs). The School is managed and administered by a Board of Governors of the Society, but wholly financed and maintained by the Government of India and is at present under the administrative control of the Ministry of Education and Social Welfare.

[Sl. No. 1 (para 1.10) of Appendix IV to 129th Report
(5th Lok Sabha)].

Action taken

No action is called for.

[Department of Education O.M. No. 18-15/74—T.6 (T.1)
dated 17-1-1975].

Recommendation

The Visiting Board appointed jointly by the Indian Institute of Architects and the Commonwealth Association of Architects which was invited to inspect the Department of Architecture of the school during September 1970 observed: "There is very little organised research in the school by the staff and students and we would recommend that the school see if this can be expanded. This could be an aid to the production of text books mentioned above".

The Committee are surprised that no comprehensive evaluation of the working of the School of Planning and Architecture has been attempted so far. The Committee recommend that an expert reviewing committee should be appointed to evaluate the working of this premier institution. In fact, there should be a system of

periodical appraisal of the working of all such institutions which are financed and maintained by the Government of India.

[Sl. No. 2 (para 1.11) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

The recommendation to appoint an expert Reviewing Committee to evaluate the work of the School of Planning & Architecture is welcome by the Ministry. Since there is no provision in the Memorandum of Association. Rules and Regulations of the School for appointment of such an expert committee, the Board of Governors of the School have been requested by the Government to make provision for appointment of such a Committee. Necessary action is being taken to amend the Rules and Regulations.

[Department of Education O.M. No. 18-15/74-T.6 (T.1)
dated 17-1-1975]

Recommendation

The Committee are deeply distressed over manner in which the whole issue of consultancy practice has been handled by the Institute and the Government. The following narration of facts will make it clear that the authorities did not show any anxiety to see that its decision that private practice (whether it be in the nature of consultancy work or some other type of work) should not be permitted to any member of the staff in any Government institution was implemented:

- (i) As long as ten years ago, on 30th June, 1963 the then Ministry of Scientific Research and Cultural Affairs, while forwarding a copy of the instructions of the Ministry of Finance, directed the School of Planning and Architecture to amend its Rules to conform to those instructions.
- (ii) In February, 1965, i.e., after a period of about 20 months, a memorandum was submitted to the Government by the School authorities to review the decisions regarding institutional consultancy work.
- (iii) Before Government of India's decision was conveyed in 1963, the Architecture Board had taken up the issue in August 1962 and recommended that a seminar on 'Architecture Education' should be organised with a view to studying various problems for improving the standards of architectural education. The Architecture Board held a meeting in September, 1963 and they suggested it would be advantageous to organise a seminar in 1964 because

at that time some international conferences were scheduled to be held in New Delhi. The recommendations made by the Architecture Board regarding consultancy practice for the teachers of Architectural Schools were later endorsed by the All India Council for Technical Education in 1972.

- (iv) The Committee were informed by the representatives of the Ministry that "no decision has been taken so far" even after a prolonged lapse of time on the above recommendation of the All India Council for Technical Education and that "as of now, the 1963 decision is a continuing decision."
- (v) The Secretary, Department of Education clarified that "Government have drawn their (School's) attention again and again. The correspondence is there. They said they were discussing this. But I am not in a position to defend it."

[Sl. No. 3. (para 1.54) of Appendix IV to 129th Report (5th Lok Sabha)].

Action taken

The Institute has been asked to follow the Government instructions as contained in the Ministry of Finance Memorandum No. F. 11(2)-EII(B)/63 dated the May 6, 1963 with immediate effect.

Recommendation

The Committee note that in regard to the treatment of children and youthful offenders for their reformation, the Children Act provides the necessary institutions for prevention and treatment of juvenile delinquency, viz. Child Welfare Boards, Children Courts, Children Homes, Observation Homes, special schools etc. All States, except the State of Nagaland and Orissa have enacted or adopted the Children Act. The States of Jammu and Kashmir, Himachal Pradesh, Manipur and Tripura have not set up any institution under the Children Act. The States of Assam, Bihar, Madhya Pradesh, Punjab, Haryana and Rajasthan, which initiated implementation during the Fourth Five Year Plan have little or very scanty services covering a few districts only. The States of Andhra Pradesh, Uttar Pradesh and West Bengal have been implementing the Children Acts for a longer period, but the services of the institutions are not spread out over all the Districts. The States of Maharashtra, Kerala, Tamil Nadu, Gujarat and Mysore are the States which have enforced the Children Act fully to cover all the districts supported by services of juvenile courts and re-

mand homes at every district and approved/certified/special schools, as needed.

[Sl. No. 8 (Para 2.33) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

In Orissa a Bill on children has been under consideration. In Nagaland the Government has taken steps to collect material to have legislation on children in their State.

A circular letter was issued to all the States/Union Territories in November 1974 inviting their attention to the observations made by the Public Accounts Committee. The States/Union Territories have also been advised to utilise the technical assistance of the National Institute of Social Defence, if they find any difficulty in implementation *Vide* letter No. 13/35/74-SD dated 18th November, 1974 (Annexure).

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated 31-3-1975]

Annexure

REGISTERED

No. 13/35/74-SD

GOVERNMENT OF INDIA/BHARAT SARKAR
MINISTRY OF EDUCATION AND SOCIAL WELFARE
(SHIKSHA AUR SAMAJ KALYAN MANTRALAYA)
DEPARTMENT OF SOCIAL WELFARE

(SAMAJ KALYAN VIBHAG)

New Delhi-1, dated the 18th Novr. 1974.

To

All State Governments and Administrations of Union Territories.

SUBJECT:—*Social Defence Programmes and utilisation of allocated funds.*

Sir,

As you are well aware, Planning in the field of Social Defence was started only during the Second Five Year Plan, and the progress achieved in the field of probation work, prevention of begging, welfare services in prisons, suppression of immoral traffic in women and girls, care and protection of children etc. in various parts of the country has been very slow. At the recent Conference of Social Welfare Ministers and of Secretaries held in January, 1974, it was agreed that Social Defence programmes should get higher priority in the Social Welfare Sector. More than that, priority for the Social Welfare Sector itself should be improved. This is necessary because Social Defence Programmes have an important role to play in our national planning of social and economic development, and any disruptive efforts in implementing the scheme should be discouraged.

2. Looking at the performance of the past few years, it is found that there has been wide variation in expenditure on the Social Defence Schemes due to disproportionately low expenditure. During the first three years of the Fourth Five Year Plan expenditure incurred by the State Governments was only Rs. 69.33 lakhs. This has come to the notice of the Public Ac-

counts Committee of the Parliament who have remarked as follows:—

“The Committee are distressed that even the meagre allotment made by the Planning Commissioner for the Social Defence Programmes could not be utilised by the States. Their attention should be drawn to this.

If Social Defence Programmes have to make any headway, larger allocation of resources is necessary than is being made presently. What is deplorable is that even allocated amounts are not being fully utilised. The Committee, therefore recommend that a prospective plan for Social Defence Programmes should be drawn up and in each Five Year Plan the allocated amount should be fully utilised, so that some tangible results are achieved.”

4. As pointed out above, if Social Defence Programmes have to make any headway, not only larger allocation of resources is necessary but there should be a prospective plan to see that the allocated amounts are fully utilised. I am, therefore, to request that a prospective plan for Social Defence Programmes may be drawn up in each Five Year Plan with a view to ensuring that the allocated amounts are fully utilised.

5. In this connection, I am to bring to your notice that there is a Bureau called the Central Bureau of Correctional Services which is a subordinate office of this Department with its headquarters at New Delhi. This Bureau is headed by a Director and its office is located in West Block-I, Ground Floor, Wing No. 7, R. K. Puram, New Delhi. One of the functions of the Bureau is to give technical advice and expert assistance relating to matters falling within the field of “Social Defence” and “Correctional Administration”.

6. I am, therefore, to request that you may kindly avail of the expert technical guidance of the Director of the Central Bureau of Correctional Services for this purpose. He may be given details of all Social Defence Schemes which you propose to include in the Fifth Five Year Plan to enable him to examine them and give his advice.

7. I am also to request that the Bureau should be given all facts and figures regarding the progress of these schemes as may be called for, from time to time.

8. The Director will visit the Headquarters of the States/Union Territories as and when required, for personal discussion and guidance in implementation of the Social Defence Schemes on proper

lines. It is requested that he may be afforded the necessary facilities and cooperation when he visits your State/Union Territory.

Yours faithfully,

Sd/- T. S. N. SWAMI,

Under Secretary to the Govt. of India.

Copy forwarded for information and necessary action to the Director, Central Bureau of Correctional Services, New Delhi.

Sd/- T. S. N. SWAMI,

Under Secretary to the Govt. of India.

Recommendation

In regard to the Social Defence Programme the Committee understand that at the end of the Third Plan, social defence programmes were shifted from the centrally sponsored sector to the State Sector Plan. The States which were till then getting Central assistance covering 50 per cent of expenditure on social defence programmes had from then on to meet the entire expenditure from their own resources. The result was that out of a total outlay of Rs. 234.68 lakhs approved by the Planning Commission for the Fourth Five Year Plan the total amount budgeted in the first three years of the Fourth Plan was Rs. 90.63 lakhs and the total expenditure for the same three years was Rs. 69.33 lakhs. The Committee are distressed that even the meagre allotment made by the Planning Commission for the social defence programmes could not be utilised by the States. Their attention should be drawn to this.

[Sl. No. 9 (Para 2.34) of Appendix IV to 129th Report (5th Lok Sabha)].

Action taken

The observations of the Public Accounts Committee were brought to the notice of the States/Union Territories *Vide* this Department's letter No. 13/35/74-SD dated 18th November, 1974.

[Department of Social Welfare O.M. No. F/13/35/74-SD dated 31-1-1975].

Recommendation

If social defence programmes have to make any headway, larger allocation of resources is necessary than is being made presently. What is deplorable is that even the allocated amounts are not being utilised. The Committee, therefore, recommend that a perspective plan for social defence programmes should be drawn up and in each Five Year Plan the allocated amount should be fully utilised so that some tangible results are achieved. The Central Government must

take the responsibility to see to its implementation which they have not done so far.

[Sl. No. 10 (Para 2.35) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

Utilisation of allocated amounts and preparation of perspective plans in each five Year Plans was emphasised in a circular letter to State Governments/Union Territories. (Vide this Department's letter No. 13/35/74-SD dated the 18th November 1974). This Department is seeking to maintain a watch over the implementation of approved social defence programmes. Every endeavour will be made to persuade the State Governments to ensure that these programmes are implemented, efficiently.

[Department of Social Welfare O.M. No. F/13/35/74-SD dated 31-3-1975].

Recommendation

From the information furnished by the Ministry and the evidence, the following facts emerge in respect of Children Homes:—

- (i) In respect of the Children's Home for Boys (Kingsway Camp) the average strength varied from 549 to 665 in the year 1969-70 to 1972-73 as against the sanctioned capacity of 250 boys.
- (ii) The total per capita expenditure per month of the Children's Homes for the year 1972-73 leaving out the Homes for Mentally Retarded Children, varied from Rs. 107 to Rs. 139. Other expenditure per capita on inmates per month leaving out the Homes for Mentally Retarded Children varied from Rs. 70 to Rs. 108.
- (iii) In respect of the two Homes for the Mentally Retarded Children—one at Punjabi Bagh and the other at Shahdara—the total per capita expenditure was Rs. 191 and Rs. 97; the Administration per capita expenditure for months was as high as Rs. 84 and Rs. 35 and the other expenditure per capita on inmates per month was Rs. 107 and Rs. 62.

The main reasons given for the variations in per capita expenditure of various children's Homes was explained as due to: —

- (a) high rent in Punjabi Bagh.
- (b) more care-taking personnel and
- (c) the number of inmates being less.

[Sl. No. 11 (Para 2.55) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

This is only a descriptive para.

1. It is proposed to open a Village Cottage Home under the Plan Scheme.

2. The present strength of the Children Home is 443 on 25-3-75, out of this 135 children live in annexes in Villages and only 305 are living in Children Home, Kingsway Camp, Delhi.

[Department of Social Welfare O.M. No. F/13/35/74-SD
dated 31-1-1975].

Recommendation

It was revealed that only after the Committee took up the examination of the Audit Para, the Ministry have issued instructions for awarding certificates to those who completed training in their respective trades. Regarding the difficulty in granting recognition because the children do not possess the basic minimum qualification laid down, the Committee suggest that the matter may be taken up with the Director General of Technical Training and Employment so that these boys who have obtained proficiency in certain trades can be duly considered for placement in jobs. In fact this should have been done earlier.

[Sl. No. 14 (Para 2.74) of Appendix IV to 129th Report (5th
Lok Sabha)]

Action taken

The matter has been taken up with the Director General Employment & Training (Technical) Ministry of Labour for placement in jobs also with the Director, Employment and Training, Delhi Administration, Delhi.

[Department of Social Welfare O.M. No. F/13/35/74-SD
dated 31-1-1975].

Recommendation

Under the Act, the Chief Inspector and Inspectors are expected to visit Children's Homes regularly and submit their report to the Directorate after going into the entire working of each Home. The Committee is not aware if this has worked satisfactorily. The Committee suggest that in addition if there is managing committee to look after the affairs of the Children's Home, the run-

ning of these Homes may improve as a result of their non-official approach to the task.

[Sl. No. 18 (Para 2.90) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

An Advisory Committee was set up on 14-11-73 for all the Children's Home which meets from time to time. A copy of the notification is attached. (Annexure).

[Department of Social Welfare O.M. No. F/13/35/74-SD dated 31-1-1975].

Annexure

Copy of Notification No. F. 41(17)/73-DSW/ICW dated 11.9.73
from Delhi Administration, Delhi.

In pursuance of Rule 29 and 30 of the Delhi Children (Management) functions and Responsibilities of Special Schools, Children's Homes and Observation Homes) Rule 1964. The Administrator, Union Territory of Delhi is pleased to constitute the Advisory Committee in respect of Children Homes established under Section 9(1), schools for the reception of delinquent children established under section 10(1) and Observation Homes established under section 11(1) of Children Act 1960, the following will constitute the Advisory Committee:—

1. Shri Krishan Sarup, Executive Councillor (Medical)	Chairman
2. Smt. Swarn Kant, 93 D. D. A. Colony, Ranjit Nagar Delhi-8	Member
3. Smt. Sushant Bala, 24, Nai Wala, Karol Bagh, New Delhi-5.	Member
4. Begum Habiba Kidwai, Matia Mahal, Jama Masjid, Delhi.	Member
5. Shri Om Prakash Sharma, 24 Nai Wala, Karol, Bagh, New Delhi.	Member
6. Shri J. R. Jindal 561 G.T. Road Shahadara, Delhi-32	Member
7. Shri Joginder Sing Dera, Member Metropolitan Council, Delhi	Member
8. Shri Purshoram Goel, Member Metropolitan Council, Delhi.	Member
9. Shri Radhey Shyam Khanna, 1157, Biberpur Road, Rohas Nagar, Shahjahan Delhi.	Member
10. Joint Director, Social Welfare,	Member
11. Senior Magistrate of Children's Court.	Member
12. Chairman, Child Welfare Board.	Member
13. Director, Health Services.	Member
14. Commissioner, Municipal Corp. Delhi or his nominee.	Member
15. Director of Education or his nominee.	Member
16. Secretary (Finance), Delhi or his representative not below the rank of under Secretary.	Member
17. Director of Technical Education, Delhi.	Member
18. Superintendent of the Concerned Home.	Member Secretary

Recommendation

After-Care, follow up and rehabilitation of children are essential to ensure that the education and training acquired in institutions enable children to become self sufficient on release. The Committee have come across cases where boys are continued to be kept in the After-Care Home after the prescribed age and other limits. The Committee were informed that the problem of keeping boys in After-Care Homes after the prescribed age and other limits has many dimensions and the Delhi School of Social Work have been asked to conduct a special study regarding behaviour pattern of inmates who neither take up jobs nor go for formal education and have not shown any inclination to equip themselves for standing on their own legs. The Committee recommend that necessary measures should be adopted for solving the problem of such boys on receipt of the recommendations of the Delhi School of Social Work.

The Committee also suggest that Government should explore whether any special safeguards by way of waiving the clause for obtaining the names from the Employment Exchange for recruitment can be provided to the inmates of the After-Care Homes who have lived there at least for a period of three years or who have been admitted to the After-Care Home from one of the Children's Homes of the Administration to solve this problem.

[Sl. No. 19 (Para 2.102) of Appendix IV to 19th Report
(5th Lok Sabha)].

Action Taken

(a) Due to financial constraints the study could not be entrusted to Delhi School of Social Work. The Study is being under taken departmentally. As soon as the study is completed action will be taken on the recommendations.

(b) Action has been taken and copy of the order enclosed (Annexure).

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated
31-3-1975]

**Copy of letter No. F. 11(25)/70-DSW dated nil from Directorate of
Social Welfare, Delhi Administration, Delhi to the Director,
Employment, Training and Technical Education New Delhi**

**SUBJECT:—Regarding employment of inmates of After-Care Homes
in exception to the employment exchange procedure.**

With reference to your D.O. letter No. F.2(3)/73-E.E.(B) dated the 2-7-1973 on the subject cited above, I am directed to forward herewith a copy of the D.O. letter No. PS/JS/73 dated the 9th

August, 1973 received from Shri B. N. Raman, Director General, Employment and Training and Joint Secretary, New Delhi for information and necessary action.

It is further added that necessary instructions may kindly be issued to all the Local Employment Exchanges and a copy of the same may kindly be endorsed to this Directorate.

D.O. letter No. PC/DG/JS '73, dated the 9th August, 1973 from Shri B. N. Raman, Director General, Employment and Training and Joint Secretary, New Delhi, to Smt. P. P. Trivedi, Joint Secretary, Department of Social Welfare New Delhi

This has reference to your D.O. No. 2177/JS/SW/73, dated 9th August, 1973. I have examined the suggestion made by Shri Tyagi in the D.O. letter addressed to you (copy of which you have enclosed). Points for consideration are:

1. Whether such persons should be considered for employment by various agencies of the Government in exception to the employment exchange procedure; or (2) whether they should be submitted out of turn after the registration in the employment exchange.

2. I appreciate that the persons in this category should be placed in jobs as quickly as possible as by very definition they have no other moonings. I would also, as far as possible, desire that they make use of the employment exchange facilities not only to secure registration priorities but also such guidance and counselling as the exchange can provide. I would, therefore, make the following suggestion. In future, all inmates suitable for jobs may be registered with the employment exchange at the earliest opportunity. The employment exchange may submit their names to employers out of turn. Their names be sponsored to the employment exchange for such submissions only by the After Care Home. While this drill may take some time to come into practice I will have no objection to any of the qualified inmates or those who have left the Home being sponsored at the instance of the After Care Home direct to a government employer or public sector undertaking by the Home itself. I do hope such direct sponsorship will not develop uncalled for prejudices among recruiting agencies. The procedure of submission through the employment exchange may protect the interests of such persons. Should, however, an employer in Government or in the public sector decide to employ any such person I have no objection to granting him favour appropriate exemption

from the employment exchange procedure even on an individual basis. I trust my suggestions would meet with the situation. Would you please let me know if any thing more needs to be done.

Kindest regards.

Recommendation

To eradicate beggary in the whole country may be a gigantic problem. It is increasing by leaps and bounds. Certain welfare measures should be taken to tackle beggary in Delhi if the problem is taken up seriously. Delhi should provide a model financial assistance to the other States in the Country. The help of non-official agencies should also be made use of and a number of working centres and institutions to help persons in distress established after fully expanding the existing homes. There should be Standing Committee to assist the Directorate, Social Welfare, Delhi in dealing with the problem of beggary in Delhi. The law should be enforced vigorously against professional beggars more so on their employers.

[Sl. No. 22 (Para 2.161) of Appendix IV to 129th Report
(5th Lok Sabha)].

Action Taken

Three Zonal Committees have been formed to deal with the problem of beggary in Delhi and they will also assist Director Social Welfare. A copy of the Notification is attached (Annexure).

The I.G. Police was requested *vide* letter No. F. 54(EB)/73/DSW/27030 dated 3-12-1973 to enforce the law vigorously against professional beggars.

Another meeting was held on 31-8-74 in the Home Ministry to discuss problem of beggary.

It was decided that the Delhi Police should carry out a drive as often as required under the jurisdiction of all its police stations to round up all the beggars.

Particular attention was to be paid to places of tourists interests like Old Fort, India Gate, Raj Ghat etc. Particular attention was to be paid to places near big hospitals.

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated
31-3-1975].

Annexure

COPY OF NOTIFICATION NO. 81 (3) |CB|DSW|IWC|73 DATED 4-1-1974
FROM DELHI ADMINISTRATION, DELHI

In pursuance of the minutes of the meeting held on 13-8-73 in the room of the Minister (Ministry of Home, Government of India) three Zonal Committees for Eradication of Beggary are constituted with the following members:—

- | | | |
|--|---|----------|
| 1. North District & East District Zonal Committee. | 1. Director of Social Welfare | Chairman |
| | 2. A. D. M. North District | Member |
| | 3. A. D. M. East District | Member |
| | 4. Superintendent of Police (North) | Member |
| | 5. Superintendent of Police (East) | Member |
| | 6. The Joint Director (Social Welfare) Delhi. | Member |
| | 7. The Asstt. Director (Social Welfare) Delhi. | Member |
| | 8. Shri Bansilal Chauhan, Member Metropolitan Council, Delhi 8629, East Park Marg, Shadipura, New Delhi. | Member |
| | 9. Sh. Purshotam Lal Goel, Member, Metropolitan Council, Delhi 207 A Jawahar Nagar, Delhi-7 | Member |
| | 10. Shri Ved Prakash, Member-Metropolitan Council, Delhi 26-E Andha Mugal, Delhi. | Member |
| 2. South & New Delhi Dist. Zonal Committee. | 1. Director of Social Welfare | Chairman |
| | 2. A. D. M. South District | Member |
| | 3. A. D. M. New Delhi District | Member |
| | 4. Supdt. of Police (South) | Member |
| | 5. Supdt. of Police, New Delhi. | Member |
| | 6. Joint Director (Social Welfare) | Member |
| | 7. Asstt. Director (Social Welfare) | Member |
| | 8. Shri Thakur Das Member, Metropolitan Council, Delhi-5 Bl/8 Baswani Marg, New, Delhi-5. | Member |
| | 9. Shri Brij Lal Dua, Member Metropolitan Council, Delhi H. No. 69 Block IV, Gopi Nath Bazar, Delhi Cant.-10. | Member |
| | 10. Dr. Roshanlal, Member, Metropolitan Council, Delhi, 3 Malcha Maga, Chanakya Puri, New Delhi-21 | Member |
| 3. Central District Zonal Committee. | 1. Director of Social Welfare | Chairman |
| | 2. A. D. M. (Central) | Member |
| | 3. Supdt. of Police (Central) | Member |

- | | |
|--|--------|
| 4. Joint Director (Social Welfare) | Member |
| 5. Asstt. Director (Social Welfare) | Member |
| 6. Shri B. D. Joshi, Member, Metropolitan Council, Delhi-15 Feroz-Shah Road, New Delhi. | Member |
| 7. Km. Surendra Saini, Member, Metropolitan Council Delhi, F. 69 Bhagat Singh Market, New Delhi. | Member |
| 8. Sh. Mirza Siddique Ali, Member Metropolitan Council, Delhi, VIII/4381, Mohalla Shah Gunj, Delhi-6 | Member |

The tenure of the above committee will be two years from the date of Notification.

Recommendation

The Committee pointed out that there were people who had made a business of beggars, they were collecting all their earnings, children were kidnapped, maimed and mutilated for begging purposes and desired to know what action has been taken in this regard. As nothing has been done in this direction, the Committee suggest that serious action should be taken to trace these gangs and remedy the whole situation.

[Sl. No. 23 (Para 2.162) of Appendix IV to 129th Report (5th Lok Sabha)].

Action Taken

A meeting was held on 13-8-1973 in the room of the Minister in the Ministry of Home Affairs. The following decisions were taken:—

For dealing with the offence of kidnapping and maiming of children for purposes of begging, an amendment to the I.P.C. was made in 1959 and section 363A inserted for providing deterrent punishment to those who indulged in such heinous crimes. What was important was to comb suspected area with a view to getting hold of gangs which perpetrated such atrocities and to deal with them firmly and severely.

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated 31-1-1975].

Recommendation

At present the Delhi Administration, it is regretted, does not keep a watch over the boys who go out of the Training-cum-Production Centres for the physically handicapped persons. The Committee emphasise that post training follow up is necessary and it should be given proper attention so that the boys who go out of these work-

cum-training centres go out as useful citizens and the money spent on them is not wasted.

[Sl. No. 26 (Para 2.174) of Appendix IV to 129th Report
(5th Lok Sabha)].

Action Taken

Necessary instructions have been issued to Superintendents to maintain records of discharged inmates on 5-9-1974.

Special instructions have been issued to Superintendent, Training-cum-Production Centres to follow the cases for two years and to ensure that they are fruitfully employed.

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated
31-3-1975].

Recommendation

The Committee are surprised that neither the certificates nor the training courses of these Training-cum-Production Centres are recognised by the authorities. The representative of the Ministry explained the difficulties in their recognition as the trainees in T.C.P.C.'s do not possess the required minimum educational qualifications laid down for admission in I.T.Is. Nevertheless, the Committee suggest that the certificates should at least be recognised by the Delhi Administration as "the certificates given by similar institutes in Maharashtra are recognised by the Maharashtra State Government". It seems the authorities did not apply their mind to this vital issue. The Committee also suggest that the question of recognising the certificates awarded by these centres as a special certificate may be negotiated with the Director-General, Employment and Training.

[Sl. No. 27 (Para 2.175) of Appendix IV to 129th Report
(5th Lok Sabha)].

Action Taken

The Director, Employment and Training, Delhi Administration has been requested to recognise the Certificates issued by the Department as a special case.

As soon as Delhi Administration recognises these certificates the matter will be pursued with Director General Employment and Training.

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated
31-3-1975].

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN THE LIGHT OF THE REPLIES RECEIVED FROM GOVERNMENT

Recommendation

In regard to private consultancy work, the Committee note the following points from the evidence tender by the Secretary of the Ministry:

- (a) "Will the Institute be able to retain good enough men for its teaching faculty? This has been at the back of their mind, as a purely professional criterion and as a purely academic criterion. This is the basis on which they have been working on this."
- (b) Whether it is possible for us to keep talented staff, we should do so in the interests of the premier School. We have to built it up as a premier school in the country and we would be having a set-back unless we have a formula for retaining the talented staff and for attracting talented staff to the school."

The Director of the School added:

- (c) "The Board was aware of the Government rules but allowed individual practice because otherwise it would have been disastrous for the institution."
- (d) "We have been able to convince the Board, that architecture is not the same as any other technology. It is not job oriented. It is based on imagination and skill. Since an architect is a creative person, he works in an individual capacity. When you take up institutional practice, it becomes group practice and hereby individual will not be able to play his part because it is an individual's creation of art. Building is eventually envisaged as a work of aesthetic satisfaction. We have also found that it is a contract between the client and the architect. We thought that it was not a very good thing to bring the institution into the picture because the Institute will have to be legally responsible for the contract and that is why it is better that the Institution does not take the responsibility."

[Sl. No. 5, Para 1.56].

As the matters raised above are academic and professional in nature, the Committee refrain from venturing to make any specific recommendation except that the Government should come to an early decision and not let matters drift. The Committee would only recommend that the decision should be such as can be implemented.

[Sl. No. 6 (Para 1.57 of Appendix IV to 129th Report
(5th Lok Sabha)].

Action Taken

The Institute has been asked to follow the Government's instructions as contain in the Ministry of Finance Memorandum No. F. 11 (2) EII(B)/63 dated May 6, 1963.

[Department of Education O.M. No. 18-15/74-T.6 (T.I.) dated
- 17-1-1975]

Recommendation

There are eight Beggars Homes in Delhi, their sanctioned capacity varying from 100 to 680 while the strength of these homes as on 16th August, 1973 varied from 56 to 1183. The representative of the Ministry accepted that they run short of space and these inmates have to sleep on the floor and somehow manage. The Committee are surprised that the Delhi Administration have not even cared to disperse the inmates among the various homes so that the actual strength may more or less correspond to the sanctioned capacity. They deprecate this failure.

[Sl. No. 21 (Para 2.160) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

(i) Action on this was taken by transferring inmates but it was not possible to transfer many as there was limitation of space in each home.

(ii) A new Reception-cum-Classification Centre for 500 beggars has been established and the congestion in other homes will be reduced to some extent.

(iii) There is a proposal to establish Home for Mentally Sick and a Home for Beggars requiring long term detention in the 4th year of the Fifth Plan. With the opening of these Homes it is expected that the over crowding in the institutions will be reduced.

[Department of Social Welfare O.M. No. F. 13/35/74—SD dated
31st March, 1975]

Recommendation

The Committee take a very serious view of the utter carelessness shown in taking action on their recommendations. It was as early as 1966 that the Committee desired a review of the working of welfare institutions run by the Delhi Administration specifically to go into the wide variations in per capita expenditure on the inmates of the institution and to examine whether the pattern of training or the standard of amenities provided in the institution require any modification, as also what economies were possible. They were informed that two (official) committees—one for reviewing the financial aspects and the other for examining training programmes—had been set up and that the committees were expected to submit their reports by 31st March, 1969. They were intrigued to be informed more than four years later (1973) that the reports had not been received and an inquiry had to be ordered by the Delhi Admn. into the delay. Surprisingly enough the inquiry has revealed that the incordinate delay is due to the transfer of the personnel constituting the committees and that no records are available regarding the financial Review Committee. This calls for an explanation. This demonstrates a chaotic state of affairs and a reprehensible indifference to the recommendations of this Committee which cannot be taken lightly. The Committee accordingly urge that responsibility should be fixed for appropriate action under intimation to them.

[Sl. No. 28 (Para 2.186) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

Two Committees—One for reviewing the financial aspects and the other for examining Training Programmes—had been set up and these committees were expected to submit their reports by 31st March, 1969. The Committee on Training Programme submitted its report which was forwarded to Department of Social Welfare, Government of India on 17th January, 1974 to be forwarded to P.A.C.

The Committee for review of financial aspects was reconstituted on 28th January, 1974 but due to the tragic death of Shri M. L. Grover the then Joint Director, Social Welfare, the report was delayed. The Committee was reconstituted on 31st August, 1974 which has submitted its report on 10th February, 1975. The report of the Committee is under consideration. A high level enquiry

was ordered by the Delhi Administration on 10th August, 1973 to enquire into the causes of delay. Shri K. C. Johri, now Financial Commissioner was appointed Inquiry Officer who has been examining the various aspects relating to delay and his report is awaited.

[Department of Social Welfare O.M. No. F. 13/35/74—SD dated
31st March, 1975]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation

The Committee, however, see no reason why one-third of the net fees received by the staff for their consultancy work have not gone to the Institution as is the practice in the Institutes of Technology and other bodies, like the Council of Scientific and Industrial Research. In spite of clear orders of the Ministry of Finance, it is regretted that School authorities have failed to recover one-third of the fees from the affluent architects. The Committee recommend that every effort should be made to recover the amount due and credit it to the Institution, under intimation to the Committee.

[Sl. No. 7 (Para 1.58) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

The Institute has been asked to follow the Government instructions as contained in the Ministry of Finance Memorandum No. F. 11(2)-EII(B)/63 dated May 6, 1963 with immediate effect. Further, the institute has been asked (to make every effort) to recover the amount due from the faculty members for the individual consultancy and credit the same to the institute.

[Department of Education O.M. No. 18—15/74-T. 6 (T. 1) dated 17th January, 1975]

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN REPORT OF WHICH GOVERNMENT HAVE GIVEN INTERIM REPLIES

Recommendation

The Committee deprecate the lack of responsibility on the part of the Ministry of Education to get the Government's decision implemented and suggest that an enquiry should be held to fix responsibility for this abject failure.

[Sl. No. 4 (Para 1.55) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

The matter is being looked into.

[Department of Education O.M. No. 18—15/74-T. 6 (T. 1) dated 17th January, 1975]

Recommendation

The Committee are glad that the per capita expenditure has been worked out as a result of the Committee's endeavour to obtain the information. Remedial measures can be taken for each of the above reasons if attempts are made so that the amount that is now being allotted can be spread out to meet the needs of more children. The Committee, therefore recommend that the per capita expenditure should be worked out periodically and the reasons for the variations analysed so that urgent remedial action can be taken to keep them within reasonable limits by (a) getting alternate accommodation at cheaper rents if Govt. can not accommodate the Homes in their own buildings; (b) by establishing or shifting the Homes near Hospital, Dispensaries so that there may be less expenditure on caretaking personnel e.g. nurses etc. and (c) by seeing that the intake of children is kept at optimum level in the Homes.

[Sl. No. 12 (Para 2.56) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

- (i) Financial Review Committee has submitted its report on per capita expenditure on 10th February, 1975.

The matter is under consideration of the Administration.

(ii) It is proposed to set up committee consisting of:

1. Joint Director Social Welfare.
2. Chief of Rehabilitation Services.
3. Administrative Officer.

They may form a Standing Committee to submit half yearly report to reduce/review per capita expenditure.

(iii) Regarding:—Accommodation at cheaper rates.—Buildings are not available. Advertisement in newspapers was given on 22nd December, 1974 to get buildings at cheaper rate. The response was not satisfactory however efforts will be continued to get cheaper accommodation. Proposals are under consideration to construct buildings in the remaining years of the plan.

[Department of Social Welfare O.M. No. F. 13/35/74—SD dated 31st March, 1975]

Recommendation

Although the budget allotment for these Homes was need-based and not money based, the Committee are surprised that the Delhi Administration every year reduced the initial allotment and later on supplements it through the revised budget. This is not at all a sound practice.

[Sl. No. 13 (Para 2.64) of Appendix IV to 129th Report (5th Lok Sabha)]

Action Taken

(i) *Noted.*

(ii) Budget, will be made need based and not money based. Action will also be taken to see that allotment initially made is sufficient enough for running the homes and the necessity for asking more funds will be discontinued.

[Department of Social Welfare O.M. No. F. 13/35/74—SD dated 31st March, 1975]

Recommendation

The number of those who absconded from the Children's Home and its annexes during the year 1972-73 as intimated by the Ministry is 234 as against the average strength of 578 during the

year. The Ministry have admitted that "It is to be accepted that the child has to undergo the disadvantages of community life in a Children's Home. It cannot also be ruled out that running away may be due to harsh discipline or no discipline. Complete freedom on one hand a rigid atmosphere on the other are both to be avoided in running an institution like Children's Home. Giving due allowance to the various types of abnormal behaviour pattern from which the Children suffer, escape has to be accepted as part of the entire process".

Recommendation

During evidence it was stated: "If we impose jail conditions and custodial restrictions, the very purpose for which the Homes are established would be defeated.....one of the reasons why the escapes were so abnormal could be that the living conditions were not conducive, that the building we had was over-crowded. That we have already corrected by shifting them to a new building. For the other reasons, we have taken up a study through the Delhi School of Social Work and we would await what they tell us, as to where we are wrong".

Recommendation

The additional Secretary, Department of Social Welfare, deposed *inter alia* "Delhi Administration needs better experienced people."

The Committee recommend that the problem of escapes should be studied immediately in depth with the help of Delhi School of Social Work and all remedial measures taken with a view to see that the working of the institution is such that the children are treated in a human fashion although the set-up is that of a Govt. Organisation. The Committee suggest that as far as possible it should be ensured that the actual strength of these Homes is not much more than the sanctioned capacity, for which accommodation should be provided.

[Sl. Nos. 15—17 (Paras 2.85—2.87) of Appendix IV to 129th Report
(5th Lok Sabha)]

Action Taken

The Delhi School of Social Work has submitted its report and it is under consideration of Delhi Administration and Government of India.

The recommendations are as follows:—

1. The authorities should adopt an integrated approach to deal with the problem of escapes. This should include an all round development of the existing services and individual attention to the inmates particularly during the time of their admission into the institutions.

2. The institutions should be housed in such buildings which provide not only sufficient office and residential accommodation for the inmates but also enough open space for gardening and play grounds. The accommodation provided to the inmates should have sufficient space for sleeping, studying and for keeping personal requirements. As far as possible dormitories should be replaced by medium size rooms capable of accommodating two to four inmates. The Case Workers and the Probation Officers should be provided with separate office accommodation.

3. The Physical facilities, namely drinking water, bath room and latrine facilities, available to the inmates should be adequate. There should be either continuous supply of water of 24 hours or provisions for storage of drinking water. The number of water taps should be increased at the rate of one tap for 20 children. The number of rooms and latrines should also be increased. There should be one bathroom and one latrine for every 10 children. Thorough cleaning out not only of the bath rooms and the latrine but also of the surroundings should be done.

4. The indoor and out-door recreational facilities should be commensurate with the number of inmates in the institution. The authorities should either themselves purchase or sanction money to the institutional heads to purchase games equipments and materials. The services of the Physical Instructor or a coach or a group worker may be made available to the inmates particularly to those who want to excell in the field of games and sports. Hobby clubs, sports, games competitions should be organised for healthy development of the inmates.

5. The educational and vocational facilities provided by the Institutions should be completely reorganised to meet the needs of the situation. Outdoor schooling should be encouraged and for this purpose the institutions should establish and maintain contacts with the educational institutions of the area. The education provided by the institutions inside the campus should be upto the standard and there should be regular and proper assessment of the educational performance of the inmates receiving education inside the campus. The vocational training provided to the inmates should take into consideration the market values of the training

and should aim at developing proper skill necessary for self employment. The teachers and vocational training instructors should be properly trained. Proper certificates should be issued to the inmates on completion of their education and training in the institutions.

6. Individualised and personal contact should be established and maintained by the members of the staff particularly the Case Workers/Probation Officers and Care Takers who deal directly with the inmates and their problems. For the purpose the number of Case Workers and Probation Officers should be increased and each institutions should have one Case Worker for every 20 inmates. The Case Workers should meet at least once a week for a period of one hour with the inmates placed under his/her supervision. And, if required, for this purpose, the Case Workers should be relieved from their other official responsibilities. The case workers should try to develop a feeling that they are to help them and not to create problem for them. The number of Care Takers and Watchmen should also be increased.

7. The Case Workers and others should give greater personal attention to new comers of the institution and should help them to get adjusted with the institutional life.

8. The institution should develop its programme and activities in consultation with the inmates. The inmates of the institution should be involved in planning and reviewing the programmes of the institutions in order to give them a feeling of involvement. While the discipline of the institutions should be upheld emphasis should be made to avoid maintenance of rigid discipline. Individual problem should be taken into consideration in maintaining the discipline.

9. Physical torture and punishment of the inmates should be completely prohibited. The staff resorting to physical torture and punishment of the children should be dealt with seriously.

10. Exploitation of the inmates should be completely stopped. Cases of exploitation of the inmates should be firmly dealt with. The offenders should be punished according to their offences.

11. The institutions should encourage more bilateral communications, staff meetings of the staff and the inmates. Fortnightly meetings of the staff and monthly meetings between the staff and the inmates should become a regular feature of the institutions.

12. The institutions should develop a machinery to deal with the individual and group grievances of the inmates. The inmates

should be sympathetically listened and helped to solve their problems.

[Department of Social Welfare O.M. No. F. 13/35/74-SD dated 31-3-1975].

Recommendation

The Committee understand that there is no central legislation on prevention of beggary. Even it was there, it would have made very little difference in view of fast increasing growth of poverty. The Bombay Prevention of Begging Act, 1959 (with appropriate modifications) has been extended to the Union Territory of Delhi from March, 1961. The representative of the Ministry stated that according to 1971 census there are about 12 lakhs of beggars in the country while the number of beggars being looked after were 15 thousand in 84 beggar homes. It was admitted that "Beggary has been looked at very much from the punitive angle. We have got to look at it from the point of view of social assistance. . . . We are now proposing to consider what adjustments are necessary in law. . . . We are examining the question of enacting a Central Law for the Union Territories and that may act as a model for the States and certain aspects of it may be adopted by the States also." The Committee would watch with interest the impact of the proposed legislation in the present crucial circumstances.

[Sl. No. 20 (Para 2108) of Appendix IV to 129th Report (5th Lok Sabha)]

Action taken

A model bill on beggary has already been prepared by the National Institute of Social Defence and is under consideration. It provides for the rehabilitation of beggars through training, education, treatment and employment with the ultimate aim of making them useful citizens.

[Department of Social Welfare O.M. No. F.13/35/74-SD dated 31-3-1975]

Recommendation

The Committee are glad that the training given in these homes forms part of the Craftsman Training Centre of the Directorate of Social Welfare and it is proposed to issue certificates for the persons trained in the Centre. The Additional Secretary, Ministry of Education and Social Welfare stated during evidence "For this purpose we have proposed a working group; we have prepared a scheme and have asked the working group to give us their recommenda-

tions so that this programme is reoriented and that certification is also done in an up-to-date manner." The Committee stress that this may be expedited and the Committee advised of the action taken in this regard.

[Sl. No. 24 (Para 2.163) of Appendix IV to 129th Report
(5th Lok Sabha)]

Action taken

The working group has been granted extension of time upto 31.3.1975 to submit its report.

[Department of Social Welfare O.M. No. F. 13/35/74/SD dated
31.3.1975]

Recommendation

According to the figures given by the Ministry, the number of repeater inmates during 1969-70 to 1972-73 varies from 35 to 47. This is no doubt, reflection on the ability of the Poor House to prepare its inmates for social and economic rehabilitation after their release. In regard to escapes, the Committee learn that the existing Act is meant for education, training and employment to beggars and beggary is not an offence against a person or property. Without appropriate public consciousness against begging and overall improvement in the economy of the weaker sections the problem of escapes cannot be effectively solved.

Recommendation

The committee are distressed that no study or research has been done so far on this aspect of the life in a beggars home. The Committee therefore recommended that a study should be made and suitable measures adopted to improve the working of the beggars homes after the conclusions of the study are available, so that it can be ensured that the escapes are not the result of bad handling, inadequate and bad food, lack of supervision, unkindly treatment, lack of application of mind and lack of personal touch.

Recommendation

According to Audit Para, four power-looms purchased for Rs. 15,700 in February, 1966, had not been installed upto December, 1972 as the building in which these were proposed to be installed had been declared unfit. The Ministry have since intimated that the cost of the power-looms comes of Rs. 9,740 with accessories, the cost comes to Rs. 12,165.42. The Committee are surprised that the power-looms purchased in February, 1966 had been lying idle and

have not yet been installed and put into productive use. The representative of the Ministry admitted that delays occurred at every stage and delays meant more expenditure and waste of public money and as a number of authorities were involved, namely Municipal Corporation, DESU etc., Government have instituted an enquiry. The Committee suggest that the officials responsible for the delay and non-installation of the power-looms which resulted in their not being put to productive use should be severely dealt with under advice to the Committee on receipt of the report of the enquiry.

[Sl. No. 25 (Paras 2.164-2.166) of Appendix IV to 129th Report
(5th Lok Sabha)].

Action taken

(a) The Committee on Power Loom has submitted its enquiry report on 1st February, 1975 and the matter is under consideration of the Administration.

[Department of Social Welfare O.M. No. F.13/35/74-SD
dated 31-3-1975]

NEW DELHI;
April 28, 1975

Vaisakha 8, 1897(S).

JYOTIRMOY BOSU,
Chairman,

Public Accounts Committee.

APPENDIX

Summary of Main conclusions Recommendations

Sr. No.	Para No. of Report	Ministry/Department Concerned	Conclusion/Recommendations
1	2	3	4
1	1.4	Education and Welfare	The Committee hope that final replies in regard to those recommendations to which only interim replies have been furnished will be submitted to them expeditiously after getting them vetted by Audit.
2.	1.8	Department of Education	The Committee desire that early action should be taken to amend the Rules and Regulations of the School to make possible the appointment of an Expert Committee without much loss of time.
3.	1.11	—do—	The Committee are surprised at the laconic and somewhat obscure reply of the Ministry to their recommendations. It is about a year now that the recommendations of the Committee were sent to the Ministry for implementation but nothing tangible has been done. Will the Ministry please confirm (a) that it accepts the recommendations of the Committee, (b) if not, its reasons for

not accepting them and (c) if the answer is in the affirmative what steps it has taken to implement them? The Committee expects whole hearted cooperation from the Ministry. While the Committee has no objection to the Ministry disagreeing with the viewpoint of the Committee, it cannot countenance failure to comply when the Ministry has no argument to urge against compliance.

4. 1.14 Department of Education

The Committee had taken a serious view of the failure of the School authorities in recovering one-third of the net fees received by the staff for their consultancy work and had recommended that all efforts should be made to recover the amounts from the concerned Architects and credited to the Institute. From the reply of the Ministry, it would seem that the Government have again failed to follow up instructions issued to the School authorities 'to recover the amount due from the faculty members for the individual consultancy' to the logical end. This failure is deprecated. It appears to the Committee that Government have not considered the matter with the seriousness that it deserves. The Committee would like to be informed of the steps taken to recover the dues from the staff. The amount realised during 1974-75 should be reported to the Committee.

5. 1.17 Department of Social
Welfare

The Committee find that the Report of the Financial Review Committee on the *per capita* expenditure received on 10th February, 1975 is under the consideration of the Administration. The Committee would like the recommendations to be studied expeditiously and the final action taken intimated to them.

1	2	3	4
6.	1.20	Department of Social Welfare	The Committee would like to be informed about the results of the efforts made for the placement in jobs of children who have been imparted training in vocational trades in Children's Home and awarded certificates.
7.	1.23	-do-	Dealing with the problem of a large number of escapes from the Children's Homes run by the Delhi Administration, the Committee had observed that the matter should be studied in depth with the help of the Delhi School of Social Work. The Committee find that the School has made some concrete proposals to remedy the situation and their report is under consideration of the Delhi Administration. The Committee hope that action on the various suggestions made in the Report would be initiated without delay.
8.	1.26	-do-	The Committee note that the recommendations of the Enquiry Committee on power-looms are under consideration of the Administration. The Committee would like to be informed about the action taken against the officials responsible for the delay and non-installation of power-looms in the light of the report of the Enquiry Committee.

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