

**PUBLIC ACCOUNTS COMMITTEE
(1973-74)**

(FIFTH LOK SABHA)

HUNDRED AND TWENTY-NINTH REPORT

[Report of the Comptroller & Auditor General of India for the year 1971-72, Union Government (Civil) relating to the Ministry of Education and Social Welfare].



**LOK SABHA SECRETARIAT
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PART II*

Minutes of the sittings of the Public Accounts Committee held on
10-8-73 (AN)
21-9-1973 (FN)

*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library).

X
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(1973-74)

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*Elected on 29-11-73 but Shri D. S. Atzalpurkar died.

†Ceased to be member of the Committee consequent on retirement from *Rajya Sabha* w.e.f. 2-4-1974.

INTRODUCTION

1. The Chairman of the Public Accounts Committee as authorised by the Committee, do present on their behalf this Hundred and Twenty-ninth Report (Fifth Lok Sabha) on paragraphs relating to Ministry of Education and Social Welfare included in the Report of the Comptroller and Auditor General of India for the year 1971-72, Union Government (Civil).

2. The Report of the Comptroller and Auditor General of India for the year 1971-72, Union Government (Civil) was laid on the Table of the House on 18th April, 1973. The Committee examined paragraphs relating to Ministry of Education and Social Welfare at their sittings held on the 10th August, 1973 (AN) and the 21st September, 1973 (FN). The Committee considered and finalised this Report at their sitting held on the 22nd April, 1974. Minutes of the sittings form Part II* of the Report.

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

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of these Accounts and Audit Paragraphs by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the officers of the Ministry of Education and Social Welfare for the cooperation extended by them in giving information to the Committee.

JYOTIRMOY BOSU,

Chairman,

Public Accounts Committee.

NEW DELHI;

April 22, 1974.

Vaisakha 2, 1896 (S).

*Not printed. (One cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library.)

CHAPTER I

MINISTRY OF EDUCATION AND SOCIAL WELFARE

(DEPARTMENT OF EDUCATION)

Audit Paragraph

Consultancy Practice

1.1. The School of Planning and Architecture (known as School of Town and Country Planning upto October 1959) 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. During 1970-71 grants paid were Rs. 18.07 lakhs recurring and Rs. 1.40 lakhs non-recurring.

1.2. Government decided in May 1963 that private practice (whether in the nature of consultancy work or some other type of work) should not be permitted to the staff in any Government institution. However, to enable teachers to keep pace with the scientific/technological advances taking place in their respective fields and to improve their professional competence, institutions could take up consultancy work and entrust it to selected staff members enjoying the confidence of the client. The fees received were to be credited to the funds of the institutions and the staff actually doing the work were to be paid honorarium not exceeding two-thirds of the fees received. The rules of the School of Planning and Architecture at that time allowed private consultancy work, with the permission of the Director of the School, without any limit on income from fees. The School was directed in June, 1963 to amend its rules, to conform with the decision of Government. Instead of amending its rules, the School submitted a memorandum to Government in February 1965 for allowing its staff to continue to undertake private consultancy work. The All India Council for Technical Education which was considering the matter recommended in April 1972 that private consultancy work should be allowed to the staff of the School, but if net income from fees exceeded the basic emoluments, one-third of the excess net income should be paid to the School which should create a fund with such income for welfare programmes, research fellowships etc. These recommendations are still under consideration of Government (January 1973).

1.3. In the meantime, the School continued to permit its staff to undertake private consultancy work. In January 1965, the rules were amended to limit the income from consultancy practice to the gross income not exceeding twice the salary if the person maintained an office for consultancy practice, or to the gross income not exceeding the salary in the year if he received fee as a retainer or received salary by associating himself in an establishment office of professional practice. The rules also permitted the Director to entrust consultancy work received by the School to a member of the staff and to permit him to enter into agreement directly with the client. During the years 1965-66 to 1970-71, the Director and members of the staff received Rs. 13.50 lakhs (Rs. 2.35 lakhs for institutional consultancy and Rs 11.15 lakhs for private consultancy) as fees for such consultancy work as shown below:

| | Rs. (in lakhs) |
|---------|-------------------|
| 1965-66 | 0.81 |
| 1966-67 | 1.21 |
| 1967-68 | 1.83 |
| 1968-69 | 1.96 |
| 1969-70 | 3.53 |
| 1970-71 | 4.16 |
| | 13.50 |

1.4. The amounts received by the Director and each member of the staff of the School are shown in Appendix XII. Of the Report of C&AG for the year 1971-72—Union Government (Civil). Had Government's decision of May, 1963 been implemented, Rs. 4.50 lakhs out of Rs. 13.50 lakhs would have been payable to the School. [Paragraph 41 of the Report of C&AG for the year 1971-72—Union Government (Civil)].

1.5. The School of Planning and Architecture is managed and administered by a Board of Governors of a Society, registered under the Societies' Registration Act, consisting of representatives of the Government of India, Institute of town Planners, India, Indian Institute of Architects, Institution of Engineers (India) and allied institutions. The term of office of the members of the Board of Governors is ordinarily three years. However in respect of members of the staff of the School other than the Director, the term of office is one year. The members of the Board of Governors are not full time members. The School is financed and maintained by the Government of India and is, at present, under the administrative control of the Ministry of Education and Social Welfare.

The educational and research objects of the School are, at present, as follows:—

- “(a) to prescribe and conduct courses of training in all aspects of rural, urban and regional planning, architecture, landscape architecture and allied subjects;
- (b) to sponsor and undertake research in all aspects of rural, urban and regional planning, architecture, landscape architecture and allied subjects;
- (c) to co-operate with any other organisation in the matter of education, training and research in rural, urban and regional planning, architecture, landscape architecture and allied subjects.”

1.6. The recurring and the non-recurring grants paid to the School of Planning and Architecture for each of the years 1965-66 to 1972-73, as furnished by the Ministry of Education, are as under:

(Rupees in Lakhs)

| Year | Recurring Grant | Non-Recurring Grant | Total |
|--------------------|-----------------|---------------------|---------------|
| 1965-66 | 11.45 | 3.20 | 14.65 |
| 1966-67 | 12.08 | 1.00 | 13.08 |
| 1967-68 | 13.23 | 2.10 | 15.33 |
| 1968-69 | 14.38 | 1.99 | 16.37 |
| 1969-70 | 15.94 | 1.50 | 17.44 |
| 1970-71 | 18.07 | 1.40 | 19.47 |
| 1971-72 | 18.34 | 0.21 | 18.55 |
| 1972-73 | 20.39 | 10.67 | 31.06 |
| GRAND TOTAL | 123.88 | 22.07 | 145.95 |

1.7. During evidence the Committee enquired whether any expert body had ever evaluated the working of the School of Planning and Architecture, New Delhi. The Secretary, Department of Education, stated: “I am told that there is no internal evaluation in the sense of a team of experts doing within the country and certainly not in the context in which you have mentioned. The kind of evaluation that has been done was undertaken by a team of the Commonwealth Association of Architects who came and studied the working of this Institute, more from the point of view of professional competence.

They were also concerned with the question whether they should recognise this institution under their own charter. They found that this Institute had done good work and they gave recognition for 5 years, which, I believe, is the normal period for which they give recognition, subject to review every 5 years. I think the period of the first 5 years is still running. This is what I have been able to find out about the evaluation that has been carried out."

1.8. The Director of the School stated that the Visiting Board of the Commonwealth Association of Architects had a nominee of the All India Board of Technical Studies in Architecture and Regional Planning as a member and also a member of the Indian Institute of Architects.

1.9. 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, in paragraph 9.03 of their Report had observed: "There is very little organised research in the School by 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."

1.10. 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 Rs. 145.95 lakhs (recurring Rs. 123.58 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.

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 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.

1.13. According to Article 2(vii) and (xxii) of Memorandum of Association, the Society is vested with the following powers:—

- (a) to determine the number, order and grades of pay of posts, to create, suspend and abolish the posts, and to fix the emoluments and terms and conditions of service of the employees of the Society and to fix special terms where required;
- (b) to make such rules and bye-laws as it may, from time to time, consider to be necessary for regulating the management of the School and the affairs of the Society.

1.14. The Board of Governors of the Institute is vested with the following powers under Rule 11(i) and (ii) of the Rules and Regulations of the Society:—

- (a) the Board shall have the management of all affairs and funds of the Society and shall have the authority to exercise all the powers of the Society provided always that the Board shall have no greater powers in the matter of expenditure from the funds of the Society than the Government of India themselves possess in respect of expenditure from public funds.
- (b) the Board shall have power, with the sanction of the Government of India to make such bye-laws as they shall think proper for the preparation and sanction of budget estimates, the sanction of expenditure (enter into contracts), the investment of the funds of the Society and the sale or alteration of such investment and any other purpose that may be necessary.

1.15. The Staff Service Regulations were approved by the Board of Governors, at its meeting held on 7th March, 1957. Under these Regulations, the members of the teaching and research staff were permitted to undertake consultancy practice in accordance with the rules laid down by the Board of Governors from time to time. Regulation 2.10 thereof is as follows.

"2.10. A member of the staff of the School shall devote his whole time to the service of the School and shall not engage, directly or indirectly, in any trade or business or in private tuition or any other work which may interfere with the proper discharge of his duties. The prohibition herein contained shall not apply to the work undertaken in connection with the examinations of Universities, Institutes or Public Service Commissions or consultancy practice undertaken in accordance with the rules laid down by the Board from time to time."

1.16. The Board of Governors, at its meeting held on 29th December, 1959, laid down the following rule governing consultancy practice by the members of the staff of the School:

"The Board approved that the Director may permit the members of the teaching and research staff to engage in private consulting practice and to accept the fees to the limit of gross income not exceeding the salary in a year.

The Board decided that the question of waiving the crediting of the 20 per cent of the gross income to the School Funds may be examined with reference to the relevant rules."

1.17. The above rule was laid down immediately after the Department of Architecture of the then Delhi Polytechnic was integrated with the School and the School was renamed as the School of Planning and Architecture.

1.18. The Board of Governors, at its meeting held on 12th February, 1962, reviewed the rules in respect of private practice and decided as below:

"The Board took note that the revision of rules regarding private practice is under the consideration of the Government of India. The Board recognised that to enable the members of the teaching and research staff of the School to be 'live' teachers, it was necessary that permission be granted by the Director to engage in private practice in Architecture/Town Planning/Engineering. Private Practice should, however, be in pursuance of the objectives of the teaching programmes of the School and should not adversely affect the academic and other duties to be performed by the Teachers. There should otherwise be no financial limit to private practice. The nature of jobs to be undertaken by the teacher should be such as to add

to his knowledge and experience, so that he could be an effective teacher. Private practice should be so undertaken that the code of conduct of the teacher is not called into question."

1.19. Accordingly, the Board of Governors adopted the following resolution on 12th February, 1962:—

"Resolution No. 53: That (i) subject to review of the decision of Board in the light of the decision of the Government of India regarding private practice, the Director be authorised to permit members of the teaching and research staff to engage in private practice and to accept the fees thereof, after scrutiny of the nature and number of jobs to be accepted by the teachers; (ii) the members of the teaching and research staff be required to credit a portion of the income earned from private practice to the School, as determined by the Director, in case any facilities of the School are utilised by them; and (iii) the Director be requested to report to the Board periodically on the private practice undertaken by the members of the teaching and research staff."

1.20. The School regulated the consultancy practice by the members of the staff according to the above decisions of the Board. Till then, the School did not have any scheme of institutional consultancy practice. All the consultancy practice was by individual members of the staff as regulated by the above decisions of the Board.

1.21. The Ministry of Finance (Department of Expenditure) issued its Memorandum No. F. II(2)-E. II(B)/63, dated the 6th May, 1963, regulating private consultancy work by the staff of Government institutions. The instructions contained in the aforesaid Office Memorandum of the Ministry of Finance are reproduced below:—

"The undersigned is directed to say that, at present some categories of staff of some Government institutions (particularly the teaching staff of technological institutions like the Indian Institutes of Technology, Bombay, Madras, Kanpur and Kharagpur, the Delhi Polytechnic etc.) are permitted to undertake private consultancy work and to receive fees from private parties in respect thereof, subject to certain conditions.

2. The position in this regard has been reviewed and it has been decided that, with immediate effect, private practice (Whether it be in the nature of consultancy work or of some other type of work) should not, except in the types

of cases referred to in paragraph 4 below, be permitted to any member of the staff in any Government Institution.

3. The purpose of permitting private practice to officials, viz. to enable them to keep pace with the scientific/technological advances that are taking place in their respective fields and to improve their professional competence, can be served by the institution concerned itself taking up the consultancy work. The following procedure may be adopted in such cases of institutional consultancy:—
 - (i) The institutions taking up the consultancy work will entrust the work to selected staff members;
 - (ii) As far as possible, the staff members selected for the work should have the confidence of the client;
 - (iii) The fees received for rendering the consultancy work will be credited to the funds of the institution;
 - (iv) The institution may sanction suitable honorarium to the members of the staff who actually execute the work. The honorarium should be fixed having regard to the nature of the work, the amount of time spent on it and the extent of facilities provided by the institution for the work. But the total amount of honorarium paid to the members of the staff should not exceed 2/3rds of the total fees received for the work by the institution.
- 4 In the case of an officer appointed on contract, who, under the terms of contract, is entitled to have private consultancy practice these orders will be applied to him from the date following the date of the expiry of the present contract. But, if the present contract, of such an officer is for an indefinite period, these orders will be applied in his case after the expiry of two years from the date of issue of these orders."

1.22. On 30th June, 1963, the then Ministry of Scientific Research and Cultural Affairs while forwarding a copy of the aforesaid instructions of the Ministry of Finance, directed the School of Planning and Architecture to amend its rules to conform to those instructions.

1.23. Thereupon, the Board of Governors appointed an expert committee to go into the whole question of private practice in the light of the Ministry of Finance orders and also in the light of the representations received from the teachers of the School. Pending the report of the Committee and the deliberations of the Board on it, the Board decided that private practice by individual members of the

staff should be regulated according to the rules already in force. The Board considered the report of the Committee on 9th March, 1964 and reiterated that individual private practice in architecture, civil engineering and town planning was absolutely necessary for enabling the teachers to be live and creative and decided that the Director of the School and Shri, Member, Board of Governors should prepare a memorandum for submission to the Government of India to review the decision regarding institutional consultancy work. The memorandum was approved by the Board at its meeting held on 5th January, 1965 for submission to the Government. (Appendix I). The memorandum was submitted to the Government in February, 1965.

1.24. The Board also decided that pending the consideration of the memorandum by the Government the following procedure in respect of consultancy practice should be followed:

- (a) As and when consultancy practice is taken by the School and entrusted, by the Director of the School, to a member of the teaching and research staff, who shall have the confidence of the client, the Director of the School, may permit such member of the staff to enter into agreement directly with the client;
- (b) If the clients approach the members of the staff directly, with the jobs of consultancy practice, the members of the staff be required to indicate to the clients to address their requests to the Director of the School with the details of jobs to be done and the name of the member of the staff who should be entrusted with the jobs;
- (c) The Director of the School be required to consider all implications of the proposals so received and to scrutinise the qualitative aspects of each of such jobs and the quantity of consultancy works already entrusted to the member of the staff, before deciding to entrust jobs of consultancy practice to members of the staff.
- (d) On deciding to entrust the work to a member of the staff of the School, the Director of the School may permit such member of the staff to enter into agreement with the client;
- (e) The members of the staff, be required, in case, any facilities of the School are utilised by them, to credit a portion of the income earned from consultancy practice to the school, as determined by the Director of the School;

- (f) If a member of the staff accepts jobs of consultancy practice, other than those entrusted by the Director of the School, such acceptance of consultancy practice, be treated as breach of conduct by the member of the staff, liable to disciplinary action.

1.25. The above revised procedures were incorporated in the Staff Service Regulation 2(10) .

1.26. As regards applicability of the rule to engage in private practice in Commonwealth Countries, the Visiting Board had the following to say in para 3.02 of their Report:—

“We must make a mention of one unusual feature in Delhi which is the right of staff to engage in private practice. In India this is uncommon and is rarely permitted to staff on university terms of service. Hence the advantage of the present status of the School as a registered society with a degree of independence from the constructive effect of certain regulations applicable to staff on conventional university terms. We wish to bring out that the unusually high quality of the teaching staff in the Delhi School is in our opinion directly related to the opportunity to engage in practice. It is the general rule to allow this in most Commonwealth countries and it encourages a very desirable mobility between practice and teaching, it keeps the teaching sector up to date with rapidly changing technologies in the best possible way and it gives a reality to teaching which we have heard may be lacking in some of the other Indian Schools of Architecture. We hope very much that this participation by teaching staff in practice will continue undisturbed, and understand that if the School moves to ‘deemed university’ status, it need not be disturbed.”

1.27. During evidence, the Director, School of Planning and Architecture referred to the private consultancy in the institutions of architectural planning in foreign countries and stated as under: “As far as my knowledge goes, in most of the Western countries, there had been unlimited practice, with the permission of the Dean or the Head of the Department. There has been no restriction in the Western countries. It is the usual practice to attract as many people from the profession to the teaching staff as possible. Therefore, they usually do not put any restriction and those talented people who have a good practice, are attracted to become professors and teachers in the institution.”

1.27A. The Committee desired to know the names of Institutes of Technology and other bodies (*viz.* Council of Scientific and Industrial Research etc.) which have not implemented Government decision that private practice (whether in the nature of consultancy work or some other type of work) should not be permitted to the staff in any Government institution. In a note furnished to the Committee, the Ministry of Education have stated: "The Consultancy Practice as followed by the Indian Institutes of Technology, Delhi College of Engineering and Council of Scientific and Industrial Research is given below:

- I.I.T. Kharagpur Consultancy is on institutional basis under certain conditions. 50% of the savings after deduction of cost of materials and services, if any, utilised from the Institute's resources is given as remuneration to the staff who have done the work and the remaining 50% is transferred to Development Fund.
- I.I.T. Madras Consultancy is on institutional level where institute materials and facilities are utilized and the honorarium that is distributed among those who execute the work is less than 50 % of the net amount, available after meeting all the expenditure including overheads water, electricity charges, cost of materials and the like. This is considerably less than two-thirds of the total fees received from the parties.
- In the case of consultancy work not involving Institute facilities the Institute approves payment to the staff member or Staff members concerned of 90 % of the amount received after deducting 10% towards overheads credited to the Institute.
- I.I.T. Bombay Consultancy is under certain conditions:
Institutional basis: 50% of the saving (i.e. the amount of fee remaining after deduction of expenses cost of materials etc.) is given as remuneration to staff and students who have done the work and the remaining 50% equally distributed among the staff Benefit Fund, and Students Welfare Fund.
Individual basis: 2/3rd of the fees is shared by the workers and 1/3rd is credited to the Institute.
- I.I.T. Kanpur (i) *Institutional Consultancy:* When the consultative work is undertaken by the Institute as a whole, the work may be distributed amongst different departments by the Director and the savings out of the fees received after meeting all expenses may at the discretion of the Director be distributed amongst the officers who have rendered service or be credited to the Institute for Research Fund.
(ii) *Individual Consultancy:* The teacher undertaking consultation work or receiving a part of the fees shall credit to the Institute 33% of the gross amount of the fees received by him which will be earmarked for research work at the Institute.
- I.I.T. Delhi Generally, all Consultancy is Institute Consultancy. In cases where use of equipment in the Institute is made, the Institute after deducting the expenses take

50% of the consultancy fee and the balance is distributed between the various members of the staff engaged in this work. In cases where no equipment or facilities in the Institute are utilized, the Institute retains 1/3rd of the fees, the balance being available to the persons involved in the consultancy work.

Delhi College of Engineering . Government instructions are followed.

Council of Scientific and Industrial Research. Government instructions are being followed for consultancy services being rendered by CSIR Laboratories.

1.28. The Committee enquired how it was that in the case of this School Government rules were deviated from in so far as private consultancy work was concerned, to an extent which seemed absolutely impermissible. The Secretary, Department of Education, stated: "I am not holding a brief for the kind of thing that has happened. I would like to make that very clear. The only answer I can give, on the basis of the facts that have been furnished, is that, when a decision of the Government had been laid down, globally as it were, for all institutions of technology under the Government of India this particular institution had, what it considered, its reservations based on practical difficulties and they have been discussing this through a whole gamut of expert bodies and expert groups and so on and they have been coming up with the matter. I believe, the reservations in their mind have essentially been, as I have been told, more than anything else, on the issue of what happens to the Institute if you depart from the prevailing practice. 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. That is the basis on which they have been working on this."

1.29. Asked to state when the matter relating to consultancy practice by staff of the School was referred to the All India Council for Technical Education and whether the reference was for this School only or also for Institutes of Technology, Council of Scientific and Industrial Research etc., the Ministry in a note furnished to the Committee, stated: "The Chronological history of the case leading to the recommendations of the All India Council for Technical Education on consultancy practice by members of the Architectural schools on 22nd April, 1972 is given below:

- (i) The Architecture Board which is a Standing Committee of the All Council for Technical Education at its meeting held on the 4th August, 1962, recommended that a Seminar on Architecture Education be organised with a view to studying the problem of falling standards and suggest ways and means for improving standard of architectural education.

- (ii) In pursuance of the above recommendation of the Board of Architecture, a Workshop on Architectural Education was organised under the auspices of the Board on the 22nd and 23rd March, 1965 at New Delhi.
- (iii) The objective of the Workshop was to evaluate the progress of architectural education during the last 10-12 years and to determine if the system so far being followed in the country needed to be modified to meet the changing needs of the country.
- (iv) The Architecture Board at its meeting held in July, 1966, considered the report and recommendations of the above Workshop on Architectural Education. The Board appointed an implementation Committee to examine the recommendations made at the Workshop and suggest definite measures for the improvement of Architectural education in the country.

Implementation Committee

- (v) In March, 1967, a joint meeting of the Heads of Architectural Institutions and the members of the Implementation Committee was held to discuss the various aspects of the recommendations of Workshop for the development and reorganisation of architectural education. The Joint Committee was of the firm view that teachers in Schools of Architecture should undertake professional work to improve their teaching capacities. The Committee recommended that rules of consultancy practice followed by the School of Planning and Architecture, New Delhi be adopted at other institutions.
- (vi) The recommendations of the Joint Committee were considered by the Board in March, 1967. The Board expressed the view that professional work of teachers of architectural institutions has to be reorganised as an essential requisite which would enable the teachers to carry out their teaching duties satisfactorily. The Board desired that Implementation Committee should draw up general rules for consultancy practice for teachers in Architectural School.
- (vii) The Implementation Committee set up a sub-Committee to consider the matter and frame rules for consultancy practice by teachers of architectural institutions. The Consultancy Practice rules were framed by the Committee and these were endorsed by the Board at its meeting held on the 8th January, 1971.

1.30. The recommendations of the Architecture Board regarding the Consultancy Practice were placed before the All India Council

for Technical Education at its meeting held on the 22nd April, 1972, which endorsed the general principles enunciated by the Board to permit the staff of architectural schools to undertake consultancy practice and commended this to all State Governments and architectural institutions.

1.31. The recommendations of the Board endorsed by the All India Council for Technical Education related only to the Schools of Architecture, not to other Institutions."

1.32. The recommendations made by the Architecture Board and later endorsed by the All India Council for Technical Education in 1972 regarding Consultancy Practice for the teachers of Architectural Schools as furnished by the Ministry, are given below:—

- “1. In the modern fast changing techniques of construction, a teacher in an architectural school loses touch with the latest development unless he engages himself in professional practice. The teacher should, therefore, participate in practical work and be a 'live' teacher. All staff members in the architectural schools should, therefore, be given an opportunity to have consultancy practice provided such a practice does not interfere with their normal duties. For the purpose, it may be ensured that the staff member puts in required amount of and extra curricula hours of work, if any, as may be fixed by the Head of the School.
2. Before accepting the professional work, the staff member concerned should take the permission of the Head of the School giving job description and details of the work undertaken. At the end of the year, the staff member should also submit to the school a complete statement of the work undertaken during the whole year alongwith an audited statement of account or income tax certificate for the work undertaken.
3. Where consultancy practice is not available, the school concerned should make every possible effort to obtain Institutional Practice.
4. The income derived from consultancy practice by the staff member for undertaking the work either privately or through institutional practice may be governed by the following rules:—
 - (a) If the net income from consultancy practice is less than or equal to the basic emoluments of the staff member concerned, he need not pay any of his earnings to the school.
 - (b) If the net income exceeds the basic emoluments of the staff member concerned, he should credit one-third of the extra net income to the school.

5. The income derived from consultancy practice be credited to a separate fund and be utilised for the welfare programme of the school such as research fellowships, students amenities etc."

1.33. Asked to clarify how the net income of the school staff taking up consultancy work contemplated in the recommendations of the All India Council for Technical Education was to be determined the Ministry, in a note submitted to the Committee, have stated: "The guidelines approved by the All India Council for Technical Education do not prescribe the manner in which the net income is to be calculated. The Government of India have not yet taken a decision in respect of the recommendation of the All India Council for Technical Education in regard to the applicability of the recommendation of the Council to the School of Planning and Architecture. It will arise only in case it is decided to permit the staff of the School of Planning and Architecture to undertake private consultancy practice."

1.34. When the attention was drawn to the fact that out of the income derived by the Teaching Staff from consultancy practice nothing had been credited to the Institution, the Director, School of Planning and Architecture, New Delhi, stated: "I would like to go a little bit more into this 1/3 and 2/3 business. Of the money received as consultancy fees, the money one individual gets out of it would be approximately 2/3. Now, if one third of this money is to be paid to the institution, then, to manage the design and execution of the building, in the rest of the amount will be very difficult in institutional practice unless the institutional fees are one-third more to make up. No client will pay more than the stipulated amount by the profession. Immediately you take away one-third of his fees, it becomes very difficult for him. There are many, many difficulties in operation. If we do a thing like this, we will be left with no institutional practice at all; nobody will come to the institution."

1.35. The Committee enquired whether Government have taken any decision on the recommendations of the All India Council for Technical Education. The witness stated: "No decision has been taken so far. This recommendation is still under consideration. As of now, the 1963 decision is a continuing decision; we have not taken a different decision arising out of the All India Council's recommendation."

1.36. On being pointed out that a few people were making money in a manner which the Audit did not think fair and it was for the

Government to take quick decision over the matter which was hanging fire since 1963, the witness explained: "I presume what must have weighed with the Government finally in not doing more than continuing with their reminders must have been the alternative options. This is what I can presume. There could be two possibilities—one is you clamp it down willy-nilly. The other possibility is you could deny them funds which meant closing down which would have been even less agreeable alternative. This is the basis. On the one hand they kept reminding them as to the need to conform; on the other hand, they went on discussing the question through the various groups. On merit, it was still open to come to a different conclusion. This seems to have been the case....."

1.37. The Secretary, Department of Education, further stated: "...we may be faced with a large number of people leaving the Institute unless we arrive at a suitable solution. Where it is possible for us to keep talented staff, we should do so in the interests of the premier School. We have to build it up as a premier school in the country and we would be having a setback unless we have a formula for retaining the talented staff and for attracting talented staff to the school."

1.38. The Committee asked whether the fact that members of the staff were receiving fees on account of consultancy practice without paying anything to the funds of the School, was formally brought to the notice of the Governor Body of the School by the Executive Head, who allowed the staff to accept consultancy work. The Director of the School replied in the negative and added: "As an employee of the Board, I carried the decision of the Board. The Board was aware of the Government rules but allowed individual practice because otherwise it would have been disastrous for the institution."

1.39. In reply to a question as to what Government was doing all these years, the Secretary, Department of Education clarified: "... Government have drawn their attention again and again. The correspondence is there. They said they were discussing this. But I am not in a position to defend it. I am not here to defend it."

1.40. According to Audit para, the Director and members of the staff of the School received Rs. 13.50 lakhs (Rs. 2.35 lakhs for institutional consultancy and Rs. 11.15 lakhs for private consultancy) as fees for consultancy work during 1965-66 to 1970-71. The position in this regard for the years 1971-72 and 1972-73 break-up of the annual salary and annual gross income (fees) received by the 24 members of the faculty as furnished by the Ministry is as under:

Statement showing the annual salary and Annual Gross income (Fees) received by the Twenty-Four Members of the Faculty of the school of planning and Architecture, New Delhi for 1971-72 and 1972-73.
(Rupees in Thousands)

| S. No. | Name of member of Faculty | 1971-72 | | | | 1972-73 | | | |
|--------|--|--------------|------------------------|---------------------|-------|--------------|------------------------|---------------------|-------|
| | | Annual | Annual Gross Income | | | Annual | Annual Gross Income | | |
| | | Gross Salary | Institutional Practice | Individual Practice | Total | Gross Salary | Institutional Practice | Individual practice | Total |
| 1 | Professor <i>Department of Architecture</i> | 33 | 38 | .. | 38 | 33 | 30 | .. | 30 |
| 2 | Professor | 20 | .. | 101 | 101 | 20 | .. | 111 | 111 |
| 3 | Professor | 18 | .. | 101 | 101 | 11 | .. | 111 | 111 |
| 4 | Professor | 21 | 9 | 5 | 14 | 22 | .. | .. | .. |
| 5 | Professor | 18 | .. | 49 | 49 | 18 | .. | 60 | 60 |
| 6 | Professor | 18 | .. | 51 | 51 | 18 | .. | 60 | 60 |
| 7 | Shri | 15 | .. | 34 | 34 | 16 | .. | 37 | 37 |
| 8 | Shri | 15 | 2 | .. | 2 | 16 | .. | .. | .. |
| 9 | Shri | 15 | 3 | .. | 3 | 16 | .. | 4 | 4 |
| 10 | Shri | 17 | .. | .. | .. | 17 | .. | 10 | 10 |
| 11 | Shri | 17 | .. | 1 | 1 | 17 | .. | 1 | 1 |

| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
|---|-----------|------------------------|-----|---------------------|----|-------------|-----|---|---|----|
| 12 | Shri | . | . | . | . | . | . | . | . | . |
| 13 | Shri | . | . | . | . | . | . | . | . | . |
| 14 | Shri | . | . | . | . | . | . | . | . | . |
| 15 | Shri | . | . | . | . | . | . | . | . | . |
| 16 | Shri | . | . | . | . | . | . | . | . | . |
| <i>Department of Town and Country Planning</i> | | | | | | | | | | |
| 17 | Professor | . | . | . | . | . | . | . | . | . |
| 18 | Shri | . | . | . | . | . | . | . | . | . |
| 19 | Shri | . | . | . | . | . | . | . | . | . |
| 20 | Shri | . | . | . | . | . | . | . | . | . |
| <i>Department of Housing and Community Planning</i> | | | | | | | | | | |
| 21 | Professor | . | . | . | . | . | . | . | . | . |
| 22 | Dr. | . | . | . | . | . | . | . | . | . |
| 23 | Shri | . | . | . | . | . | . | . | . | . |
| 24 | Shri | . | . | . | . | . | . | . | . | . |
| | | 126 | 524 | 650 | 59 | 748 | 807 | | | |
| | | Institutional Practice | | Individual Practice | | Grand Total | | | | |

Total for 1971-72 and 1972-73

| | | | | | |
|-----|-----|------|------|-----|-----|
| 126 | 524 | 650 | 59 | 748 | 807 |
| 59 | 748 | 1272 | 1457 | | |

1.41. The procedure for the procurement and allocation of consultancy work among the members of the staff of the School as indicated by the Ministry in a note furnished to the Committee is as follows:

- “(i) As and when consultancy practice is received by the school, the Director assigns the consultancy practice to a member of the Faculty, who has the confidence of the client. The member of the Faculty is permitted to enter into agreement directly with the client. This type of consultancy practice is not institutional consultancy practice but is individual consultancy practice obtained through the intermediary of the institution.
- (ii) The clients approach the members of the Faculty who obtain the permission of the Director for acceptance of the job of consultancy practice. On obtaining the permission of the Director, the members of the Faculty enter into agreement directly with the client.
- (iii) All jobs of consultancy practice are scrutinized by the Director, bearing in mind the utility of experience to the teaching assignments of the members of the Faculty.
- (iv) The Director after scrutiny of the quantity of consultancy work on hand with the members of the Faculty, decides either to permit or not to permit further acceptance of the jobs of consultancy practice.”

1.41. Referring to the existing rules of the School allowing staff to take up consultancy work, the Secretary, Department of Education stated: “As far as the 1963 decision is concerned, I find some criteria had been laid down. It is true that it had not been followed in all respects by the Institute. According to the decision, once you grant that the consultancy is accepted and operated by the Institution then the parameter of such kind of activity is that the Institution taking up consultancy work will entrust the work to selected staff members. They have to find who are the best members. It could not be said that it must be done on an equitable proportionate basis. It has to be done on selective basis. The confidence of the client has to be guarded. The fees received for doing the consultancy work will have to be credited to the funds of the Institution; this is on institutional arrangement and that has not been done. The Institution may sanction suitable honorarium to the members of the staff who actually execute the work. Honorarium may be fixed according to the nature of work, but the total amount of honorarium paid to the member of the staff should not exceed 2|3rds. An important thing is that there is no ceiling prescribed here about the total

amount which the individual selected member of the staff could have earned, even under the institutional arrangement; it does not matter really whether he retained 1/3rd or 2/3rd depending upon the work load, the selectivity and the assignment of consultancy to the best judgment of the Head of the Institution. If he feels that it is good for the Institution no ceiling is envisaged here." The witness added: "Even now, there is control on the amount of work which is being carried out by the individuals. The figures show many times more than would actually be the fee. We have gone into it; the fee is not excessive of the capacity of any architect."

1.42. The Committee were informed during evidence that the professors taking up consultancy work did their job outside the Institute. Asked how then they were beneficial to the institution, the Director of the School deposed: "The routine work of detailed drawings is carried out outside the Institute. This does not interfere in the teaching work of the Institution. The Institution is benefited by their experience, knowledge and by creative work through the visits of students."

1.43. When asked how the Institute ensured that the work was not done during school time and the School's equipment and staff were not used by the consultants, the witness further stated: "The question is how do I convince myself that they are not using school's time. There is an authenticated time table under which each Professor has to put in a minimum amount of work. This is laid down as 18 hours of teaching duty in the institution."

1.44. To a specific question whether there had been any case where a staff member had violated Director's orders in this regard, the witness replied: "I have not found anybody utilising Schools time, instruments, etc." In reply to another query whether they maintained offices elsewhere, the witness stated: "Yes. They maintain their own offices."

1.45. Emphasising that Institute had not found any neglect of teaching duties, the Director of the School added: "Till now we have not found any neglect of teaching duties. As a matter of fact, we have many cases where the business man has still found time to spend in the studios. We have been very glad to have some of these most talented architects in the country in the School. The School has won many competitions. I can very well say that the School is very highly rated. I do not like to boast that it is one of the highest rated institution in the country....."

1.46. Explaining reasons for according permission individually and not institutionally, the Director of the School stated: "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 thereby 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. This is the way we have been going on. 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. Unlike other cases, there is a contract between the client and the artist. That is one reason. Secondly, there have been many difficulties in trying to allot work. The client will not be satisfied if the work is distributed simply amongst the members of the staff of the Institutions. Some of our architects are very imaginative, very talented. That is why you find that they are getting little bit more work than others. On the other hand it has got a great impact on the teaching in the school. Most of the clients are attracted to go for consultation to them, and not to the persons who have not so much of practice and some of them have no practice."

1.47. The Secretary, Department of Education added: "Prof. . . . has made a definite statement that work is given to these people partly because they deserve it. It has in any case benefited the Institution rather than being of any detriment. In every individual case whenever consultancy has been proposed, he has himself gone into the case and it has not been taken up without his personal permission as Head of the Institution. Unless we have facts otherwise, which I do not think we have, this consultancy has tended to act to the benefit of the Institution. On the other hand, he says, they are better able to contribute to the work of the Institution. The students consider it more to their advantage and so on. As Head of the Institution he has taken care to ensure that the work they are doing as Consultants does not operate to the detriment of the Institution. . . . whether this was to the detriment of the school or not, I am told, that it is a question of balance which the Institute has always to keep in view whether if you deny consultancy the Institute would or would not benefit. As I mentioned in the beginning their constant feeling has been that if you close down consultancy then the Institute, apart from the Member of the Faculty, would also lose, that is, even if the individual Member of the Faculty remained in the Institution he would be out of touch to some extent."

1.48. During evidence the Committee referred to the rules amended in January, 1965 permitting the Director to entrust consultancy work received by the School to a member of the staff and to permit him to enter into agreement directly with the client. When the Committee expressed their apprehension over the application of this rule without showing undue favour to any member of the staff, the Secretary stated: "... Given the culture in which this institution has functioned since 1963 when the decision was taken, their effort has been to allow consultancy to members of the faculty, according to the clients' confidence. Now, on this formula they have lot of expert assistance. It may be that all these gentlemen who have fairly high figures to show were the people who were in greater demand. This is one part. I believe in each case the Director of the Institute has to certify that according to him this gentleman may undertake this consultancy practice. The Director of the Institute on one side and the client on the other side were the people who determined the matter in order to retain the confidence of the client who was the person who was to get this consultancy practice...."

1.49. In reply to a question whether prior permission was sought by the concerned persons before taking up individual work, the Director of the School stated that "these persons had taken permission". As to the responsibility of the Director to see that they took individual work just to gain practical experience and no monetary gain was made out of that, the witness continued: "These figures which you have seen are inflated. I have taken into account the amount of work that they are capable of doing and then only given permission."

1.50. Asked whether income-tax was deducted at source from the income earned by Staff members through consultancy practice, the Director of the School stated: "It was not to be deducted at source. We deduct at source, only out of the salary. There is a variation in the way each person has shown his account. Some have shown their total income, out of which they will have to pay the various consultants for electrical and air-conditioning jobs etc. They may have to pay more than one third of the gross income to other consultants; thereby only two third would actually come through architectural practice. That is why the figure is so boosted up. The figure of Rs. 101,000 (showing income of one of the staff members) is not due to architectural practice. It consists of gross fees which include the amounts which an architect gets as a coordinator. We have a break-up. We did ask for a break-up for one of the years i.e. 1971-72, when the figures was Rs. 101,000 and the break-up showed that the fees paid to consultants and specialists was Rs. 30,000; travelling

allowance Rs. 6,000; fees for work done in the previous year, about Rs. 27,000. Thus, the gross fees for the professor for architectural services rendered during 1971-72 was Rs. 38,000. It works approximately to 38 per cent of the gross amount."

1.51. The Secretary, Department of Education stated. "The question of deduction at sources comes only in regard to the payments which the employer makes. These are collections from clients. So, the employer does not come into the picture."

1.52. The Committee were further informed by a representative of the Ministry that according to a professional document of the Indian Institute of Architecture "in a well balanced architectural practice, the technical salary would normally be 1/3 of the total gross income the architect's overheads would be 1/3 and the profit or income of the architect would be 1/3 except for very particularised jobs where these figures would be slightly off the mark."

1.53. The Committee then drew attention of the witness to the concluding comments of Audit that 'Had Government's decision of May, 1963 been implemented, Rs. 4.50 lakhs out of Rs. 13.50 lakhs would have been payable to the School' and desired to know the action Government proposed to take to recover this amount. The Secretary of the Department informed the Committee that quite a few had left the service and they were no longer with the Institute. The witness, however, added: "We will consider it when we receive your recommendations."

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 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 representative 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."

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 object failure.

1.56. In regard to private consultancy work, the Committee note the following points from the evidence tendered 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) "Where it is possible for us to keep talented staff, we should do so in the interest of the premier School. We have to build it up as a premier school in the country and 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 thereby 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."

1.57. 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.

1.58. 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.

CHAPTER II

DEPARTMENT OF SOCIAL WELFARE

(DELHI ADMINISTRATION)

Social Welfare

Audit Paragraph

2.1. During the three years ending March, 1972, the Delhi Administration spent Rs. 50.15 lakhs, Rs. 69.01 lakhs and Rs. 93.71 lakhs respectively on social welfare. Of Rs. 93.71 lakhs spent in 1971-72, Rs. 10.64 lakhs were paid as grants-in-aid to institutions while the rest was spent on, apart from administration and financial assistance to the needy, running the following institutions and rendering the following services:—

(a) Child Welfare:

Institutions.

- (1) One Observation Home for Boys (Ferozeshah Kotla) and one Observation-cum-Children Home for Girls (Kirti-Nagar).
- (2) One Children Home for Boys (Anand Parbat), one Children Home for Girls (Tihar) and one Children Home (Beggars) (Narela).
- (3) One Home for Mentally Retarded Persons (Shahdra) with an annexe for mentally retarded children (Punjabi Bagh).
- (4) One Special School for Boys.
- (5) One Sanskar Ashram for Boys and One Sanskar Ashram for Girls (both in Model Town)—these are for children of denotified tribes.
- (6) One Children Home for Healthy Boys of Leprosy Patients (Magazine road) and one Children Home for Healthy Girls of Leprosy Patients (Gandhi Nagar).
- (7) Five Day Care Centres.

Services.

- (1) Foster Home Care (Roop Nagar).
- (2) Two Counselling and Guidance Bureaux (Roop Nagar and Andha Mughal).

(b) Prevention of Beggary**Institutions:**

- (1) Poor House (Sewa Kutir).—It is a home for beggars and is a reception-cum-certified institution.
- (2) Six other Homes for Beggars. These are certified institutions. Of these six, Seva Kendra and another home—both at Narela—and one home at Mehrauli are old institutions, while three (one at Hari Nagar, one at Tikri Kalan and one at Kingsway Camp) are recent.

(c) Physically Handicapped:**Institutions:**

- (1) One School for Deaf and Dumb (Ferozeshah Kotla) and one School for Blind Boys (Maharani Bagh.)
- (2) Three Training-cum-Production Centres. Of these three, two—one in South Patel Nagar and one in West Patel Nagar—are for males while the third in Green Park is for females.

(d) Aftercare Services:**Institutions:**

- (1) One Aftercare Home for Boys (Kingsway Camp).
 - (2) One Aftercare Home for Women (Kirti Nagar).
- (e) One Home for Old and Infirm Persons (Punjabi Bagh).
- (f) One Widows Home (Mahila Ashram, Maharani Bagh).
- (g) Other services: probation services, prison welfare services, special nutrition programme for children and travellers aid bureau, Delhi railway station.

2.2. The following is a review (with background material) of some of the social welfare institutions and services run by the Administration.

Child Welfare:

The earliest beginning of a separate legislation for children can be traced to the Indian Jails Committee Report (1919-1920) which is the fountain-head of modern correctional reform in India. That Committee had recommended, amongst others, creation of Children's Court for hearing all cases against children (procedure in such courts to be as informal and elastic as possible) and that commitment of

young children to prison, whether after conviction or while on remand or under trial, should be made illegal as in England. Following the recommendations of the Committee, Madras, Bengal and Bombay enacted their Children Acts in 1920, 1922 and 1924 respectively. Most of the other States followed suit subsequently. Barring three States, namely, Jammu and Kashmir, Nagaland and Orissa, all the States now have Children's Acts. However, the entire areas of the respective States are not yet covered. Government of India, for the first time, brought into being in 1960 the Central Children's Act which is applicable to all the Union Territories. The object of that Act is to provide for care, protection, welfare, training and rehabilitation of neglected and delinquent children and for trial of delinquent children. The Act defines 'child' as a boy who has not attained the age of 16 years or a girl who has not attained the age of 18 years. The Act authorises constitution of:—

- (1) Child Welfare Board for exclusively dealing with children.
- (2) Children's Courts for exclusively dealing with delinquent children.

Establishment and maintenance of—

- (i) Observation Homes for temporary reception of children during pendency of any enquiry under this Act,
- (ii) Children's Homes for reception of neglected children, and
- (iii) Special Schools for reception of delinquent children.

Where a Child Welfare Board is satisfied on enquiry that a child before it is neglected, the Board may direct the child to be sent to a Children's Home for a period till he ceases to be a child. Where a Children's Court is satisfied that a child brought before it has committed an offence, then notwithstanding anything to the contrary contained in any other law for the time being in force, the Children's Court may:—

- (a) allow the child to go home after advice or admonition;
- (b) direct the child to be released on probation of good conduct and placed under the care of parent, guardian or some other person;
- (c) direct the child to be sent to a special school—
 - (i) in the case of a boy over 14 years of age or a girl over 16 years of age, for not less than three years;
 - (ii) in the case of any other child, until he ceases to be a child;

(d) order the child to pay a fine if he is over 14 years of age and earns money;

(e) order a delinquent child to be kept in safe custody in such place and manner as it thinks fit. No delinquent child shall be sentenced to death or imprisonment.

2.3. The Children's Home for Boys at Anand Parbat is the biggest institution of its kind run by the Administration. Currently, Rs. 6.30 lakhs are being spent annually on running the Home. During the three years 1969-1971, the number of inmates varied from 470 to 730; average admissions and discharges during these years were about 580 and 450 respectively. Primary education is compulsory; arrangements for this exist in the Home. Suitable children are accorded facilities for study upto higher secondary examination. The Home has six village annexes in and around Delhi. In each of them 25 to 40 children stay and study in the existing community schools. Of those who stay at Anand Parbat, some attend nearby community schools. While thus formal education is imparted through outside schools, vocational training is imparted only in the Home at Anand Parbat where the vocational wing is separate from the rest. Vocational training is imparted in such trades as welding, fitter, wiremanship, cane work, tailoring, domestic science, barber, handloom weaving, carpentry and playing on band. These training courses, however, are not recognised by any authority, nor are any certificates given to those who complete the training courses. This impairs the prospects of rehabilitation—an important objective of the Children's Act—of the children after leaving the Home.

2.4. A large number of children abscond from the Home; this number varied from 174 to 192 in each of the three years 1969-70, 1970-71 and 1971-72. Even those who do not have to go out for their education abscond. The Administration stated (December, 1972) that the problem of escape of children was dependent on make-up and character of the inmates, shortage of accommodation and shortage of caretaking personnel.

After-care:

2.5. 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 After care Home for Boys, Kingsway Camp renders follow-up services to those released from correctional and non-correctional institutions. Formal education, vocational training and employment facilities are provided in order to rehabilitate them economically and socially. Vocational instruction is given by attachment to industrial training institutions. Boys between the age of 16-21 years are admit-

ted. Admission is either through correctional or non-correctional institutions or on the recommendations of a social worker. During the three years 1969-70, 1970-71 and 1971-72 while only forty from correctional institutions were admitted, forty-three from non-correctional institutions, etc., were admitted. During the three years 1969-70 to 1971-72 only 23 boys were sent to the Aftercare Home after discharge from the Children Home for Boys. There being no other After care Home for boys in the Union Territory of Delhi, it would appear that the aftercare services for those coming out of the Administration's Children Home for Boys at Anand Parbat are not adequate.

2.6. In recent years the Home is having 90 to 100 inmates. The period of stay in this Home is ordinarily three years which can, however, be extended in special circumstances on the recommendations of the Advisory Committee. Board and lodge are free. During each of the three years 1969-70, 1970-71 and 1971-72 there were 22—24 persons who had got employment but still continued to be inmates of the Home—some of them for a year or more. Besides, in each of those three years there were in the Home 11—13 inmates who were neither receiving formal education nor vocational training, nor had obtained any employment. The Administration stated (December, 1972) that whenever any inmate started earning Rs. 100 per month either he left or was forced to leave the Home and that others who were not able to earn that amount were not forced to leave the Home as they would not be able to survive on their own. The inmates who were not receiving formal education or vocational training, as no suitable training or job placement could be found for them, were not forced to leave the Home as they were of difficult personality make-ups and deviated behaviour patterns. Their continued stay, however, limited the ability of the Home to take new inmates.

2.7. The Public Accounts Committee (1966-67) had suggested, amongst others, reconstitution of the Advisory Committee for the Home periodically every two or three years so as to bring in new ideas. Pursuant to the recommendation Delhi Administration had reconstituted the Advisory Committee for the Home in July, 1967. The Committee met twice each year till 1969-70, once in 1970-71 and did not meet thereafter. Annual expenditure on the Home is about Rs. 1.50 lakhs.

Prevention of Beggary:

2.8. There is no Central legislation on prevention of beggary. The Bombay Prevention of Begging Act, 1959 (with appropriate

modification) has been extended to the Union Territory of Delhi from March, 1961. The Act provides for establishment and maintenance of—

- (1) receiving centres which are for reception and temporary detention of beggars, and
- (2) certified institutions which are for detention, training and employment of beggars and their dependents.

Under the aforesaid Act any police officer may arrest without a warrant any person who is found begging. Such a police officer is required to take or send the person arrested to a court and if the court is satisfied that such person was found begging the court shall order the person to be detained in a certain institution for not less than one year but not more than three years or, if the court is satisfied that the person is not likely to beg again, it may admonish the beggar and release him on a bond. If any one having been previously detained in a certified institution is found begging again, the detention period is usually longer.

2.9. The Poor House (Sewa Kutir), which was started in 1945 by the Delhi Association for the care of destitutes, is the biggest institution of its kind and is being run by Delhi Administration since October, 1960. It is a reception centre-cum-certified institution. Currently, the annual expenditure on it is about Rs. 8 lakhs. During 1969-70 to 1971-72 the total number of inmates was about 900 of which those in the certified block were about three hundred. In each of the two years 1970-71 and 1971-72 about 150 diseased and disabled beggars were admitted in the certified block. While old and infirm male beggars are kept in the home meant for them at Narela, diseased, disabled and physically handicapped beggars were being kept in the certified block alongwith able-bodied beggars. This is because the Administration's home for diseased male beggars at Kingsway Camp had not started functioning (November 1972). The Administration stated that segregation of diseased beggars was started in December, 1972 and was expected to be completed in that month.

2.10. A substantial number of the inmates of the certified block are able-bodied beggars. The inmates are taught weaving, agriculture, masonry, bakery, laundry, stitching; printing; painting and clay modelling. Certificates are awarded on completion of only the printing course. No certificate is awarded for any other training. Nor are training. Certificates are awarded on completion of only the printing course. No certificate is awarded for any other training. . . . or are the training courses (including the printing course) recognised by any authority. The Administration stated (December, 1972) that

"because of the poor educational background and low standard no recognition of any certificate can be given by a recognised/authorised agency and unrecognised certificate cannot be of any value."

2.11. During 1969-70 to 1971-72 the able-bodied beggars of the Poor House put in from 5,700 to 7,000 man-days of work for various public authorities, etc. and earned wages therefor. The rate of wages was only Re. 1 per day upto June, 1971 while thereafter it is Rs. 2 only per day. The daily wages are quite low. Only those inmates who during their stay in the Poor House earn are paid, at the time of their discharge, those amounts less 50 per cent deduction (deduction being intended to pay for their board). Others do not get anything. Rules framed under the Act provides that for every receiving centre and certified institution there shall be a welfare fund. No welfare fund for the Poor House has, however, been created. While it is true that some of the ex-inmates are known to have been socially economically rehabilitated, it is doubtful whether, in view of the circumstances explained above, the majority of the beggars, after discharge from the Poor House would have reasonable opportunity of becoming useful members of society. The number of repeater inmates in the certified block has not been small—in 1971-72 this number was 73 while during the five months April to August, 1972 it was 24.

2.12. Three to four hundred inmates have been escaping from the Poor House every year. The Administration stated (December, 1972) that they escaped mainly due to congestion in the Poor House, and freedom to go out for work or training and shortage of care-taking staff facilitated escape.

2.13. The Act prescribes that for every receiving centre and every certified institution a Visiting Committee shall be appointed. However, no such Committee had been appointed till November, 1972. The Administration intimated that such Committees would be appointed by December, 1972.

2.14. Four powerlooms purchased for Rs. 15,700 in Sebruary, 1966 had not (December 1972) been installed as the building in which they were proposed to be installed had been condemned. Therefore, training course in textile weaving on powerlooms could not be introduced.

Physically Handicapped:

2.15. The Administration has been running three training-cum-production centres. Two are for males while the third is for females. The oldest amongst them is the one for males at South Patel Nagar. The second one for males at West Patel Nagar, was started in Octo-

bag, 1969. The centre for females is at Green Park and was established in January, 1970. These centres provide vocational training to the deaf and dumb, blind and orthopaedically handicapped and thereafter provide them work for some time so that they may become sufficiently efficient to be able to do the work independently later on. In the centre for females training is given in (1) masala grinding, (2) knitting and (3) embroidery. About Rs. 90,000 are being spent annually on it. The centre for males at West Patel Nagar provides training in (1) tailoring, (2) printing and (3) book-binding while the one at South Patel Nagar provides training in (1) tailoring, (2) book-binding, (3) re-caning and (4) carpentry. In 1971-72 Rs. 2.70 lacs were spent on the two training centres for males. The training period in all cases is one year and during this period a stipend of Rs. 60 per month is paid. Certificates are given to all those who successfully complete the training courses. However, neither the certificates nor the training courses are recognised by any authority. The Administration stated (December, 1972) that "because of poor educational background it is not possible to give training in theory as well as practice and without completion of both it is not possible to secure recognition." It may be mentioned that certificates given by similar institutions in Maharashtra are recognised by the Maharashtra State Government.

2.16. The centres get work from various public authorities and farm out work to those who are on their rolls and have completed training. Those who so get work are paid by the centres, from out of the amounts they receive at prescribed rates. The persons are to be provided work (in this manner) for two years after which they are to leave the centres. There are, however, a number of persons who have not left the centres although they have worked (after the training period) for not less than two years. For instance, there were (August 1972) on the rolls of the centre at South Patel Nagar, whose intake capacity is 50 to 54, 22 persons who had worked (after the training period) for more than two years, eighteen of them were on its work force roll for more than four years. The Administration stated (December 1972) that they would starve if discharged in the absence of alternative jobs or sheltered employment. This, however, severely limits the ability of the centres to take on their rolls newcomers. When the centres were opened advertisements were issued. Advertisements are not being issued thereafter, nor the fresh intakes do the centres write to the Special Employment Exchange for the physically Handicapped functioning in Delhi. During the three years 1969-70 to 1971-72, the number of admissions in the two centres for males was 166 of which 118 were self-referred while only were from the Poor House and 9 only from the Aftercare Home for Boys.

The Administration stated (December, 1972) that "since response to the advertisement was not encouraging these were not issued. However, Directorate has been maintaining close touch with the Special Employment Exchange for the Physically Handicapped."

2.17. The centres do not provide lodging arrangements. Those who are on their rolls come daily for training, etc., from their homes. The two centres for males are at a distance of only about two furlongs. Since they are meant for physically handicapped persons, it would be advantageous if, instead of being so close by, they are in different localities.

Needy Widows

2.18. Mahila Ashram (Maharani Bagh), set up in March, 1970, provides free boarding and lodging, formal education and training facilities in tailoring, cutting and embroidery to needy and destitute widows (aged 45 years or below) and seeks to secure employment for them. In 1971-72, Rs. 97,000 were spent on the Mahila Ashram.

2.19. For their formal education the widows are attached to Delhi's teaching shops whose fees are paid by the Ashram. On the other hand, formal education in the aftercare organisation for women at Kirti Nagar is undertaken by the Delhi Social Welfare Advisory Board. It seems it would be better if in the Mahila Ashram also the Delhi Social Welfare Advisory Board undertakes formal education of the widows. Certificates are not issued to the trainees in proof of having completed their training courses successfully. The Administration stated (December, 1972) that "instructions have been issued that certificate may be issued to those inmates whose performances are satisfactory and who attain the required proficiency."

Travellers Aid Bureau

2.20 In order to provide assistance, guidance and protection to stranded women and children, in December, 1961 the Directorate started a travellers' aid bureau at Delhi railway station. Its functions are to look for and contact stranded women and children at the station on their arrival and to escort them to places of safety for temporary shelter till they are taken back by their guardians. The bureau functions at the station from 10 A.M. to 5 P.M. whereas cut of 158 incoming and outgoing trains 121 trains arrive and depart from the station after 5 P.M. and before 10 A.M. The Administration stated (December, 1972) that it had been decided in principal that working hours of the bureau would be changed. The bureau has a small staff (one supervisor, one case worker, one lower division

clerk and one peon), its annual expenditure being about Rs. 15,000 only.

[Paragraph 27 of the Report of Comptroller and Auditor General of India for the year 1971-72—Union Government (Civil)].

General

2.21. From the information made available to the Committee it is seen that the earliest beginning of a separate legislation for children can be traced to the Indian Jails Committee Report (1919-20) which is supposed to be the fountain head of modern correctional reforms in India. This Report emphasised the treatment of children and youthful offenders for their reformation.

2.22. The Committee wanted to know whether all the States had set up under the Children Act the necessary institutions for prevention and treatment of juvenile delinquency viz. Child Welfare Boards, Children Courts, Children Homes, Observation Homes, special schools, etc. In a written note furnished to the Committee, the Department of Social Welfare (Ministry of Education and Social Welfare), stated: "In a nut-shell, the study reveals that except for the States of Nagaland and Orissa the other States 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.

2.23. The States of Andhra Pradesh, Uttar Pradesh and West Bengal have been implementing the Children Acts for a longer period; however, the services of 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 remand homes at every district and approved/certified/special schools as needed."

2.22. Asked whether those States which had not yet established institutions under the Children's Act, were being persuaded to do so early, the representative of the Department of Social Welfare stated: "Yes. Normally we get in touch with them.... We have the Advisory Board meetings. Also seminars and discussions are held. We make use of these forums for this purpose."

2.24. Another representative of the Department added: "We recently had working group discussion about the Fifth Plan. Most

of these States have made provisions for establishing institutions under this Act.

There is one more point. Tribal States like Manipur, Tripura, Nagaland, HP, Maghalaya and to some extent Assam do not have the problem of delinquent children. Therefore, the set-up there is not likely to be as detailed and wide as in some other States where the problem is more serious."

2.25. The Central Bureau of Correctional Services which was established by Government of India in 1961, is engaged in the task of framing minimum standard in the services under the Childrens' Act in consultation with all State Governments. From the beginning of the Fourth Five Year Plan, the Social Defence Schemes have been transferred from the centrally sponsored sector to the State sector and Government of India now does not earmark any financial provision for any particular scheme.

2.26. The Committee desired to know whether the Central Bureau of Correctional Services had made any studies to find out whether the State Governments were giving desired priority and providing funds for services under the Children Acts and if so, what was the result thereof. The Ministry in a written note have stated: "A study was conducted by the Central Bureau of Correctional Services in 1968 to assess the progress of implementation of Social Defence Schemes during the Second and Third Plans. The second stage of the study was taken up in 1972 to assess the implementation of the Social Defence Schemes during 1968—72. The findings of the study are as under:

Social Defence Programme in Five Year Plans:

Social Defence Programme has an important role to play in our national planning. It has been realised that it should find its due place in the overall planning of social and economic development and that any disruptive effects may be neutralised in implementing the schemes. In fact, the planning for social defence started in this country during 2nd Plan since then it has been making a steady progress 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.

The figures of expenditure during the 2nd Plan available from Andhra Pradesh, Assam, Gujarat, Kerala, Madhya Pradesh, Madras, Maharashtra, Mysore, Orissa, Punjab, Uttar Pradesh is Rs. 153.78 lakhs. The schemes initiated during the 2nd Plan were further

expanded and a sum of Rs. 193.61 lakhs was spent during the 3rd Plan in the States of Andhra Pradesh, Assam, Gujarat, Kerala, Madhya Pradesh, Madras, Maharashtra, Mysore Orissa, Punjab and Uttar Pradesh. During the first year of Plan Interregnum (1966-67) expenditure incurred on various social defence scheme of different States other than Jammu & Kashmir, Nagaland, Rajasthan, West Bengal, comes to Rs. 10.60 lakhs. In the second year (1967-68) of the Plan Interregnum total expenditure incurred was Rs. 19.79 lakhs. Proposed total expenditure for the 4th Plan as recommended by working group is Rs. 427.06 lakhs. This is 23.85 per cent of the total social welfare sector allocation for the States and Union Territories."

2.27. The Committee referred to a statement showing statewise figures of expenditure under different schemes of social Defence Programme during the successive plan periods and desired to know the reasons for wide variations in expenditure under each scheme in different States from Plan to Plan. The Ministry in a note have stated: "Variations of expenditure in the different States during the Second and Third Plan may be attributed to the following factors:

- (i) Depending upon the overall resource position, the funds available for social defence programmes would vary.
- (ii) At the end of a Plan period certain items of Plan expenditure get committed to non-Plan budget.
- (iii) 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."

2.28. Pointing towards the Fourth Plan recommendations by Working Group amounting to Rs. 379.48 lakhs and the actual expenditure incurred during the first three years of the Fourth Plan which was of the order of Rs. 69.33 lakhs, the Committee desired to know the reasons for this disproportionately low expenditure. The Committee also wanted to know the amount actually allocated during the first three years of the Fourth Plan. The Ministry in a note stated: "The total amount recommended by the Working Group was Rs. 379.48 lakhs.

The total outlay approved by the Planning Commission was Rs. 234.66 lakhs.

The total amount budgetted in the first three years of the 4th Plan was Rs. 90.63 lakhs.

The total expenditure incurred in the first three years of the 4th Plan was Rs. 69.33 lakhs.

It is difficult to identify the specific causes of the lower expenditure. The following general factors can be said to have influenced the expenditure pattern:

- (i) Pruning of the Working Group's recommendations by the Planning Commission.
- (ii) Further reductions effected by the Finance Department at the budget stage.
- (iii) Financial limitations imposed by various economy measures.
- (iv) Delay in the enactment of necessary legislations.
- (v) Difficulties in the recruitment of personnel.
- (vi) Non-availability of suitable accommodation required for the implementation of programme."

2.29. Giving an account of the coordination which the Central Bureau of Correctional Services maintains between various States and the control it exercises over implementation of various social defence schemes, the Additional Secretary, Department of Social Welfare stated during evidence: "With regard to the work that is being done in the various States, as you know, a number of these subjects are within the State List. The Bureau of Correctional Services maintains a coordination between the various States. We have a Director who is present here. This coordination is achieved through a number of ways. Firstly, it is being done by her (Director) while touring the various States and observing as to how they are working and then rendering them advice and assistance where the States are facing any difficulties. After considering these difficulties, necessary measures are taken to remedy them. There are seminars and conferences which are being held from time to time where representatives of the States as well as the voluntary organisations come and give their suggestions as to what are the various measures that may be taken to implement the programme: There are reports which are exchange between the Bureau of Correctional Services and the States on the implementation of policies and programmes."

2.30. Elaborating the point, another representative of the Ministry added: "The point which you have raised is a general one. If it is broken into details, we can split it into different categories. Perhaps the first category you have in mind is the handicapped one. We have worked out certain guidelines and circulated them to the States. They worked out the States Five Year Plan and came to

us for discussion and when they brought up their schemes to us, we told them that that they should see that the first priority is given to child welfare. The approach in the child welfare programme is that instead of making it more rehabilitative, or institutional, we call it promotive or ameliorative; that is, we see that mortality is reduced. And that is why the department has worked out a scheme which is called the integrated child care service scheme according to which you concentrate on categories, say, 0-5 or 0-6, so that the first attack is on infant mortality. As you know, infant mortality in India is one of the highest in the world; 140 out of 1,000. If you can have a scheme which will include, firstly, nutrition, covering the children of that age-group as well as expectant and nursing mothers, long with the health care of that group, a certain modicum or what we call the pre-school of education which is really not formal education but informal education in hygiene and certain civic responsibilities and also covering the mothers for nutrition education, you can perhaps produce children who will be prevented from the defects or even in the case of handicapped, those handicaps will be detected much earlier. This is one way of attacking it.

Secondly, what we are doing for the age-group of 6—11 is, we have generally left it to the education departments. In this age-group are included the beggars coming within this age-group or delinquent and neglected children. This comes under the Children Act. These figures are not very definite, but I am told that roughly it is about 11 lakhs beggars in the country. About one-tenth of them are roughly children. It is difficult, of course, to provide institutional care for one lakh children but we hope to cover at least some percentage of it. That is our programme with regard to children.

About the handicapped students, we are trying as far as possible to see that this category is integrated with the normal educational system; where it is not possible to integrate it with the normal educational system, we should put them in separate homes. There, we have taken four categories and are trying to cover the multi-handicapped under some of the other institutions. The four major handicapped taken care of are, the blind, the deaf and dumb, the orthopaedically handicapped and the mentally retarded. We have given guidelines and particular schemes have been sent.

Regarding adults, besides the expectant and nursing mothers whom we propose to cover under the integrated child care service, the main focus of this department is on women's welfare and simultaneously taking care of the handicapped and the beggars. Regarding the handicapped adults, we are trying—which you have mentioned—to establish sheltered workshops. These sheltered work

2.24. In regard to the Social Defence Programme the Committee understood that at the end of the Third Plan, social defence programmes were shifted from the centrally sponsored to the state

2.23. 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 States 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 Act 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 remand homes at every district and approved/certified/special schools, as needed.

2.32. To another query whether Government had the desired resources to put through this scheme, the witness added, "We do not expect to have that much resources, but what we expect to cover is about one-fourth of them, depending upon the final allotment."

2.31. Asked what was the total number of expectant mothers whom Government wanted to cover under these schemes, the witness stated: "Roughly about five percent of the total woman population. The total woman population is about 250 million. So, five percent of that, or 1/20th, would be about 12.5 million."

There is also a programme called functional mercy programme for women, which will be linked with the integrated child care services programme, so that the other women who are not expectant and nursing, are also taken care of. Like that, there are other programmes."

would try to engage as many handicapped as possible, the various categories of them, and try to rehabilitate them as far as possible by establishing work centres. In the case of women's welfare, we are trying to establish work centres for them. That is our approach, and as many work centres as possible, with due regard to the marketing and quality, should be able to absorb them.

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. 234.66 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.

2.35. 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 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. The Central Government must take the responsibility to see to its implementation which they have not done so far.

Social Welfare (Delhi Administration)

2.36. According to Audit Para, the Delhi Administration spent Rs. 69.1 lakhs and Rs. 93.71 lakhs during the years 1970-71 and 1971-72 respectively on Social Welfare. The amount spent on running the various institutions and rendering various services is shown below:—

| | 1970-71 | | Total | 1971-72 | | Total | 1972-73 | | Total |
|---|---------------|---------------|-----------|---------------|---------------|-----------|---------------|---------------|-----------|
| | Adm. expenses | Other charges | | Adm. expenses | Other charges | | Adm. expenses | Other charges | |
| Total amount spent on running various institutes and rendering various services . | 23,08,875 | 36,58,414 | 59,67,289 | 27,15,229 | 39,32,639 | 66,47,868 | 29,42,217 | 48,84,111 | 78,26,328 |
| 1. Grants in aid | .. | .. | 6,32,650 | .. | .. | 10,63,721 | .. | .. | 8,22,229 |
| 2. State Award to physically handicapped | .. | .. | .. | .. | 3,000 | 3,000 | .. | 3,000 | 3,000 |
| 3. Special nutrition scheme | .. | .. | .. | .. | .. | 16,26,222 | .. | .. | 35,21,600 |

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Child Welfare

2.37. Giving the number and nature of institutions run by the Delhi Administration under the Children's Act, the Director, Social Welfare, Delhi Administration stated during evidence: "Under the Children's Act, we have three types of institutes. One is the Children's Home where we take care of the neglected children. The neglected children are defined in the Act as those children who have no fixed residence, or whose parents could not control them, who are orphans or are found begging, etc. The delinquent children are those who have committed offences under the Indian Penal Code. For the neglected children, we have got Children's Homes and we put the children who have committed offences into special centres. A child is defined to be below 16 years of age. The delinquent children are produced before the Children's court. They are not sent before a regular court. The neglected children are produced before the Child Welfare Board. The Child Welfare Board as well as the Children's Court, both of them, derive authority from the Children's Act. We have also a mention of the After-Care Homes in the Act. These institutions are not really statutory; but the Act provides a guideline that children who have attained the age of 16 can, under special circumstances, be kept in the homes upto the age of 18; but even at the age of 18, some of them may not be fit to be sent out into the society. For such children, we have established the After-Care Home, where they can stay upto the age of 21. Once the children are rounded up, so to say, we do not immediately send them to the institutions. They are kept in custody in certain homes called Observation Homes, until such time as they are produced before the Children's Court or the Child Welfare Board."

2.38. As regards the type of children admitted in these institutions, the witness deposed: "Four categories of children are sent to us: 1. Those who have been begging and who have run away from their homes; 2. Those who have no one to keep them—orphans; 3. those who may have parents but whose parents are unable to look after them due to poverty or because they are uncontrollable and 4. those living in undesirable places as in brothels and known to be leading a depraved life."

2.39. Giving an account of the action taken after a child is brought to the Children Home, the witness continued: "The case history of each child is prepared. As soon as a child comes to us, his address is noted; he is interrogated; his family is contacted; letters are written to his family members. When the family members are traced, then, the child is handed over to them with the permission of the

Child Welfare Board. In case it becomes necessary that in a particular case, the child should not be handed over to the family members, for specific reasons, then, the Board does not allow that and we will keep the child with us."

2.40. Asked to specify the nature of screening done at the time of admission of these children, the witness added: "We cannot make admissions to the homes on our own. The admissions are made by the Child Welfare Board. The Board, when it takes up each case of a child, not only interrogates the child but also goes through the report of the Probation Officer who prepares the report based on the interrogation of the child. If, at that stage, the child refuses to cooperate—it may so happen—then, we get into difficulties of getting the addresses etc. In most of the cases, we have the addresses. This report has to be submitted to the Child Welfare Board. The Board, after taking into account all the factors, and also after interrogation of the child, hands over the custody of the child to us into the homes. Until they have given us a definite order we will not release the child from the home. Even when the parents are contacted and we have to release the child we have to approach the Board and it has got the final authority to hand over the child to the parent."

2.41. As to the number of children restored to their parents/guardians, the witness stated: "In 1969-70 we have restored to the parents or guardians 127 children. The corresponding figures for 1970-71, 1971-72 and 1972-73 are 233, 134 and 172."

2.42. Asked what work the children were required to do in the Children's Homes, the Committee were informed as under: "There is a set pattern which is laid down in the rules as to when they will get up, take bath, do physical training, take breakfast, have studies, go to the school, have games and do their own washing, community prayers and so on. It is like in any other residential institution."

2.43. The Committee enquired whether the assistance of any psychiatrist was sought for, the Director, Social Welfare, Delhi Administration deposed: "We have got specially trained staff for this job. The Delhi School of Social Work of the Delhi University runs a special institution where child psychology is taught and where study is done as to how a case history is to be prepared. They go for field work and it is these trained people, whom we employ for these homes. We have also got a scheme of sending our own people for training abroad. At least one person, more or less every year, goes to see as to how these kinds of institutions are being run in other countries and after training they are with us."

2.44. The Committee enquired what type of staff the Department of Social Welfare was recruiting for these institutions and what steps

were being taken to overcome the difficulty of obtaining qualified personnel. The Director, Social Welfare, Delhi Administration stated during evidence: "There are three categories of staff, rather 4, who are recruited for the purpose. Firstly, we have got the Superintendents of the Homes who have over-all charge of supervision of these institutions. These Superintendents are recruited by the Union Public Service Commission. The qualifications as laid down, are that these officers should have either passed the Master's Degree in Social Work or obtained a diploma after having done their M.A. in Sociology of at least two years' duration. That means they should have sufficient theoretical background in connected subjects. In addition, they should have 3 or 5 years' experience of working in such institutions. That is in so far as the Superintendents of the institutions are concerned. The second category of staff are called the Probation Officer or the Case Workers. These people also should at least be Masters in Social Work and be engaged in going into the entire personal background, as to how and where the child lived etc.; and from them, they prepare psychological picture of the child which is produced before the court and which is also retained in the institutions for the future guidance of the child. The third category of staff is the training staff working as instructors in various crafts, and teachers—normally for primary school standards. The fourth category is the Caretakers i.e. those staff members who are actually in charge of the children and look after them when they are living in the dormitories or Common Rooms."

2.45. To a query whether they were given any special training after their recruitment, the witness added: "We have arrangements for in-service training. As I said earlier, the officers like the Superintendents and Case Workers or Probation Officers are already trained in such institutions by the University. For the remaining staff, we have got training courses and we have a cell established in the department for their training and evaluation."

Children Home For Boys, Kingsway Camp

2.46. The Ministry in a note stated that the Children's Home for Boys, Kingsway Camp (formerly at Anand Parbat) functioned under the Children's Aid Society from 1938 to 1950. It was taken over by Government in 1951 and functioned under the administrative control of the Deputy Commissioner, Delhi till 1952. In 1953, it was transferred under the Directorate of Education. Since 1959 it is functioning under the Directorate of Social Welfare and its sanctioned capacity is 250 boys. The Central Children's Act, 1960 was enforced in 1962.

2.47. The average strength, number of escapes, percentage of escapes and total expenditure incurred during the years 1969-70, 1970-71, 1971-72 and 1972-73 as furnished by the Ministry are shown in the table below:—

| Year | Admission | Discharge | Average Strength | No. of escapes | Total Expenditure |
|-------------------|-----------|-----------|------------------|----------------|-------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |
| | | | | | Rs. |
| 1969-70 | 448 | 182 | 549 | 174 | 5,23,700 |
| 1970-71 | 575 | 494 | 665 | 192 | 5,75,612 |
| 1971-72 | 660 | 169 | 570 | 179 | 5,80,324 |
| 1972-73 | 582 | 241 | 578 | 234 | 8,68,72 |

2.48. According to Audit Para, the Children's Home for Boys, Kingsway Camp has six village Annexes in and around Delhi. The Committee desired to know the names, location and monthly average attendance of children in each such annexe during the year 1972-73. The information as furnished by the Ministry is given below:

| Name | Location | Average Monthly attendance |
|--------------------------------|---------------|----------------------------|
| (i) Bal Vihar | Najafgarh | 38 |
| (ii) Bal Vihar I | Narela | 26 |
| (iii) Bal Vihar II | Narela | 41 |
| (iv) Bal Vihar I | Bawana | 38 |
| (v) Bal Vihar II | Bawana | 22 |
| (vi) Children's Home | Kingsway Camp | 413 |
| | TOTAL | 578 |

The sixth annexe which was functioning at Bijwasan was discontinued in December, 1972.

2.49. Asked to state the annual expenditure incurred on running each of these annexes, the Ministry stated:

"The annexes are only a part of the main Children Home. No separate expenditure account is maintained for them. The accounts are jointly maintained by the Children Home.

Expenditure

A statement of *per capita* expenditure in respect of Children's Homes for the year 1972-73 with break-up of expenditure on 'Administration' and 'other items' and further break-up spelling out expenditure on food, clothing, etc. as furnished by the Ministry is at Appendix II.

Figures in respect of Children's Home for Boys, Kingsway Camp for the year 1972-73 are reproduced below:

| Average No. of Inmates. | Pay & Allowances | Other charges. | Total | Total per capita expdr. per month | Admn. per capita expdr. per month | Other expdr. per capita on inmates per month |
|-------------------------|------------------|----------------|----------|-----------------------------------|-----------------------------------|--|
| 578 | 2,14,634 | 7,45,963 | 9,60,597 | 139 | 31 | 108 |

Giving details of items included under the head 'Administrative' *per capita* expenditure per month' in respect of Children's Home for Boys, Kingsway Camp, Delhi, the witness stated: "We have done another exercise. If you take the total expenditure, out of the total of Rs. 139/- average, per child on administration, we are spending Rs. 31/-. This amount of Rs. 31/- includes staff, i.e. Superintendent, Dy. Superintendent, Workers, matrons, instructors, peons and other staff. If you break up this staff also in the manner that there is a group of people working directly for the benefit of the child, and further break up this expenditure, Rs. 6/- go for administrative charges and the total spent per child becomes Rs. 133/-. This includes his training, equipment, food, education etc."

2.50. When pointed out that administrative expenditure in some Homes seemed to be fairly high, the witness added: "Administrative charges cover not merely administration expenses on service personnel. There are craft instructors, and others who are employed for training purposes; the dhobi is there, there are others. All that goes into it. It is not merely one superintendent, one assistant, one clerk and one peon on whom this money is spent."

2.51. Explaining variations in *per capita* expenditure on inmates per month in various Children's Homes run by the Delhi Administration, the Director, Social Welfare, Delhi Administration stated:

".....When we first tried to give figures of *per capita* expenditure, we divided them into two broad heads—pay and allowances and other charges. But when we went into the details, we found

that in some home some furniture was purchased, in another home something else was done and so on. It did not really give the correct expenditure on each inmate. We have now calculated the actuals of each home, how much food went into the kitchen and out of that how many persons were maintained. For 1970-71, the variations are very minor: 41.40, 39.33, 46.39, 37.45, 42.70 etc. This slight variation is due to the fact that in some home milk is purchased from outside agencies because there is no DMS booth etc."

2.52. The Committee referred to the figures of expenditure on Home for Mentally Retarded Children (Annexe) Punjabi Bagh and the School & Home for Mentally Retarded Children, Shahdara and enquired how the *per capita* expenditure in the Home at Punjabi Bagh was about double as compared to that of the Home at Shahdara when both were meant for mentally retarded children. The Director, Social Welfare, Delhi Administration stated: "In one case it was rented building to the tune of Rs. 22,000. We are paying high rent in Punjabi Bagh. It comes under the head 'other charges of expenditure'.

2.53. Asked further as to what were the reasons for higher administrative *per capita* expenditure viz. Rs. 84 in the case of former and Rs. 35/- only in the case of later, the witness deposed: "We have bifurcated. The only reason is this, in one case the care-taking personnel is more than the other. Shahdara institution was located in the central hospital premises. They did not have nurses in the other place. We have to provide three nurses. That is why expenditure went up."

2.54. The Joint Secretary, Department of Social Welfare added: "The *per capita* expenditure on administration gets reduced if the number of inmates is more. Thus 155 to 55 is about 3:1 ratio. To some extent that is the factor which contributed."

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

(i) In respect of the Children's Home for boys (Kingsway Camp), the average strength varied from 549 to 665 in the years 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 Panjabi Bagh and the other at Shahdara—the total per capita expenditure was Rs. 191 and Rs. 97; the Administration per capita expenditure per month 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.

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 Government cannot accommodate the Homes in their own buildings, (b) by establishing or shifting the Homes near Hospitals, 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.

2.57. Asked to explain the effect of price rise on per capita expenditure in the Homes, the witness stated: "on 31st March 1973 it comes to Rs. 39/- and on 10th September, 1973 it is Rs. 44.40 registering an increase of 13:8 per cent, so far as the price rise is concerned.

This is based on the actual rations issued to the kitchens. The figures of the various homes worked out for the different year are as below:—

1970-71: 41.40, 39, 33, 46, 39, 37, 46, 42.70.

1971-72: 36, 41, 41, 45, 38, 43, 47, 42.50.

1972-73: 43, 52.98, 45, 43, 35, 53, 42.51.

These are the comparative figures based on actuals'.

2.58. The Committee desired to know whether the budget allotment was need based or money based i.e. a particular scale of ration was given whatever be the cost, or with the rise in prices of commo-

dities, the ration was reduced correspondingly to be managed within the allotment made. The witness stated: "Our scales of ration are need based. That means our expenditure 'will go up'.

2.59. The Additional Secretary, Department of Social Welfare added:

"Scales of diet are laid down. We have also received medical opinion with regard to the protein, calory and nourishment value which remains constant. Therefore, the expenditure goes up."

2.60. The Committee desired to know the budget estimates and the *per capita* expenditure for the year 1973-74 for the Home. The Director, Social Welfare, Delhi Administration stated: "The Budget provision for this Home is Rs. 5,41,000 only. On the basis of allotment it comes to Rs. 100|- only. We shall have to ask for extra amount from the Government."

2.61. When the Committee pointed out that previous year's figure was Rs. 139|-, the witness deposed: "we asked for the budget estimates according to the previous year's expenditure. Last year the expenditure was about Rs. 9 lakhs and we also asked for the same amount this year. Out of this our allotment came only to Rs. 5,41,000."

2.62. The witness further stated: "Whatever budget we ask for, it is cut down according to the money available. Then we are supposed to ask for it again at the time of revised estimates."

In reply to another query as to how the yearly expenditure of about Rs. 10 lakhs was to be met against a budget provision of about Rs. 5 lakhs only, the witness stated: "sometimes we do face difficulty. When our money is about to finish we have got to plead our case that we need more money."

2.63. The Secretary, Delhi Administration added: ".....Every year when we ask for a certain amount, the initial allotment is less and then it is supplemented through the revised budget. Last year amount from the Government."

2.64. 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 supplemented through the revised budget. This is not at all a good practice.

Vocational Training

2.65. According to Audit, Para, while formal education to the inmates of the Childrens' Home was imparted through outside schools, vocational training in such trades as welding, fitter, wiremanship, cane-work, tailoring, domestic science, barber, handloom weaving, carpentry and playing on band was imparted only in the Home where the vocational wing was separate from the rest. These training courses, however, were not recognised by any authority nor were any certificates given to those who completed the training courses.

2.66. The Committee were informed by Audit that "The administration stated (December 1972) that instructions had been issued to award certificates where performance of the children in training courses was found satisfactory. In so far as the matter regarding recognition of the training courses was concerned the Directorate of Technical Training, Delhi Administration had already been approached."

2.67. In a note submitted to the Committee in advance of evidence the Department of Social Welfare enumerated the measures taken in regard to recognition of training courses and issue of certificates to those who complete the training courses as under: "We have checked up from the Department of Employment, Training and Technical Education, Delhi Administration, who run courses for craftsmen training that the minimum educational qualification required for admission into their courses is class VIII standard and above depending on the nature of course. The age should not be below 15. The Children's home is meant for children who have not attained the age of 16. It would not be possible to organise training in accordance with the prospectus of the Directorate of Employment, Training, and Technical Education in the Children's Home in various craftsman trade, because the number of boys, who would be above 15 years of age and who would have passed class VIII, would be very few and far between. The trades being taught in the Children's Home, are meant for such children, who have no aptitude for formal schooling. In case they pass class VIII they could be encouraged to get admission in the technical institutions outside.

We have also checked up from the Delhi Board of Higher Secondary Education and the Central Board of Higher Secondary Education. They do not recognise any course which does not give a certificate of Higher Secondary standard. Any certificate of lower standard is not recognised by the Boards.

In view of the foregoing we are left with only one option and that is to provide training in trades to such trainable children, who would have no aptitude for formal education. In such cases what is important is the proficiency which a boy attains in the trade of his training. The formal recognition of the training in the Children's Homes is not possible. In view of the poor education background subject, of course, to the limitations of aptitudes, the best course is to prepare the inmates as semi-skilled technicians. This object is being achieved."

2.68. To a question as to when instructions for awarding certificates to those who completed the training were issued and what was the number of certificates actually issued, trade-wise, the Ministry stated that instructions were issued on 1st August, 1973 and added: "No certificates have been issued so far."

2.69. The Committee then enquired whether it was a fact that the training courses provided in various institutions run by the Social Welfare Directorate of the Delhi Administration were not recognised by any authority, the Director answered in the affirmative and added. "The problem is regarding recognition only. About giving certificates, there is no problem. We have decided that certificates will be given and every one will have a certificate for his part of the work that he has done in a particular institution. So far as the question of recognition is concerned, this is regulated by standards. Standards are laid down by a certain organisation or a body which recognises a particular training. In the case of technical training, we have got the Directorate of Technical Training and Employment in the Delhi Administration. Then, in this field and up to these standards, we have got the Central Board of Higher Secondary Education and the Delhi Board of Higher Secondary Education. These Boards and these bodies lay down standards that a child should have studied upto a particular class, should be of a particular age, should conform to a prescribed syllabus and the institution should have so much equipment, so many lectures, so many periods etc. If the child passes the prescribed examination, that particular certificate will be treated as recognised certificate from this institution. . . . The background from which these boys come is such that, many of them are not even literate and they know every little in terms of formal education. Two questions arise. One is if a child is already Class 8 pass, and then, we want to train him in any course, we will utilise the facilities available in the community. We will pay his fees and we will send him to another institution. We also try to get these boys admitted in the after care homes in the various training centres. The Question is, what do we do with those boys who have not studied upto Class 8 and who have not also had any formal education. If

these boys want to go up to higher secondary education, then, on a relaxation of rules, we keep them up to 18 years of age, then, send them to an after care home and they can go up to University Degree for which the Government will pay. But, in respect of those children who neither take the benefit of technical training, nor take up any formal education for which provision exists, the question is, what do we do with them? In case a person is not able to use his brain, he should be able to use his hands, say as a Welder, Fitter etc. In this connection, I may mention that the tableau of the Children's Home was specially rewarded in the Republic Day Parade."

2.70. Explaining the measures taken in this regard, the Additional Secretary, Department of Social Welfare added: "We have taken three measures with regard to the question you have raised. The certificates of those who receive vocational training, are not recognised for reasons which Mr. has already explained. We took up this question specifically with the Director-General of Employment and Training; and it has been agreed that these boys who have attained a certain proficiency in various skills, would be duly considered for placement jobs. Secondly, now-a-days, among the educational authorities and various experts like the UNESCO, there is a greater emphasis on non-formal education for those who get training in such institutions. We wanted to make a study in depth to find out as to how craft training and non-formal education can be combined and made the syllabus in such institutions. It will have the advantage that side by side with the training in the craft, the child will also get educational training."

2.71. The Director, Social Welfare, Delhi Administration Summed up the final position with regard to issue of certificates and recognition of the training courses as follows: "We are now issuing certificates to all the trainees in the respective trades but so far as the question of recognition is concerned, as I have submitted, for recognition, the difficulty is that we have to have a basic minimum qualification laid down which most of the children do not possess because they cannot go in for formal schooling. So we train them as semi-skilled craftsmen. So recognition by an established authority is not possible."

Follow-up Action

2.72. Asked whether any follow-up of those discharged from the Children's Homes was made. The Ministry in a note stated that a majority of children were restored to parents or transferred to other institutions. Children over 18 years after discharge were also admit-

ted to after-care Home for Boys. A statement of discharge of inmates from the Children's Home during the period 1969-70 to 1972-73, as furnished by the Ministry, is reproduced below:--

| Reasons | 1969-70 | 1970-71 | 1971-72 | 1972-73 |
|--|---------|---------|---------|---------|
| 1. Premature Restoration to Parents/ Guardians | 127 | 233 | 134 | 172 |
| 2. Released after completion of the term i.e. after 16 years of age | 19 | 5 | 5 | 60 |
| 3. Transferred to other Institutions | 34 | 252 | 29 | 7 |
| 4. Death | 2 | 4 | 1 | 2 |
| TOTAL | 182 | 494 | 169 | 241 |

2.73. Elucidating the point, the Director, Social Welfare, Delhi Administration stated during evidence: "...From this, you may kindly see, that children's Homes are doing useful work of restoring a large number of children and it is only very few who remain in the children Home beyond the age of 16 years. Now two arrangements are open to such children because the aftercare-home is actually an institution which cannot force a child to leave it. It is only a protection to the child and if we send the children out of the Home, they will not be able to live with care and guidance. Therefore, they can still continue to live there and train themselves and then get a job because there is no one else to look after them. In this respect the children Homes are doing a very good job."

2.74. 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.

Escapes

2.75. According to Audit Para a large number of children abscond from the Home. This number varied from 174 to 192 in each of

the three years 1969-70 to 1971-72. The number of children absconded during the period January, 1972 to August 1972 is as under:

| | |
|----------------------|-----|
| Children Home | 91 |
| Balvihar, Narela (1) | 20 |
| „ „ (2) | 16 |
| „ Bawana (1) | 2 |
| „ „ (2) | 3 |
| „ Najafgarh | 1 |
| „ Bijwasan | 23 |
| TOTAL | 156 |

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

2.76. In a note submitted to the Committee in advance of oral evidence, the Department of Social Welfare identified the causes for running away from the Homes as under:

“The problem of escapes was earlier aggravated by the shortage and unsatisfactory condition of accommodation in the Home. This in fact was specifically cited by the audit party also. The Delhi Administration have now shifted the Home in May, 1973 to a new building with adequate accommodation for housing the boys.

The problem of escapes is undoubtedly complex with variegated causes. The Government has been concerned about the problem of escapes. The Delhi Administration has requested the Delhi School of Social Work to undertake a quick study regarding the functioning of the homes and the causes of the escapes and to suggest measures for improving the functioning of Homes.

We have already said that the Children's Home does not work like a formal jail. The main philosophy behind the establishment of this Home is the growth of a child with main emphasis on correctional practices. All children who are admitted to the Children's Home are not normal children, in that they are all 'neglected'. All these children come from adverse circumstances and in many cases could not receive due cares of a home. Many may be of an uncontrollable nature. The children below 16 years of age are during their formative years. On top of it they are mal-adjusted. The main problem of their life is adjustment. Running away from the institution therefore is not a fault of the institution but is a part of the process of an adjustment of a child. The social scientists believe running away to be an essential and inevitable part of the long process of recovery. While in the vacant or the depressive mood, a child in a normal home

immediately receives the care and attention of parents, in an institution he is forced to be on his own. One method of calling attention or expressing his need for care is to become a 'run away' where he is sought after, reported for and brought back for further treatment. It is to be accepted that the child has to undergo the disadvantages of a 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 and 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 a part of the entire process."

2.77. The Director, Social Welfare, Delhi Administration stated during evidence: "We have already instituted a study through the good offices of the Delhi School of Social Work, Delhi University. This particular study is going into the details of what are the reasons for escapes, how are the Homes being run and what more is required from the point of the philosophy behind these Homes.

To mention a few points, as I submitted earlier, the material that we get for these Homes, they are already such who are of a deviated behaviour pattern. They are not normal children, but we try to give them a normal life. We put no restrictions on them. They go to normal schools, they live in an open atmosphere and there are no custodial restrictions imposed upon them. We give them food, clothing, books, stationery, pocket expenses etc. Having given all this, we try to bring the child around the normalcy. If the child, who has run away from its own home, does not feel satisfied from this set up, then, of course, he escapes. I have attached with our note a comment on the literature on this subject. Escapes are not peculiar to our Homes only. This is an item which is common to all the Homes all over the world, Children who are brought to these Homes, do run away. If we impose jail conditions and custodial restrictions, the very purpose for which the Homes are established is defeated. The whole question is now being looked into by the Delhi School of Social Work".

2.78. Referring to figure of escapes (234) during 1972-73 the Committee desired to know the reasons for this phenomenal increase in the number of escapes, the witness stated: "As I explained earlier, one of the reasons why the escapees 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."

2.79. On being pointed out that judging from the high incidence of escapes, the Committee had developed a feeling that, administratively, the whole thing looked very unsound, the Director stated: "We are trying our best and that is the reason why, we have requested an outside agency to come and look at our work and tell us as to where we are going wrong and why these children are running away. That was the reason why we asked the Delhi School of Social Work to undertake study".

Asked when the Delhi School of Social Work was requested to make a study, the witness stated: "That was in the beginning of this month."

2.80. The Additional Secretary, Department of Social Welfare added: "Generally it has been noticed that the escape occurs in the first six months or so after the child has joined the institution. That is one observation made. That is understandable from the point of view that the child has to adapt himself or herself and there are some very difficult cases. The child has to come from a long distance. The other day I visited the Home. A boy who had come all the way from Sikkim in search of a job could not get a job in Delhi. His brother who had brought him for securing a job for him had left him in the street. This boy naturally was in a strange surrounding and that he had all types of psychosis and fear and he had suffered a shock. Having regard to mental break-up, the child showed certain tendencies because he had not received affection and therefore he tried to run away.

These are the various types of manifestation of the mental malady and since children's Homes have been set up not very long ago, Delhi administration needs better experienced people. They have six experts to look after the cases and for looking after this matter which needs investigation, one of the measures adopted now is that the problem has been given to School of Social Work".

2.81. The Committee pointed out that leaving aside the reference made to the Delhi School of Social Work for an investigation and report, into the matter, it was a fact that the day to day working of the institution had to be such that the children were treated in a human fashion, which under the usual set up of a Government organisation, was hardly available and enquired whether any special efforts had been made in that direction. The representative of the Department stated: "We have not done so; we will do so now."

2.82. The Committee enquired whether the Department tried to trace and bring back the absconded children. A representative of

the Delhi Administration stated that "in many cases the children are brought back."

2.83. The number of those who were traced and brought back to the institutions after escape during the period 1969-70 to 1972-73 as intimated by the Ministry is as under:

| Year | No. of Escapes | No. of Inmates returned/traced | | | |
|---------|----------------|--------------------------------|---------------------|--------------------|--------------|
| | | with efforts of staff | Returned on his own | Through the Police | Total traced |
| 1969-70 | 174 | 2 | .. | 2 | 4 |
| 1970-71 | 192 | 5 | 1 | .. | 6 |
| 1971-72 | 179 | 1 | .. | .. | 1 |
| 1972-73 | 234 | 1 | 1 | .. | 2 |
| TOTAL | 779 | 9 | 2 | 2 | 13 |

Accommodation

2.84. Dealing with shortage of accommodation in the Children's Home and its annexes and the steps taken to overcome it, the Ministry in a note stated: "The shortage of accommodation was mainly experienced in the Children's Home, Anand Parbat, where on an average five to six hundred children were kept against the sanctioned capacity of 250. The Home was shifted to a new building in May, 1973, where adequate accommodation is available.

In all the Homes the actual strength is more than the sanctioned capacity. It is proposed to construct semi-permanent buildings for the Children's Homes on a priority basis. The construction is expected to start during the current year."

2.85. 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 that 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 and 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 a part of the entire process".

2.86. 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 escapees 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."

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

The Committee recommend that the problem of escapees should be studied immediately in depth with the help of Delhi School of Social Work and all remedial measures taken with a view to seeing 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 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.

2.88. The Committee were informed that there was no managing committee to look after the affairs of the Children Home.

2.89. Asked how then it was ensured that the Home was working properly, the Director, Social Welfare, Delhi Administration stated: "Under the Act, the Chief Inspector and Inspectors visit the Home regularly and they submit their report to the Directorate after going into the entire working of the Home. So the act lays down a detailed procedure about maintaining standards in the home."

2.90. 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 a managing committee to look after the affairs of the children's Home, the running of these homes may improve as a result of their non-official approach to the task.

2.91. According to Audit Para, 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 After Care Home for boys, Kingsway Camp, renders follow-up services those released from correctional and non-correctional institutions. Formal education, vocational training and employment facilities are provided in order to rehabilitate them economically and socially. Vocational instruction is given by attachment to industrial training institutes. Boys between the ages of 16—21 years are admitted to the After Care Home.

Admission is either through correctional or non-correctional institutions or on the recommendations of a social workers.

2.92. The details of admission/discharge and average strength of the After Care Home for Boys, Kingsway Camp for the years 1969-70 to 1972-73 as furnished by the Ministry are as under:—

| Year | No. & Admission | Discharge | Average strength |
|---------|-----------------|-----------|------------------|
| 1969-70 | 42 | 32 | 59 |
| 1970-71 | 20 | 20 | 72 |
| 1971-72 | 21 | 33 | 62 |
| 1972-73 | 16 | 35 | 45 |
| TOTAL | 99 | 120 | 248 |

(Source of Admission)

| Year | Correctional services | Voluntary Organisation | Training-cum-production Centres | Referred by Social Workers | Total |
|---------|-----------------------|------------------------|---------------------------------|----------------------------|-------|
| 1969-70 | 28 | 6 | .. | 5 | 42 |
| 1970-71 | 8 | 7 | .. | 5 | 20 |
| 1971-72 | 16 | 4 | .. | 2 | 21 |
| 1972-73 | 13 | 1 | 1 | 1 | 16 |
| TOTAL | 65 | 18 | 1 | 16 | 99 |

2.93. According to Audit para during the three years 1969-70 to 1971-72 only 23 boys were sent to the After Care Home after discharge from the Children Home for Boys and while only 40 from Correctional Institutions were admitted, 43 from non-correctional Institutions, etc. were admitted during that period. The Ministry, however, had the following to state in this regard in a note furnished to the Committee: "In fact, 26 boys were sent from the Children's Home for admission to the After Care Home during the years 1969-70 to 1971-72.

The Audit has further said that admission from correctional and non-correctional institutions were 40 and 43 respectively. These figures are actually 51 and 32 instead."

2.94. Asked to state the number of boys who were sent to the After Care Home after discharge from Children Home for Boys during 1972-73, the Ministry in a written reply stated that out of the boys admitted from Correctional Institutions during that year, 7 came from Children Home after discharge.

2.95. Offering an explanation for the inadequacy of after-care services for those coming out of childrens' Home for Boys at Anand

Parbat, the Ministry in a note furnished to the Committee in advance of the evidence stated: "A study of these ables would show that at no stage the After-Care Home was over-crowded to the extent of denying admission to the needy children. The Home is established for 70 boys unlike the average strength during the years mentioned above was never more than 72. The After Care Home services are therefore not inadequate. During the 5th Five Year Plan, the capacity of the After Care Home is proposed to be raised upto. 150.

It is to be noted that there can be no compulsion for a boy to be admitted in After Care Home. The admission to this Home is purely voluntary."

2.96. The Audit para stated that the period of stay in this Home is ordinarily three years. Board and lodge are free. During each of the three years 1969-70 to 1971-72 there were 22-24 persons who had got employment but still continued to be inmates of the Home, some of them for a year or more. Besides, in each of those three years there were in the Home 11-13 inmates who were neither receiving formal education nor vocational training nor had obtained any employment.

2.97. The Committee were informed that the number of inmates of the Home during 1972-73 who were neither receiving formal education nor vocational training, nor had obtained any employment was 12 on 1-8-1973.

2.98. It was further intimated that the number of persons who had got employment but still continued to be inmates of the Home during 1972-73 was 3 and all these were for more than one year.

2.99. The problem of keeping boys in the After Care Home after the prescribed age and other limits and the study to be conducted into the behaviour pattern of inmates who neither take up jobs nor go for formal education were explained by Government in a note submitted to the Committee as under:—

"The problem of keeping boys in the After Care Home after the prescribed age and other limits has many dimensions. It is true that some of the boys get some employment but many times it is so inadequate that they cannot survive on the money that they raise. Whenever boys get any service or employment bringing them Rs. 100 p.m. and above, they either leave on their own or are asked to leave. Boys getting or securing employment, which brings them less than Rs. 100 a month allowed to stay in the Home subject to the condition that they pay 33 per cent of their earnings to the Institution. In many cases they are able to get only temporary

employment. Sometimes when forcibly removed, they come back and knock the doors of the After Care Home pleading for shelter. In one particular case a boy who was forcibly sent out, was picked up from a footpath in a seriously sick condition after three months. This is, therefore, a human problem and cannot be just judged with reference to the existing rules. Children, who have been brought up by the Administration from their early ages in its various homes, when they come to the After Care Home, cannot be simply thrown out without making adequate arrangements for their employment. Every personal care is taken in such cases but as stated above, on humanitarian grounds, some boys are kept in the Home in the hope that they would get the required employment within a few months' time. These boys have to compete with others in securing employment in the open market.

The continued stay of the inmates, who were neither receiving formal education nor vocational training, nor had obtained any employment, was necessary as these were of difficult personality make-ups and complex interests with deviated behaviour patterns. The institution, in spite of its best efforts, could not find suitable training or job placement for them as the inmates would just not come out with a satisfying performance.

The break-up of the present strength of the After Care Home, age-wise, is as follows:—

| Present Age | No. |
|--------------|-----------|
| 16 | 1 |
| 17 | .. |
| 18 | 7 |
| 19 | 6 |
| 20 | .. |
| 21 | 3 |
| 22 | 7 |
| 23 | 2 |
| 24 | 1 |
| 25 | .. |
| TOTAL | 35 |

The employment and education-wise break-up of the inmates as on 1-8-1973 is given below:

| | |
|---|-----------|
| Total strength | 35 |
| Going to various educational institutions for education | 19 |
| Earnings below Rs. 100/- | 1 |
| Earnings above Rs. 100/- | 3 |
| Without job and not studying | 12 |
| TOTAL | 36 |

We have asked the Delhi School of Social Work to conduct a special study regarding the 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 in future. Depending upon the recommendations of the Delhi School of Social Work, we will decide the measures to be adopted for the treatment of such boys.

After the employment of the boys living in the After Care Home, it may be noted that they have to compete with the other persons in the open market. No special safeguards are provided. Therefore, we find it very difficult to find jobs in time before attaining the age of 21 years. It is for consideration whether special safeguards by way of waiving the clause of obtaining their names from the Employment Exchange can be provided to the inmates of the After Care Home, 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. Some safeguards of this type are available under the Government rules to the children or to the near relatives of Government servants, who die in harness."

2.100. The Committee then drew attention of the representative of the Ministry to the fact that the Directorate had got prescribed certain time limit upto which a person could stay in the Home, whereas a number of persons were staying much beyond their limit thus hampering new intake and desired to know what solution the Government was trying to find out to overcome this difficulty, the Director stated: "This point arose in connection with the After Care Home for the Boys. We have given statistics and age-wise break-up in the Home, of persons who are now living in the After Care Home. The total number is 35. There are 10 boys aged more than 21 who still are there. This age-limit of 21, is only a general guideline. If you consider that the main purpose of the Home is rehabilitation, then our purpose does not cease at the age of 21. We should be able to place the boy in a job; only then should we release him. At one stage, we tried to throw out persons in such a manner; but after three months, we had to pick him up from the footpath in a serious condition and to hospitalize him. If the Home does not have adequate capacity, it should have it. At the present moment, the Home has adequate capacity. The question is whether

the age limit should be 21, or whether we should keep the boy till he gets a job. It is a bigger question. We posed the problem to the managing committee. They also said, 'you can send him out; but don't try to force him out with the help of the police'. It cuts both ways. If you provide too much security, the boy may not take interest in training. He must equip himself to get a job and go out. We have to strike a balance."

2.101. To a query whether there were also some boys of the age of 24 years in the Home, the witness replied in the affirmative and added: "It has long been decided by the Managing Committee that these three boys will be asked to leave. We had earlier asked them to leave but they did not go. When the Managing Committee was asked whether the Police should be used to throw them out, they said that they should be persuaded to go. Our decision was that anyone earning more than Rs. 100/- should go out and live on their own. Some boys had represented that even though they are earning more than Rs. 100/- it is not possible to live outside with this money. They were told that they should pay 33 per cent of their earnings to the Institution but that also could not be implemented because some of the boys did not pay and they ultimately had to leave. Finally, these three boys promised that they will leave within the next ten to fifteen days. They are looking for accommodation and a place to live, and this is the time limit given to them. So, this has been decided already and we hope that these three boys will leave".

2.102. 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 Homes after the prescribed age and other limits. The Committee were informed that the problem of keeping boys in the 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 either 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.

2.103. 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 Home 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.

Prevention of Beggary

2.104. According to Audit Para there is no Central Legislation on prevention of beggary. The Bombay Prevention of Begging Act, 1959 (with appropriate modifications) has been extended to the Union Territory of Delhi from March, 1961. The Act provides for establishment and maintenance of--

- (1) receiving centres which are for reception and temporary detention of beggars; and
- (2) certified institutions which are for detention, training and employment of beggars and their dependents.

The Committee desired to know whether all the States had passed Anti-beggary legislation. The Additional Secretary, Department of Social Welfare stated: "Yes. As far as anti-beggary laws are concerned, 13 States and two Union Territories have passed legislation." Giving the total number of beggars in the country, the witness added: "As far as 1971 is concerned, we are still awaiting the precise figure. Approximately, it is about 12 lakhs." The number of beggars homes in the country and the number of beggars being looked after in these homes were given as 84 and about 15,000 respectively.

Asked whether Government had formulated any plans to look after all the beggars in the country during Fifth Plan, the witness deposed: "The difficulty is that projection is something which keeps on varying. We have got to sort out this problem at the base also, in the sense as to what leads to beggary. There are various factors."

2.105. Explaining the various measures taken by Government towards eradication of beggary in the country, the representative of the Department stated: "As far as beggars are concerned, these States are taking necessary action for the eradication of beggary in the States. There are various institutions for the purpose. These beggars are picked up from various places and brought to the Home where a training is given to them and after the training, they are rehabilitated and so on. We have made a study whereby we feel that a lot of existing laws on this subject need modification. Beggary has been looked at very much from the punitive angle. In addition

to this, we have got to look at it from the point of view of social assistance. As far as social assistance is concerned, it can be given in the form of creating working habits among them. Then there are cases where they have become beggars because they have not got much work to do. Then, there is also the second aspect in respect of beggary, that is, the social defence angle. Social defence angle in respect of those persons who are professionals, in whose case, it is very difficult to break the habit of beggary. Therefore, by this double track system, we are now proposing to consider what adjustments are necessary in law. Now this being a State subject, legislations have been enacted on this particular subject. 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. At the same time, this is a subject which will be discussed in our annual social welfare conferences and these changes in attitudes, this progressive thinking, and newer measures in order to eradicate this beggary, would be taken into consideration. This is how we progress."

2.106. The Committee enquired whether there was any cell or organisation to do research on or conduct a survey of the beggar problem in the country. The witness deposed: "We do not have any standing organization for this purpose; but the surveys are conducted by the States. A survey was conducted in 1969, in the case of Delhi. Similar surveys were held in Bombay and Madras also, separately. This can be done, whenever necessary, by the various institutions which have the capacity and the necessary expertise therefor." The witness added: "In our Department, we have now organised a research wing which deals with research, planning, monitoring and evolution. We are trying to strengthen it in the 5th Plan. It will prepare schemes for research on various subjects, including beggary. But actually, the survey will be conducted by some other institutions on our behalf, e.g. the Council for Social Development in Delhi. This is the procedure we adopt for the preparation of research reports on this subject."

2.107. When the Committee pointed out that no serious investigation seemed to have been made into the matter in the past, the witness deposed: "In 1968, this particular Committee produced a report, but this is a subject which has been reviewed from time to time by the Correctional Services Bureau by the various methods... We are again now going into the matter thoroughly. Certain aspects of legislation are required for it and more intensive efforts are necessary to combat this problem. These matters are being gone into."

2.108. The Committee understand that there is no central legislation on prevention of beggary. Even if 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.

Poor House (Seva Kutir), Kingsway Camp

2.109. The Poor House, Seva Kutir was started in 1945 by the Association for the Care of the Destitutes. It was taken over by the Delhi Administration in October, 1960. One portion of the Poor House serves as the reception centre where beggars arrested by the Police are kept pending their trial by the court. After trial if a beggar is sentenced to live in a 'certified institution' he is transferred to the Poor House. The year-wise expenditure of the Poor House for the past four years is given in the table below:

The intake capacity of the Poor House, Kingsway Camp is 600 beggars.

| Year | Average Strength | Expenditure |
|---------|------------------|-------------|
| 1969-70 | 616 | 6,95,477 |
| 1970-71 | 946 | 5,82,662 |
| 1971-72 | 740 | 7,66,088 |
| 1972-73 | 885 | 11,62,698 |

The strength of the inmates of the Poor House for the years is given below:—

| S. No. | Name of the institution | Year | Strength (Average) | Percentage of literate beggars | Escape | Average per month percentage of escapes | Physical condition of those who escaped |
|--------|---------------------------|------|--------------------|--------------------------------|--------|---|---|
| 1. | Poor House Kingsway Camp. | 1969 | 712 | .. | 342 | 4% | Able bodied |
| | | 1970 | 925 | 18 | 309 | 3% | -do- |
| | | 1971 | 881 | 16 | 434 | 4% | -do- |
| | | 1972 | 842 | 14 | 389 | 3.75% | -do- |

The number of the diseased, disabled and 'invalid or mentally retarded beggars varies generally from 35 to 45 percent. It is only the able bodied who are available for training or for employment outside.

2.110. Asked why the Beggars Home at Kingsway Camp, Delhi was called 'Poor House', the Director, Social Welfare, Delhi Administration stated: "According to the Act, the correct nomenclature should be 'certified Institute'. According to the Act, again, the other institution where beggars have to be kept, should be termed as the Reception Centre. Somehow, traditionally, this place was known as the Poor House. Therefore, we are also calling it so. But the actual name given is Seva Kutir."

2.111. The name and address of various Beggars Homes in Delhi, year of start, sanctioned capacity, number of beggars committed to live in each Home during the last four years and their overall strength as on 10th August, 1973 as furnished by the Ministry are as shown below:—

| S. No. | Name of the Institution | Year in which started | Sanctioned capacity | Strength as on 10-8-1973 | No. committed to live in the Homes | | | |
|---------|---|--|---------------------|--------------------------|------------------------------------|---------|---------|---------|
| | | | | | 1969-70 | 1970-71 | 1971-72 | 1972-73 |
| 1 | Poor House, Kingsway Camp. | 1945 (Taken over by the Delhi Administration in 1960) | 600 | 1,183 | 325 | 276 | 315 | 411 |
| 2 | Home for Able and Disabled Beggars Narela | 1961 | 150 | 211 | 186 | 667 | 54 | 531 |
| 3 | Home for Leprosy and T. B. Affected Beggars Sha'rha | 1963 | 100 | 108 | 96 | 94 | 63 | 138 |
| 4 | Mahila Saran, Mehrauli | 1966 | 150 | 58 | 79 | 90 | 142 | 101 |
| 5 | Home for Old and Infirm Beggars, Narela | 1969 | 200 | 97 | 35 | 28 | 90 | 95 |
| 6 | Home for Male Able and Disabled Beggars Tikri Kalan. | 1971 | *680 | 410 | .. | 113 | 450 | 377 |
| 7 | Home for Male Diseased Beggars, Kingsway Camp. | 1971 | 280 | 90 | .. | .. | .. | 144 |
| 8 | Home for Female Able and Disabled and Diseased Beggars, Hari Nagar. | 1971 | 240 | 90 | .. | .. | 54 | 100 |
| Total : | | | 2,400 | 2,247 | 721 | 1268 | 1168 | 1897 |

*Although the sanctioned capacity of this Home is 680, the building hired for this Home can accommodate only 400 beggars. The sanctioned capacity has accordingly to be reduced by 280, thus reducing the total sanctioned capacity to 2120.

2.112. Pointing towards sanctioned capacity of the Poor House (600) and its strength as on 10th August, 1973 (1183), the Committee desired to know how it was possible to accommodate practically double the number of persons in this Home as well as in some other Homes where the strength was more than the sanctioned capacity, the Director stated: "These are our receiving centres. As in the case of children, we have observation homes, and keep the beggars first in those places until such time as they are produced before the court. The courts order that they may be kept in the beggar homes and then we send them to the various beggar homes. We do sometimes run short of space. We are facing that difficulty.... They have got to sleep on the floor and somehow manage."

2.113. Asked why the inmates were not shifted to those Homes where there was under utilisation of capacity, the witness deposed: "We have already tried to do so. As we have opened more homes, we shift the committed beggars to those institutions so that the pressure on the homes is reduced. But sometimes, under special drives, more beggars are arrested, and those who are close by are kept in these homes. We shall try to disperse their population in the future as far as possible."

2.114. The Committee desired to know the basis for sanctioning capacity for a particular Home, the Director stated: "That is the original scheme. We wanted to increase the strength or the space for beggars. We said that one Home for 200 beggars should be opened. This scheme was sanctioned by the Government. After the sanction is received, we start the whole thing. The sanction of the Government for starting a new institution is the basis."

2.115. Asked further why then the strength of some of the Homes was below the sanctioned capacity, the witness stated: "We keep on increasing the number of beggars every year," and added: "Take the case of the Home for Able and Disabled Beggars at Hari-nagar. When we fix a target we have to go by the size of the building which we have got.... The accommodation in Delhi was not available.... Actually in all other cases, the limiting factor is the available space."

2.116. The following statement furnished by the Department of Social Welfare at the instance of the Committee gives details of per capita expenditure in respect of Beggars Homes in Delhi for the year 1972-73:—

| S. No. | Name of the Institution | Average No. of inmates | Pay and Allowances | Other charges | Total | Total per capita expenditure per month | Administrative per capita expenditure per month | Other expenditure per capita on inmates per month |
|-------------|---|------------------------|--------------------|---------------|-----------|--|---|---|
| (In Rupees) | | | | | | | | |
| 1 | Home for Leprosy & T. B. Affected Beggars, Shahdara. | 98 | 68,081 | 1,02,374 | 1,70,455 | 145 | 58* | 87 |
| 2 | Home for Able & Disabled Female Beggars, Meharauli. | 101 | 44,482 | 95,333 | 1,39,815 | 115 | 37 | 78 |
| 3 | Home for Old & Infirm Beggars, Narela | 72 | 43,401 | 1,04,203 | 1,47,604 | 171 | 50 | 121 |
| 4 | Home for Male Beggars (Able & Disabled.) Tikri Kian, Delhi. | 370 | 69,826 | 2,10,064 | 2,79,890 | 63 | 16 | 47 |
| 5 | Home for Female Beggars, Hari Nagar, New Delhi. | 80 | 43,880 | 87,200 | 1,31,080 | 137 | 46 | 91 |
| 6 | Home for Able & Disabled Beggars, Narela, Delhi. | 387 | 1,30,845 | 3,73,622 | 5,04,467 | 109 | 28 | 81 |
| 7 | Poor House, Kingsway Camp, Delhi. | 885 | 3,32,330 | 8,30,368 | 11,62,698 | 110 | 32 | 78 |

*The expenditure on administration is slightly higher because of more care taking staff for Leprosy and T. B. affected persons.

2.117. The Committee then drew attention of the witness to the fact that non-utilisation of the fullest sanctioned capacity was, perhaps, the main reason why the *per capita* expenditure was high in some of the Homes as in the case of Home for old and infirm Beggars, Narela, and the Home for Female Beggars, Hari Nagar, New Delhi and enquired to what extent the Department had been able to increase the strength of inmates in such Homes. The representative of the Delhi Administration stated: "On one side we plan for expansion and we also go in for construction of a building. In the meantime, the need is there. We start a Home wherever accommodation is available. The expenditure is actually according to the number of inmates. We spend on ration according to the number of inmates; we spend on clothes according to the number of inmates."

2.118. The Committee desired to know whether any survey was ever conducted to find out the number of beggars in Delhi. The Ministry in a note stated: "The decision to undertake a survey of the number of beggars in Delhi was taken in a meeting in the Ministry of Home Affairs on 28th August, 1969. According to that decision a sample survey was to be carried out simultaneously on 18th September, 1969 between 4.00 P.M. to 7.00 P.M. in the New Delhi Municipal Committee area, the Municipal Corporation area, and the Railway stations.

2. The survey revealed that the number of beggars in Delhi Municipal Corporation area was 3524, and in New Delhi Municipal Committee it was 86 on 18th September, 1969.

3. A detailed survey during the period 15th September, 1969 to 11th October, 1969 at the Railway Stations in Delhi and New Delhi recorded the number of Child-beggars to be 229.

4. The total picture as it emerged from the above mentioned surveys is given in the table below:

| Area | Number of beggars |
|---|-------------------|
| A. Municipal Corporation Delhi Area excluding the rural area and the nearby towns like Mehrauli, Najafgarh and Nerala | 3524 |
| B. New Delhi Municipal Corporation Area | 86 |
| C. Two Railway Stations | 229 |
| | 3839 |

5. The above figure did not include the number in the Home for Leprosy Affected Beggars and the Female Beggars Home.

6. It was on the basis of the above figures that the total number of beggars in Delhi and New Delhi was estimated to be about 4,000.

7. G. R. Madan in his Book 'Indian Social Problems' Volume I, second edition mentions about two survey projects dealing with beggars, one in Delhi and the other in Madras. The Delhi survey conducted in 1953 by the Delhi School of Social Work showed that there were about 3,000 beggars of all categories at that time."

2.119. During evidence the Additional Secretary, Department of Social Welfare stated: "...Now in the case of Delhi, generally there are about 4000 beggars. We have an estimate of them. Our study indicates that most of the beggars in Delhi come from the surrounding States, not only surrounding States but some of them from distant States and this is due to the fact that Delhi as a national capital, as a centre of tourists, tempts people to come to the urban town and seek various avocations, various jobs as labourers, etc. A good number of beggars are able-bodied people and in their cases our approach is to give them work in our centres in order that they can get training and later on get an opportunity to do work outside. Here the approach is one of training them and after certain period of training, they are made to stand on their own feet in order that they may become earning members."

2.120. The Director, Social Welfare, Delhi Administration, however, admitted that the figure of 4000 was not based on any detailed survey carried out and there was no special project for the purpose. He further stated: "I do not think any field surveys of this type were carried out."

2.121. Asked to state the measures taken to eradicate beggary in Delhi, the Additional Secretary, Department of Social Welfare stated during evidence: "We made a study only about a month ago and in that study in regard to Delhi we have thought of many preventive measures and certain rehabilitation measures and so on. What you say is quite right. These various measures which are being recommended are being implemented. This case is being taken up very seriously—how to do away beggary in Delhi."

Subsequently, the Department of Social Welfare intimated in a note that "In June, 1973 the Additional Secretary in the Department of Social Welfare, Government of India, made a study of the problem in Delhi and prepared a comprehensive paper. This paper was discussed on a meeting called by Shri, the then Minister of State for Home Affairs on 13th August, 1973. The various decisions taken

in that meeting which are being followed up by the authority|agency concerned are as under:

'For dealing with the problem of beggary, it may be useful for the Delhi Administration to assess with the help of the Delhi School of Social Work and voluntary agencies which elements of society were taking to the undesirable profession of begging and why.

It was stressed that the trades that are taught in the Poor Houses or work-centres should be so oriented as to enable the persons to earn their livelihood later on. The rehabilitative approach was more important than the punitive one in dealing with this humane problem.

The law should however be enforced vigorously against professional beggars.'

The Delhi Administration has also proposed the following services for introduction during the Fifth Five Year Plan period towards eradication of beggary in Delhi.

(a) Establishment of two new Homes, one for mentally sick and mentally deficient beggars and the other for beggars requiring indefinite detention with a capacity of 100 inmates each.

(b) Two work Centres for beggars released from Institutions, each with a rehabilitation target of 100 beggars.

(c) Old Age Assistance Scheme envisaged to provide assistance to the Old & Infirm persons with a target of 400 persons to be benefited during the 5th Five Year Plan.

(d) The question of repatriation of beggars belonging to other States has been taken up.

(e) A committee has been constituted to streamline training programme in the Institutions of the Social Welfare Directorate.

2.122. The Committee pointed out that there were people who had made a business of these beggars, they were collecting all their earnings, the children were kidnapped, maimed and mutilated for begging purposes and desired to know whether Government was aware of any such organisation operating behind the institution of beggary. The Director, Social Welfare, Delhi Administration stated: "That is quite true, sir, There is a Case Report prepared by an expert who questions each beggar in detail as to where from he had come and where did he want to go and so on and so forth. There are some reasons to believe that some such gangs are operating and we have been also hearing that such gangs do operate. As soon as we get information about these beggars, we immediately

pass on the information to the police. The type of things that you are mentioning are likely to happen more in the case of children and not in the case of adult beggars. In the case of children, we keep a close liaison with the police."

2.123. The witness further stated: "We are not able to trace any gang in Delhi. Of course there have been reports about gangs operating in various places. If we know there is any gang we would immediately inform the police and take suitable action. We are not able to locate any gang. You said about children being forced to beg by parents. In case they are kept with parents like that they will continue doing that. In such cases the Child Welfare Board has ordered that the child will not be restored to parents. We keep him in some institution; we give training, we educate him and in some cases they go in for higher education; secondly education, etc. We try to break the vicious circle."

2.124. Asked whether any efforts to have a special study into this problem on country-wide basis were ever made and steps taken to liquidate such gangs/groups who sit at convenient places and make the children collect alms for them, the representative of the Department of Social Welfare stated: "We have not undertaken it. We have asked the States to find out the factors as to why child is made to beg. We hear about gangs who either maim or mutilate children and kidnap them. There was a study made by the Director of Correctional Services regarding kidnapping of children for begging purposes. Since this matter requires fresh thinking we have asked the States to find out the causes."

2.125. Elaborating further, the witness deposed: "As I submitted earlier, the subject, as to which is the organization at the back of these activities, or kidnapping of children etc. was a subject of study like the Committee of 1968. Their findings was that they could not get any evidence to show that such an organization existed. But this point has importance. We have drawn attention of the various authorities concerned and we are going into this matter further. There is a package of subjects. They are receiving attention and in coordination with the States—because this is a State subject—we propose to take them up. For example, you said, that there should be an organisation. There must be an organisation. because, there are reports to that effect. In one sense, it is so. The other day, I was in Bombay. I asked the Bombay Government as to whether they were aware of the fact that people are being maimed and children are being kidnapped. The official report that I got was that, there was no such evidence. I asked some people. They

said that they believed or they suspected that this is going on in certain places. We are going into this matter as well as certain other allied subjects which all will contribute towards eradication of begging."

2.126. The Committee were informed by the Director in regard to Delhi "Once the Act is enforced, we want to do every thing possible to see that nobody is found begging in Delhi. Previously the difficulty was that the Police could not, in addition to their normal job, concentrate on arresting these beggars. Therefore, the Administration decided to place a Police Squad at the disposal of the Directorate of Social Welfare itself so that these beggars could be arrested. But we could arrest these beggars only from two different places. We feel that one squad is not really sufficient. In this respect, a High Powered Committee is meeting very soon to go into the question of giving us more police amenities for arresting beggars in Delhi."

The Committee enquired whether segregation of diseased beggars from the company of able-bodied beggars had been completed. The Director stated: "It has been done, Sir." Referring to the inadequacy of capacity in the new home for diseased and disabled beggars, the witness continued: "It is not adequate. Out of 2000 beggars that we are having, 30 per cent or more are sick in this home. We try to keep the capacity nearly full. We are thinking of increasing the capacity of this home in the Fifth Plan so that we are able to look after all the sick people who cannot go anywhere else."

Training given

2.127. The Audit Para stated that the inmates were taught weaving, agriculture, masonry, bakery, laundry, stitching, printing, painting and clay modelling. Certificates were awarded on completion of only printing courses. No certificates were awarded for any other training. Nor were the training courses (including the printing course) recognised by any authority.

2.172. Dealing with the comments of Audit that certificates were tration stated (December 1972) that out of total number of more than 2000 beggars, about 40 per cent can be termed as 'able bodied and physically fit'. The remaining 60 per cent are either old, infirm, diseased or demented. The 40 per cent able bodied beggars also do not possess any educational qualifications worth the name. The training which is, therefore, given to them is to make them atleast semi-skilled workers in various trades. Even if this is achieved they have a fair chance of earning reasonable living and

a better place in the community after their release.... Further if a certificate is given from the Beggars Home, this certificate may go against the interest of the concerned inmate after his release. What is more important, therefore, is that he should be proficient in the trade, in which he is receiving training so that he can secure a job."

The Director, Social Welfare, Delhi Administration stated during evidence: "I would submit that there is no problem in issuing certificate. I would like to seek your permission to mention that stigma is attached. We interviewed a beggar only a few days ago and in that interview we came to know that he also realised that his own position in the society as also in the family would go down if what he was doing was known to others. I have told you this thing in a passing reference. We have got over this problem by making the training part as the Craftsman Training Centre of the Directorate of Social Welfare and the certificates will be issued by the Directorate that such and such person was trained in the Centre. This Institution has already issued certificates."

2.129. To a query as to when the Directorate started giving certificates, the witness stated: "We have started this year, but about the recognition, I may say that the question of recognition is tied up with the recognition being given by an established authority. The question is, whether the certificates issued by the Delhi Administration, though recognised by the Government, would be recognised by an employer; whether the employers would value these certificates for the purpose of employment."

2.130. Clarifying his point, the witness added: "Even for the craftsman training, the scheme which is being run by the various IITs and which is being organised by the Directorate of Technical Education and Employment of the Delhi Administration, it is laid down that the pre-requisite for admission to any course, is a pass at least in the eighth class and the person should be of at least 15 years of age; that is the minimum age. These two are the basic conditions laid down. The person whom we try to train in one of the trades we are having may not be having class VIII standard. Therefore, there is difficulty in recognition."

2.131. The Additional Secretary, Department of Social Welfare added: "We have given thought to it and we have considered it necessary that craft training should be accompanied by non-formal education, because non-formal education is the modern concept. The main thing with regard to craftsmanship is that ultimately its proficiency will be very much judged by the quality of the products and

it is the person's mastery in a particular craft which will be of immediate, practical value along with the non-formal education which would supplement the knowledge of the craft. For this purpose we have proposed a working group; we have prepared a scheme and have asked the working group to give us their recommendations so that this programme is reoriented and that certification is also done in an up-to-date manner."

2.132. Emphasising the need for taking follow-up action for rehabilitation of beggars after getting training from Beggars Homes, the Additional Secretary, Department of Social Welfare, stated: "In Delhi training is given to the beggars. After that the question is one of ensuring their rehabilitation. They should get some jobs or be able to set up some self-employment. The post training phase has to be followed up. We had brought it to the notice of the Delhi Administration and they are going into this problem.... Apart from that, some of them already know skills for which work should be available; opportunity for work must be there."

Wages paid to beggars

2.133. As regards payment of Rs. 2/- to able-bodied beggars for putting in work for various public authorities, etc., the Ministry informed Audit in December, 1972 that: "According to the department the daily wages of Rs. 2 were fixed, because the employers do not pay more. Most of the beggars take a long time to recover from various diseases. The output of work is not comparable to the normal healthy worker. The employers are not, therefore, prepared to pay more."

2.134. Giving reasons for and justifying payment of low rate of daily wages to beggars who worked as labourers outside, the Ministry in a note stated: "Such able bodied beggars who have no aptitude for any vocational training are allowed to go out for work as labourers. Demands come from government agencies and also sometime from non-government agencies. Normally daily wages for the labour in the open market in Delhi are about Rs. 4.50 per day. A labourer after receiving this wage has to provide for his own food, shelter and clothing within this amount. A beggar on the other hand while living in the Poor House receives free food, free accommodation, free clothing and free medical aid. He also lives in a sheltered atmosphere. His output is much less. Already there are complaints to this effect from the employing agencies. The monthly average expenditure on a beggars inmate comes to about Rs. 116.10 per month (1972-73 figures). In addition, he gets Rs. 1.25 as a share from daily wages of Rs. 2. This Rs. 1.25 is credited to his account. His daily income therefore comes to about Rs. 5.12 p. in the open market a labourer gets Rs. 4.50 per day only and his output of work

is much more than beggar inmate. It may thus be seen that the daily wage of Rs. 2/- per day for manual work are not low."

2.135. According to Audit para only those inmates who during their stay in the Poor House earned were paid at the time of their discharge, those amounts less 50 per cent deduction (being intended to pay for their board).

The number of repeater inmates in the certified block in 1971-72 as stated in the Audit para was 73. However in reply to a query the number of repeater inmates during the years 1969-70 to 1972-73 was as intimated by the Ministry as under:

| | |
|-------------------|----|
| 1969-70 | 35 |
| 1970-71 | 38 |
| 1971-72 | 36 |
| 1972-73 | 47 |

2.136. In a note submitted to the Committee, the Department of Social Welfare explained the circumstances under which some beggars return to begging again after release: "There are some beggars who return to begging again after release. It is no doubt a reflection on the capacity of the Poor House to prepare its inmates for social and economic rehabilitation after their release but this point of the audit perhaps presupposes that all other conditions in the society outside the Poor House are ideal and that every able bodied person can exercise his right to work which should amount to gainful employment. In fact, the problem of begging is directly related to the economic conditions that prevail in the society."

Escapes

2.137. In a note, the Department of Social Welfare dealt with the question of escapes as under:—

"...Although begging is regarded as an offence against society, yet some of the States have not adopted the anti-beggary legislation. It is, however, certain that beggary is not an offence against a person or property.

The preamble of the Bombay Prevention of Begging Act, 1959 says that the Act is meant for detention, training and employment to beggars. The Act and the Rules are completely silent about the problem of escape. The jail manual lays down a detailed procedure for taking action against escapes.

One point which needs consideration is that if all escapes refrained from begging and took up gainful employment, such escapes would be considered meaningful.

It is not unlikely that the disciplined life which a beggar has to live in a Poor House is a cause for the escape. It is also not unlikely that a beggar may be making enough money by begging outside and he consider it a loss to live in the Poor House. The fact, however, remains that beggars' institutions are based on a reformatory system and therefore have to provide comparatively a free environment as compared to a walled prison. If proper jail conditions are created, there would be no question of escapes. Escapes, therefore, have to be taken as a part of the process, of the reform and should not be regarded psychologically as alarming as they are in the case of a prison.

The society cannot absolve itself from its responsibility of encouraging escapes from a Poor House. If a beggar on getting out gets no food to eat or receives no alms from the public, he would find life in a Poor House more secure and would not think of running away. Without appropriate public consciousness against begging, the problem of escape cannot be effectively solved.

Since escape is not a crime in the technical sense of the word, it has to be studied as a social problem. No study or research has been done so far on this aspect of the life in a beggar's home. The Research and Evaluation Unit established in the Department of Social Welfare has been asked to take up this study. After the conclusions of the proposed study are available suitable measures would be adopted to strengthen the weak links in the administration of the *Beggars Homes*."

2.138. When the Committee pointed out that it was perhaps due to bad handling, lack of supervision, lack of application of mind and lack of personal touch that the problem of escapes had been aggravated, the Additional Secretary, Department of Social Welfare stated: "These are precisely the points. The analysis as to what are the various factors responsible for this increase or rise is being undertaken. A scheme has been proposed to find out the precise reasons."

2.139. According to Audit para. 300 to 400 inmates escaped from the Poor House every year. Asked what percentage this figure constituted to the total number of inmates of the Home, the witness stated: "If you take percentage like that it would work to 25 per cent. But when we talk of averages daily some are coming and some are going in terms of the total persons handled, if we calculate the percentage for a month then, for instance, in 1970 we find that the percentage of escape comes to 3 per cent per month. Similarly, in 1971 the percentage works out to 4 per cent. It all depends

as to what really should be taken the yardstick for calculating the percentage."

2.140. Clarifying his point the witness continued: "Take for instance 1970, 925 was the average strength. This average strength has been calculated as each day how many beggars were there—each day some beggars were coming in and some beggars were going out. For thirty days we arrived at a monthly average of 925. Out of these 925 during that month the escapes might have been 18 to 20 depending upon month to month average figures. The question I was trying to pose was whether we calculate the averages according to month or according to the year. If you calculate according to the year then the monthly average that you work out is 925. For the next month it may be 870. The average would be less than the actual persons living in the poor houses."

On being pointed out that the monthly average must also have effect on the annual average, the witness deposed: "Supposing, I submit, out of 712 beggars only 30 ran away then the percentage works out to 4.2 per cent only."

2.141. To a query as to how the monthly average could be so much lower, he stated: "Both are matters of fact. It is a matter of fact that if in a particular month the number of escapes of beggars is 40 out of 881, the percentage would work out to about 4 per cent; but if you look at the whole year, it is different."

2.142. The inmates escaped mainly due to congestion in the Poor House, and freedom to go out for work or training and shortage of caretaking staff facilitated escape. The Committee enquired why admissions were not restricted to the size of accommodation available in the beggars homes. The Director, Social Welfare, Delhi Administration stated: "The actual reason for the escape is not merely shortage of accommodation. The main reason is, in the institution when we bring beggars, we are not keeping them strictly in jail conditions. If we have got high walls and only one entry gate then nobody will leave. Our approach is that they feel they are free; they are given shelter so that they feel secure because they had been leading a life of nomads where they were not sure of food and shelter. In the first few months they are very home-sick. After that they are encouraged to go out for work. Some of them either because outside they may earn more or they may find the discipline in which they have to live very hard because they are not used to that sort of discipline—are encouraged to leave. We have also found that in the beggar homes in the rural areas there are less escapes."

2.143. Explaining further, the witness went on to say: "The Poor House was originally running for 500 persons. We had taken over this institution from the Association for the Welfare of the Destitutes in 1950. The number for which it was really meant was 500. As we found that we had to keep more beggars than the capacity of the Home, we decided to spend money for 600 beggars; but the actual capacity of the building remained the same. As time passed on, we had to take even more beggars and the average went up; with the result, we had to accommodate them in the same building. The Poor House is a general term for the two institutions in the same campus. One is the Receiving Centre. Any beggar who is arrested by the police, cannot immediately be put in the other institution. We do not call it a jail, but a certified institution where this person is kept for a certain time as per the court's orders. We have to keep the number of beggars rounded up and also keep the beggars after committal by the court in the same institution. Because of this, there was shortage of accommodation. Then, we solved it first by trying to raise the number of institutions else where. Even if we have the money, we cannot construct buildings overnight; but if we go to market and try to hire buildings nobody wants to give the buildings for this purpose. This is a limitation; but the fact still remains that in the Poor House, there was shortage of accommodation."

2.144. Dealing with shortage of accommodation, the witness continued: "May I also submit in this connection that we do have, in a month, an average worked out for the escapes. This particular home was being run at a previous location where the building was bad and it was declared unfit and we also found that the accommodation was not sufficient. Therefore, we shifted the home to a newly constructed building where at least the accommodation part is very good."

To a specific question whether the Directorate had ever approached the Delhi Administration for requisitioning suitable accommodation for beggars homes, the Director replied in the negative and added: "For small buildings we have done." He further stated: "What I am trying to submit is that the stage for requisition comes when building is available. If the owner is not going to give it to us, then we tell the Government."

2.145. When pointed out that requisitioning of buildings for essential public services came within the powers of Delhi Administration and they could easily requisition some premises for beggars Homes, the witness deposed: "We tried to do that. Even so a building for accommodating 200 to 400 persons is sometimes not immediately available."

2.145A. While referring to an earlier statement made by a representative of the Delhi Administration that the Poor House, Kingsway Camp was shifted to a newly constructed building as the previous location where the Home was being run had been declared unfit by the C.P.W.D. on 31-7-1969, the Committee desired to know when the Directorate of Social Welfare got sanction from the Government for shifting the Home to the new premises and when it had been actually shifted. The Ministry in a note stated: "The Poor House in Kingsway Camp had two sections—residential section and the power-loom section. The residential section was never declared unsafe; it has not been shifted also.

The power-loom section was declared unsafe by C.P.W.D. on 31-7-69. Construction of new industrial block (Khaddi block) was sanctioned in March, 1969. Construction was completed in April, 71. The power-looms were shifted in August, 1973. The power-looms could not be shifted earlier as the Khaddi block had to be utilised temporarily for accommodating inmates of the Diseased Beggars Home."

2.146. Referring to shortage of care-taking staff, the witness added: "It is directly related to the philosophy of running these institutions."

Asked whether the Department was then deliberately keeping very few care-takers, the witness replied: "That is true."

Power-looms

2.147. 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.

2.148. As per the information furnished to the Committee, the total cost of power-looms is Rs. 12,165.42 against Rs. 15,700 mentioned in the Audit Para. Regretting the error, the Ministry in a note stated: "As verified from the records, the cost of the power-looms now comes to Rs. 9,740/-. With accessories, the cost comes to Rs. 12,165.42. The cost had earlier been reported as Rs. 15,700/-. The cost may, therefore, be corrected accordingly. The error is regretted."

2.149. The Director, Social Welfare, Delhi Administration stated during evidence: "We have shifted the power-looms now to the new building which was originally constructed for the power-looms, and the workshop will have to be shared by the beggars and the workers of the power-looms. The installation is expected to be

completed within the next two to three months. So, this is the situation. It has happened because more beggars came in and we had no place to keep them. This building, in the meantime, was got ready and as soon as this building was ready, it was out of necessity that we utilised it for keeping the beggars."

2.150. Asked for how long the Directorate was able to run the machines and whether there was any production after these were installed in the old building in 1966, the witness stated: "When it started operating the C.P.W.D. authorities came and said that they should not be operated... It was only after a few days that we got such a report and we had to stop."

2.151. To another query whether production was stopped only on receipt of advice from the CPWD declaring the building unfit for use, the witness deposed: "Sir, the production was stopped actually even earlier than the letter came to us because as soon as the production was to start some defect in the building, some cracks appeared and immediately the machines had to be stopped working. So far as the production is concerned, it was not stopped because of the machines but because of the cracks which appeared in the building. Then the matter was referred to the CPWD for repairs to the building but they said it could not be repaired."

2.152. On being asked whether any person was appointed for operating these machines after installation in 1966, the witness replied in the negative and added. "We had one inspector who was already working on the handlooms. The idea was that we would ask him to train beggars on these power looms. But no separate inspector was appointed. The idea was that the handloom trade should be further extended so that these beggars should get training on powerlooms and later on put in the industry."

2.153. A chronological statement of dates of purchase and installation of powerlooms, furnished by the Ministry on 13-8-1973 is given at Appendix III. It is seen therefrom that the powerlooms have been shifted to the new building (Khadi Block) and are under installation.

2.154. Application for licence was made by the Delhi Administration on 8-2-1966 and the licence was sanctioned by the Delhi Municipal Corporation on 5-9-1967. The Committee enquired how it took one and a half year to issue the licence. The Director, Social Welfare, Delhi Administration stated: "It is a fact that this delay has taken place. We sent several reminders to the Municipal Corporation of Delhi. It is unfortunate that some other delays also took place in the commissioning of these power looms."

2.155. The Additional Secretary, Department of Social Welfare, however, added: "Would you permit me to say. I asked in one of our meetings before we came here, that this matter should be gone into. Mr....the DESU representative was present alongwith Delhi Administration representatives. I understood that there were certain discrepancies with regard to the statements made by Delhi Administration and those made by DESU. For example, they had sent a letter but it had not been received by the other party."

2.156. On his attention being drawn to the fact that the powerlooms received in 1966 had been lying idle, unused for more than six years and these had been shifted to the new building only in August, 1972, the witness stated: "That is correct. It is unfortunate that because of the circumstances it happened like that." He added: "When the building was found unsuitable for running the machines, a proposal was put forward to construct a new building and eventually the new building was sanctioned. In the meantime, we had this influx of beggars. We did not utilize the building to keep the beggars. As far as installation is concerned, it is in progress and within a short time, we will be able to complete the installation and the production will start."

2.157. When pointed out that according to the chart of dates of purchase and installation of powerlooms, delays occurred at every stage and delays meant more expenditure and waste of public money, the witness deposed: "That is why we have instituted an enquiry already."

2.158. Asked how it was that an enquiry was ordered in 1973 to find out about certain things which were being done from 1966 onwards, the witness had the following to say: "A number of authorities were involved, namely, Municipal Corporation, DESU, etc. The matter would have to be gone into in detail. Therefore we have ordered an enquiry. Meanwhile in order to set other things right we have since installed these powerlooms."

2.159. The terms of reference of the Enquiry Committee were stated to be as under:

"To enquire into the delay in the commissioning of the above said powerlooms and to fix the responsibility for any lapses; to find out whether after 31-7-1969, the date on which the building in which the powerlooms were installed was declared unsafe, whether sufficient care was taken by the concerned official or officials to safeguard the equipment against any possible damage."

2.160. There are eight Beggars Homes in Delhi, their sanctioned capacity varying from 100 to 680 while the strength of these homes

as on 10-8-1973 varied from 58 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.

2.161. 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 this 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 Committees 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.

2.162. 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.

2.163. 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 recommendations 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.

2.164. 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, a 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.

2.165. The Committee are distressed that no study or research has been done so far on this aspect of the life in a beggar's home. The Committee, therefore, recommend 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.

2.166. According to a 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 to 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 advise to the Committee, on receipt of the report of the enquiry.

Physically handicapped

2.167. The Committee were informed that the capacity of each of the three Training-cum-Production Centres for the Physically Handicapped persons is 50 each.

According to Audit para the training period in all cases is one year. The persons (who have completed training) are to be provided work for two years after which they are to leave the centres. There are, however, a number of persons who have not left the centres although they have worked (after the training period) not less than two years. This severely limits the ability of the centres to take on their rolls new-comers. Justifying their policy of sheltered employment being provided to those who had completed two years of work in the centres after completing training, the Ministry in a note stated: ".....9 workers, during the year 1970, were sent out after their period of two years in produc-

tion work was over. There was a strong agitation against their discharge. There was a strike by all workers and the 9 workers staged a hunger strike in front of the Metropolitan Council. They also tried to stage a gherao. They shouted slogans in front of the house of the Executive Councillor. Because of this agitation, the Administration has since then not been pressing on their release from the various Training-cum-Production Centres.

The Administration has re-examined the matter. It was recognised that these centres were not merely training centres but also production centres. That being so, there could be no question of time-limitations or discharges after training. In addition, the Administration also wanted these centres to provide sheltered employment to handicapped people. It was, therefore, decided to utilise the Training-cum-Production Centres to provide continued employment to the handicapped persons.

* * * *

That many of the trained physically handicapped persons continue to work in the Training-cum-Production Centres to earn wages shows that there is a need to establish a sheltered workshop where work in the respective trades may be obtained for them. Accepting this need the Administration has proposed a scheme for establishing a sheltered workshop for the physically handicapped during the Fifth Five Year Plan."

2.168. The Committee pointed out that as per Audit Para when the Centres were opened advertisements were issued but these were not being issued thereafter, nor for fresh intakes, the centres were writing to the Special Employment Exchanges for the Physically Handicapped functioning in Delhi. The Committee desired to know the reasons for stopping this practice. The Ministry, in a note, stated: "As regards advertisements for admission, it is stated that earlier experience of giving advertisements did not prove to be very fruitful because most of the physically handicapped being uneducated do not read the newspapers. The Employment exchanges, on the other hand, register persons who possess a minimum qualifications upto middle standard that is upto Class VIII or a certificate of proficiency in some trade. Persons who have studied upto Class VIII or above do not generally come to take up the training given in the T.C.P.Cs. because they all try either to seek government jobs in the Class IV category for which they are qualified or go to I.T.Is. It is only such physically handicapped who cannot register themselves in the employment exchanges that are picked up or trained in the T.C.P.Cs. In other words the above-mentioned institutions are serving the cause of such physically handicapped who have no other place to go for help.

The Employment Exchanges do not register persons for placement in training but for placement in work. We are concerned with contacting persons who have to be trained. Contacting the Employment Exchanges therefore would not serve our purpose. We have, however, written to the Directorate of Employment, Training and Technical Education to open a special register for such physically handicapped persons who have not studied upto Class VIII. So a list of names of persons in need of training would be available."

2.169. Asked why advertisements were stopped, the Director, Social Welfare, Delhi Administration stated: "People come to such institutions for physically handicapped, particularly because they are meant for them. Generally, they are ill-educated people. In the beginning, when we gave advertisements, we found that it was not of much use. We also tried to disseminate this information through the All India Radio and Television. Later on, we contacted the employment exchanges. We find now that the employment exchanges also have their own difficulty. They register names for placements and not for training. It was said that the register is for people who have studied upto Class VIII, or have a certificate of some kind. We have now requested them to register persons even if they do not have a certificate.

2.170. The Committee pointed out that there was a special employment exchange for the physically handicapped and enquired whether its help was being sought for in the matter, the witness deposed: "We do. The problem with them is that they register persons only upto Class VIII. But we have told them that in case people below class VIII come to them they may send them to us. We are doing it right from the beginning."

2.171. The Committee then enquired whether the Directorate kept a watch over the boys who go out of the work-cum-training centres and saw that they go back as useful citizens so that the money spent on them was not put to waste, the witness stated that they were not keeping any details of them. The Additional Secretary, Department of Social Welfare, however, added: "We have emphasized that post-training follow-up is necessary and that it would be given proper attention in the Delhi Administration."

2.172. Dealing with the comments of Audit that certificates were given to all those who successfully completed the training courses but neither the certificates nor the training courses were recognised by any authority, the Ministry in a note stated: "There are recognised training programmes and courses in various industrial training institutions. The trainees in T.C.P.Cs do not possess the

required minimum educational qualifications laid down for admission in I.T.Is. Besides, due to physical limitations, the handicapped cannot always follow the same syllabus. It has been our experience so far the candidates who are educationally qualified and are able to follow the syllabus of the I.T.Is, do not come to these T.C.P.Cs.

The Department of Employment, Training and Technical Education, Delhi Administration, who conduct training courses for craftsmen, have advised that the minimum qualification prescribed for admission to their courses is either matriculation or two standards below higher secondary. Such of the physically handicapped who do have that qualification, are eligible to seek craftsman training. Likewise, in the case of the Boards of Higher Secondary Examination, which recognise only certificates of the higher secondary standard, the physically handicapped who do possess the qualification have no particular difficulty. The T.C.P.Cs. are intended to be of service to those handicapped who do not have those required qualifications. That being so, it will not be possible to seek their equation through recognition—with the higher level training offered elsewhere.

It will be relevant in this context to point out that the National Council for Training in vocational trades functioning under the D.G.E.&T. has not found it possible to recognise training courses for the Handicapped on the ground that their syllabi do not reach the same standard as prescribed by the Council for the I.T.Is. An instance is the certificate awarded by the Training Centre for the Adult Deaf, Hyderabad. The question of recognising the certificate awarded by this centre as a special certificate is still being negotiated with the Director General, Employment & Training."

2.173. When the attention of Director, Social Welfare, Delhi Administration was drawn to the Audit comment that 'certificates given by similar institutes in Maharashtra are recognized by the Maharashtra Government', the witness stated: "Once a government gives a certificate, it is recognized by it. The certificates which we issue now are recognized ones. In this particular Centre, we have already been issuing certificates. The question is whether anyone outside will consider them as equal to other certificates. The main problem is recognition by a standard authority."

2.174. 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.

2.175. The Committee are surprised that neither the certificates nor the training courses of these training-cum-productive centres are recognised by the authorities. The representative of the Ministry explained the difficulties in their recognition as the trainees in T.C.P.Cs. 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.

Needy Widows

2.176. Explaining the purpose of starting of Mahila Ashram (Maharani Bagh), the Ministry in a note stated: "Despite the fact that there is some awakening in the society, there are difficulties in rehabilitating the widows. Sometimes they have small children to support without any means of subsistence. Often they are likely to fall prey to anti-social elements. However, their problems can be solved to some extent by training them for jobs so that they are not only self-supporting but also can make some constructive contribution to society. With this object in view, the Directorate of Social Welfare started Mahila Ashram (Widow's Home) in March, 1970. The Home provides training in tailoring, cutting, embroidery, knitting besides facilities for primary education."

2.177. According to Audit Para while for their formal education the widows of the Mahila Ashram were attached to Delhi's teaching shops whose fees were paid by the Ashram, in the After-Care Organisation for women at Kirti Nagar formal education was undertaken by the Delhi Social Welfare Advisory Board. Audit had suggested that it would be better if in the Mahila Ashram also the Delhi Social Welfare Advisory Board undertook formal education of the widows.

2.178. The position in this regard, however, was explained by the Ministry thus: "Education upto primary standard is already provided within the institution. For higher secondary education inmates are sent to Government schools in the vicinity. Some inmates come to the Widow's Home at a time when admissions are

closed in regular schools. Inmates admitted in the middle of session have to be provided an immediate opportunity to improve their qualification with a view to early rehabilitation. It is for this purpose that short term admissions to nearly private schools are arranged. It is, therefore, not necessary to ask the Delhi Special Welfare Advisory Board to undertake formal education in the Mahila Ashram."

2.179. The following statement shows the number of inmates who availed of training and education—agency-wise—during the last 4 years:—

| Type of Education/ Training | No. of inmates who avail- ed of education Training | Institution from where the education/training was availed of |
|--------------------------------|---|--|
| Primary Education | 32 | Vidya Bhawan & Shining School, Kalkajee. |
| Middle Matriculation | 10 4 | G. M. College, Lajpat Nagar. |
| Higher Secondary | 2 | |
| Type & Shorthand | 1 | Private Class, Lajpat Nagar. |
| Auxiliary Nursing | 2 | Kapoor Hospital, Pusa Road. |
| Auxiliary Nursing | 1 | Reading Heath School, Bara Hindu Rao. |
| Auxiliary Nursing | 1 | Faridabad. |
| Midwife | 23 | Kapoor Hospital, Pusa Road. |
| Tailoring & Cutting | 6 | I. T. I. Curzon Road. |
| Tailoring & Cutting | 1 | C. T. I. Curzon Road. |
| Tailoring & Cutting | 4 | T. C. P. C. (Female) Green Park. |
| Tailoring & Cutting | 9 | Inside Widow's Home |

2.180. Asked about the number of widows who were awarded certificates since March, 1970 when the Mahila Ashram was started and the number of those granted certificates who could get employment, the Ministry stated: "Five widows have been awarded certificates in 1973. All five have secured employment. All certificates have been awarded in Cutting & Tailoring which is the only trade."

Travellers Aid Bureau

2.181. The Ministry listed the functions of the Bureau as under:

- (i) To look for and contact stranded women and children at railways station on their arrival and escort them to places of safety such as Remand Homes, After Care Home, Nari Niketan etc., where they can be given temporary shelter till they are taken back by their respective guardians.
- (ii) To look for and spot beggars or potential beggars and other destitute persons at the Railway Station and to take them to the Poor House to be dealt with according to Bombay Prevention of Begging Act, 1969 and the Children Act, 1960 or otherwise to be provided protection and guidance for restoration to their families. The destitute persons are to be taken to some welfare institutions or organisation for help and guidance.

The number of stranded women and children who were given assistance, guidance and protection at the Delhi Railway Station during 1970-71 to 1972-73 and the nature of aid given, as intimated by the Ministry is as under:—

| Action taken | No. in year | | |
|---|-------------|---------|---------|
| | 1970-71 | 1971-72 | 1972-73 |
| (Nature of Assistance given) | | | |
| (i) Sent to observation Home for Boys | 71 | 105 | 290 |
| (ii) Sent to Missing persons | 8 | 11 | 5 |
| (iii) Sent to observation-cum-Children Home for Girls | 1 | .. | 5 |
| (iv) Sent Girls restored to guardian | .. | .. | 1 |
| (v) Sent to Boys restored to guardian | .. | .. | 20 |
| | 80 | 116 | 321 |

The Committee enquired whether a similar bureau at the New Delhi Railway Station had started functioning. The Ministry stated: "The space in New Delhi Railway Station has been allotted and steps are being taken for constructing the building. The building will be of a semi-permanent nature. The Bureau at New Delhi Station is likely to start functioning in 1974."

Action taken on the recommendations of the Public Accounts Committee

2.182. Dealing with the per capita expenditure on the inmates of various welfare institutions run by the Delhi Administration, the Public Accounts Committee in paragraphs 6.8 to 6.10 (S. No. 76)

of their 59th Report (Third Lok Sabha) in October, 1966 had made the following recommendations:

"The Committee are surprised to note that such wide variations exist in the per capita expenditure on the inmates of different welfare institutions. They feel that such wide disparity requires to be narrowed down.

Now that the Department proposes to undertake a review of all the aspects of the working of these institutions, the Committee hope that this review apart from looking into wide variations in per capita expenditure, would also take into consideration whether the pattern of training or the standard of amenities provided in these institutions require any modification as only what economies are possible.

The Committee would also like to be informed of the result of this review."

2.183. In the Action taken Note on the above recommendation reproduced at page 184 of the 75th Report of the P.A.C. (Fourth Lok Sabha) in April 1969, the Government had stated:

"With a view to narrowing down this disparity in the per capita rate of expenditure on various institutions, a review of the working of 8 out of 24 institutions was undertaken. The results of the review revealed the need for a further and wider study of the working of the institutions. Accordingly, two Committees—one for reviewing the financial aspects and the other for examining training programmes—have been set up. The Committees are expected to submit their reports by the 31st March, 1969, i.e. close of the financial year 1968-69. Suitable action will be taken in the light of the recommendations of the committees and the Public Accounts Committee will be apprised of the final outcome."

2.184. The Committee desired (1973) to be furnished a copy each of the reports of the two committees and the action taken so far in pursuance thereof. The Department of Social Welfare in a note furnished to the Committee in advance of the evidence stated: "The two Committees were constituted for making a wider study of the issues involved. Their reports have not yet been received. An enquiry has been ordered by the Delhi Administration. Meanwhile, action has been taken to meet the major point raised by the Public Accounts Committee i.e. the disparity in per capita expenditure between various institutions has been minimised."

2.185. Subsequently, the Ministry submitted a note giving chronological account of the action taken including the result of enquiry ordered by the Delhi Administration in the beginning of August, 1973, on the recommendation at S. No. 76 to Appendix XXIX to the 59th Report of Public Accounts Committee (Third Lok Sabha) reproduced at page 184 of the 75th Report (Fourth Lok Sabha) as under:—

“The Delhi Administration had ordered an enquiry into this case on 10-8-1973. According to the interim enquiry report, the enquiry officer has come to the following: “On the basis of the evidence produced so far it appears that the delay is due to the transfer of the personnel constituting the committee. However, Shri K. B. Shukla convenor has expressed regret and admitted about the inordinate delay.’

The Committee on training programmes is reported to have finalised its report for submission to the Delhi Administration.

The report of the Committee on financial aspects has not been received. The Enquiry Officer has stated: ‘No records are yet available regarding the Financial Review Committee. A further report would follow as and when the concerned reports are available.’

2.186. 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 required 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 Administration into the delay. Suprisingly enough the inquiry has revealed that the inordinate 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.

APPENDIX I

(Vide Para 1.23)

Memorandum of individual private practice in Architecture, Civil Engineering and Town Planning by members of the teaching and research staff of the school of Planning and Architecture, New Delhi-1.

The School of Planning and Architecture, New Delhi has been established with the objects, among others, of conducting the courses of training and undertaking research in all aspects of rural, urban and regional planning, architecture, landscape architecture and allied subjects [vide Article 2 (ii) and (iv) of the Article of Memorandum of Association] The School, at present, conducts professional course in Architecture, Town and Country Planning, Housing and Rural Housing Architects, Landscape Architects, Civil Engineers, Town Planners and Housing experts are appointed as teachers of the School for imparting training to the students and for conducting research.

2. It is essential that members of the teaching and research staff conducting the professional courses are in touch with the practical work and also with current developments in the professional fields. The Co-ordinating Committee of the All India Council for technical Education has emphasised that "the important thing is that without prejudice to his normal teaching work, a teacher has opportunities of keeping himself in touch with professional work."

3. Consultancy work of the teachers of the School relates to the professions of Architecture, Landscape Architecture, Civil Engineering and Town Planning. The nature and type of work of such consultancy would range from preparation of design for the approval of client, preparation of specifications, working drawings, advising client on tenders, checking of bills for payment by client etc. to arbitration. The details of works to be done are given in the Appendix.

4. The Board of Governors of the School which has Architects, Town Planners, and Civil Engineers, nominated by the Indian Institute of Architects, Institute of Town Planners, India, and the

Institution of Engineers (India) as members, has decided that the members of the teaching and research staff be permitted to engage in individual consultancy work and to accept the fees thereof after the nature of the work to be accepted by the teachers are scrutinised by the Director of the School with a view to enabling the teachers to gain appropriate practical experience in the field.

5. The Government of India and the University Grants Commission, although recognising that consultancy work provides opportunities for useful contact in technical subject and serves to reinforce the professional competence of the teachers are of the view that the objective would be served, if instead of private consultancy, the institution itself took up the consultancy work to enable the teachers to keep pace with the scientific/technological advance that are taking place in their respective fields [Office Memorandum No. F11(2)1E. II(B)63 dated 6th May, 1963, from the Government of India, Ministry of Finance (Department of Expenditure), New Delhi, and the University Grants Commission letter No. F.33-33/63 dated 20th May 1963].

6. Institutional consultancy work in the fields of Architecture, Landscape Architecture, Civil Engineering and Town Planning is, however, not desirable, as it will not promote the basic objective of enabling the teachers to become "live teachers" by active personal association with practice, and as it also leads to unnecessary administrative and legal difficulties.

7. The Institutional consultancy work would require that the institution has to function as a firm on behalf of the members of the teaching and research staff. Just as a firm of Architecture and Town Planning is responsible to the clients for the designing and execution of the architectural, Civil Engineering and town planning jobs, the institution will also be responsible for designing and execution of the architectural, Civil Engineering and town planning jobs. The Head of the institution will be shouldered with the responsibility of not only ensuring that the professional courses in Architecture, Town Planning and Housing are efficiently conducted but also with the expeditious execution of the jobs of the clients who approach the institution. The institution shall have to enter into contractual arrangements with clients which are best with legal implications which makes the institution unnecessarily involved in all kinds of legal disputes. Any lapse on the part of the individual teacher participant in institutional practice shall and the institution itself in legal complications.

8. Though the Government's main objective has been that teachers should have opportunities to participate in practical work and thus be "live" teachers, it has, however been tied up with the proposal that it should be done on an institutional basis it will enable control over the work the teachers may take up both as to quantity and quality. It needs to be indicated that the first objective of the teachers' active and personal participation as explained above gets unfortunately defeated by the second proposal for organising such work by the institution. So far as the present type and quantity of work the teachers should undertake commensurate with their curricular responsibilities and the question of preventing misuse of such opportunity are concerned, the institution can have all regulations necessary for effective control. The most important thing, however, is that since individual practice offers opportunity for developing those essential qualities that are required in a teacher in Architecture, the question of misuse of the opportunity can be treated separately and effective measures devised for checking any misuse.

9. The other administrative and legal difficulties inherent in the institutional practice are:—

- (i) The administration of the teaching and research institutions is already heavily burdened with many duties. If consultancy works have to be taken up by the institution then it will be too heavily burdened with those unnecessary responsibilities. All Architectural and Town Planning works are on contractual terms and therefore the institution itself has to enter into contract and the obligation of contract shall rest on the administration. This will impose very heavy burden on the administration. This could be obviated if individual teachers themselves took up the responsibilities under strict administrative controls over not only on quantity of work but on qualitative aspects as well.
- (ii) In Architectural and Town Planning work the contractual terms of the work brings in the legal aspects between the Architect and his client. The institution shall, therefore, be drawn into those legal aspects of contracts.
- (iii) Distribution of consultancy work by the institution to the teachers is beset with great difficulties, as contentions of favouritism etc., are bound to arise leading to discontentment among teachers.

It is extremely difficult to allot outside remunerative work to individual teachers without it raising questions of preference dis-

crimination, favouritism, etc. One need not go very far to be convinced about the various obvious tendencies that will develop among teachers of the institution, if the institution itself were to distribute the work among the teachers. The Government of India surely do not want to introduce into the working of the institutions elements which cause discontentment affecting the harmonious working of the institution.

10. Private consultancy work has been permitted in almost every Architectural institution throughout the world. This is based on the assumption that teachers who are teaching Architectural Design and allied subjects which are very professional in nature should be fully aware of the responsibilities of not only designing with the latest and most upto-date knowledge of materials and techniques but also should be fully conversant with the execution of buildings as well as aspects of management of building works. It is imperative that teachers in Architecture and Planning, etc. must be fully aware of the ever-changing developments that are taking place in the professional world when they are teaching the design subjects. In order, therefore, to be up-to-date in his knowledge the teacher should also be continuously in touch with practice by doing some practical work himself. The unique aspect of the teachers participating in work would be the fact that the teacher who is continually testing his theories by practical application and developing new concepts shall be able to automatically transfer such knowledge into teaching. The most important thing to be recognised in this direct participation is this valuable feed back of knowledge into teaching which is extremely important in professional institutions.

11. It has been recognised by all Architectural Institutions in the U.K., U.S.A. etc. that the only way by which the teachers can be in contact with practice is for them to directly participate in practice. Individual and direct participation in consultancy work vests on the participants direct responsibility which evokes keen interest from the initial conceptual stage to the completion of project. If such work were to be undertaken by the institute there will be no sense of ultimate responsibility on the part of the participants, such responsibility being construed to be that of the institution and not the individual.

12. The most important element in architectural and allied work is to seek not only basic unity in ideological conception but also unity in realisation. This can only be achieved when the individual is free to conceive and develop ideas and is also responsible for effectuation. In such a process the person should be fully responsible professionally, legally and otherwise to the client concerned. On the other hand the work is handled by the institution, responsi-

ilities get diffused resulting in talents not being fully exploited and deeper intellectual participation hard to achieve. It is fact that no buildings of eminence have ever been built by institutions or committees. In all work of creative design in which full intellectual participation is necessary the best way is to leave it the initiative and execution of the worker himself as it is done in the field of scientific research.

13. The objectives contemplated in the Government of India Office Memorandum can be achieved, without imposing a heavy burden of responsibilities on the head of the institution, if the institution does not itself take up the consultancy work. The main object of procedure laid down by the Government of India, is to ensure that the head of the institution has effective control, in determining the quantitative and qualitative aspects of the work undertaken by the members of the teaching staff, by accepting the jobs of the clients and passing them on to the members of the teaching staff. The same effective control can be exercised by the following procedure:—

- (i) The client, with the details of the job regard its value, quantum and the name of the teacher, shall approach the head of the institution who will decide whether the job is to be entrusted to a member of the staff in whom client has confidence.
- (ii) If the institution decides to entrust the work to a member of the staff, the client and the member of the staff shall be informed, so that they may directly enter into agreement. If the institution decides not to entrust the work to the teacher whose name has been suggested by the client, the client shall be informed accordingly.
- (iii) As the member of the staff and the client have to enter into direct agreement, the fees for the services shall be paid directly by the client to the member of the staff who has been permitted to undertake the work.
- (iv) The institution shall charge for the facilities, if any, utilised by the member of staff.
- (v) If a member of the staff undertakes private practice other than entrusted by the institution, such private practice is to be treated as breach of conduct by the teacher, liable to disciplinary action.

14. If the above procedure is followed, it would not put the institution in an embarrassing situation with the clients, as the insti-

tution is not expected to execute expeditiously the work, as the agreement is between the teacher and client, and any legal disputes would be only between the teacher and client and not between the institution and the client. As the institution itself is interested in providing opportunities to the members of the staff for improving the professional competence and individual practice is incidental to this objective, the institution shall not expect to receive any compensation but the fruits of the work should directly go to the teacher concerned.

15. As decisions on the applications of the clients are to be expeditiously made, the head of the institution is to be authorised to make decisions, after taking into account the qualitative aspect of the job and the quantity of the work already entrusted to the teacher concerned. At the time of entrusting the work to the member of the staff, the head of the institution shall certify that the work can be undertaken by the teacher, without detriment to his official duties and responsibilities.

16. It is also suggested that a standing reviewing committee consisting of a member of the Board of Governors of the School residing in Delhi/New Delhi, the Director and the Professor incharge of the Department concerned be appointed by the Board of Governors to review the quantity and quality of work entrusted to the teachers. If, after review, the Committee is of the view that the teacher has been entrusted with sufficient quantity of work, an indication might be given to the teacher that no more work will be assigned to him for a certain period of time, till the completion of the job entrusted to him. The committee may meet, at least, once in two months and be empowered to inspect the sites of work with a view to ascertaining the quality of work done through private practice.

APPENDIX II
(See Paras 2 to 9)

Statement showing per capita Expenditure in respect of Children's Homes for the Year 1972-73

(in rupees)

| S. No. | Name of Institution | Average No. of inmates | Pay & Allowances | Other charges | Total | Total per capita ex-dr. per month | Admn. per capita ex-dr. per month | Other ex-dr. per capita on inmates per month. |
|--------|--|------------------------|--|---------------|----------|-----------------------------------|-----------------------------------|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| 1 | Observation Home for Boys, Delhi Gate, New Delhi. | 220 | 85,632 | 1,95,750 | 2,81,382 | 107 | 33 | 74 |
| 2 | Children's Home for Girls, Tehar, New Delhi. | 130 | 67,519 | 1,48,836 | 2,16,355 | 139 | 43 | 96 |
| 3 | Children's Home for Boys, Kingsway Camp, Delhi. | 578 | 2,14,634 | 7,45,963 | 9,60,597 | 139 | 31 | 108 |
| 4 | Observation-cum Children Home for Girls, Kirti Nagar. | 120 | 52,114 | 1,41,316 | 1,93,430 | 134 | 36 | 98 |
| 5 | Home for <i>Mentally Retarded Children</i> (annexe) Punjabi Bagh | 55 | 55,614 | 70,310 | 1,25,924 | 191 | 84* | 107 |
| 6 | School & Home for <i>Mentally Retarded Children</i> , Shahjara. | 155 | 64,830 | 1,15,563 | 1,80,393 | 97 | 35 | 62 |
| 7 | Children's Home for Boys (Beggars), Narela | 160 | 78,142 | 1,35,600 | 2,13,742 | 111 | 41 | 70 |
| 8 | Special School for Boys, Kingsway Camp, Delhi. | 32 | Since the budget of this institution is combined with Delhi poor House, separate figures regarding expenditure are not provided. | | | | | |

*Expenditure for this Home is slightly high. This is because the children of this institution need more caretaking staff as they are mentally retarded.

BREAK UP OF ACTUAL PER CAPITA EXPENDITURE PER INMATE FOR 1972-73
MONTHLY AVERAGE

(In rupees)

| S. No. | Name of the Institution | Average Strength | Total per capita expenditure | Food | Bedding and clothing | Training | Other* Charges |
|--------|--------------------------------|------------------|------------------------------|-------|----------------------|----------|----------------|
| 1 | Poor House Kingsway Camp. | 885 | 78 | 42.85 | 20.45 | 6.15 | 8.55 |
| 2 | Children Home for Girls, Tihar | 130 | 96 | 52.81 | 12.06 | 1.40 | 29.87 |
| 3 | Observation Home for Boys. | 220 | 74 | 50.78 | 9.98 | .. | 13.24 |

*Expenditure on other charges includes expenditure on the following items :

- | | |
|--------------------------|--------------------------|
| 1 Games material | 8 Furniture |
| 2 Postage Stamps | 9 Telephone |
| 3 Stationery | 10 Water and Electricity |
| 4 Utencils | 11 Medicines |
| 5 Rent of building | 12 School fees |
| 6 Conveyance & Cartage | 13 Miscellaneous. |
| 7 Contingent expenditure | |

STATEMENT SHOWING PER DAY/PER MONTH EXPENDITURE ON PRESCRIBED DIET SCALE IN RESPECT
OF ADULTS/CHILDREN AT THE PRICES AS ON 10-8-1973 IN SUPER BAZAR

| ADULT | | | | CHILDREN | | | |
|--------|---------------------------------------|-----------|-------|----------|-----------------------------|--------------|-------|
| S. No. | Item | Scale | Cost | S. No. | Item | Scale | Cost |
| 1 | Atta/Rice (Ration Rate) | 70 grams | 0.52 | 1 | Atta | 300 grams | 0.26 |
| 2 | Gram | 30 grams | 0.08 | 2 | Rice | 100 grams | 0.13 |
| 3 | Dal | 70 grams | 0.18 | 3 | Vegetables | 250 grams | 0.13 |
| 4 | Vegetables | 250 grams | 0.12 | 4 | Pulses | 100 grams | 0.25 |
| 5 | Salt | 15 grams | 0.01 | 5 | Sugar | 40 grams | 0.09 |
| 6 | Condiments | 5 grams | 0.04 | 6 | Ghee | 40 grams | 0.38 |
| 7 | Mustered oil/Vegetable Ghee | 20 grams | 0.19 | 7 | Milk | 250 grams | 0.29 |
| 8 | Fire wood | 350 grams | 0.06 | 8 | Roasted groundnut | 30 grams | 0.09 |
| 9 | Sugar (Ration Card) | 40 grams | 0.09 | 9 | Fruit | twice a week | 0.07 |
| 10 | Milk | 40 grams | 0.05 | 10 | Spices | 7 grams | 0.06 |
| 11 | Tea | 3 grams | 0.04 | 11 | Fuel | 500 grams | 0.09 |
| 12 | Ground nut | 30 grams | 0.09 | | | | |
| 1 | Cost per day | | 1.47 | 1 | Cost per day | | 1.84 |
| 2 | Cost per month | | 44.10 | 2 | Cost per month | | 55.20 |

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APPENDIX III

(See para No. 2.153)

Dates relating to purchase and installation of power looms

| <i>Dates</i> | <i>Action taken</i> |
|--------------|---|
| 8-2-1966 | Applied for licence to the Municipal Corporation of Delhi. |
| 9-2-1966 | Applied to the Delhi Electric Supply Undertaking for power. |
| 18-2-1966 | Power looms received. |
| 6-4-1966 | Power looms installed. |
| 5-9-1967 | Licence sanctioned by the Municipal Corporation of Delhi. |
| 17-1-1968 | Power sanctioned by Delhi Electric Supply Undertaking. |
| 16-7-1969 | Letter sent to Public Works Department to inspect building. |
| 31-7-1968 | Public Works Department replied that building was unsafe for use (Appendix II) Meanwhile a proposal to construct a new Building for the industrial trades such as printing press, hand looms, power looms, etc., was under consideration because of the above proposal no separate proposal to construct a new building for the power looms was initiated. |
| 10-4-1969 | The sanction for the new building for Rs. 1,36,447 was received. |
| April, 1971 | The new building was completed. By this time the number of beggars in the poor House grew and there was an urgent need for additional accommodation. The newly constructed building in the Poor House compound called the Khaddi Block with a floor area of 7000 sq ft. came handy to house the beggar inmates. |
| August, 1973 | The power looms have been shifted to the new building (Khaddi Block) and are under installation. |

APPENDIX IV

Summary of main conclusions/recommendations

| Sl. No. | Para No. | Ministry Department concerned | Recommendations/Conclusions |
|---------|----------|-------------------------------|--|
| 1 | 2 | 3 | 4 |
| 1 | I.IO | Education | <p>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 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.</p> |
| 2 | I.II | o | <p>The Visiting Board appointed jointly by the Indian Institute of Architects and the Commonwealth Association of Architects which</p> |

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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.

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Do

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 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 representative 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."

4 1.55 Education

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.

5 1.56 Do.

In regard to private consultancy work, the Committee note the following points from the evidence tendered 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) "Where it is possible for us to keep talented staff, we should do so in the interests of the premier School. We have to build it up as a premier school in the country and we would be having a setback 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 thereby 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."

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early decision and not let matters drift. The Committee would only recommend that the decision should be such as can be implemented.

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1.58

Do

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.

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2.33

Department of
Social welfare

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 States 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 Maha-

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rashtra, 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 remand homes at every district and approved|certified|special schools, as needed.

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2.34

Social welfare

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.

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2.35

Do

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 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. The Central Government must take the responsibility to see to its implementation which they have not done so far.

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2.55

do-

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 years 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 Panjabi Bagh and the other at Shahdara—the total *per capita* expenditure was Rs. 191 and Rs. 97; the Administration *per capita* expenditure per month 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 Panjabi Bagh.
- (b) more care-taking personnel; and
- (c) the number of inmates being less.

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2.56

Social welfare

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 alternative accommodation at cheaper rents if Government cannot accommodate the Homes in their own buildings; (b) by establishing or shifting the Homes near Hospitals, 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.

- 13 2.64 Do. Although the budget allotment for these Homes was need-based and not money-based, the Committee are surprised that the Delhi Administration every year reduces the initial allotment and later on supplements it through the revised budget. This is not at all a sound practice.
- 14 2.74 Do. 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.
- 15 2.85 Do. 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 that 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 and 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

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| 16 | 2.86 | Social welfare | <p>children suffer, escape has to be accepted as part of the entire process".</p> <p>During evidence it was stated: "If we impose jail conditions and custodians restrictions, the very purpose for which the Homes are established would be defeated one of the reasons why the escap 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."</p> |
| 17 | 2.87 | Do. | <p>The Additional Secretary, Department of Social Welfare, deposed <i>inter alia</i> "Delhi Administration needs better experienced people".</p> <p>The Committee recommend that the problem of escapees 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 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.</p> |

18 2.90 Social Welfare

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 a managing committee to look after the affairs of the children's Home, the running of these homes may improve as a result of their non-official approach to the task.

19 2.102 Social Welfare

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 Homes after the prescribed age and other limits. The Committee were informed that the problem of keeping boys in the 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 recruit-

20 2.108 Social welfare

ment 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 Home of the Administration to solve this problem.

The Committee understand that there is no central legislation on prevention of beggary. Even if 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.

21 2.160 -do-

There are eight Beggars Homes in Delhi, their sanctioned capacity varying from 100 to 680 while the strength of these homes as on 16-8-1973 varied from 56 to 1133. 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.

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2.161

Do.

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 this 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.

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2.162

Do.

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.

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| 24 | 2.163 | Social welfare | <p>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 recommendations 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.</p> |
| 25 | 2.164 | Do. | <p>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, a 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.</p> <p>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</p> |

Committee therefore recommend 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.

According to Audit Para, four power-looms purchased for Rs. 15,70 0 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 to 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.

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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

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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.

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2.175

Social welfare

The Committee are surprised that neither the certificates nor the training courses of these training-cum-productive centres are recognised by the authorities. The representative of the Ministry explained the difficulties in their recognition as the trainees in T.C.P.Cs. 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.

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2.186

Do.

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 required 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 Administration into the delay. Surprisingly enough the inquiry has revealed that the inordinate 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.

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