

**HUNDRED AND NINTH REPORT**  
**PUBLIC ACCOUNTS COMMITTEE**  
**(1981-82)**

(SEVENTH LOK SABHA)

**CENTRAL SOCIAL WELFARE BOARD**

(MINISTRY OF SOCIAL WELFARE)

[Action taken on 128th Report (Sixth Lok Sabha)]



*Presented in Lok Sabha on 29 April, 1982*

*Laid in Rajya Sabha on 29 April, 1982*

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COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE  
(1981-82)

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\* Ceased to be Members of the Committee with effect from 15-1-1982 consequent on their appointment as Minister of State/Deputy Minister.

\*\* Ceased to be Members of the Committee with effect from 2-4-1982 consequent on their retirement from Rajya Sabha.

(iv)

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1. Shri H. G. Paranjpe—*Joint Secretary*
2. Shri D. C. Pande—*Chief Financial Committee Officer*
3. Shri K. C. Rastogi—*Senior Financial Committee Officer*

## INTRODUCTION

1. I, the Chairman of the Public Accounts Committee as authorised by the Committee do present on their behalf this 109th Report on action taken by Government on the recommendations of the Public Accounts Committee (1978-79) contained in their 128th Report (Sixth Lok Sabha) on Central Social Welfare Board.

2. In their 128th Report, the Committee had pointed out that reliable information about the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies was not available. The Committee had accordingly desired that an evaluation of sources of income of the voluntary institutions to whom grants were sanctioned by the Central and/or State Social Welfare Boards and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contribution and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Government sources. The reply of the Government that the socio-economic programmes etc., do not essentially envisage contribution from the voluntary organisations does not meet the specific point raised earlier. The Committee have reiterated that an evaluation of the sources of income of voluntary institutions to whom grants are sanctioned from Government sources should be made and further steps taken to ensure that grants are channelised through deserving institutions only.

3. This Report was considered and adopted by the Public Accounts Committee at their sitting held on 24 April, 1982. Minutes of the sitting form Part II of the Report.

4. For reference facility and convenience, the recommendations and conclusions of the Committee have been printed in thick type

(vi)

in the body of the Report and have also been reproduced in a consolidated form in the Appendix to the Report.

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

NEW DELHI;  
April 23, 1982  

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Vaisakha 8, 1904 (S).

SATISH AGARWAL  
Chairman  
Public Accounts Committee

## CHAPTER I

### REPORT

1.1 This Report of the Committee deals with the action taken by Government on the Committee's recommendations and/or observations contained in their 128th Report (Sixth Lok Sabha) on paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil), relating to 'Central Social Welfare Board'. The 128th Report was presented to the Lok Sabha on 23 April, 1979.

1.2 Action Taken Notes have been received from the Government in respect of all the 61 recommendations and/or observations contained in the Report and these have been categorised as follows:

(i) Recommendations or observations that have been accepted by Government:

Sl. Nos: 1,6, 8-11, 13-14, 16-40, 42--56, 58-59

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

Sl. Nos. 3-5, 7,12, 57 and 61

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

Sl. Nos. 2,41 and 60

(iv) Recommendations or observations in respect of which Government have furnished interim replies:

Sl. No. 15\*

1.3 The Committee desire that final reply in regard to the recommendation to which only interim reply has so far been furnished should be furnished to them expeditiously after getting it vetted by Audit.

1.4 It has been observed that the advance replies of the Ministry of Social Welfare to several recommendations of the Committee desiring some specific remedial or corrective action on the part of the Government merely stated that the recommendations had been

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\* Not vetted in Audit.



**“Noted”, without clearly specifying the actual action taken by Government in pursuance of the recommendations. Advance replies of this nature were in respect of recommendations at serial numbers indicated below:**

5 (1.70), 7 (1.72), 16—18 (5, 38—5.40), 20 (5.42), 34 (6.129), 39 (1.186), 40 (6.187), 42—44 (6.189—6.191), 47-48 (6.204—6.205) and 61 (9.12).

**In this connection, the Ministry’s attention was invited by Audit to para 1.5 of the 141st Report of the Public Accounts Committee (Sixth Lok Sabha) wherein the Committee had observed inter alia that “it is incumbent on the part of the Government to indicate to the Committee the definite and conclusive action taken by Government on the recommendations.” Accordingly, the Ministry of Social Welfare have while furnishing final replies amplified the Action Taken Notes on most of the recommendations.**

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

*Assigning a more suitable juridical status to the Central Social Welfare Board*

1.6 Commenting on the views that had been expressed in the past that the Company status of the Central Social Welfare Board required reconsideration, the Committee had, in paragraph 1.42 (S. No. 2) of their 128th Report (Sixth Lok Sabha) observed as under:

“In paragraph 2.23 of their 52nd Report (Third Lok Sabha), the Public Accounts Committee (1965-66) had reiterated their earlier recommendation contained in their 19th and 38th Reports (Third Lok Sabha) and had observed that the Central Social Welfare Board had been in existence for the last 12 years but no final decision of placing it on a statutory footing had been taken. Finally, the Government registered the Central Social Welfare Board as a charitable company under the Companies Act, 1956, with effect from 1st April, 1969. However, views were expressed that the company status of the Central Social Welfare Board required reconsideration. After considering various proposals to give it a new status it was

decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted. This Bill however lapsed on the dissolution of Fifth Lok Sabha and Government is now giving a new thought to the question of assigning a more suitable juridical status to the Central Board. The Committee regret to note that no final decision has been taken in this matter, which has been pending since, 1971. As the future footing of the State Social Welfare Boards, which also at present do not enjoy any juridical status, revolves around the status that might be given to the apex body i.e. the Central Board, the Committee urge that the long standing question of assigning a more suitable and adequate status to the Central Social Welfare Board should be finalised early and a suitable legislative measure brought before the Parliament in this regard without further delay."

1.7 In their Action Taken note dated 29 August, 1981, the Ministry of Social Welfare have stated:

"The Central Social Welfare Board was given a juridical status of its own by incorporating it as a Company under Section 25 of the Companies Act, 1956, on March, 31, 1969. Subsequently, the question of assigning a more suitable and adequate status to the Central Social Welfare Board was examined in the Ministry on a number of occasion. The view that emerged was that a statutory framework changing the existing status might prove more rigid and inflexible and besides that the problem of competence of Parliament to legislate on matters falling within the purview of the State List might crop up as most of the work of the Board falls within the purview of the State List. The Board may find itself more hamstrung in such a situation. It is for the above-mentioned reasons that the *status quo* has been maintained, in the case of the Central Social Welfare Board. As regards the State Boards, the matter has been examined and was also discussed in the Conference of State Social Welfare Ministers. The recommendation of this Conference was for registering the State Boards as subsidiary companies of the CSWB. Further action is being taken to give juridical status to the State Boards."

1.8 As already pointed out in the 128th Report of the Committee, the Ministry of Social Welfare had informed the Committee that the Government was, of late, giving a new thought to the question of assigning a more suitable juridical status to the Central Social Welfare Board. Surprisingly, the Committee are now informed that "the Central Social Welfare Board was given a juridical status of its own by incorporating it as a Company under Section 25 of the Companies Act, 1956, on March 31, 1969." The Committee are further informed that "subsequently, the question of assigning a more suitable and adequate status to the Central Social Welfare Board was examined in the Ministry on number of occasions, the view that emerged was that a statutory framework changing the existing status might prove more rigid and inflexible and besides that the problem of competence of Parliament to legislate on matters falling within the purview of the State List might crop up as most of the work of the Board falls within the purview of the State List. The Board may find itself more hamstrung in such a situation. It is for the above-mentioned reasons that the status quo has been maintained." The Committee fail to appreciate the shift in the thinking of the Government without giving a renewed thinking to the question of assigning a more suitable juridical status to the Central Social Welfare Board. After all, the Government had after considering various proposals decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted. The Committee reiterate that the question of assigning a more suitable juridical status to the Central Board should be re-examined and early decision taken in the matter. The Committee also trust that further action for registering the State Boards as subsidiary companies of the C.S.W.B. will be expedited.

*Desirability or otherwise of giving outright grant instead of loan to certain units suggested for examination*

1.9 In paragraph 6.188(S. No. 41) of the Report, the Committee had observed as under:

"The Committee are informed that in the case of defunct or wound up units the Board writes to the concerned institutions which receive the grants, to refund the amount or to account for the assets. Such communications were addressed in 28 cases since March, 1975. It is, however, not known in how many cases recovery of amount was effected. The Committee find that in the initial stages of the commencement of the Socio-Economic Programme

in 1958, the grants for units as ancillary to large industries and for handloom units were sanctioned by the erstwhile Ministry of Commerce and Industry and the All India Handloom Board. The pattern of assistance for ancillary units and production units of Handloom was in the form of grant and loan. However, the Central Board is now giving outright grant limited to Rs. 1.00 lakh per unit to these categories of units. The bulk of financial assistance for Agro-based units (Dairy unit of 5 beneficiaries) comprising Rs. 11,000 is provided as 'non-recurring loan to be given by the grantee agency to the beneficiaries'. The Committee find from the report of the Indian Cooperative Union that 'the arrangements for sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements etc., nor a proper machinery to effect recoveries'. It is also seen that 'even in cases of defalcation it would be difficult for the Central Board to recover the outstanding amounts through lengthy court procedures. The Committee regard it a serious matter that a legal lacunae of this nature has been allowed to persist so long, with the result that in agro-based units, loans could be further advanced by the grantee institutions to the beneficiary projects. The Committee would like the Central Board to examine how far it is desirable for them to give grants instead of loans to the tune of Rs. 1 lakh per unit to units of small industries, units as ancillary to big industries, handicrafts units, handloom units, khadi and village industries units, coir spinning and weaving units and other service oriented units towards purchase of machinery, equipment and tools as also grants limited to Rs. 25,000 for construction of work-shed or additions and alterations to the existing buildings."

1.10. In their Action Taken Note dated 29 August, 1981, the Ministry of Social Welfare have stated:

"On the basis of the Report on the evaluation of the Social Economic Programme of the Central Social Welfare Board by the Indian Cooperative Union, the Public Accounts Committee has mentioned that "the arrangements for the sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements, etc., nor a proper machinery to effect the recoveries." This position as incorporated in the

Report of the Indian Cooperative Union (page 7 of the printed report) is not factually correct as the Board has been given a legal status by registering it as a company under the Companies Act, 1956, with effect from 1st April, 1969. Although the Board has not so far started any scheme to provide financial assistance in the shape of loan directly to voluntary agencies under the Socio-Economic Programme, the financial assistance provided to such agencies in the shape of grant are restricted to one month's working capital and cost of Machinery and Equipment in most of the cases. The Board advises the institutions to find out resources of their own or to raise loan from Nationalised Banks to meet the balance of the amounts required for setting up production units in such cases".

1.11 After considering the reply of the Government, the Committee are convinced that the matter has not been examined in the light of the recommendations of the Committee. It is not clear to the Committee why 'the Board has not so far started any scheme to provide financial assistance in the shape of loan directly to voluntary agencies under the Socio-economic Programme'. The Committee had earlier desired the Central Board to examine how far it was desirable for them to give outright grants instead of giving loans to such units. The Committee reiterate that this aspect should be examined by the Ministry so as to curb the tendency on the part of such units to depend more and more on grants-in-aid from Government sources.

*Evaluation of sources of income of voluntary Institutions*

1.12 Observing that reliable information about the extent to which grant-in-aid had helped in strengthening and consolidating the efforts of the voluntary agencies was not available, the Committee had, in paragraph 9.11 (S. No. 60) of their 128th Report (Sixth Lok Sabha) recommended:

"The Committee find that reliable information regarding the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies, is not available. According to an evaluation study of voluntary organisations, the State Social Welfare Departments and Central/State Boards continue to be two main sources of receiving financial assistance by the voluntary agencies and a very large number of these institutions do not have a local base. The Committee need hardly emphasise that

the voluntary organisations have to raise adequate public contributions to maintain their voluntary character and mobilise public participation. The Committee would like that an evaluation of sources of income of the voluntary institutions to whom grants are sanctioned by the Central and/or State Social Welfare Boards and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contributions and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Government sources. On the basis of result of such an evaluation, the Government should plan its grants-in-aid schemes so as to ensure that such grants are channelised through those deserving institutions who continue to make their own contributions and render selfless social service."

1.13 In their Action Taken Note dated 10 July, 1980 the Ministry of Social Welfare have stated:

"In the General Grants-in-aid programme of CSWB, there is a provision in the scheme for contribution from the voluntary organisations, as an essential feature. However some of the schemes implemented by the Board like Socio-economic Programme and Condensed Courses of Education for Adult Women do not envisage any such contribution within the programme itself. It would, therefore, be difficult to make the sanction of a grant to voluntary organisation rigidly contingent upon its collecting a fixed percentage of its budget as donation etc. in all cases."

1.14 The Committee had earlier noticed that reliable information about the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies was not available. The Committee had accordingly desired that an evaluation of sources of income of the voluntary institutions to whom grants were sanctioned by the Central and/or State Social Welfare Boards and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contribution and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Government sources. The Committee have now been informed that in the General Grants-in-aid programme of the Central Social Welfare Board, there is a provision in the

**scheme for contribution from the voluntary organisations, as an essential feature. However Socio-economic Programmes etc., do not envisage any such contribution within the programme itself. The reply of the Government does not meet the specific point raised regarding the extent to which grants-in-aid had helped in strengthening and consolidating the efforts of the voluntary agencies. The Committee reiterate that an evaluation of the sources of income of the voluntary institutions to whom grants are sanctioned from Government sources should be made and further steps taken to ensure that grants are channelised through deserving institutions only.**

## **CHAPTER II**

### **CONCLUSIONS AND RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation**

The main object incorporated in the Memorandum of Association of the Central Social Welfare Board when it was registered as a company, under the Companies Act, 1956, with effect from 1st April, 1969 is to 'Study the needs and requirements of social welfare organisations from time to time through surveys, research and evaluation in such manner as may be considered necessary.' The Committee find that some sort of evaluation of the selected programmes of the Central Social Welfare Board was attempted now and then through appointment of Study Teams and review committees. However, no comprehensive system of objective evaluation of the welfare services to meet the specified and surveyed needs of the voluntary organisations has been evolved. The Committee were informed during evidence that 'Voluntary Organisations are agencies which some time have a number of programmes' and therefore, causing a survey to be made of the needs and requirements of social welfare organisations 'would not be very practical.' The Committee are unable to appreciate this argument. The Committee feel that it is essential to have a monitoring machinery to ensure efficient and correct implementation of the wide range of programmes and to assess their impact on the beneficiaries. The Committee recommend that a proper method of evaluating the implementation of the programmes of the Board and their impact on the society should be evolved.

[Serial No. 1 (Para 1.29) 128th Report of PAC (Sixth Lok Sabha)]

#### **Action Taken**

The Central Social Welfare Board has been arranging evaluation and studies of various programmes of the Board either internally or through external agencies from time to time. A separate Planning, Monitoring and Coordination Division, under a Joint Director has also been selected for this purpose has already joined duties on 8-6-1981.



Besides this, the Planning, Research, Evaluation and Monitoring Division of this Ministry has been undertaking evaluation of the various programmes of the Board. Study of two major programmes of the Bard-the-Socio-Economic Programme and the Condensed Courses of Education for Adult Women-was entrusted to the Indian Cooperative Union and the Indore School of Social Work respectively. It is hoped that these arrangements would meet the requirement.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-8-31]

### **Recommendation**

The Committee note with concern that though it is the prerogative of the Central Board to nominate half the Members of the State Social Welfare Advisory Boards, there have been instances where the State Governments differed in accepting the nominees of the Central Board, e.g. in the case of re-constitution of the State Boards of Punjab, Madhya Pradesh, Tamil Nadu, Pondicherry, Tripura, Haryana and UP. The Committee have an apprehension that differences between the State Governments and the Central Board regarding persons to be nominated to the State Boards, arise due to extraneous considerations. The Committee need hardly emphasise the importance of nominating persons with Solid Social Welfare background on the State Boards. The Committee would therefore, like that the nominations to the State Boards are based on merit, also keeping in view balanced geographical representation.

[Sl. No. 6 (para 1.71) of the PAC's 128th Report (6th Lok Sabha)]

### **Action Taken**

The Central Social Welfare Board keeps the recommendations of the Public Accounts Committee in view while making nominations on the State Social Welfare Advisory Boards.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 9-10-1980]

### **Recommendation**

The Committee have been informed that the tenure of State Social Welfare Advisory Boards is usually 2 to 3 years at a time. It is seen that reconstitution of 11 State Boards due during the years 1977 and 1978 was not completed in time. In some cases the term of

the State Boards was either extended or the Boards were reconstituted with the same Chairman and Members. In the case of Assam, Manipur, Mizoram and Pondicherry the tenure of the State Boards has not been specified. The representative of the Department of Social Welfare conceded that to a certain extent, the delay in the reconstitution of the State Boards affected their day to day functioning as well as the sanction and release of grants to the voluntary institutions under the various programmes. The Committee are, therefore, of the view that the tenure of State Boards should be invariably specified by rules or in the notification or resolution regarding reconstitution of the State Boards. The Committee also feel that there should be a uniformity in the tenure of the State Boards and action should be initiated well in time to ensure that the State Boards are reconstituted by the due dates.

[Sl. No. 8 (Para 1.73) of the PAC's 128th Report (6th Lok Sabha)]

#### **Action Taken**

The powers to constitute or reconstitute the State Boards vest with the State Governments concerned. However, the Central Social Welfare Board is trying to bring uniformity in the tenure of the State Boards as and when they are reconstituted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated  
9-10-1980]

#### **Recommendation**

The Committee find that one of the important functions of the State Social Welfare Advisory Board is to coordinate the welfare and development activities of the State Government and the Central Social Welfare Boards to avoid duplication. With the process of decentralisation in the working of the schemes and programmes with a view to achieving a greater measure of operational efficiency, the need for closer and broad-based functional coordination assumes added importance. Moreover, some of the welfare services are sponsored by more than one Ministry or Department. For instance, the nutrition programmes are sponsored by the Ministry of Agriculture and Irrigation and the Ministry of Health and Family Welfare apart from the Department of Social Welfare (through the Central Social Welfare Board), Family and Child Welfare has been the concern of the Ministry of Health and Family Welfare, the Department of Community Development and C.S.W.B. The Tribal Development Blocks are sponsored by the Ministry of Home Affairs and the Department of Civil Supplies and Cooperation. The Ministry of Labour

deals with Labour Welfare. Therefore, an effective coordination is of vital importance to avoid overlapping in the working of all the concerned Departments as also the voluntary agencies. The Committee have been informed that coordination between the State Social Welfare Advisory Board and the concerned Departments of the State Governments is available but there is a scope for further improvement.

[Sl. No 9 Paragraph 1.74 128th Report of the PAC (6th Lok Sabha)]

#### **Action Taken**

Such a coordination already exists and the various programmes implemented at the various levels are reviewed and evaluated to remove overlapping, as far as possible, as also to ensure their efficient performance. The Working Group appointed by the Government of India under the chairmanship of a former Joint Secretary in this Ministry to review the programmes implemented by the Central Social Welfare Board had also gone into the question of overlapping of various programmes and as a result schemes which were earlier handled by this Ministry, were handed over for implementation to the Central Social Welfare Board. On this Working Group various other concerned Ministries were represented.

Similar, coordination between the State Governments, State Boards, Central Ministries and the Central Social Welfare Board is achieved through the representation of all these bodies in the CSWB and in turn on the State Social Welfare Advisor Boards. The Central Board has, on it, representatives from the various concerned Ministries and from all the State Governments besides social workers, working in the field of social welfare. Since the prominent voluntary workers are also associated both with the Central Board as well as the State Boards a coordination is sought to be maintained through their participation. However, it is difficult to ensure avoidance of a total overlapping of activities and programmes as State Governments are primarily concerned with 'Social Welfare' and many voluntary workers work on their own.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated  
3-10-1981.]

#### **Recommendation**

The Committee recommend that a suitable procedure should be evolved so as to ensure that there is coordination between the social

welfare agencies functioning under the Central or the State Governments and there is no duplication of effect at any level.

[Sl. No. 10 (Para 1.75) 128th Report of the PAC (6th Lok Sabha)]

#### **Action Taken**

Such a coordination already exists and the various programmes implemented at the various levels are reviewed and evaluated to remove overlapping, as far as possible, as also to ensure their efficient performance. The Working Group appointed by the Government of India under the chairmanship of a former Joint Secretary in this Ministry to review the programmes implemented by the Central Social Welfare Board had also gone into the question of overlapping of various programmes, and as a result, some schemes which were earlier handled by this Ministry were handed over for implementation to the Central Social Welfare Board. On this Working Group various other concerned Ministries were represented.

2. Similarly, coordination between the State Governments, State Boards, Central Ministries and the Central Social Welfare Board is achieved through the representation of all these bodies in the CSWB and in turn on the State Social Welfare Advisory Boards. The Central Board has, on it, representatives from the various concerned Ministries and from all the State Governments besides social workers, working in the field of social welfare. Since the prominent voluntary workers are also associated both with the Central Board as well as the State Boards a coordination is sought to be maintained through their participation. However, it is difficult to ensure avoidance of a total overlapping of activities and programmes as State Governments are primarily concerned with 'Social Welfare' and many voluntary workers work on their own.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated  
3-10-1981.]

#### **Recommendation**

2.13 The Committee find that in 1971-72, the expenditure on programmes included in the Central Social Welfare Board's budget stood at Rs. 249.27 lakhs and the administrative expenditure including its share of administrative expenditure on State Boards amounted to Rs. 35.58 lakhs. With the increase in expenditure on programmes in 1977-78 to Rs. 441.89 lakhs, the total administrative expenditure has risen to Rs. 78.16 lakhs thus representing 17.08 per cent of the expenditure on programmes. The

Committee is of the view that administrative expenditure to the extent of Rs. 17.68 per cent of the total expenditure on programmes is on the high side. They would like the Board to effect economy in administrative expenditure.

[Sl. No. 11 (Para No. 2.13) 128th Report of the PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

The figures of expenditure on programmes during the year 1971-72 to 1977-78 as given in para 2.7 of the 128th Report of the PAC (Sixth Lok Sabha) on the Central Social Welfare Board appear to have been taken from Col. 2 of the list 1 of List of Points arising out of evidence on Para 26 of the Advance Report of the Comptroller and Auditor General for 1976-77 (Civil) on the Central Social Welfare Board. The information given therein was in respect of expenditure on programme incurred by the State Board, as may be evident from the figures given in Col. 6 of the First Table.

2. The expenditure on programmes of the Central Social Welfare Board includes expenditure on programmes incurred by the Central Board through the State Social Welfare Advisory Boards as well as the expenditure on grants released direct to the voluntary institutions by the Central Social Welfare Board. In respect of certain programmes viz. Welfare Extension Projects (Original Pattern), Welfare Extension Projects (Coordinate Pattern), Welfare Extension Projects (Border Area, 1/3rd of the total expenditure on such programmes is shared by the State Governments/ Union Territory Administration concerned. The expenditure on Family and Child Welfare Projects was initially borne by the Central Social Welfare Board. These Projects have gradually been transferred to the State Governments and the expenditure on such projects are now borne by the State Governments. The administrative supervision of the Family and Child Welfare Projects located in most of the State Boards and the funds are made available to the State Boards by the State Governments.

3. If the State Governments share of expenditure towards State Board's Establishment is taken into account for the purposes of working out the administrative expenditure of the Central Board in relation to the expenditure incurred on the programmes, the share of expenditure of the State Governments on the various programmes implemented through the State Boards has also to be taken into account.

4. In the enclosed statement, the administrative expenditure of the Headquarters of the Central Board and the share of Central Board towards State Boards Establishment as well as the State Government's Share towards administrative expenditure of the State Boards have been separately shown

for the two years, 1977-78 and 1978-79. The expenditure on programmes incurred by the Central Board either directly or through the State Boards as the expenditure on programmes met out of the funds provided by the State Governments at the State Board's level have also been shown for these two years. The percentage of Administrative Expenditure of the Central Board (Headquarters) to the total expenditure incurred by the Central Board on the programmes, the percentage of administrative expenditure of the Central Board (Headquarters and Central Board, share of State Board's Establishment) to the total expenditure incurred by the Central Board and the percentage of administrative expenditure of the Central Board and State Boards Establishment (including State Governments share) to the total expenditure incurred out of the funds provided by the Central Board and the State Governments has also been shown separately in the enclosed statement.

5. It would be seen from the statement that the percentage of administrative expenditure, taking into account the various components of the expenditure on the programmes at the level of Central Social Welfare and the State Boards varies between 5.97 per cent and 9.49 per cent during 1977-78, and between 5.97 per cent and 9.87 per cent during the year 1978-79. However, the steps for effecting economy in administrative expenditure a constant action is being taken by the Board.

[Miny. of Social Welfare O.M. No. 6-2/79-CSWB/F dt. 10.3.1981]

### **Recommendation**

It has been stated that in the Draft Fifth Plan, it was envisaged to start about 1000 Integrated Child Development Services (ICDS) projects in a phased manner during the Plan period for which an outlay of Rs. 140 crores was provided. Later on, it was decided to take up only 33 projects during 1978-79 on an experimental basis with a revised outlay of Rs. 7.40 crores. From the summary record of the meeting held in the Planning Commission on 11th May, 1976 it is seen that the number of projects to be started was to be kept at 40 until the decision was revised based on a proper evaluation. The Committee have been informed that the scheme of Integrated Child Development Services (33 experimental projects started in the Fifth Plan) was being evaluated by the Programme Evaluation Unit of the Planning Committee, before its expansion in the Sixth Plan. The Committee cannot resist the impression that the scheme of Integrated Child Development Services with an outlay of Rs. 140 crores for starting 1000 Integrated Child Development Services (ICDS) projects, was only one example of an attempt to launch an over-ambitious programme when looked at from the point of view of its practicability. The Committee would, therefore, like that the proposals initiated by the Central Board

for starting new schemes or for expanding the existing schemes should take into consideration the availability of manpower and material resources for implementation of the schemes.

[Sl. No. 13, (Para 2.20) of the PAC's 128th Report (6th Lok Sabha)]

#### **Action Taken**

Since the inception of Integrated Child Development Services Programme in 1975, a number of mid-course corrections have been incorporated for effective delivery of services of children below six years of age and expectant and nursing mothers. Some of the important mid-course development are:—

- (a) The all India Institute of Medical Science and Medical Colleges for undertaking health and nutrition surveys and monitoring of these aspects have been ascertained;
- (b) Curricula for training of functionaries have been revised.
- (c) Regional and national workshops to sort out the difficulties on spot are promoted and organised; and
- (d) A system of Monthly Progress Reports in respect of each Project to monitor, review and improve the implementation of the programme has been introduced.

As regards the number of ICDS Projects, it is clarified that the Planning Commission has sanctioned 200 ICDS Projects as reported earlier. Since the location of Projects is finalised in consultation with the State Governments/Union Territory Administrations, location of 3 Projects in Karnataka sanctioned in 1980-81 was not indicated earlier. The location has since been finalised.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 24-11-1980]

#### **Recommendation**

The Committee note that the partially decentralised programmes are (i) Family and Child Welfare Projects (ii) Welfare Extension Projects (O.P. & C.D. (iii) Condensed Courses of Education for adult women (iv) Socio-economic programmes (Dairy units) and (v) Demonstration Projects. In these cases, grants are sanctioned by the Central Board to individual institutions/Project Implementation Committee but release of funds is made through the State Boards. Control over utilisation is watched by the Central Board except in respect of one programme (Condensed Courses of Education for Adult Women) where the watch over

utilisation is done by the State Boards. About the rationale behind introducing partially decentralised programmes, the Secretary, Department of Social Welfare conceded during evidence that "this half-way house is not a very happy state of affairs." In a subsequent note, the Central Board stated that the question of having either fully centralised or fully decentralised programmes would be considered by the Board after taking into consideration the various factors such as the capacity of the State Boards, the availability of appropriate personnel, etc. to administer the programmes. The Committee would, therefore, recommend that the working of partially decentralised programmes should be evaluated with a view to bringing about necessary changes for better superintendence and implementation of such programmes in future.

[Serial No. 14 (Para 3.19) of the P.A.C's (Sixth Lok Sabha)]

#### **Action Taken**

The recommendations has been noted.

In pursuance of the recommendations of the Indian Institute of Public Administration (IIPA) a Planning and Monitoring and Coordination Division has recently been created in the office of the Board. This Division will be concerned with the monitoring of the on-going programmes, schemes and projects *inter-alia* their evaluation for the purpose of bringing greater efficiency in the methods of implementation. The Division will take up necessary monitoring and evaluation of the partially decentralised programmes as soon as it is fully equipped with requisite men/machines for quick processing of the "feed back".

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-8-81]

#### **Recommendation**

The Committee regret that despite the simplification of procedure in 1973-74 in regard to the furnishing of unaudited statements of accounts for the previous year by the 30th of June and of the audited statements of accounts by 30th September and the setting up of an Account Finalisation Cell in 1975, there had not been any perceptible improvement in the receipt of audited accounts. They note that as in December, 1977 audited accounts were outstanding in respect of 5,973 grants involving a sum of Rs. 495.48 lakhs. That the machinery was galvanised into action only after the issue was highlighted by Audit is evident from the fact audited accounts outstanding against 1678 grants involving about 72.78 lakhs were liquidated by June, 1978 and 1224 grants involving about Rs. 47 lakhs by December, 1978, thus bringing down the total number of audited accounts outstanding upto 1975-76 in respect of 3076 grants involving Rs. 375.52 lakhs. However, taking into account the outstanding further accumulated for 1976-77, numbering 1264 grants involving a total sum



of Rs. 121.06 lakhs, the items for which audit accounts were still to be received by December, 1978 was 4340, involving an amount of Rs. 496.58 lakhs. It is disconcerting to note that the problem of liquidation of old outstanding pertaining to earlier period, *i.e.*, 1961—66 has yet to be given the attention that it deserves because 278 items, involving Rs. 6.07 lakhs still remain outstanding as in December, 1978. The Committee take a serious view of the casual treatment given by Government in liquidating the outstandings. They would like the Central Board to draw up a crash programme for liquidation of outstanding accounts and follow up this programme scrupulously.

[Sl. No. 16 (Para No. 5.38) of 128th Report of the PAC,  
(Sixth Lok Sabha)]

### **Action Taken**

Steps have been taken to review the position of the outstanding audited accounts and utilisation certificates monthly to expedite settlement of accounts and a report on the progress of the settlement of pending accounts placed before the Executive Committee periodically. Instructions have been issued by the Government under Ministry of Social Welfare letter No. 1-37/79-CSWB dated 8-4-80 addressed to the CSWB New Delhi for conducting audit of the accounts of the Welfare Extension Projects by the Chartered Accountant to avoid delay in the audit of such accounts. As a result of action taken in the CSWB, the number of outstanding audited accounts and utilisation Certificates in respect of grants released up to 1977, has come down to 1543 involving an amount of Rs. 107.74 lakhs at the end of December, 1981 as against 4349 involving an amount of Rs. 496.58 lakhs at the end of December, 1978. Out of 147 items relating to the period 1961—66, nineteen items have since been settled.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB|IF dated 24-2-82]

### **Recommendation**

The Committee find that the average of outstandings per programme in respect of Central Board's grants comes to Rs. 13,382 per institution as against Rs. 2,582 in respect of programmes administered by the State Boards. From the break-up of outstanding audited accounts, it is seen that in the Central Sector, the Demonstration Projects (Balwadis) and Family Child Welfare Projects numbering 2163 and 489 involving an amount of Rs. 53.52 lakhs and Rs. 281.40 lakhs respectively, constitute the two major components in respect of which the outstandings are to be liquidated. In the grants administered by state Boards, bulk of the arrears

pertain to Nutrition Programme, wherein 1467 items involving Rs. 33.56 lakhs are outstanding. The Committee have elsewhere in the Report commented upon the misutilisation of grants, particularly under Nutrition Programmes and the inadequacy of the devices and checks provided. The matter of non-receipt of utilisation certificates in these programmes assumes added importance as the Central Board does not have adequate supervisory inspection agency and accepts the utilisation certificates up to Rs. 5,000 from the field staff and 'Panchas' and the number of institutions not rendering utilisation certificates having become defunct or wound up in States Boards Sector being as high as 243. Moreover, the quantum of grants sanctioned in the case of family and child welfare projects alone is at an average of the order of Rs. 60,000 per project.

[Sl. No. 17 (Paragraph 5.39) of 128th Report of the PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

Steps have been taken to review the position of the outstanding audited accounts and utilisation certificates to expedite settlement and a report on the progress of the settlement of outstanding utilisation certificates placed before the Executive Committee periodically. Instructions have been issued by the Government under Ministry of Social Welfare letter No. 1-37/79-CSWB dated 3-4-80 (copy enclosed) for conducting audit of the accounts of the Welfare Extension Projects by the Chartered Accountants to avoid delay in the audit and submission of utilisation certificate. As per para 24(g) of General Grants in Aid Programme Instructions (1972), instructions were there to accept certified accounts and utilisation certificate from a Gazetted Officer, who is not a member of the Managing Committee, in case of grants not exceeding Rs. 2000/- to the Institutions which do not get their accounts regularly audited by Chartered Accountant and whose total expenditure during the year does not exceed Rs. 50000/-. Instructions have also been issued by the CSWB, New Delhi with the approval of Ministry of Social Welfare under circular letter No. F.4-1/76-77/ICU dated 27-6-78, (copy enclosed) to accept certified accounts and utilisation certificate from Welfare Officer in the case of smaller organisations receiving grants up to Rs 2000/-. As a result of action taken in the CSWB the number of outstanding audited accounts and utilisation certificate in respect of grants released up to 1977 has come down to 1543 involving an amount of Rs. 107.74 lakhs at the end of December, 1981 as against 4340 involving an amount of Rs. 396.58 lakhs at the end of December, 1978.

[Ministry of Social Welfare O.M. No 6-2/79-CSWB/IF dated 6-3-1982]

Copy of letter No. 1-37/79-CSWB dated 3-4-80 addressed to CSWB with copies to all State Boards by the Ministry of Social Welfare, New Delhi.

**Subject:—**Audit of the accounts of the State Social Welfare Advisory Boards, Welfare Extension Projects and Balwadis in Demonstration Projects.

I am directed to refer to your letter No. F. 17-3-79-Coord. dt. 28-3-80 on the above subject and to convey the approval of the Government of India to the audit of the Welfare Extension Projects and Balwadis in Demonstration Projects being conducted through the Chartered Accountants appointed by the Chairman of the respective State Boards. This will, however, not affect in any way the audit which might be undertaken by the C&AG under Section 14 of the Comptroller and Auditor General Act, 1977.

It is, therefore, requested that necessary instructions may please be issued to the State Boards in the matter.

Yours faithfully,

Sd/- K. R. Jain

Desk Officer—CSWB

(COPY)

**CENTRAL SOCIAL WELFARE BOARD**

Jeevan Deep Building  
1st Floor Parliament St.  
New Delhi

Dated 27-6-78

F.4-1/76-77/ICU

To

The Chairman  
State Social Welfare Advisory Board.

Madam,

In para 4.23 of the Report of the working Group in the programmes of the Central Social Welfare Board *inter alia* made the following recommendations:—

“The procedure for sanctioning grants should be further simplified in the case of smaller organisations where a genuine difficulty is felt in their furnishing audited accounts, a certificate from the Welfare Officer concerned might be accepted for purposes of releasing future grants.

The Government of India Department of Social Welfare have accepted the above recommendations except that in the case of smaller organisations receiving grants upto Rs. 2000/- where a genuine difficulty is felt in their furnishing audited accounts from Chartered Accountants, a certificate from the Welfare Officer concerned may be accepted for the purpose of releasing future grants. It has also been decided that the letters sanctioning the grants should clearly specify in all such cases the manner in which the accounts will be certified by the official designated for this purpose. In all such cases, certificate in the following form should be furnished by the Welfare Officers after scrutinising the accounts of the institution receiving grant:

I have certified the account of \_\_\_\_\_ in respect of the grant of \_\_\_\_\_ Rs. .... sanctioned by the Central social Welfare Board/States Social Welfare Advisory Boards for the year 19—19— with the help of the vouchers and certify that they are correct and that the grant has been utilised for the purpose for which it was sanctioned. It is further certified that on the basis of the records shown to me the total receipts and payments of the institution during the year are as follows:—

Receipts  
Rs.

Payments  
Rs.

It is requested that the recommendations of the Working Group as accepted by the Government of India may please be implemented by the State Board forthwith. The receipt of the letter may please be acknowledged.

Sd/- S. L. Chopra, Secy.

### Recommendation

The Committee have been informed that the Central Board accepts the utilisation reports from Chartered Accountants/Local Fund Auditors etc. as the sole evidence of proper utilisation. This procedure, the Committee feel, is not fool-proof. The Committee suggest that the Board should, besides strengthening its own supervisory inspecting agency, send out small teams for physical verification on a sample basis, at least in the case of major grants so as to ensure that the funds released by the Board are utilised for the specified purpose.

[Sl. No. 18 (Para No. 5.40) of 128th Report of the P.A.C.  
(Sixth Lok Sabha)]

### Action Taken

Small teams are sent to the State Boards and to the grantee Institutions to look into the aspects of utilisation of grants with reference to performance of Institution. The number of occasions—on which small teams visited the State Boards and institutions during the years 1979-80 and

1980-81 were 19. In addition the services of the officers of CSWB visiting the various states/cities were/are also utilised for this purpose.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 24-2-82)

### **Recommendation**

The Committee find that the West Bengal Societies Registration Act, 1961 empowers the Registrar to call for information on the affairs of a society. Similarly Bombay, Public Trust Act, 1950 contains certain provision whereby the accounts have to be audited by an auditor and it is the responsibility of the auditor to send a copy of the audited accounts to the Charity Commissioner, Bombay. However, according to the information available with the Ministry of Social Welfare it is not readily known as to how many States have the post of Charity Commissioner. The Committee have been informed that the Department of Social Welfare have addressed all the State Governments requesting them to examine the legislation in their States and to initiate action to provide for similar powers of Superintendence in the Registration of Societies Act, by suitable amendments, if necessary. The Committee trust that the matter would be pursued with the State Governments to its logical conclusion so that the Audited Accounts are sent by voluntary institutions to the authorities concerned in time.

[(S.L. No. 19 (para 5.41) of Appendix V to the PAC's 128th Report  
(Sixth Lok Sabha)]

### **Action Taken**

All the State Governments and Union Territories except Maharashtra and West Bengal were addressed on 27 May 1978 to undertake an examination of the legislation pertaining to Registration of Societies in their States, in order to provide for powers of Superintendence in the Registrar of Societies, similar to the provisions obtaining in the State of West Bengal and Maharashtra. A reminder was issued on 16-1-79. The second and third reminders were issued on 1st May 1980 and 13 June, 1980.

2. The replies received from the various States are summarised in a statement enclosed. It would be observed that most of the States have stated that the matter is under consideration. Government of West Bengal and Government of Nicobar Islands have suggested that the Government of India itself amends the Societies Registration Act, 1960.

3. We have already considered this aspect and we have received the advice from the Cabinet Secretariat as well as Ministry of Law that this subject falls exclusively under the State list vide entry 32 List II Schedule 7 of the Indian Constitution. As such, it is not open to the Government of India to take up any amendment to the Societies Registration Act 1860. The matter is being pursued with the State Governments.

4. As the subject matter involves amendments of State legislation, it will now be for the State Governments to take action.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB dated 3-12-80]

## STATES/UTS

## REMARKS

- | STATES/UTS                             | REMARKS   |
|--|---|
| 1. ANDHRA PRADESH . . . . .            | A consolidated and comprehensive Bill on the subject is at present under consideration of the State Government. Therefore, Amendment of the existing Act is not necessary. The new Act will incorporate the suggestions made by us.   |
| 2. GUJRAT . . . . .                    | The State Government has amended the Societies Registration Act to provide: (i) that the alternation of the Memorandum of Association shall take effect only if Sanctioned by the Registrar; (ii) that every Society has to maintain regular accounts and get them audited by a Chartered Account; and (iii) that the auditor auditing the accounts has to send a copy of the accounts to the Registrar and apprise him about irregularities of the Society, if any.    |
| 3. JAMMU & KASHMIR . . . . .           | The State has sanctioned a set of Rules for grants to Voluntary Organisations. These Rule have not been made available to the Ministry. The State Government is to be requested to send the same.   |
| 4. KARNATAKA . . . . .                 | The Karnataka Societies Registration Act empowers the Registrar to enquire into the Constitution, working and financial conditions of the registered societies. The State Government can also appoint an Administrator for these Societies, if necessary, to set right their functioning.   |
| 5. TAMIL NADU . . . . .                | With the enforcement of the Tamil Nadu Societies Registration Act with effect from 22-4-78, the District Registrar have been invested with adequate powers to take action against the illegal activities of the organisations. The Registrar is empowered to hold an enquiry into the Constitution, working and financial conditions of the registered Societies. The person holding enquiry will have access of all books, accounts and documents of the organisation. |
| 6. ANDAMAN & NICOBAR ISLANDS . . . . . | This Union Territory has no legislature and it is for the Government of India to amend the Societies Registration Act 1860 for enforcement in the Union Territory.  |
| 7. DADRA & NAGAR HAVELI . . . . .      | This Union Territory has no legislature. It is for the Government of India to amend the societies Registration Act, 1860.   |

8. LAKSHADWEEP . . . . . The Administration is framing Rules under Section 24 of the Societies Registration Act and will provide suitable clauses in these Rules for supervising audit and inspection etc. on the lines of Bombay Public Trust Act 1950 and West Bengal Societies Registration Act 1961.
9. PONDICHERRY . . . . . Societies Registration (Pondicherry) Amendment Act 1969 has got ample provision for inspection and supervision. Every society is to be inspected once in two years. If necessary an auditor may be appointed to investigate the affairs of the Society.
10. BIHAR . . . . . Provision like those in the Bombay Public Trusts Act, 1950 and West Bengal Societies Registration Act 1961 already exist in the Bihar Societies Registration Rules, 1965.
11. WEST BENGAL . . . . . The State has suggested that the Societies Registration Act, 1860 may be amended to bring it in line with the provision of West Bengal Societies Registration Act 1961.
12. GOA, DAMAN & DIEU . . . . . Goa Administration has amended the Societies Registration Act, 1860 in order to give various powers to the Inspector General of Registration for effecting implementation of the provisions of the said Act.
13. SIKKIM . . . . . The Sikkim has its own Societies Registration Act. The question of amendment will be considered in due course. Sikkim Government has however supported the suggestions made by the Government of India.
14. CHANDIGARH ADMINISTRATION . . . . . The Chandigarh Administration follows laws passed by the Union Government. The voluntary agencies shall be asked to submit a special proforma giving detailed information on the accounts. The Government Auditor may also check the accounts. A Social audit will be exercised on the voluntary organisations.
15. UTTAR PRADESH . . . . . Most of the important provisions of West Bengal Societies Registration Act are available in the Societies Registration (UP Amendment) Act 1975 which give adequate powers of Superintendent. No further amendment is necessary at the present.



### Recommendation

The Committee find that necessary data regarding receipt of audited accounts and utilisation certificates and their acceptance was maintained only in the concerned Divisions of the Central Board and in the State Boards in respect of programmes for which the State Boards accept the account. The Committee were informed that to have a consolidated centralised record would not only be time-consuming but may also tend to duplicate the efforts. Since the Central Board follows the procedure laid down in the General Financial Rules for obtaining reports of utilisation of grants, utilisation certificates have necessarily to be furnished by the authority sanctioning the grants to the Finance Audit Office for which a centralised system of watching the issue of utilisation certificates is essentially required. The Committee desire that this question should be considered by the Department and suitable arrangement work out for streamlining the checks on outstanding utilisation certificates.

[Sl. No. 20 (Para No. 5.42) of 128th Report of the PAC (Sixth Lok Sabha)]

### Action Taken

A centralised system of keeping a watch over the receipt of audited accounts and utilisation certificates has been introduced in CSWB in May 78 *vide* para 3 of CSWB Office Note circulated under No. F. 5-3/77-78/ICU dated 3-5-78.

(Ministry of Social Welfare O.M. No. 6-2,79-CSWB/IF dated 24-2-82).

### Recommendation

The Committee have been informed that in the case of institutions which have not utilised the grants or have not complied with the terms and conditions of the grants, the Central Board does not sanction further grants to such institutions and also withholds any balance due to them. State Boards are also advised accordingly. The Committee trust that in case of recalcitrant institutions, their applications for grants under all the programmes are summarily rejected and those found to have indulged in malpractices are served with notices to refund the accounts already sanctioned. The Committee have dealt with this aspect in greater detail in the subsequent chapter.

[Sl. No. 21 (Para 5.43) of the 128th Report of the P.A.C. (Sixth Lok Sabha)]

### Action Taken

The observation of the Committee have been noted. These have also been brought to the notice of the State Boards with instructions to see that

these recommendations are strictly enforced in the case of all defaulting institutions.

[Ministry of Social Welfare's O.M. No. 6-2/79-CSWB/IF dated 3-10-81]

### **Recommendation**

The Committee note that according to the procedure adopted by the Central Board, funds released for a particular purpose for a prescribed period are required to be utilised by the grantee institutions for that specified purpose and within that period and the unutilised balance refunded to the Central Board. The Department of Social Welfare has conceded that 'instances of temporary diversion of funds by the State Boards from one programme to another programme had come to the notice of the Central Board'. That the diversion of funds continues unabated even after the impropriety had been pointed out by Central Board to State Boards in May 1975, is evident from the information completed by Audit (September 1978), which reveals that at least four States viz., Karnataka, U.P. West Bengal and Maharashtra had reported that there had been cases where funds received by the State Boards for specified schemes had been utilised by them for other schemes. In the case of West Bengal, the diversion from the Central Schemes to the State Schemes aggregated to Rs. 4.86 lakhs as on 31 March, 1976 and Rs. 2.84 lakhs as on 31 March, 1977. Furthermore, in the case of Gujarat and West Bengal, the reports received by Audit indicated that diversion of funds due to delay in getting States share of the grant had affected the implementation of the Central Sector Schemes of Special Nutrition Programme and Womens' Training Programme respectively. The Department of Social Welfare have also conceded that in the case of F.C.W. projects and W.E.P. (CD) and Order Area projects, in the States of Bihar, Haryana and Nagaland, the delay in the release of States' share affected the implementation of the programmes. The Committee have been informed that the aspect of strengthening the control mechanism in order to ensure that the funds released for a specified purpose are utilised by the State Boards for the intended purpose, is under the consideration the Central Social Welfare Board. The Committee hope that in future diversion of funds would be totally curbed.

[Sl. No. 22 Paragraph 5.58—128th Report of the PAC (6th Lok Sabha)]

### **Action Taken**

Observations|recommendations of the Committee have been brought to the notice of the State Boards. Instructions have also been issued to all the

State Boards reiterating that the unspent balances of one programme should, in no case, be utilised towards expenditure on other programme by them. (Min. of Social Welfare's O.M. No. 6-2/79-CSWB/IF dated 3-10-1981)

### **Recommendation**

The Committee take an adverse view of the inordinate delay ranging upto 33 months in the payment of salaries to project staff. In this context, the Committee take special note of the explanation offered during evidence by the representative of the Department of Social Welfare that 'the competence of the Department in the Government would be definitely limited to writing to the State Governments'. They also note that in a communication dated 24 July, 1978 addressed to the State Government, the Department of Social Welfare had pointed out delayed payment of salaries to the State Board employees. The Committee desire that since delay in payment of salaries inevitably causes hardships and has a demoralising effect on the project staff, earnest and endeavours should be made by the authorities concerned to ensure timely payment of salaries to the staff of the units functioning under the State Boards.

[Sl. No. 23 (Para No. 5.59) of 128th Report of the PAC (Sixth Lok Sabha)]

### **Action Taken**

The recommendation of the Committee has been noted. The attention of all the State Governments has once been drawn on the subject. The State Boards have also been advised to find out if there is still delay in payment of salaries.

(Ministry of Social Welfare's O.M. No. 6-2,79-CSWB/IF dated 3-10-1981.)

### **Recommendation**

The Committee find that the Nutrition Programme was included in the Fourth Five Year Plan with a provision of Rs. 6 crores. To initiate the programme during 1970-71, a provision of Rs. 20 lakhs had been made in the annual budget of the Department of Social Welfare. The scheme as formulated was sent to the State Social Welfare Advisory Boards in February, 1971. The Committee are of the view that Nutrition Programme is yet another instance of an ambitious programme launched without advance planning, leaving a considerable leeway in its implementation and could hardly be expected to make an impact on the beneficiaries. The observations of the Committee is supported by the fact that hardly an year had elapsed since the introduction of the Nutrition programme, when in 1972, the need for working out another scheme for integrated child care

services was felt. Accordingly, a scheme of Integrated Child Development Services was included in the Fifth Plan, providing for an integrated package of services to children, pregnant women and nursing mothers. The Ministry has conceded that experience showed that supplementary nutrition to children, below 6 years of age under the Special Nutrition Programme and the Balwadi Nutrition Progress did not make full impact on the child health and nutrition because other supportive services like health care, education to mothers and referral services were lacking. In due course, as the Integrated Child Development Services project covers larger areas, the nutrition programme through Balwadis will get merged in ICDS. The Committee trust that taking lessons from the findings of earlier evaluations, earnest endeavours would be made to avoid repetition of distortions creeping in the Integrated Child Development Services Scheme.

[Sl. No. 24 (Para 6.77) of the PAC's 128th Report (6th Lok Sabha)]

#### **Action Taken**

The Special Nutrition Programme (SNP) was launched as a crash programme in 1970-71 and as result adequate care could not be taken while preparing the scheme for implementing the programme of integrated delivery of services. However, it was desired that immunisation deworming and prophylaxis services would be provided. Similar services were also envisaged for the Balwadis, but these could not be assured in view of lack of a plan provision for the same. Simultaneously based on past experience, it was envisaged to launch Integrated Child Development Services (ICDS) Scheme. The ICDS Scheme was launched in 1974-75 with 33 blocks on an experimental basis, and at present, there are now 200 projects sanctioned in the country. This Ministry had suggested an expansion during International Year of the Child (IYC) so that the setting up of 1000 ICDS Projects could be there by the end of the 6th Five Year Plan but this could not be agreed to by the Ministry of Finance and the Planning Commission, due to financial constraints. Actual expansion allowed in the scheme has been very modest only 167 projects having been added to original 33. The All India Institute of Medical Sciences has been entrusted with the task of assessing the impact of the ICDS programme in the field of health and nutrition and the reports submitted by them are favourable. The Programme Evaluation Organisation of the Planning Commission has undertaken a detailed evaluation of the programme of ICDS and their final report are still awaited. Further corrective measures would be initiated on the basis of the final report of the Planning Commission. However, the observations of the PAC have been noted for future guidance.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 27 Nov. 1980)

### **Recommendation**

6.78 The Committee note that the scheme provided for setting up of separate standing Committee for coordination, supervision and implementation of the programmes at the Central, State and block levels. According to the scheme, the Committee at the Central level was to consist of the representatives of the Central Board, Indian Council of Child Welfare, Harijan Sevak Sangh and Adimjati Sevak Sangh with the Secretary Department of Social Welfare as the Chairman. The Committee have been informed that an Advisory Committee for Special Nutrition Programme was constituted on 25 January, 1971 which reviewed the working of Special Nutrition Programme and Balwadi Nutrition Programme from time to time. In addition, meetings of the representatives of the four voluntary organisations were convened as and when necessary. It is not known how many times such meetings were held between 1971 and 1976. The Committee have further been informed that because of an Integrated approach to the health and nutrition through Integrated Child Development Services having been adopted in the Fifth Five Year Plan, whereby Balwadi Nutrition Programme was not to be expanded and was being continued at the existing level, constituting of separate committees at different levels has not been considered necessary.

It is seen from the foregoing paragraph that there was lamentable lack of functional coordination. This is most regrettable. The Committee hope that looking to the multiplicity of the agencies and their inter-sectional departmental linkages, the strategy for effective functioning of the programme in future should be in coordinating their functions to avoid wastage in efforts by eliminating duplication and overlapping.

6.79 The Committee also find that a Central Coordination Committee on Nutrition Programme was constituted at the Central level on August, 1975 for implementation of the Fifth Five Year Plan Nutrition Programme. This Committee came into existence in 1975 i.e. four years after the inception of the Nutrition Programme in 1971. It had none of the non-Government representatives of the Central Social Welfare Board, Indian Council of Child Welfare, Harijan Sevak Sangh and the Adimjati Sevak Sangh thereby limiting its scope in the inbuilt chain of overall coordination, envisaged in the scheme. The Committee learn that the Chairman of the Central Social Welfare Board has since been included in the Central Coordination Committee reconstituted on 2-5-1978 and the question of giving adequate representation to voluntary All India Institutions is still under consideration of the Government. The Committee urge that the Govern-

ment should initiate action in this regard forthwith so that the Central Coordination forum could be made more effective and broad-based so as to include voluntary effort.

[Sl. Nos. 25 & 26 (Paras 6.7 and 6.8) of the P.A.C.'s 128th Report (6th Lok Sabha)]

### **Action Taken**

A 17 Member Committee for Special Nutrition Programme was constituted on 25-1-1971 under the Chairmanship of the then Additional Secretary, Department of Social Welfare, Representatives of the Central Social Welfare Board, Indian Council of Child Welfare and Bhartiya Adimjati Sevak Sangh etc. were also included in the Advisory Committee.

The Central Coordination Committee was set up in 1975 and from 1975 to 1976 three meetings were held. Most of the State Government/ Union Territories implementing the supplementary nutrition programme have already established Coordination Committees at various levels. We have already written to the State Governments|Union Territories that those who have not so far constituted such Committees may do so on a priority basis so that effective coordination is ensured.

The reconstituted Coordination Committee includes 12 Members representing various Central Ministries/Departments involved in implementing various feedings programmes for children and mothers in the country. No voluntary organisation was given membership as the Committee under reference was mainly to review the progress of implementation of various nutrition programme and to advise the Government to maintain effective coordination between the Central Ministries. Since Balwadi Nutrition Programme was being implemented by the then Department of Social Welfare, it was not found necessary to give individual representation to the voluntary organisations implementing the Balwadi Nutrition Programme. However, "the Chairman of the Committee may coopt representatives of the State Governments, international organisations, voluntary organisations and others as members as and when necessary."

(Ministry of Social Welfare O.M. No. 6-2|79-CSWB|IF dated 29-12-81)

### **Recommendation**

The Committee note that the Scheme visualised coverage of 4,60,000 children at 10,400 Balwadis and Day-care centres by services with the help of Social Welfare organisations during the Fourth Five Year Plan. However the number of Balwadis added at the end of the Fourth Plan in 1974 was 4,527 with 1,69,047 beneficiaries. In 1977-78, the number of Balwadis was 4873 covering 2,11,776 beneficiaries. When looked at from the

point of country's infant population of 11.47 crores in the age group 0—6 years according to 1971 census, the coverage by any norms cannot be considered adequate. Because of the Integrated approach to child health and nutrition adopted in the Fifth Plan the Nutrition Programme is being maintained at the Fourth Plan level and in due course it will get merged in the Integrated Child Development Services scheme. While the integration of the programme under ICDS is welcome, the Committee trust, it will be possible to assess how much has been the coverage under Nutrition Programme.

[Sl. No. 27 (Para 6.80) of the PAC's 128th Report (6th Lok Sabha)]

#### **Action Taken**

The coverage of beneficiaries under Balwadi Nutrition Programme (BNP) at 2.3 lakhs is being maintained at the fourth plan level and no expansion under this programme is permitted. Under the scheme of creches for the children of working and Ailing women, the coverage has increased from 19,050 in 1976-77 to 49,275 in the year 1979-80. The coverage of beneficiaries under special Nutrition Programme has increased from 37 lakhs in 1973-74 to about 70 lakhs till the end of March, 1979. During the year 1979-80, it is expected to have covered about 20 lakhs beneficiaries, additionally. In the context of the revision of Sixth Five Year Plan, a fresh scheme of Special Nutrition Programme with an additional coverage of 50 lakhs beneficiaries, over and above the level achieved to date, is being submitted to Planning Commission for approval. Steps are also being taken to improve the quality of the Nutrition programmes by integrating the supportive services of health check-up, immunisation, safe drinking water Nutrition and Health Education to mothers etc. through a revised scheme of S.N.P. subject to approval of the Planning Commission. The suggestion of the PAC has been noted for guidance.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 6-12-80)

#### **Recommendation**

The Committee regret to observe that the method of nutrition food distribution was far from satisfactory. According to an operational evaluation carried out by the National Institute of Public Cooperation and Child Development, the food supplement collected by elder members of the family is shared among all the members. The Committee cannot but deplore such malpractices and suggest that the Central Board should devise foolproof delivery system to ensure that the programme actually and only covers the beneficiaries for whom it is evolved. Further according to a study conducted by the Indian Council of Medical Research, about 50 per cent of the benefit under the scheme goes to the children and the

balance is incurred by way of administrative expenditure, transportation cost, storage charges, cooking expenses etc. The representative of the Department conceded during evidence that the "overheads must be completely isolated, from the direct intake for the Child." The Committee would, therefore, like a study to be made of the component of administrative cost per child of providing nutrition to children through Balwadis. The Committee would also like the Government to ensure that administrative costs involved in the supply of nutrition food are reduced and at the same time, the participation of voluntary agencies in providing various facilities for implementing the scheme is secured. The Committee would like Government also to ensure necessary checks over distribution of protein-enriched bread and other nutritious foods so that the target group for whom these are intended, may derive benefit from the scheme.

[Sl. No. 28 (Para 6.81) of the PAC's 128th Report (6th Lok Sabha)]

#### **Action Taken**

The suggestions/comments made by the PAC have been taken into account and the organisations through which the Balwadi Nutrition Programme is being implemented have been advised to take immediate remedial action vide Ministry of Social Welfare letter No. 4-4 80-NT dated 8 July, 1981 (Copy enclosed) Cost of food supplement under Special Nutrition Programme is 20 paise per day per child and 25 paise per day per mother. Administrative charges are being paid only at the rate of 5.5 paise per day per beneficiary under Balwadi Nutrition Programme, only 20 paise per day per beneficiary are paid for food cost and no administrative charges are paid which is expected to be borne by the voluntary organisations implementing the programme. Efforts are being made to elicit maximum voluntary and community participation in the Nutrition Programme. Mechanics of undertaking the study as recommended by PAC are being worked out.

As regards increase in the provision of nutrition supplement which is at present 20 paise per day per child and 25 paise per day per mother, the matter was taken up with Planning Commission suggesting that provision may be increased from 20 paise to 30 paise per day per child and 25 paise to 35 paise per mother. The Planning Commission advised that an Expert Committee consisting of representatives of various Departments may be set up to examine the proposal in detail and give their findings for consideration of the Planning Commission. Accordingly an Expert Committee was set up under the Chairmanship of Dr. B. N. Tandon, All India Institute of Medical Sciences. The Committee in January 1981 recommended that the cost per unit of supplementary nutrition for children should be 25 paise



and for pregnant and lactating women should be 50 paise. The incidental (of administrative) charges for processing and transportation would be additional 10 paise per unit instead of 5.5 paise as under the existing pattern of expenditure. The Committee also recommended that this unit cost can be applicable to all nutritional programmes including the Special Nutrition Programme. This recommendation of the Expert Group has been accepted by the Ministry and the Planning Commission and necessary instructions to the States/Union Territories have also been issued in June 1981 (copy enclosed) for its immediate implementation.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-12-81]

[Copy]

***MOST IMMEDIATE***

No. 4-480/80-NT

GOVERNMENT OF INDIA

MINISTRY OF SOCIAL WELFARE

New Delhi-1, the 8 July, 1981.

To

As per list attached.

**Subject:—**Action Taken Notes on the recommendations contained in the 128th Report of the Public Accounts Committee (Sixth Lok Sabha) on the Central Social Welfare Board—regarding.

Sir,

With reference to the subject mentioned above, I am directed to invite attention to para 6.81 as reproduced below:—

“The Committee regret to observe that the method of nutrition food distribution was far from satisfactory. According to an operational evaluation carried out by the National Institute of Public Cooperation and Child Development, the food supplement collected by elder members of family is shared among all the members. The Committee cannot but deplore such malpractices and suggest that the Central Board should devise foolproof delivery system to ensure that the programme actually and only covers the beneficiaries for whom it is evolved. Further according to a study conducted by the Indian Council of Medical Research, about 50 per cent of the benefit under the scheme goes to the children and the balance is incurred by way of administrative expenditure, transportation cost, storage

charges, cooking expenses etc. The representative of the Department conceded during evidence that the overheads must be completely isolated, from the direct intake for the Child. The Committee would therefore like a study to be made of the the component of administrative cost per child of providing nutrition to children through Balwadis. The Committee would also like the Government to ensure that administrative costs involved in the supply of nutrition food are reduced and at the same time the participation of voluntary agencies in providing various facilities for implementing the scheme is secured. The Committee would like Government also to ensure necessary checks over distribution of protein enriched bread and other nutrition foods, so that the target group for whom these are intended may derive benefit the scheme."

2. Keeping in view the various suggestions|comments of the PAC reproduced above regarding the functioning of the Balwadies, it is requested that foolproof delivery system of nutrition supplement among the target group of children for whom the scheme has been evolved may please be ensured in your organisation. The PAC's recommendation regarding the distribution of protein enriched bread and nutrition food may also please be ensured in the balwadies run by your organisation, within the available funds under the programme.

3. It is requested that action taken in the matter may please be intimated to this Ministry, in due course.

4. Receipt of this letter may please be acknowledged at an early date.

Yours faithfully,

Sd/-

(BRIJESHWAR SINGH)

Under Secretary to the Govt. of India

Tel. : 389164

MINISTRY OF SOCIAL WELFARE

(NT Section)

1. Smt. Sarla Gopalan,  
Executive Director,  
Central Social Welfare Board,  
Jeevan Deep Building,  
1st Floor Parliament Street,  
New Delhi-110001.

2. Smt. Indira Day,  
General Secretary,  
Indian Council for Child Welfare,  
4, Deen Dayal Upadhyay Marg,  
New Delhi-10002.
3. Shri J. Chinchalkar,  
Secretary,  
Bharatiya Adimjati Sevak Sangh,  
Dr. Ambedkar Road,  
New Delhi-110055
4. Shri Shankar Lal,  
Secretary,  
Harijan Sevak Sangh,  
Kingsway,  
Delhi—110009.

[Copy]

*IMMEDIATE*

No. 13-9/78-NT(Vol. II)

GOVERNMENT OF INDIA

MINISTRY OF SOCIAL WELFARE

New Delhi, the 22 June, 1981.

To

All States; U.Ts.

Subject:—Revision of unit cost of nutrition supplementation under SNP.

Sir,

I am directed to convey the approval of the Government of India to enhance the existing rates of unit cost of nutrition supplementation both under SNP and ICDS with immediate effect. The approved rates of unit cost per day per beneficiary are given below:—

	(Figures in paise)		Total
	Food	Admn. Cost	
Children	25	10	35
Mothers	50	10	60

2. As plan provision under nutrition (state sector) in the sixth Five Year Plan (1980—85) and Annual Plan 1981-82 have already taken care of these additional commitments, you are requested to kindly bring these revised rates of nutrition supplementation into immediate effect. This has

an earlier reference to our d.o. letter of even number dated 30 September 1980 from Shri M. M. Rajendran, Joint Secretary.

3. This may kindly be acknowledged.

Yours faithfully,

(O. P. SINGH BHATIA)  
Deputy Secretary to the Government of India.

### **Recommendation**

The Committee find that one of the main requirements of the Nutrition Programme was that the institutions implementing it would make arrangements for health checks of beneficiaries maintain menu charts and furnish monthly progress reports to the State Board, who in turn were required to consolidate these reports and forward the same to the Central Board at the end of each quarter. The Committee are distressed to note that since the inception of the programme, no such progress reports have been received by the Central Board. The Committee have been informed that the Board receives annual progress reports from that the institutions/projects on sanctioned grants alongwith accounts for the year. Some of the irregularities which have come to the notice through the Audit Reports/ Inspection Reports are:—

- (i) Expenditure not incurred strictly in accordance with the approved items of the Grants.
- (ii) Employment of untrained staff instead of trained staff for delivery of the services.
- (iii) Shortfall in the approved number of beneficiaries.
- (iv) Managing committee not meeting regularly.
- (v) Non-maintenance of the records in the prescribed manner.

The inadequacy of the inspection visits by welfare Officers has conceded during evidence. The Committee feel that in the absence of consolidated quarterly progress reports from the State Board and complete inspection reports from Welfare Officers, proper and effective utilisation of grants released for the Nutrition programme by guarantee institutions and maintenance of standards of services could have hardly been possible. The Committee desire that in future effective supervision of the pro-

gramme should be exercised and the officials found lacking in this function should be suitably dealt with. The Committee would like the Ministry to devise, in consultation with the health and medical authorities, ways and means to ensure regular periodical health check ups and immunisation of the beneficiaries and maintenance of menu charts, which are an essential ingredient of the programme.

[Sl. No. 29 (Paragraph 6.82) of the PAC's 128th Report (Sixth Lok Sabha)]

#### **Action Taken**

The national level social welfare organisations implementing the Balwadi Nutrition Programme have advised vide letter No. 4-4/80-NT dated 8 July, 1980 (copy enclosed) to ensure strict compliance and submission of report regularly to this Ministry efforts are being made to ensure provision of health inputs in SNP by Special Nutrition Programmes by coordination of efforts at the field level with the Departments of Social Welfare and Health of the State Governments.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/78 dated 29-12-81]

(COPY)

**MOST IMMEDIATE**

F. No. 4-4/80-NT

GOVERNMENT OF INDIA

MINISTRY OF SOCIAL WELFARE

New Delhi-1 dated 8th July, 1980.

To

As per list attached

Subject:—Action Taken Notes on the recommendations entertained in the 128th Report of the Public Accounts Committee (Sixth Lok Sabha) on the Central Social Welfare Board, regarding.

Sir/Madam,

With reference to the subject mentioned above, I am directed to invite attention to para 6.82 as reproduced below:—

“The Committee find that one of the main requirements of the Nutrition Programme was that the institutions implementing it would make arrangements for health checks of beneficiaries, maintain menu charts and furnish progress reports to the State Board, who in turn were required to consolidate

these reports and forwarded the same to the Central Board at the end of each quarter. The Committee are distressed to note that since the inception of the programme, no such progress reports have been received by the Central Board. The Committee have informed that the Board received annual progress reports from the institutions|projects on sanctioned grants alongwith accounts for the year. Some of the irregularities which have come to the notice throughout the Audit Reports|Inspection Reports are:—

- (i) Expenditure not incurred strictly in accordance with the approved items of the grants.
- (ii) Employment of Untrained staff instead of trained staff for delivery of these services.
- (iii) Shortfall in the approved number of beneficiaries.
- (iv) Non-maintenance of the records in the prescribed manner.

The inadequacy of the inspection visits by Welfare Officers has been conceded during evidence. The Committee feel that in the absence of consolidated quarterly progress reports from the State Board and complete inspection reports from Welfare Officers, proper and effective Utilisation of the grants released for the Nutrition Programme by grantee institutions and maintenance of standards of service could have hardly been possible. The Committee desired that future effective supervision of the programme could be exercised and officials found lacking in this connection should be suitably dealt with. The Committee would like the Ministry devise, in consultation with the health and medical authorities, ways and means to ensure regular periodical health check ups and immunisation of beneficiaries and maintenance menu charts, which are an essential ingredients of the programme.”

2. Keeping in view the above cited comments|recommendations of the PAC, it is requested that effective remedial steps may please be immediately initiated in the Balwadies run by your organisations and compliance reports may please be furnished to this Ministry in due course.

3. Receipt of this letter may please be acknowledged at an early date for record in this Ministry.

Yours faithfully,

Sd|-

(BRIJESHWAR SINGH)

Under Secretary to the Govt. of India.

Tel: No. 381964

**Ministry of Social Welfare**

**(NT SECTION)**

1. Smt. Sarla Gopalan,  
Executive Director,  
Central Social Welfare Board,  
Jeevan Deep Building,  
1st Floor Parliament Street,  
New Delhi-10001.
2. Smt. Indira Day,  
General Secretary,  
Indian Council for Child Welfare,  
4, Deen Dayal Upadhyay Marg,  
New Delhi-1100012
3. Shri J. Chinchalkar,  
Secretary,  
Bharatiya Adimjati Sevak Sangh,  
Dr. Ambedkar Road,  
New Delhi—110055
4. Shri Shankar Lal,  
Secretary,  
Harijan Sevak Sangh,  
Kingsway,  
Delhi—110009.

**Recommendation**

The Committee note that the Family and Child Welfare Projects Scheme started in November, 1967 was actually modification of the earlier Welfare Extension Project, both original and coordinated pattern as well as urban. The Committee have been informed that all the Family and Child Welfare Projects now stand transferred to the concerned State Governments and/or Union Territory Administration as proposed. In principle, the Committee disapprove frequent shifts in structure, scope, emphasis and pattern of programmes, which reflects only piece-meal approach at the formulation stage. They feel that merger of one scheme into another at later stage and overlapping of their contents, poses difficulties in assessing their impact on the beneficiary group. The Committee need hardly emphasise that frequent modification in scheme should normally be avoided since these tend to interfere with the process of much needed consolidation of social welfare programmes.

[Sl. No. 30 (Para 6.105) of the P.A.C's 128th Report  
(6th Lok Sabha)]

### **Action Taken**

The observations have been noted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 18-9-81]

### **Recommendation**

The Committee find that in Family and Child Welfare Project there was substantial fall in the expenditure of welfare activities viz. supplementary nutrition to children, feeding charges for women trainees and recreational and educational material in Family and Child Welfare Projects successively for three years from 1973-74 to 1975-76. The shortfall had occurred mainly in the projects located in the backward areas, whereas the expenditure incurred on some of the items had exceeded the schematic provision in the projects in a few States like Gujarat, Maharashtra etc. The Committee have further been informed that expenditure on the continuance of such projects by the State Governments had been taken into account by the Sixth Finance Commission in their scheme of devolution. At this stage, when the Family and Child Welfare programmes have been transferred to the State Governments and have to be financed by the State Governments in future, the Committee would only like to point out that had the Central Social Welfare Board kept a close watch on the progress of the schemes, in the past, the achievements in this programme would have been far more impressive than what actually have been.

[Sl. No. 31 (Para No. 6.106) of the PAC's 128th Report  
(6th Lok Sabha)]

### **Action Taken**

The observations have been noted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 18-9-81]

### **Recommendation**

The Committee find that ever since its inception, the Central Social Welfare Board has not accorded due priority and attention to general social welfare services oriented to the vulnerable and economically depressed sections of society, viz. the mentally handicapped, socially mal-adjusted, the destitutes, the aged and infirm and the needy men. The schemes formulated by the Central Board over the years have catered mostly to the needs of women and children and those of the Department of Social Welfare were directed at the welfare of the handicapped. The Plan outlay on schemes oriented for the welfare of the children and women during successive plan periods ranged between 80 and 85 per cent of the total outlay on social welfare sector. The basic goal of the Family and Child Welfare



Schemes is to provide welfare services to the entire family as an integral unit, but the men-folk in the family were not involved at any state. Similarly, under the socio-economic programmes, the assistance provided for setting up Self-Production Units, Agro-based Units and Border Area Projects, was confined only to needy and deserving women. The recent floods affected all categories alike, but all the production-units covered only one target group, viz., needy women, ignoring destitute children and aged and infirm men rendered homeless, for whom separate schemes were not launched by this Department. Similarly, in the Border Area Projects which had been launched in 1962 with a view to promoting emotional and cultural integration of the border area population with the rest of the country, its services are confined to women and children through schemes like Balwadis, craft training maternity services, etc.

[Sl. No. 32 (Para No. 6.113) 128th Report of the PAC  
(6th Lok Sabha)]

#### **Action Taken**

Under General Grant-in-aid programme of the Board, financial assistance, subject to eligibility of institution, and availability of funds can be obtained for conducting all types of activities for welfare services for children, Welfare Services for Women, Welfare Services for the Physically Handicapped, for medical social welfare services, and for welfare services for the aged and infirm—in fact for all socially handicapped groups of the population including men of the family. The development of social welfare services in the voluntary sector is, however, dependent on the need of the community and capacity of the local volunteers to undertake a particular type of activity in a given area.

2. Socio-economic programmes of the Board, in particular has been so designed as to give remunerative work to needy women and the physically handicapped men and women, to earn an income which contributes to the welfare of the family and its development as a whole.

3. The scheme of welfare Extension Project (Border Areas) designed on the model of the scheme of welfare extension Projects in rural areas is exclusively for catering the welfare needs of the women and children.

4. The observation of the Committee, have, however, been noted.

[Ministry of Social Welfare's O.M. No. 6-2/79-CSWB/IF dated 3-10-81]

#### **Recommendation**

While the Committee appreciate the added emphasis placed on schemes oriented to serve two sections of the vulnerable population, viz, women and children, they disapprove the total lack of an integrated approach towards

the needs of equally needy men alongwith that of women and children. The Committee feel that the Family and Child Welfare schemes and the Socio-economic programmes should necessarily cater to the needs of the different categories of family members so as to fulfil the aim of development of the family as a whole, of course from amongst most vulnerable and economically depressed sections of society so that they catch up with the rest of other sections of the population. The Committee, therefore, consider it essential that inter-sectoral priorities should be re-established and the Central Social Welfare Board through its counterparts in States should extend assistance to hitherto neglected sectors by setting up proper institutional infrastructure. The Committee need hardly emphasise that the initial scrutiny of applications for financial assistance should provide necessary checks and balances so that there is a balanced growth of welfare services as a whole and disparities between different segments of the target group and the resultant inequilibrium in the social services *inter se* is narrowed down, if not wholly curbed.

[Sl. No. 33 (Para No. 6.114) 128th Report of the PAC  
(6th Lok Sabha)]

#### **Action Taken**

The Scheme of Family and Child Welfare Services in rural areas has since been taken over by the State Governments/U.T. Administration. The observations of the Committee would, however, be kept in mind by the Board when a new Scheme/Programme is launched. The recommendation to narrow down the disparities between different segments of target groups has also been noted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 3-10-81]

#### **Recommendation**

The Committee find that a total assistance of Rs. 451.88 lakhs had been provided during the period 1964-65 to 1977-78 on the Mahila Mandal programme. Yet the Government had not carried out any specific evaluation of this programme to assess its impact on the target group of beneficiaries or to improve its performance. The Committee have been informed that one of the Committees which were set up by the C.S.W.B. in 1973, for review of Grants-in-Aid programme had observed that as the scheme of Functional Literacy was being launched and the Mahila Mandals were to be covered under that programme, it was not necessary to review the Mahila Mandal Programme. The Committee does not agree to this contention. The fact remains that the programme was not evaluated since its inception in 1964. Consequently, it is difficult to know what really useful work has been done by the Mahila Mandal programme during the

last 14 years, how grants have been utilised, what has been the contribution of voluntary agencies and what has been the impact of the programme on the beneficiaries. At this stage, when there is a move to merge it under the Integrated Child Development Services programme, extending it to cover the areas in which Mahila Mandals are operating, the Committee would only like to point out this as another instance of lapse in evaluation and monitoring of programmes so vital to ensure their efficient implementation.

[Sl. No. 34 (Para No. 6.129) of 128th Report of the PAC  
(6th Lok Sabha)]

### **Action Taken**

A study on the evaluation of Mahila Mandal Programme was initiated by the Board. Questionnaires were finalised for this purpose and involvement of the State Social Welfare Advisory Boards and the field staff for collecting the necessary material was considered. The schedules to be canvassed for the Study have also been finalised. There are a little over 400 Mahila Mandals aided by the Board. If 10 per cent sample is selected for the Study, it would amount to studying nearly 40 Mahila Mandals and canvassing about 200 schedule. Action has been initiated to complete the Study.

The Board is also considering a suggestion of the Government to entrust the work of evaluation and monitoring of Mahila Mandal Programme to an outside agency with a view to expediting completion of the work.

[Ministry of Social Welfare O.M. No. 6-279-CSWB/IF dated 18-3-82]

### **Recommendation**

The Committee find that there has been a considerable disparity in the quantum of grants sanctioned and released to various States, as also further distribution among various centres *inter se*. Thus, whereas, Andhra Pradesh, having 17 institutions and 35 centres was released Rs. 4,54,030 during 1977-78. Tamil Nadu having 15 institutions and an equal number of 35 centres got Rs. 1,22,500 and Assam with 16 institutions and 39 centres got a release of Rs. 2,49,000. The Committee have been informed that there is limitation inherent in schematic pattern so evolved contribution to a wide disparity in release of grants to an almost equal number of institutions and *inter se* between different centres owing to its origin in varied activities taken up by Mahila Mandals, with a combination of one or more services in respect of Balwadis, Maternity services and/or craft training and the matching contributions according to schematic pattern. The Committee have also been informed that since the number of grants depends

upon the number of institutions that forward for assistance and therefore, it has not been possible to maintain uniformity or equitable regional distribution. The Committee appreciate the above limitation. Even so, they feel that in any scheme of this nature, effort should be made to ensure that, while giving financial assistance, some balance is maintained in the growth of social welfare services in different regions.

[Sl. No. 35 (Para 6.130) 128th Report of the PAC  
(6th Lok Sabha)]

#### **Action Taken**

The observations of the Committee have been noted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 18-9-81].

#### **Recommendation**

The Committee are distressed to note that the number of Mahila Mandals executing the programme had declined from 624 during Third Five Year Plan to 406 during 1977-78. The Ministry has stated in this connection that wherever the working of the Mahila Mandals was not found satisfactory these were closed down and that another reason for the weeding out has been that some of the voluntary institutions were not able to raise the matching contribution for the successful continuation of the programme. Considering the large number of Mahila Mandals that have been closed during the period of 5 to 6 years, it would appear that grants are being paid under a scheme in which the interest has been steadily waning. The extent of grant given to the Mahila Mandals has however, increased from Rs. 25.81 lakhs in 1971-72 to Rs. 43.92 lakhs in 1977-78. Since the extent of financial assistance rendered to the Mahila Mandals annually is considerable despite the steady decrease in number, the utility of continuation of this programme which seems to be losing hold would need to be thoroughly looked into. It is hoped that Government would take suitable action in this regard.

[Sl. No. 36 (Para No. 6.131) 128th Report of the PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

A study on the evaluation of Mahila Mandal Programme was initiated by the Board. Questionnaires were finalised for this purpose and involvement of the State Social Welfare Advisory Boards and the field staff for collecting the necessary material was considered. The schedules to be canvassed for the Study have also been finalised. There are a little over 400 Mahila Mandals aided by the Board. If 10 per cent sample is selected

for the Study, it would amount to studying nearly 40 Mahila Mandals and canvassing about 200 schedules. Action has been initiated to complete the Study.

2. The Board is also considering a suggestion of the Government to entrust the work of evaluation and monitoring of Mahila Mandals Programme to an outside agency with a view to expediting completion of the work. The utility of continuation of the programme or otherwise would depend on the outcome of the Study.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 18-3-82]

### Recommendation

The Committee note that the principal aims of the Socio-Economic Programme is to provide gainful employment to needy women, such as destitutes, widows etc. and the physically handicapped. The Central Social Welfare Board have fostered 1506 units with an employment potential of 19,430 from inception of the programme in 1958 upto the end of March, 1978. The Committee find that based on a moderate assessment made by the Working Group on programmes of the Central Social Welfare Board (1977), the *per capita* investment required to provide employment for a needy women works out about Rs. 1600. According to an evaluation made by the Indian Cooperative Union, when viewed in the proper perspective of national requirements, the programme as a whole has made little impact though it has been functioning for nearly two decades and has been able to serve only a small number of beneficiaries—less than 5,000 (March, 1975). The socio-economic background of the units included in the representative field survey showed that about 17 per cent of the beneficiaries belong to families whose income is above Rs. 500 per month, 45 per cent belong to families having a total income of upto Rs.200 per month and 5 per cent of the families having income over Rs. 1000 per month. Again 44 per cent of the families had two earning members each and 14 per cent 3 or more earning members. The Committee are inclined to believe that in the absence of well defined criteria for the selection of target group/beneficiaries, the programmes were in actual practice extended to quite a few who are not the sole earners in the family and the family income of earning members cannot be considered low taking the average national *per capita* income in 1974-75 at current prices (1975-76) of Rs. 85/- per month. The extension of Socio-Economic Programmes in an indiscreet manner without identifying prospective beneficiaries of the target group, is only one illustration of how some less deserving elements could take advantage of the schemes launched by the Board with laudable goals in

view, thereby depriving the really needy and deserving sections of the society.

[Sl. No. 37 (Para No. 6.184) 128th Report of the PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

The Socio-economic Programme has the object of providing benefit to those who are economically backward, physically handicapped and also socially mal-adjusted such as destitutes, widows and the deserted.

According to the Evaluation Study conducted by the Indian Cooperative Union (Refer to in the para of PAC), 70 per cent of the beneficiaries belong to the categories of lower middle class, casual urban labour, agricultural and Artisan Class. The study further shows that the largest concentration of beneficiaries (45.1 per cent) is in the families having a total income upto Rs. 200/- per month. From the table 39 of the Evaluation study, it will be seen that 75.25 of the families are below the income level of Rs. 400/- per month. Thus it is clear that the beneficiaries of this programme consists largely of those who can be considered as economically backward. It may also be pointed out that in the case of units engaged in production activities, the institutions would also have to engage supervisory staff and skilled persons who may belong to higher income groups. Thus there is a small percentage of beneficiaries i.e. 5.7 between income range of Rs. 701-1000 and 2.6 per cent above income range of Rs. 1000 (not 5 per cent as stated in the PAC Para). The Evaluation Study conducted by the Indian Cooperative Union has concluded in para 4.18 of its Report that "the foregoing review of the beneficiaries shows that in keeping with its aims, the programme is essentially serving the deserving and the needy."

In this context, it may also be mentioned that the Dairy Programme for the benefit of needy women initiated by the Board in 1973 had now become one of the major components of the Socio-Economic Programme. Under this scheme the beneficiaries belong to families having an annual income of Rs. 2400 or less (such ceiling is not applicable in the case of War Widows, families of Jawans and the Physically Handicapped persons). Thus the Dairy Programme provides benefits to the poor and needy in the society.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 24-2-82]

#### **Recommendation**

The Committee desire that a well-defined criteria for the selection of target group in consonance with the principal aims of the programme should be laid down and information on essential socio-economic background of

the prospective beneficiaries and their families should be gathered through surveys, so as to ensure that the bulk of the beneficiaries conform to the basic criteria.

[Sl. No. 38 (Para No. 6.185) 128th Report of the PAC  
(6th Lok Sabha)]

#### **Action Taken**

The target group under the Socio-Economic Programme of the Central Social Welfare Board is needy women and the physically handicapped. The needy women comprise those who are economically backward socially mal-adjusted such as the destitute, widow and the deserted.

As regards survey to find out whether the socio-economic background of the bulk of the beneficiaries conform to the basic criteria, the scheme was recently evaluated through the Indian Cooperative Union and on the basis of their recommendations the scheme has since been revised. For continuous survey and checks, the field machinery has been strengthened and a full-fledged Division under the charge of a senior Officer is being organised in the Central Social Welfare Board for effective monitoring, planning and coordination of all the programmes.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 5-1-1982]

#### **Recommendation**

According to the field study made by Indian Cooperative Union out of 45 surveyed units three voluntary institutions are well established and are engaged in many other major activities (such as Balwadis, nutrition programme, condensed course etc., financed by the Central Board), apart from the socio-economic units. Among the activities, the schools for girls upto High School level are run by all the three institutions. The Committee feel that involvement in too many activities by too few a people is apt to result in the neglect of the socio-economic units, which naturally get relegated to low priority. The Committee would like the Central Social Welfare Board to carry out a systematic review of the existing units set up with grants from the Central Board. Voluntary agencies running common social services such as schools and libraries, hospitals and dispensaries etc. should be discouraged to enter the field of Socio-Economic Programmes of the Board.

[S. No. 39 (Para No. 6.186) 128th Report of the PAC (Sixth Lok Sabha)]

#### **Action Taken**

This observation has been noted.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 24-11-80]

### Recommendation

The Committee note that one of the conditions of eligibility for assistance under the programme is that the organisation should have a good management and be financially sound with a capacity for successfully implementing the scheme on commercial lines. It is too much to expect a voluntary institution to implement the scheme on commercial basis. A review of the working of different units as on 31st March, 1976 made during 1976-77 revealed that out of 197 units started before 31st March, 1975 as many as 51 units had become defunct. These units involved a capital outlay of Rs. 16.35 lakhs with an employment potential of 1,361 persons. Eight of these units are stated to have been revitalised. A test check by Audit of 24 units showed that as many as 18 had incurred accumulated losses amounting to over rupees two lakhs against grants amounting to Rs. 4.63 lakhs paid by the Board. In the fact of such evidence, the Committee find it hard to appreciate how the Board satisfied itself that the selected institutions fulfilled one of the main criteria of selection viz. of possessing the necessary capacity to work out and successfully implement the scheme under the programme'. The Committee desire that the Board should devise some mechanism, whereby the project proposals formulated are subjected to techno-economic scrutiny and appraisal before these are approved.

[Sl. No. 40-(Para 6.187) of the PAC's-128th Report (Sixth Lok Sabha)]

### Action Taken

The schemes which are received from the voluntary institutions seeking assistance under the Socio-Economic Programme are vetted by the Small Industries Service Institutes|Departments of Industries|District Industries Centres keeping in view the economic and technical aspects of the scheme.

It is also one of the duties assigned to the Assistant Project Officer (Socio-Economic) to carry out Pre-investment survey in respect of units proposed to be set up.

The Board approves grants under the Socio-Economic Programme on the basis of the schemes so vetted by these agencies.

Besides the feasibility of a Project on the basis of initial scrutiny, there are various other factors that contribute to the success or failure of any scheme, like changing economic and social conditions.

(Ministry of Social Welfare O.M. No. 6-2|79-CSWB|IF dated 29-8-81)



### **Recommendation**

The Committee note that the institutions are required to furnish block accounts of assets valuing more than Rs. 1,000 created out of financial assistance provided by the Board. The Department of Social Welfare though conceding that 'there had been delay in the submission of statement of assets in the prescribed form despite the Board pointing this out to the institutions, 'has reconciled itself to the position that it is pursuing the matter.'

The Committee desire that centralised accounts should be maintained for the purpose in the Central Board and the proforma prescribed for submission of a certificate of inventories of permanent and semi-permanent assets created or acquired wholly or mainly out of the grants given by the Board, should inter alia include that these were being maintained and had not been encumbered or disposed off and that they had not been utilised for the object for which assistance was given.

[Sl. No. 42 (para No. 6.189) of 128th Report of the PAC (Sixth Lok Sabha)]

### **Action Taken**

The Central Social Welfare Board is maintaining centralised registers in respect of assets valuing more than Rs. 1,000 created out of financial assistance provided to the institutions by the Board. The proforma adopted for this purpose is the same as prescribed in the General Financial Rules (GFR 19), a specimen copy of which is enclosed. This requirement also forms one of the conditions of the grant given to the institutions who are also given this prescribed form alongwith the sanction letter and they are required to furnish this return at the end of each financial year. Before the grant is released to the institution, they execute an undertaking to the effect that the assets acquired wholly or substantially out of the grant will not, without the prior sanction of the CSWB, be disposed of or encumbered or utilised for purposes other than those for which the grant has been sanctioned.

These returns are generally received from the institutions and where they are not received, the concerned institutions are reminded.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 2-3-1982]

FORM G.F.R. 19

(See Government of India's decision 7 (b) under Rule 148 (8) Assets acquired wholly or substantially out of Government grants Register maintained by grantee institutions.)

Name of sanctioning Authority

Sl. No.	Name of grantee institution	Amount of the grant sanctioned	Brief purpose of the grant	Whether any condition regarding the right of ownership of Govt. in property or other assets acquired out of the grant was incorporated in the grant-in-aid sanction	Particulars of assets actually created or acquired	Value of the assets as on	Purpose for which utilised at present	Encumbrance or not	Reasons if encumbered	Disposed off or not	Reasons & authority if any for disposal	Amount realised on disposal	Remark
1	2	3	4	5	6	7	8	9	10	11	12	13	14

**NOTE:** In case of grants sanctioned for building construction, Please furnish the particulars of the building with its house No. allotted by the local body and location, actual number of rooms constructed and their dimensions.

Secretary/President  
Name & address of the institution:-----

### Recommendation

The Committee are informed that 'efforts are being made to transfer equipment of defunct units to some other organisations for restarting other 'sick units'. The Committee desire that speedy follow up action should be taken in the matter. The Committee are constrained to note that large amounts involving as many as 93 institutions had to be written off, being irrecoverable. The Committee would like the Central Social Welfare Board to analyse these cases to find out the extent of defalcations involved and to take deterrent action so that it may serve as a lesson to others. They would also like the Department to fix responsibility for contributory negligence on the part of official members and other officials.

[Sl. No. 43-Para 6.190 (128th Report) (Sixth Lok Sabha) on CSWB]

### Action Taken

All the 93 cases referred to in the recommendation have been analysed by the Central Social Welfare Board. Only in one case, defalcation of Rs. 3,006.68 in the Family and Child Welfare Project in Assam was noticed. The services of the Accountant of the Project responsible for the defalcation were terminated in March 1969. The Central Board has also issued further instructions (copy enclosed) to all concerned to prevent recurrence of such losses and to ensure safe custody of the money with the projects.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-12-81]

(COPY)

### CENTRAL SOCIAL WELFARE BOARD

Jeevan Deep Building,  
Parliament Street,  
New Delhi.

October 29, 1976.

N.F. 11-4(Asm)73-FCW

The Chairman of all State Boards  
(except Tripura and Mizoram)

**Subject:**—Steps to be taken for safety of cash and other valuable Items in the Projects.

Madam,

You are aware that there are various types of Projects in the States like Family and Child Welfare Projects, W.E.Ps.? C.D., O.P. and Border Area Projects and each has its own schematic budget as approved by the Government. The handling of cash for day-to-day running of the Project and its safety has assumed special importance in the light of

few cases brought to the notice of this office where funds have been stolen or misappropriated.

2. In order to avoid such happenings in future it has been decided that the following steps may kindly be taken:—

- (i) Small iron-safe may be provided to each Projects in which cash should be kept by the Cashier-cum-Accountant. Safe should weigh about 2 quintals and it should be purchased for each Project out of the over-all savings of the budget of each Project and expenditure debited to Projects budget for non-recurring equipment etc. The safe should have double lock arrangement, one key of which should be kept with the Treasurer and other with the Cashier-cum-Accountant.
- (ii) As far as possible payments for Projects for equipment should be made by cheque, except where it is absolutely essential for the Project to buy the equipment themselves. However equipment should be purchased generally by the State Board and payment on this account may be adjusted against the funds of the concerned Project.
- (iii) Bigger amounts are likely to be drawn from the Bank on account of Pay and Allowances of the staff. In order to have a check against misappropriation of such amount, it is suggested that whenever amount is drawn from the Bank by the Accountant, it should be disbursed under the direct supervision of the ex-officio treasurer of the Functional Committee. If any amount is saved for some reason it should be kept in the safe with double lock arrangement as proposed above.
- (iv) A fidelity bonds of Rs. 10,000/- may be obtained in all cases at the cost of the Project.
- (v) The Inspection Machinery should verify the cash regularly and report about its correctness in writing, periodically.

3. It may please be ensured that rules which require immediate reporting of loss of Government money to the local Government, Central Social Welfare Board and the Audit Officer are strictly adhered to.

4. Kindly acknowledge receipt of this circular and let us know the steps taken by you in this regard.

Yours faithfully

Sd/-

(T. V. R. CHARI)

Secretary.

Copy to All Members of the Central Board.

Copy to All Welfare Officers.

### Recommendation

The Committee find that in a test check conducted by Audit of 24 Units, progress reports had not been received from 14 Units and audited accounts had not been received from 17 Units. It may reasonably be concluded that if the check of other units is carried out, the trend in the proportion of defaulting units would be no better. Furthermore, the fact that more than 50 per cent of the test checked units defaulted in sending progress reports and audited accounts clearly shows that the supervision exercised by the Board over the programmes either through its Inspecting Officers or Welfare Officers or through regular progress reports has been lax. The Committee would like that the role of Inspecting Officers as well as Welfare Officers for inspection of units and for expediting submission of progress reports should be clearly redefined for overall accountability. The Committee need hardly point out that for dealing with recalcitrant institutions, the Board should use the lever of withholding grants to such institutions.

[Sl. No. 44 (Para No. 6.191) of 128th Report of the PAC (Sixth Lok Sabha)].

### Action Taken

The inspection of the institutions by the field staff has been intensified by augmenting their strength and re-defining their role and responsibilities. Besides the Assistant Project Officers who were exclusively looking after the inspection of the socio-economic units, the Welfare Officers and the Senior Welfare Officers have also been assigned the duties of inspection of the units in their respective areas. The APOs have also been made responsible for the scrutiny and processing of applications received under this programme and the follow up if progress made by the Units. The progress reports from the institutions are generally being received and where they are not received reminders are sent.

In cases of recalcitrant institutions and those not complying with the conditions of grant, the Board withholds grants. The measures taken are constantly reviewed to meet the emerging requirements. The Conference of the Field Officers was held on 16th and 17th December, 1981 vide circular letter No. F. 4-9/80-81/ FC dated 4-12-81 (Copy enclosed). (Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 2-3-1982).

(COPY)

CENTRAL SOCIAL WELFARE BOARD

Jeevan Deep,  
Sansad Marg,

Dated: December, 4, 1981-

Telegram:—

SANGHASEVA

The Chairman,  
All State Social Welfare  
Advisory Boards.

SUBJECT:—*Conference of Assistant Project Officers, Welfare Officers and Secretaries of State Boards at New Delhi on 16-17th Dec., 1981.*

Dear Madam,

Please refer to the letter No. F. 4-9/80-FC dated 2nd November, 1981 whereby we had informed you about the postponement of the Conference scheduled to be held earlier in November, 1981. It has now been decided to hold the Conference on the 16th and 17th December, 1981 in New Delhi. Kindly also advise the Secretaries of the State Board to attend the Conference.

In the Conference it is proposed to discuss the modalities etc. of various on-going programmes, suggestions for new programmes and ways and means of introducing programmes in uncovered/backward areas. The role of Welfare Officers and A.P.Os. under the new merged scheme i.e. reorganised functions and the requisite training programmes or refresher course to supplement their knowledge etc. may also have to be covered in order to add to the efficiency of the Field Counselling and inspection Machinery. Their inter-action with the State Board Secretaries as a part of the routine work may also come up for discussion appropriately.

The concerned Officers may be advised to communicate their programme of arrival, stay in Delhi and departure etc. individually.

Yours faithfully,

Sd/-

(M. K. RAIZADA)

Joint Director (PMC)

Copy to the Divisional Heads, J.Ds., C.O.A. to furnish the Agenda items quickly. They are requested to furnish a brief note on the points of action or for consideration/discussion if any, required to be taken up in the said Conference.

Sd/-

Joint Director (PMC)

#### **Recommendation**

One of the functions of the Central Social Welfare Board is to render technical guidance when necessary to deserving institutions in accordance

with the schemes/principles approved by Government. The Committee find that the Central Welfare Board has a Field Counselling and Inspectorate division consisting of one Programme Officer and 3 Inspecting Officers. Besides, there are in the field 48 Welfare Officers (the strength was to be augmented to 61) and 20 Assistant Project Officers (Socio-Economic). The Committee have been informed that a study by the Indian Institute of Public Administration, New Delhi is in progress, which is looking into the organisational structure and staff requirements of the Board including the Field Counselling and Inspectorate Division. The Committee suggest that completion of the study would be ensured without delay. The Committee have been informed that technical assistance has hitherto been obtained from Small Industries Service Institute Handloom Board, Handicrafts Board and Khadi and Village Industries Commission etc. for the formulation of the projects. They suggest that the initial proposals and selection of projects should be subjected to strict scrutiny to ensure that the project formulation conform to the basic objectives of providing employment opportunities to needy and deserving women.

[Sl. No. 45 (Para No. 6.192) of 128th Report of the PAC (Sixth Lok Sabha)].

#### **Action Taken**

The initial proposals and the projects selected by the voluntary institutions applying for assistance under Socio-Economic Programme are scrutinized by concerned technical authorities such as the Small Industries Service Institutions, Department of Industry of State Governments, Handloom Board, Handicrafts Board, Khadi Board, Khadi and Village Industries Commission, as the case may be. The Board sanctions grants on the basis of the schemes approved by these technical authorities. The proposals received from the State Boards with the approved schemes are also subjected to strict scrutiny by the Central Social Welfare Board to ensure that the Projects conform to the basic objectives of providing employment opportunities to needy and deserving women.

The recommendations made by the Indian Institute of Public Administration in regard to the Organisational structure and staff requirements of the Board, including the Field Counselling and Inspection Division were approved by the Government of India on 27th February, 1980 and implemented by the Board, by and large, by 12th October, 1981. According to this, additional field staff has been sanctioned and a separate Division called Planning, Monitoring & Coordination under the charge of a Joint Director has been created in the Central Board.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 26-3-82).

#### **Recommendation**

The Committee find that there is inequitable distribution of assistance extended to various States almost in all the programmes. The State-wise break-up of projects or units assisted upto 1975-76 shows that the Board assisted through grants 817 units in Maharashtra and 787 in Gujarat,

together (1604) accounting for nearly 24 per cent of a total of 6613. On the other hand only 211 and 485 projects or units were assisted in thickly populated States of Bihar and Uttar Pradesh during the same period. According to studies conducted by a Working Group of the Central Social Welfare Board and the programme Evaluation Organisation of the Planning Commission, a majority of the units were functioning in urban areas and only a small percentage was operating exclusively in rural areas. It was explained by the Department of Social Welfare that grants under the programme are sanctioned to institutions which see financial assistance and the number of grants depends upon the number of applications received from institutions in different States.

The Committee regret to note that there has been inequitable distribution of fostered units and considerable disparity in the quantum of assistance released to various regions. Also a majority of the aided institutions are functioning in urban areas which is indicative of the fact that the rural areas which need greater attention have largely remained neglected. The Committee would like the Central Board to give serious consideration to this problem of growing regional imbalances in the release of grants between different regions and areas and lay down new guidelines for removing the existing glaring disparities.

[Sl. No. 46 (Para No. 6.203) 128th Report of the PAC (Sixth Lok Sabha)]

#### **Action Taken**

The Board is making intensive effort to cover areas which have not been covered, either for want of voluntary effort or leadership. The existing voluntary organisations are also encouraged to form new areas and the local people are also encouraged to form new organisations.

(Ministry of Social Welfare's O.M. No. 6-2/79-CSWB/IF dated 3-10-81).

#### **Recommendation**

The Committee note that in the Fourth Plan the rehabilitation of war widows was brought within the scope of the Socio-economic programme from 1973-74, namely Dairy Unit Scheme. This Scheme was latter on extended to other groups of needy women. Out of a total of 770 units which were granted assistance to the tune of Rs. 168.65 lakhs, only 11 units assisted are for the benefit of war widows. The Committee are led to believe that the needy war widows have not been reasonably covered under the Scheme and no projections have been attempted by the Department of Social Welfare of the needs of war widows. The Committee would like that feasibility studies for setting up self-employment units like tailoring, grants for providing sewing machines etc. should be explored to cover needy war widows.

[Sl. No. 47 (Para 6.204) of the PAC's 128th Report (Sixth Lok Sabha)].

#### **Action Taken**

The Government have carefully gone into this matter. The Dairy Scheme for War Widows was introduced after the country had faced an



aggression from its neighbouring country and a greater need was not only felt on humanitarian consideration but was also emotionally motivated for providing immediate relief to war widows. However, the war-widows were scattered throughout the length and breadth of the country and their contact and identification posed a great problem. Moreover, similar and other various benefits were available to war widows through the programmes of District Sailors, Soldiers and Air-Men's Boards. Hence the small coverage of war widows under the programme is not because the benefits intended for them have been denied but because the intended beneficiaries have either not come forward to avail themselves of it or because there has been difficulty to identify and accentuate them for the benefits under this programme.

2. Steps have now been taken to identify and extend the benefits to war widows through the District Sailors, Soldiers and Air-men's Boards. The Central Social Welfare Board has issued instructions to all the Chairman of the State Boards in the country in this respect on 21st October, 1980 and again they have reiterated these instructions to them on 31st August, 1981. It has also been provided that the State Boards would separately indicate in the quarterly progress reports which they are sending to the Central Board, the particulars of war widows who would be beneficiaries in these units. This will help the Central Board to ensure a watch over the coverage of war widows beneficiaries in this scheme.

3. These steps, it is believed would meet the desired action.

(Ministry of S.W's. O.M. No. 6-2/79-CSWB/IF dated 18-9-81).

#### **Recommendation**

The Committee observe that in the totality of the information furnished and evidence tendered, It is generally noticed that the evolution of Socio-Economic Programme in its present form provides one more illustration of how the undefined scope and content of the programme gets enlarged covering in its fold diversified services. In 1953, the Urban Family Programme for providing supplementary income to needy women belonging to families of low-income group was sponsored by the Central Social Welfare Board under which industrial Co-operatives were organised at Delhi, Poona, Hyderabad, Nagpur and Vijaywada during the period 1954—58. In pursuance of the recommendations made by two Committees, one on 'Social and Moral Hygiene and the other on : After-care Programme,' it was decided to set up a number of After-Care homes in different States on an all-India basis and to attach a production unit to each of them. Though it was initially a preventive service, at a subsequent stage curative and rehabilitative services were brought in its purview. In the Fourth Plan, the Programme was extended to the rural areas through Family and Child Welfare Projects and in urban areas through Welfare Extension Projects (Urban) and other selected institutions. The rehabilitation of war widows was brought in its fold when a Dairy Scheme was introduced on an ex-

perimental basis from 1973-74. Service-oriented units and self employment units were brought within its spectrum in 1975-76. During 1977-78 other types of agro-based units such as piggery, sheep-breeding and goat rearing were also taken up on pilot basis, and the continuation of these would be considered on the basis of their performance. In 1977-78, a special programme for Agro-based and its self-employment units was launched in the cyclone affected areas of Andhra Pradesh, Tamil Nadu, Kerala and Pondicherry. In this context, it is significant that in the initial stages of the commencement of the programme in 1958 the grants for units as ancillary to large industries and for handloom units were sanctioned by the then Ministry of Commerce and Industry and the All India Handloom Board. Surprisingly, the units are eligible for grant limited upto Rs. 100 lakh towards working capital and capital assets, even though funds are raised by them from other sources like Nationalised Banks and State Khadi and Village Industries Boards etc. In this connection, it is seen from the information furnished to the Committee that under the Self-Employment Units, aimed at providing employment to needy women and the handicapped at their homes assistance to the Tonga-reda unit has been evolved. The Committee are of the view that indiscriminate diversification of the schemes of the Board and limited funds and manpower resources available with the Board, resulted in the Board not having been able to make any impact on the society in any specific direction. The Committee desire that social welfare schemes should be launched initially after proper survey of the needs and requirements and clearly defined group of needy and deserving persons. Further, the schemes launched on pilot/experimental basis should be properly evaluated and based on the result thus demonstrated further coverage should be considered.

[Sl. No. 48 (Para No. 6.205) 128th Report of the PAC (6th Lok Sabha)]

#### **Action Taken**

The objectives of the Socio-economic programme is to enable women/physically handicapped persons to earn a wage or income by entering into some economic activities which will lead to their development. Thus any income generating activity which contributes to the social and economic betterment of these target groups comes within the purview of the Socio-Economic Programme. It has, therefore, to be a very flexible programme to accommodate any kind of venture that is suitable to a needy group of person in any locality to be eligible for assistance. Flexibility is also necessary to suit the varying geographical and economic conditions in the country. Therefore, a variety of schemes or diversification of schemes to meet the requirements and needs of different groups of people in the different areas of this very diverse country is inherent in this Programme.

The Socio-economic Programme has been initiated by the Board as there is a need to provide the needy women and the handicapped persons with opportunities for engaging themselves in income generating activities.

A survey of the needs of these target groups was not specifically undertaken when the Board initiated the Programme, since the need for such a programme to ameliorate the conditions of these groups, was obvious.

Nevertheless, the review and evaluation of the Board's programmes, including the Socio-Economic Programme have been undertaken in the past; and this is further proposed to be achieved through a full-fledged Division being organised in the Central Social Welfare Board to look after planning, monitoring and coordination of the entire programme.

[Ministry of S.W.'s O.M. No. 6-2/99-CSWB/IF dated 5-1-1982]

### **Recommendation**

The Committee find that there is overlapping in some of the schemes implemented by Central Social Welfare Board and those administered by the Department of Social Welfare. The Committee would like the Department to examine the working of the schemes now being administered directly by the Department and transfer those which could be implemented through the agency of the Central Social Welfare Board more efficiently and effectively.

[S. No. 49 (Para No. 6.211) 128th Report (Sixth Lok Sabha)]

### **Action Taken**

The Government has already examined this matter and as a result have transferred the following two schemes which were being implemented direct by this Ministry to the Central Social Welfare Board with effect from 1-4-1977.—

- (i) Scheme for assistance to voluntary organisations for provision of creches of children of working mothers.
- (ii) Scheme of assistance to voluntary organisations for holding training camps in public cooperation in rural/border areas.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 10-9-80)

### **Recommendation**

6.224 The Committee find that under the scheme of Hostels for working women, the Department of Social Welfare provides financial assistance to voluntary organisations to meet the cost of construction/expansion of buildings for use as hostels for working women. Till March, 1978, 130 hostels were sanctioned for about 8400 working women with a allocation of Rs. 568.60 lakhs. This is apart from the annual maintenance grants

released by the Central Social Welfare Board limiting it to Rs. 10,000/- per hostel. During the year 1975-76, a sum of Rs. 1.85 lakhs was sanctioned by the Board to 45 such hostels. The scheme has been further liberalised so as to allow a hostel wherever there is a minimum of 25 working women needing accommodation, and the initial criterion of minimum of 2 lakh population of the city has also been done away with. Another liberalisation has been that the grants will be admissible for a building providing for 20 inmates or above.

[S. No. 50-(Para 6.224) of PAC's 128th Report (Sixth Lok Sabha)]

The annual maintenance grants upto Rs. 10,000/- are granted by the Central Social Welfare Board *inter alia* to meet the deficit in rent i.e., the difference between the rent paid by the institution for the building and rent realised from the inmates. The institution is required to charge from the inmates reasonable rent from the inmates not exceeding 10 per cent of their total emoluments in the case of single-bed and 5 per cent in the case of dormitories. The scheme has been extended to working women with an income not exceeding Rs. 800/-per month.

The Committee appreciate that there is need for providing hostel facilities to working women in bigger towns and cities. The Committee, however, regret to note that huge amounts have been sanctioned by the Department of Social Welfare for construction of new hostel buildings or expansion of existing buildings and by the Central Social Welfare Board for maintenance of such hostels, but no appraisal has been made as to how the hostels are functioning. The Committee are not satisfied with the reply of the Department that these hostels are "generally working satisfactorily".

[S. No. 51-(Para 6.225) of PAC's 128th Report (Sixth Lok Sabha)]

The Committee recommend that looking to the huge investments, a cost-benefit analysis of the facility of working women's Hostels should be got done with a view to examine the extent to which the cost of this service is justifiable and whether the benefits accruing therefrom have reduced the vulnerability of the weaker sections.

[S. No. 52-(Para 6.226) of the PAC's 128th Report (Sixth Lok Sabha)]

#### **Action Taken**

The Central Scheme for Hostels for Working Women was started in 1972-73 when the scheme was made applicable to cities having population

of 10 lakhs and above and capitals of State Governments/U.T. Administrations. Financial assistance to the voluntary organisations was also limited to 60 per cent of the cost of construction excluding cost of land. In 1974, the population limit was lowered to 2 lakh and from January 1975, the financial assistance was increased from 60 per cent to 75 per cent of the cost of construction.

2. In accordance with the recommendations of the Social Welfare Ministers' Conference of 1977, the scheme has been made applicable from January 1978 to all cities without any minimum limit of population provided 25 working women are there requiring hostel facilities as recommended by the State Govt./U.T. Administration. The scheme has been further liberalised to make the assistance available to local bodies and co-operative institutions also. The maximum income limit of a working woman for admission stay in the hostel assisted under the scheme has been raised from Rs. 800/- to Rs. 1,000/- per month. It is now proposed to expand the scheme by adding Day Care Centres to the existing and as well as new hostels.

3. The grantee organisations/institutions/local bodies are required to charge from the inmates reasonable rent not exceeding 10 per cent of the total amoluments in the case of single bed room, 7 per cent for double bed room and 5 per cent in case of other room, viz., dormitory etc.

4. The scheme has made steady progress particularly during the last 3 years (1978-79, 1979-80 and 1980-81). During first 6 years (1972-73 to 1977-78) of starting the scheme, 130 hostels were sanctioned for providing accommodation to 8400 working women, while during the later period of 2 years 66 more hostels were sanctioned for providing accommodation to another 4834 women thereby raising the total number of hostels and capacity to 196 and 13234 respectively upto 1979-80. The progress during the last two years has been above 50 per cent of the total number of hostels and capacity sanctioned in previous 6 years. During 1980-81, 48 hostels were sanctioned with a capacity of 3174 inmates.

5. The CSWB has a separate scheme under which it gives assistance to voluntary organisations running hostels for working women for meeting expenditure on (i) Salary of the matro|supervisor, (ii) recreational facilities and (iii) Meeting the difference between the rent paid by the institution and the rent realised from the inmates. During the year 1978-79, 54 institutions were sanctioned grant amounting to Rs. 2.20 lakhs while in the previous year 1977-78, grants to 46 institutions running hotels for working women were sanctioned and the total expenditure was Rs. 1.83 lakhs against the allocation of Rs. 1.75 lakhs.

6. In pursuance of the PAC's recommendations (1978-79's 128th report) the Ministry of Social Welfare (formerly Deptt.) set up a Com-

mittee vide order No. 1-1/79-WH dated 13-7-79 to make up an appraisal of the functioning of Working Women's Hostels constructed with the help of grants sanctioned under the Working Women's Hostel Scheme and also to make a cost benefit analysis of the facilities of Working Women's Hostels. The Committee has submitted its Report. Separately, three studies for evaluation of the scheme have been sponsored. These are:—

Name of the research Project	Organisation/Institution	Date of sanction
i) A study of Working Women's Hostels in Tamil Nadu, Karnataka and Kerala	Madras School of Social Work, Madras.	5-3-80
ii) Evaluation Study of the Working Women's Hostels Scheme in Madhya Pradesh.	Indore School of Social Work, Indore.	5-3-80
iii) Evaluation of Working Women's Hostels, in Maharashtra	Tata Institute of Social Sciences, Bombay.	28.6.80

Reports of these studies are awaited.

[Ministry of Social Welfare O.M. No. 6-2/70-CSWB/IF dated 29-8-81]

#### Recommendation

The Committee consider it basically wrong that the Vehicles purchased by the Central Social Welfare Board and distributed to various State Boards and voluntary institutions should have been registered in the name of the Government of India even after the Board was registered as a Company with effect from 1-4-1969 with the apparent result that these were not accounted for as assets in the Balance Sheet of the Company as on 31-3-1976. The Committee take adverse note to this lapse in accounting. They would like to be informed whether necessary action for transferring/registering of the 642 vehicles purchased by the Board during the period 1954—76 has been taken and whether these, as also other vehicles that may have been purchased subsequently, have been accounted for as assets in the Balance Sheet of the Company.

[Sl. No. 53. (Paragraph No. 7.19) 128th Report of the PAC  
(Sixth Lok Sabha)]

#### Action Taken

The Ministry of Social Welfare, after consultation with the Ministry of Finance and the Ministry of Law had decided and conveyed to the Central Social Welfare Board on 20th July, 1979 that the ownership of 27 vehicles in possession of the Board may be transferred to the Central Social Welfare Board (Company) with immediate effect. Subsequently, the Central Social Board wanted certain concessions in regard to the payment of road tax, insurance and registration fee of the

vehicles as in the case of Government vehicles. This matter took some time and the Board was finally requested in December, 1979 to take necessary action for registration of the vehicles in the name of the CSWB, as done by other Companies.

2. Accordingly, the CSWB started taking effective action for the registration of vehicles only after December, 1979. The vehicles are held by the various State Governments, Family and Child Welfare Projects, Voluntary Institutions and the State Boards. In many cases, the allottees of the vehicles are located in rural areas and hence communications and contracts with them are time consuming. The Central Board have issued instructions for the registration of vehicles in the name of the CSWB and they are also sending reminders from time to time to ascertain the latest position.

3. Out of 542 vehicles (mentioned by PAC), 287 vehicles are such that either they have been disposed of or are under the process of disposal by various State Boards etc. (after obtaining the approval of the Government of India) as these vehicles are very old and are beyond economical repairs. Out of the remaining 355 vehicles, 20 vehicles have since been registered in the name of the CSWB and action for registration of the remaining is continuing.

4. The Central Social Welfare Board has also certified that all the vehicles purchased so far have been accounted for Assets in the Balance Sheet of the Company.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-12-81]

### **Recommendation**

The Committee have been informed that the only watch on use of vehicles is by State Boards through field visits, the inadequacy of which has been recognised. They have further been informed that instructions have been issued to all the State Boards requiring them to furnish half-yearly reports on the utilisation of vehicles under their control. The Committee feel that the checks exercised on probable misuse of vehicles are neither regular nor adequate. They would suggest that apart from organising random surprise checks by field units of the Board, some fool-proof method should be devised to constantly ensure proper watch on the maintenance and utilisation of the vehicles. In this connection, the Committee would suggest that the Central Board should keep index card for each vehicle in a cabinet form, wherein the details of each vehicle, periodical utilisation of the vehicles repairs, carried out from time to time etc.,

should be filled in. These index cards should be up-dated carefully on the basis of the half-yearly reports received from the allottees of the vehicles.

[Serial No. 54 (Para 7.20) of the Public Accounts Committee's 128th Report (Sixth Lok Sabha)]

### **Action Taken**

The half-yearly reports on use and maintenance of vehicles for the year 1978-79 have been received from all State Boards except from the State Boards of Sikkim, Tamil Nadu and Manipur. As regards 1979-80 reports have been received from 18 State Boards and for 1980-81 from seven State Boards. Reminders have been issued to the remaining State Boards for submitting the reports.

The index cards are being brought upto date.

Out of 39 vehicles lying idle 5 have already been disposed of. Approval of Government has been accorded for disposal of 8 vehicles and case in respect of one vehicle is being processed. For 25 vehicles information is being collected from the State Boards, so that action for their disposal may be taken.

Steps are being taken to ensure that the Central Social Welfare Board may adopt continuous methods to keep a half-yearly check on the accounting of the vehicles and maintenance of upto date index cards.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 5-9-1981]

### **Recommendation**

From the information furnished to the Committee they are convinced that proper account of the vehicles especially those with voluntary institutions and those retransferred was not maintained by the Central Social Welfare Board. This realisation flows from the fact that necessity for periodical review of the positioning of vehicles with each State Board rose in 1969, 1974 and 1977. The Committee have elsewhere in this report recommended that a centralised register of block account of assets acquired from out of Central Board assistance should be maintained in the Central Board. The vehicles provided by UNICEF for Family and Child Welfare Projects should also be accounted for. The register should invariably contain information about the date of initial allotment and transfer. The Committee also find that the date of allotment has been indicated only



against 25 vehicles in the statement of 83 vehicles with voluntary institutions. They would like that the date of allotment is ascertained in the remaining 58 cases, so as to update the records.

[Serial No. 55 (Para 7.21) of the PAC's 128th Report  
(Sixth Lok Sabha)]

#### **Action Taken**

The register regarding date and initial allotment, transfer and retransfer of vehicles to allottees is now complete.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-12-81]

#### **Recommendation**

The Committee regard it as unfortunate that it took the Central Board five to eleven years to finalise the proposals for condemnation of six vehicles lying unserviceable with one of the State Boards. The Department has attributed the delay to procedural difficulties involving other agencies over which the Central Board have no control. The committee have no doubt that had the Central Board taken prompt action, to secure cooperation of the State Road Transport authority of the Motor Vehicles Inspector of the concerned State, the delay in the condemnation and disposal of vehicles could have been minimised if not altogether eliminated. The Committee need hardly emphasize the need to ensure condemnation of unserviceable vehicles with expedition, since keeping such vehicles for longer duration is bound to result in loss due to depreciation in value. The Committee suggest that to overcome these difficulties it should be so arranged that the unserviceable vehicles with the voluntary institutions are collected and placed centrally in the charge of the Director of Social Welfare of the State concerned and expeditious action should be taken for their disposal.

[Sl. No. 56 (Paragraph 7.22) 128th Report of the PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

The suggestion to collect the unserviceable vehicles and place them at a Central Place was tried, but many State Boards like Maharashtra, Punjab, Uttar Pradesh, Himachal Pradesh and Nagaland have informed that the cost of transportation of the vehicles to the State headquarters would be much more than the amount they would fetch on disposal. It has, therefore, been decided to sell such vehicles at the places of their locations by public auction. The procedure for disposal of vehicles has been simplified and Condemnation Certificates from recognised workshops are now accepted

instead of insisting on a certificate from the State Road Transport Authority. The unserviceable vehicles are now sold expeditiously by public auction after observing the necessary formalities.

- [Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 3-10-81]

#### **Recommendation**

The Committee note that the annual accounts of the Contributory Provident Fund of the Staff of the Central Board had not been subjected to audit, nor had the position in regard to these accounts been brought to the notice of the Executive Committee. The Committee are informed that the Central Board has now initiated action for preparation of the annual account of the Contributory Provident Fund but it is likely to take some more time to complete the same. The Committee are constrained to find that such an important and vital matter has been left unattended so long with the result that it is not ascertainable whether the assets of the Fund are sufficient to meet the liabilities. The Committee need hardly emphasize that the rules of the Central Board ought to have taken care to provide *abinitio* for the preparation and audit of annual account of the C.P.F. and presentation thereof before the Executive Committee and submission to the Government. The Committee desire that necessary provision should be incorporated in the rules without further delay. The Committee also desire that preparation of annual account of C.P.F. in respect of employees of the State Social Welfare Advisory Boards who were extended C.P.F. benefits since 1963, may also be taken care of, if not done earlier.

[Sl. No. 58 (Para No. 8.40 of the PAC) 128th Report  
(Sixth Lok Sabha)]

#### **Action Taken**

The CPF Rules of the Central Social Welfare Board have been suitably amended to provide for the preparation of Annual Accounts of the CPF Rules and presentation of audited accounts before the Executive Committee and the General Body of the Board alongwith the Annual Accounts of the Board. In pursuance of the provisions of these Rules, Annual Accounts of the CPF for the year 1978-79 have been audited by the Auditors of the Board and the accounts were placed before the Executive Committee and the General Body alongwith the Annual Accounts of the Board.

As regards the CPF accounts of the employees of the State Social Welfare Advisory Boards, necessary instructions have been issued by the Board to all the State Social Welfare Advisory Boards for preparation of the Annual Accounts.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 10-9-1980]

**Recommendation**

The Committee would like that the proposal of extension of CPF benefits to projects staff, which has been pending for a long time, should be finalised soon in consultation with the State Governments concerned.

[Sl. No. 59 (Para No. 8.5) 128th Report of the PAC (Sixth Lok Sabha)]  
(Sixth Lok Sabha)]

**Action Taken**

The benefit of CPF to the Employees of the Projects in the States of Gujarat, Jammu and Kashmir, Karnataka, Maharashtra, Rajasthan, West Bengal and the Union Territory of Andaman and Nicobar Islands and Arunachal Pradesh has already been extended. This benefit to the project staff of the remaining States will also be extended as soon as the State concerned agree to share the expenditure on the basis of the approved pattern.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB]F dated 10-9-1981]

### **CHAPTER III**

## **CONCLUSIONS AND RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES RECEIVED FROM GOVERNMENT**

### **Recommendation**

From the data pertaining to the position held by six non-official members nominated on the present Executive Committee of the Central Social Welfare Board from amongst Social Scientist (Social Work Education), Social Welfare Administrators and prominent Social Workers, it is seen that they hold offices in more than one organisation. One Member is associated with as many as 16 organisations and three others 8—10 Organisations. One Member who held the Membership of the Executive Committee earlier from 1st April, 1969 to 31st August, 1967 has again got nomination from 6th June, 1978 and the term of the Executive Committee constituted on 6th June 1978 is 'until further orders'. Similarly, the Chairman of State Social Welfare Advisory Boards of quite a few participating States or Union Territories as also some MLAs find representation as women representatives in the General Body of the Central Board. The Committee have a feeling that because of their Membership of various other organisations, the work of the Central and/or State Boards often gets affected and this tendency needs to be discouraged, if not wholly curbed.

[S. No. 3 (Para No. 168) 128th Report of the PAC (Sixth Lok Sabha)]

### **Action Taken**

The Member's association with a number of organisations has not in any way affected functions in the Board rather their experience of other organisations, has helped in the efficient implementation of the Programmes of the Board.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 19-8-80]

### **Recommendation**

Looking to the magnitude of the work which has been growing of manifold since the inception of the apex body, namely, the Central Social Welfare Board, it is doubtful whether the lone Chairman of the Board would be able to administer and organise its affairs, much less consistently supervise the social services scattered over the country. In the circumstances the

Committee desire that Government may consider what positive steps should be taken to make the Central Board a dynamic and vigorous body capable of shouldering the increasing responsibility in the context of enlarged scope of welfare activities. In this connection, the Committee would like the Government to examine the feasibility of providing a whole time Vice-Chairman in the Central Board to share the increasing responsibility of the Chairman.

[Sl. No. 4 (Para 1.69) 128th Report (Sixth Lok Sabha)]

#### **Action Taken**

Article 10 of the Articles of Association of the Central Social Welfare Board authorises the Executive Committee to appoint a Vice-Chairman from amongst the Members of the Executive Committee if and when necessary. Keeping in view the autonomous character of Executive Committee of the Board, the Government of India would prefer to leave it to the Executive Committee of the Board to take a decision in the matter on the basis of administrative exigencies.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 19-8-1980]

Reference Para 2.13 of 128th Report of the PAC

CENTRAL SOCIAL WELFARE BOARD

Statement showing Per centage of Administrative Expenditure of the Board to the Total Expenditure Incurred at the level of Central Board and State Boards for implementation of the Welfare Programmes for 1977-78 and 1978-79

		ESTABLISHMENT EXPENDITURE			PROGRAMME EXPENDITURE			PER CENTAGE OF					
		1	2	3	4	5	6	7	8	9	10	11	12
		Adm. Exp. CSWB	Exp. on State Boards Estt. Share of the CSWM	Total of col. 2 & 3	State Board's Estt. Exp. Share of State Govt.	Total of Col. 4 & 5	Exp. on Program of Funds in CSWB, Amount released direct to instts. and/or through State Boards	Exp. out of State Govts.	Total of col. 7 & 8	Col. 2 to col. 7	Col. 4 to col. 6	Col. 7 to col. 8	Col. 9 to col. 12
1977-78		36.79	21.80	58.59	21.0	79.59	579.78	179.00	758.78	5.97	9.18	9.49	
1978-79		42.21	26.18	68.39	25.20	93.59	646.88	209.83	874.71	5.97	9.33	9.67	

Rupees in lakhs

Rupees in lakhs

### **Recommendation**

The Committee would also like the Government to give a fresh look at the composition of the General Body of the Central Board and its Executive Committee to find out whether any structural change in their composition, especially in the representation of non-official members, is called for in the best interest of the working of the Central Board, the State Boards, the various projects and units functioning under the Boards as also the varied segments of beneficiary group under various schemes and programmes implemented by the Board.

[Serial No. 5 (para 1.70) of the P.A.C.'s 128th Report (Sixth Lok Sabha)]

### **Action Taken**

In accordance with the Memorandum and Articles of Association of the Board, the representation to the various non-official organisations has already been ensured in the interest of the best working of the Central Social Welfare Board. Efforts are being made to see that, as far as possible, the Chairman of the State Social Welfare Advisory Boards are represented on the General Body of the Central Social Welfare Board. The interest of various voluntary organisations and project units will thus be looked after by the representation from the States and by the 9 social workers including Social Scientists and Social Welfare Administrators, who are presented on the Board.

In view of the above position, no further change in the composition of the General Body of the Central Social Welfare Board seems to be necessary.

(Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-12-81)

### **Recommendation**

The Committee also note that though under Article 9 of the Articles of Association, the Chairman of State Board is to be selected by the concerned State Government/Union Territory Administration in consultation with the Chairman of the Central Board, there have been some cases when selection of the Chairman of the State Boards could only be arrived at after correspondence or personal discussions between the State Government and the Central Board. The suitability of persons appointed as Chairmen of State Boards is of paramount importance if the various social welfare scheme are to be implemented effectively. The Committee would therefore suggest that some criteria or guidelines should be laid down in the matter and these would be taken into consideration at the time of selecting persons for appointment as Chairman of State Boards.

[Sl. No. 7 (Para No. 1.72) 128th Report of the PAC (Sixth Lok Sabha)]

### **Action Taken**

As per the Articles of Association, Chairman of the State Social Welfare Advisory Boards are selected in consultation with the State Governments concerned. Normally difference of opinion would be there where the choice is to be made from two or more persons of more or less same calibre and ability. It may not be a healthy situation where either State Government or the Central Board tries to impose its choice on the other. The discussions and correspondence in such cases are inevitable even if strict guidelines are available. It may be mentioned here that at present factors like education, organisational capacity, background of social welfare activities, etc. are borne in mind while proposing selecting Chairmen of the State Boards.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 23-10-1981]

### **Recommendation**

The Committee note that originally an outlay of Rs. 200 crores on social welfare was proposed in the Central Sector during the Fifth Five Year Plan, but later on, this outlay was revised to Rs. 63.53 crores. The fact that the Draft Plan outlay was scaled down by Rs. 136.47 crores highlights the extent to which the original outlay was over-pitched. The wide gap between the original outlay and the revised provision is indicative of the fact that adequate attention was not paid to careful and realistic framing of original estimates. The Committee consider it significant that such inflated original outlay on one sector tantamounts to depriving other equally needy sectors of the requisite funds and this tendency needs to be checked.

[Sl. No. 12 (Para No. 2.19) 128th Report of PAC (Sixth Lok Sabha)]

### **Action Taken**

The observation of the Committee that an outlay of Rs. 200 crores on social welfare was proposed in the Central Sector during the draft Fifth Five Year Plan, but later on this outlay was revised to Rs. 63.53 crores only with a net cut of Rs. 136.47 crores is correct. However, the scaling down of outlays is not indicative of non-realistic framing of original estimates, as has been observed by the Committee. The original estimates were based on realistic assessments and was in conformity with the national priorities and preference in the programmes meant for weaker sections including children, women and the physically handicapped.

2. Social Welfare has always been considered as a sector additive and supplementary to the other social services for development of human resources, for most essential for the national economic development. As such,



the Ministry of Social Welfare has been proposing higher allocations from Plan to Plan to meet the urgent welfare needs, but final allocations were always guided by the national priorities which accorded a higher priority to economic sectors.

3. Looking to the national importance of providing integrated minimum services to children under six years and pregnant and nursing mothers belonging to the poorer sections of society. In the draft Fifth Plan, it was envisaged to start about one thousand Integrated Child Development Services projects in a phased manner during the plan period for which an outlay of Rs. 140 crores was provided. The proposal of the Department to start one thousand ICDS projects was later revised by the Planning Commission and it was decided to take up only 33 projects on an experimental basis with a revised outlay of Rs. 7.40 crores. Expansion of the project was subject to the performance of the experimental projects.

4. The other two schemes where there was a major cut in the outlays are (i) Functional Literacy, and (ii) Social Work Education. Since the estimated outlays on both these programmes were linked to the proposed one thousand ICDS projects the outlays for both the programmes had to be scaled down considerably. For Functional Literacy the original outlay of Rs. 8.00 crores was brought down to Rs. 2.69 crores. For training of functionaries in social work, education and training for the ICDS projects, the outlay was cut down from Rs. 6.70 crores to Rs. 2.71 crores to meet the needs of only 33 experimental ICDS projects.

5. Reduction/increases made in revised outlays for certain other programmes are attributable to the progress achieved in their implementation at the time of the revision of outlays.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 19-8-1980]

#### **Recommendation**

The Committee have been informed that consequent to the integration/abolition of Tamilnadu/Kerala State Social Welfare Board's 35 vehicles (17 to Tamil Nadu and 18 to Kerala) were taken over by the respective State Governments. The Committee would like the Central Board to secure settlement of the assets and liabilities of the former Kerala State Welfare Advisory Board with the State Government concerned with expedition. They further desire that formal transfer of capital assets acquired or owned, with the fund of the Central Board should in future be secured as a matter of course. The Committee would also like the Government to re-examine the criteria for valuation of on-road vehicle so transferred so that the recoveries or book adjustments carried out correspond to the market value of the relative period.

[(Sl. No. 57) Para No. 7.23-128th Report of PAC (Sixth Lok Sabha)]

### **Action Taken**

Consequent to the integration|abolition of Tamil Nadu|Kerala State Social Welfare Advisory Board, 35 vehicles (17 to Tamil Nadu and 18 to Kerala) were taken over by the respective State Governments. In addition to this, 8 more vehicles were in use by the Tamil Nadu State Government allotted to different agencies in the districts thus totalling 25.

Transfer of vehicles is not a feature with the CSWB and there is no such policy of transferring vehicles to other agencies. However, this is particular situation of transfer of vehicles to Tamil Nadu and Kerala Governments was unforeseen and arose as a result of the unilateral decision of the Tamil Nadu State Government to integrate the State Board with the State Government of the Kerala Government to abolish the State Board. No other similar instance has so far occurred necessitating such transfers nor any such situation is anticipated.

Under these circumstances, there appears to be no need for adopting any criterion for valuation of on-the-road vehicles

As for the vehicles already transferred to the Tamil Nadu State Government they were mostly in very poor condition and their costs were determined @ Rs. 1490|- per vehicle on the basis of the amounts fetched by other vehicles of almost the same condition, sold in public auction.

[Ministry of Social Welfare O.M. No. 6-2|79-CSWB|IF dated 10-3-81]

### **Recommendation**

The Committee have not been able to examine some of the aspects commented upon in the Audit Paragraph included in the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil). Special mention may be made of the Border Area Projects, Holiday Camps for Children, Balwadis and Demonstration Projects, condensed courses of Education for Adult women etc., implemented by the Central Social Welfare Board as also the schemes for the welfare of handicapped, the aged and infirm, Centres of Rehabilitation of Destitute Women, Functional literacy for adult women, Relief Operations in cyclone|flood affected areas etc., and Training of Manpower administered directly by the Department of Social Welfare. However the Committee expect that the Ministry of Education and Social Welfare will take due note of the observations of the Audit so as to take remedial action, wherever necessary.

[Sl. No. 61 (Paragraph 9.12) 128th Report of the PAC (Sixth Lok Sabha)]

**Action Taken**

The Advance Report of the Comptroller and Auditor General of India for the year 1976-77 Union Government (Civil) was examined with reference to paragraph 9.12. It does not contain any specific comments on the programmes of Border Area Projects, Holiday Camps for Children, Balwadis and Demonstration Projects, Condensed Courses of Education for Adult Women, Relief Operations in Cyclone|flood affected areas etc. implemented by the Central Social Welfare Board and also on any of the schemes administered directly by the Ministry of Social Welfare. This being the position, the question of taking any remedial action by the Government on this recommendation does not arise.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 14-1-82]

## **CHAPTER IV**

### **CONCLUSIONS AND RECOMMENDATIONS REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEES AND WHICH REQUIRE REITERATION**

#### **Recommendation**

In paragraph 2.23 of their 52nd Report (Third Lok Sabha), the Public Accounts Committee (1965-66) had reiterated their earlier recommendation contained in their 19th and 38th Report (Third Lok Sabha) and had observed that the Central Social Welfare Board had been in existence for the last 12 years but no final decision of placing it on a statutory footing had been taken. Finally the Government registered the Central Social Welfare Board as a charitable company under the Companies Act, 1956, with effect from 1st April, 1969. However, views were expressed that the company status of the Central Social Welfare Board required reconsideration. After considering various proposals to give it a new status it was decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted. This Bill however lapsed on the dissolution of Fifth Lok Sabha and Government is now giving a new thought to the question of assigning a more suitable juridical status to the Central Board. The Committee regret to note that no final decision has been taken in this matter, which has been pending since 1971. As the future footing of the State Social Welfare Board which also at present do not enjoy any juridical status revolves around the status that might be given to the apex body i.e., The Central Board, the Committee urge that the long standing question of assigning a more suitable and adequate status to the Central Social Welfare Board should be finalised early and a suitable legislative measure brought before the Parliament in this regard without further delay.

[Serial No. 2 (Para 1.42) 128th Report of PAC  
(Sixth Lok Sabha)]

#### **Action Taken**

The Central Social Welfare Board was given a juridical status of its own by incorporating it as a Company under Section 25 of the Companies Act, 1956, on March, 1969. Subsequently, the question of assigning a more suitable and adequate status to the Central Social Welfare Board was examined in the Ministry on a number of occasions, the view that emerged

was that a statutory framework changing the existing status might prove more rigid and inflexible and besides that the problem of competence of Parliament to legislate on matters falling within the purview of the State List might crop up as most of the work of the Board falls within the purview of the State List. The Board may find itself more hamstrung in such a situation.

It is for the above-mentioned reasons that the *status quo* has been maintained, in the case of the Central Social Welfare Board. As regards the State Boards, the matter has been examined and was also discussed in the Conference of State Social Welfare Ministers. The recommendation of this Conference was for registering the State Boards as subsidiary companies of the CSWB. Further action is being taken to give juridical status to the State Boards.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dt. 29-8-81]

#### **Recommendation**

The Committee are informed that in the case of defunct or wound up units the Board writes to the concerned institutions which receive the grants, to refund the amount or to account for the assets. Such communications were addressed in 28 cases since March, 1975. It is, however, not known in how many cases recovery of amount was effected. The Committee find that in the initial stages of the commencement of the Socio-Economic Programme in 1958, the grants for units as ancillary to large industries and for handloom units were sanctioned by the erstwhile Ministry of Commerce and Industry and the All India Handloom Board. The pattern of assistance for ancillary units and production units of Handloom was in the form of grant and loan. However, the Central Board is now giving outright grant limited to Rs. 1.00 lakh per unit to these categories of units. The bulk of financial assistance for Agro-based units (Dairy units of 5 beneficiaries) comprising Rs. 11,000 is provided as 'non-recurring loan to be given by the grantee agency to the beneficiaries'. The Committee find from the report of the Indian Cooperative Union that 'the arrangements for sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements etc., nor a proper machinery to effect recoveries'. It is also seen that 'even in cases of defalcation it would be difficult for the Central Board to recover the outstanding amounts through lengthy court procedures. The Committee regard it a serious matter that a legal lacunae of this nature has been allowed to persist so long, with the result that in agro-based units, loans could be further advanced by the grantee institutions to the beneficiary projects. The Committee would like the Central Board to examine how far it is desirable for them to give grants instead of loans to the tune of Rs. 1 lakh per unit to units of small industries, units as ancillary to big

industries, handicrafts units, handlooms units, khadi and village industries units, coir spinning and weaving units and other service oriented units towards purchase of machinery, equipment and tools as also grants limited to Rs. 25,000 for construction of work-shed or additions and alterations to the existing buildings.

[Sl. No. 41 (Para 6.188) of the 128th Report  
(Sixth Lok Sabha)]

### **Action Taken**

On the basis of the Report on the evaluation of the Socio-Economic Programme of the Central Social Welfare Board by the Indian Cooperative Union, the Public Accounts Committee has mentioned that "the arrangements for the sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements etc., nor a proper machinery to effect the recoveries". This position as incorporated in the Report of the Indian Cooperative Union (page 7 of the printed report) is not factually correct as the Board has been given a legal status by registering it as a Company under the Companies Act, 1956, with effect from 1st April, 1969. Although the Board has not so far started any scheme to provide financial assistance in the shape of loan directly to voluntary agencies under the Socio-Economic Programme, the financial assistance provided to such agencies in the shape of grant are restricted to one month's working capital and cost of Machinery and Equipment in most of the cases. The Board advises the institutions to find out resources of their own or to raise loan from Nationalised Banks to meet the balance of the amounts required for setting up production units in such cases.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 29-8-81]

### **Recommendation**

9.11 The Committee find that reliable information regarding the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies, is not available. According to an evaluation study of voluntary-organisations, the State Social Welfare Department and Central/State Boards continue to be two main sources of receiving financial assistance by the voluntary agencies and a very large number of these institutions do not have a local base. The Committee need hardly emphasise that the voluntary organisations have to raise adequate public contributions to maintain their voluntary character and mobilise public participation. The Committee would like that an evaluation of sources of income of the voluntary institution to whom grants are sanctioned by the Central and/or State Social Welfare Boards

and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contributions and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Govt. sources on the basis of result of such an evaluation, the Govt. should plan its grants-in-aid schemes so as to ensure that such grants are channelised through those deserving institutions who continue to make their own contribution and render selfless social services.

[Sl. No. 60 (Para No. 9.11) 128th Report (Sixth Lok Sabha)]

#### **Action Taken**

In the General Grant-in-aid programme of CSWB, there is a provision in the scheme for contribution from the voluntary organisations, as an essential feature. However some of the schemes implemented by the Board like Socio-economic Programme and Condensed Courses of Education for Adult Women do not envisage any such contribution within the programme itself. It would, therefore, be difficult to make the sanction of a grant to voluntary organisation rigidly contingent upon its collecting a fixed percentage of its budget as donations, etc. in all cases.

[Ministry of Social Welfare (O.M. No. 6-2/79-CSWB/IF dated 19-8-80)]

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES.

#### Recommendation

The Committee find that the State Boards had an unutilised balance of Rs. 48.37 lakhs out of grants released to them by the Central Board as on 31st March, 1975. Yet, the Central Board released grants of Rs. 76.13 lakhs to the State Boards at the fag end of the financial year 1974-75, i.e. in March 1975. Out of this total amount of Rs. 124.50 lakhs available in March 1975, a sum of Rs. 61.85 lakh was still lying unspent with them on 1st September, 1976. The explanation that "due to various reasons, there occurs delay in getting complete information necessary for the final release of funds and thus certain amount get released towards the end of the financial year is not convincing as it does not justify retention of heavy unutilised balance. To some extent such accumulation only gives rise to unhealthy tendency of diversion of funds. The Committee would like the Ministry to evolve a self-regulatory mechanism, whereby release of 'on account' grants are related to the progress of expenditure and expenditure and existence of unutilised funds is invariably taken into consideration. Release of grants should also be spread out during the year so that there is no rush for release of funds towards the end of financial year. Further, Government should devise an inbuilt system whereby refund of unspent plus balances remaining after adjustments is effected within a reasonable period.

[Sl. No. 15 (Para No. 4.9) of 128th Report of the PAC (Sixth Lok Sabha)]

#### Action taken

The recommendation/observations have been noted. The unspent balances lying with the various State Boards at the end of a financial year are adjusted at the time of release of final instalment of grants to the State Boards.

[Ministry of Social Welfare O.M. No. 6-2/79-CSWB/IF dated 10-1-80]

NEW DELHI,  
April 28, 1982

Vaisakha 8, 1904 (Saka)

SATISH AGARWAL  
Chairman

Public Accounts Committee.

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\*Not vetted in Audit.



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**PART II**

**Minutes of the sitting of the Public Accounts Committee (1981-82) held  
on 24 April, 1982.**

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MINUTES OF THE 69TH SITTING OF THE PUBLIC ACCOUNTS  
COMMITTEE HELD ON 24 APRIL, 1982.

The Public Accounts Committee sat from 1500 to 1800 hrs. in Committee Room No. 50, First Floor, Parliament House, New Delhi.

PRESENT

Shri Satish Agarwal—*Chairman.*

*Members*

2. Shri Subhash Chandra Bose Alluri
3. Shri Mahavir Prasad
4. Shri M. V. Chandrashekara Murthy
5. Shri Ashok Gehlot
6. Shri Sunil Maitra
7. Shri Hari Krishna Shastri
8. Shri Indradeep Sinha
9. Shri N. K. P. Salve

REPRESENTATIVES OF THE OFFICE OF C&AG

1. Shri R. C. Suri—*Addl. Dy. C&AG.*
2. Shri N Sivasubramaniam—*Director of Receipt Audit*
3. Shri M. M. Mehta—*Director of Audit (Central Revenues)*
4. Shri R. S. Gupta—*Director of Receipt Audit*
5. Shri K. H. Chhaya—*Joint Director (Railways)*
6. Shri G. R. Sood—*Joint Director*

SECRETARIAT

1. Shri D .C. Pande—*Chief Financial Committee Officer.*
2. Shri K. C. Restogi—*Senior Financial Committee Officer*
3. Shri K. K. Sharma—*Senior Financial Committee Officer.*
4. Shri Ram Kishore—*Senior Legislative Committee Officer.*

2. The Committee took up for consideration and adopted the draft 109th Report showing action taken on 128th Report (Sixth Lok Sabha), on Social Welfare Board.

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*The Committee then adjourned.*

**APPENDIX**  
**STATEMENT OF CONCLUSIONS AND RECOMMENDATIONS**

S.No.	Para No.	Ministry/Deptt. concerned	Conclusions/Recommendations
1	2	3	4
1	1.3	Social Welfare	<p>The Committee desire that final reply in regard to the recommendation to which only interim reply has so far been furnished should be furnished to them expeditiously after getting it vetted by Audit.</p> <p>It has been observed that the advance replies of the Ministry of Social Welfare to several recommendations of the Committee desiring some specific remedial or corrective action on the part of the Government merely stated that the recommendations had been "Noted", without clearly specifying the actual action taken by Government in pursuance of the recommendations. Advance replies of this nature were in respect of recommendations at serial numbers indicated below:</p> <p style="padding-left: 40px;">5(1.70), 7(1.72), 16-18(5.38-5.40), 20(5.42), 34(6.129), 39(1.186), 40(6.187), 42-44(6.189-6.191) 47-48 (6.204-6.205) and 61(9.12).</p>
2	..	Do.	<p>In this connection, the Ministry's attention was invited by Audit to para 1.5 of the 141st Report of the Public Accounts Committee (Sixth Lok Sabha) where in the Committee had observed <i>inter alia</i> that "it is</p>

incumbent on the part of the Government to indicate to the Committee the definite and conclusive action taken by Government on the recommendations." Accordingly, the Ministry of Social Welfare have while furnishing final replies amplified the Action Taken Notes on most of the recommendations.

As already pointed out in the 128th Report of the Committee, the Ministry of Social Welfare had informed the Committee that the Government was, of late, giving a new thought to the question of assigning a more suitable juridical status to the Central Social Welfare Board Surprisingly, the Committee are now informed that "the Central Social Welfare Board was given a juridical status of its own by incorporating it as a Company under Section 25 of the Companies Act, 1956, on March, 31, 1969." The Committee are further informed that "subsequently, the question of assigning a more suitable and adequate status to the Central Social Welfare Board was examined in the Ministry on a number of occasions, the view that emerged was that a statutory framework changing the existing status might prove more rigid and inflexible and besides that the problem of competence of Parliament to legislate on matters falling within the purview of the State List might crop up as most of the work of the Board falls within the purview of the State List. The Board may find itself more hamstrung in such a situation. It is for the above-mentioned reasons that the *status quo* has been maintained." The Committee fail to appreciate the shift in the thinking of the Government without giving a renewed

Social Welfare

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thinking to the question of assigning a more suitable juridical status to the Central Social Welfare Board. After all, the Government had after considering various proposals decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted. The Committee reiterate that the question of assigning a more suitable juridical status to the Central Board should be re-examined and early decision taken in the matter. The Committee also trust that further action for registering the State Boards as subsidiary companies of the C.S.W.B. will be expedited.

4 1.11

Do.

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After considering the reply of the Government, the Committee are convinced that the matter has not been examined in the light of the recommendations of the Committee. It is not clear to the Committee why the Board has not so far started any scheme to provide financial assistance in the shape of loan directly to voluntary agencies under the Socio-economic Programme. The Committee had earlier desired the Central Board to examine how far it was desirable for them to give outright grants instead of giving loans to such units. The Committee reiterate that this aspect should be examined by the Ministry so as to curb the tendency on the part of such units to depend more and more on grants-in-aid from Government sources.

5 1.14

Do.

The Committee had earlier noticed that reliable information about the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies was not available. The Committee had accordingly desired that an evaluation of sources of income of the

