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

ELEVENTH LOK SABHA

MINISTRY OF WELFARE

*[Action Taken by the Government on the Recommendations/Observations
contained in the Second Report of the Standing Committee on Labour and
Welfare on Ministry of Welfare—Demands for Grants, 1996-97]*

SIXTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1997/Vaisakha, 1919 (Saka)

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AND WELFARE (1996-97)

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Presented to Lok Sabha on

Laid in Rajya Sabha on



LOK SABHA SECRETARIAT
NEW DELHI

April, 1997/Vaisakha, 1919 (Saka)

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

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Shri Madhukar Sirpotdar

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Lok Sabha

2. Shri Hansraj Ahir
3. Shri Chandulal Ajmeera
4. Shri Illiyas Azmi
5. Dr. Amrit Lal Bharti
6. Shri Narendra Bhuđania
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(iv)

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Rajya Sabha

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SECRETARIAT

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

INTRODUCTION

I, the Chairman of the Standing Committee on Labour and Welfare having been authorised by the Committee to submit the Report on their behalf, present this Sixth Report on Action Taken by the Government on the recommendations contained in the Second Report of the Standing Committee on Labour and Welfare (Eleventh Lok Sabha) on the Ministry of Welfare – Demands for Grants 1996-97.

2. The Second Report was presented to the Lok Sabha on 3 September, 1996. The Government have furnished their replies indicating action taken on all the recommendations contained in that Report. The Draft Report was considered and adopted by the Standing Committee on Labour and Welfare at their sitting held on 21st April, 1997. The Committee authorised the Chairperson to finalise the Report.

3. The Report has been divided into following chapters:-

- I. Report
- II. Recommendations/Observations which have been accepted by Government.
- III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's reply.
- IV. Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- V. Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of the Action Taken by the Government on the Recommendations contained in the Second Report of the Standing Committee on Labour and Welfare (Eleventh Lok Sabha) is given in Appendix.

NEW DELHI;
21 April, 1997

1 Vaisakha, 1919 (Saka)

MADHUKAR SIRPOTDAR
Chairman,
Standing Committee on Labour
and Welfare.

CHAPTER I

REPORT

1.1 This Report of the Committee deals with the Action Taken by the Government on the recommendations contained in the Second Report (Eleventh Lok Sabha) of the Committee on Labour and Welfare on the Ministry of Welfare—Demands for Grants, 1996-97.

1.2 The Second Report was presented to Lok Sabha on 3 September, 1996. It contained 30 recommendations. Replies of Government in respect of all recommendations have been examined and are categorised as under:—

- (i) Recommendations and observations which have been accepted by the Government:
Sl. Nos. 1, 2, 4, 5, 7, 9, 12, 17, 19, 21, 23, 25, 26, 28, 29 and 30.
(Total 16 included in Chapter II of the Report)
- (ii) Recommendations and observations which the Committee do not desire to pursue taking into consideration the replies of the Government:
Sl. Nos. 18 and 20.
(Total 2 included in Chapter III of the Report)
- (iii) Recommendations and observations, replies to which have not been accepted by the Committee and which require reiteration:
Sl. Nos. 6, 14, 16 and 22.
(Total 4 included in Chapter IV of the Report)
- (iv) Recommendations and observations in respect of which final replies have not been received:
Sl. Nos. 3, 8, 10, 11, 13, 15, 24 and 27.
(Total 8 included in Chapter V of the Report)

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

A. *Special Central Assistance to Special Component Plan for Scheduled Castes.*

Recommendations (Sl. No. 6, Para 2.12)

1.4. The Committee had noted that despite clear instructions issued by the

Ministry to the States for opening separate budget heads, only 17 States/UTs had adhered to the instructions even after a gap of 14 years. The Committee had therefore, recommended that the matter should be taken up by the Ministry with the remaining States for opening of separate budget heads for Special Component Plan without further loss of time.

1.5. In their Action Taken replies, the Ministry has stated that 18 States/UTs out of 24 States/UTs which formulate Special Component Plan for Scheduled Castes have already opened separate budget heads for SCP/SCA funds. The Government of Rajasthan has issued orders to open separate budget heads from 1997-98 for SCP. The remaining States/UTs viz., J&K, Karnataka, West Bengal, Goa and Chandigarh have been advised to open the same on a priority basis.

1.6. Detailing further the steps taken by the Ministry the Committee has been informed that the Secretary (Welfare) wrote to State Chief Secretaries of the above States in January, 1997 in this regard. States have been advised:-

- (i) to allocate funds under SCP in proportion to SC population percentage in total population of the State;
- (ii) to open separate budget head for SCP allocation to prevent diversion, misutilisation of funds earmarked for SCs;
- (iii) to make the Government/Department concerned with SC Welfare and development as nodal agency for formulation and implementation of SCP;
- (iv) to ensure that all the schemes under SCP are in accordance with the specific needs and priorities of SC people;
- (v) scheme in the core sectors like agriculture, animal husbandry, dairy development, fisheries, small and cottage industries, leather, weaving textiles, handloom, etc., are formulated under SCP for the economic development of SCs;
- (vi) to avoid national allocations under SCP in sectors like Power, Industries, Major Irrigations, Education and Health;
- (vii) to strengthen Monitoring system in order to ensure proper and effective implementation of SCP;

1.7. The Committee are not satisfied with the reply of the Ministry. During the year 1996-97, the Ministry has only been able to persuade one

more State to open separate Budget head for Special Central Assistance for Special Component Plan for Scheduled Castes which is indicative of the fact that monitoring of the scheme has not been good. In view of the Committee, the remaining six States/UTs should be vigorously persuaded to open separate Budget Heads so that the money allocated under the Head is not diversified and misutilised. While reiterating their earlier recommendation, the Committee are of the view that the matter should be taken up at the highest level and the Ministry should ensure that the remaining States open separate Budget Heads by the end of the current financial year. Steps taken in this regard should be communicated to the Committee within three month's time.

B. Special Educational Development Programme for girls belonging to Scheduled Castes of very low literacy level.

Recommendations (Sl. No. 14, Para 2.35)

1.8. Having been dis-satisfied with the implementation of schemes relating to Special Educational Development Programme for Girls belonging to Scheduled Castes of very low literacy level, the Committee had recommended that construction of 21 residential schools should be taken up in right earnest.

1.9 The Ministry in their Action Taken Reply has stated that as a result of vigorous efforts of the Ministry of Welfare, as against total target of setting up of 21 residential schools, proposals received from 16 Zila Parishads in Bihar, Madhya Pradesh and Uttar Pradesh have been finalised and an amount of Rs. 22.68 lakhs has been sanctioned. Steps are continuing to obtain more proposals from concerned States.

1.10. The Committee are not satisfied with the reply of the Ministry. In their view, the Ministry has not given due attention to the issue which it deserves. While reiterating their earlier recommendation, the Committee are of the view that the Ministry should make all out efforts to establish the residential schools and ensure that proposals from other States are received at the earliest. Progress achieved in this regard may be communicated to the Committee within three month's time.

C. National Commission for Safai Karamcharis

Recommendations (Sl. No. 16, Para 2.45)

1.11 The Committee had noted that the Ministry of Welfare were not having an authentic data of scavengers living below the poverty line as the survey Report

was not finalised by the National Sample Survey Organisation. The Committee had, therefore, recommended that the Ministry should take up the issue with NSSO for early release of survey Report.

1.12 In their Action Taken Replies the Ministry has stated that under the National Scheme of Liberation and Rehabilitation of Scavengers and their dependents implemented by this Ministry, there is a provision for survey, and this survey has been completed in most of the States except States like Bihar, West Bengal, Orissa and Sikkim. The Scheme intends to rehabilitate, in a time-bound manner, all scavengers associated with manual scavenging, irrespective of any income criterion. Hence, no separate attempts had been made to obtain the figures of scavengers living below the poverty line. As against 8.25 lakh scavengers identified by the State Govts. so far, about 1.00 lakh and 2.50 lakhs have been trained and rehabilitated, respectively. The Scheme that was originally meant for implementation during the VIIIth Plan is proposed to be extended to the IX Plan also to ensure completion of the task of rehabilitation. Similarly, a proposal to extend the term of the National Commission for Safai Karamcharis is also under consideration. The National Safai Karamcharis Finance and Development Corporation has also been set up to finance self-employment projects proposed by Safai Karamcharis.

1.13 The reply of the Ministry is not satisfactory. Though the work relating to liberation and Rehabilitation of scavengers and their dependents was to be completed by the end of Eighth Five Year Plan, yet the Ministry has not been able to have an authentic figure of scavengers to be rehabilitated so far. Also no serious attempt has been made by the Ministry in this direction. The Committee view this situation very seriously. In their view the Ministry has not given due attention to the issue. The Committee, therefore, strongly recommend that the Ministry should make all out efforts to have an authentic data of scavengers by the end of the year, 1997. For this, the matter should be taken up at the highest level. Steps taken in this regard should be communicated to the Committee within three months' time.

D. Special Central Assistance to Tribal Sub-plan for Scheduled Tribes
Recommendation (Sl. No. 22, Para 2.65)

1.14 The Committee had noted that one fourth of the total Central Budget of the Ministry of Welfare was utilised for the Special Central Assistance to Scheduled Tribes under Tribal Sub-Plan without fixing any target for the Scheduled Tribes to cross the poverty line. They felt that the Ministry of Welfare had been doing the job of a post office by passing the funds to State Governments/UTs.

The Committee had, therefore, recommended that before finalising Budget Proposal for the year, the Ministry should fix targets of Scheduled Tribes to be benefitted in that year.

1.15 The Ministry of Welfare in their Action Taken Reply has stated that the Ministry, during the Annual Plan discussions of the Tribal Sub-Plan, asked the State Governments to fix targets of ST families to be benefitted under SCA scheme. The State Governments/UTs periodically report the Ministry the targets and achievements in respective years under SCA.

1.16 The Committee are not at all satisfied with the reply of the Ministry. In their view, the Ministry has taken a very casual approach towards their recommendation. The Ministry should have addressed to the States/UTs to have an authentic data of STs to be benefitted under the scheme before sending their proposals for allocation of funds. Also the Ministry should have readily available data of STs to be benefitted under the scheme before approaching to Planning Commission for allocation of funds. Steps taken in this regard should be communicated to the Committee within three month's time.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 1, Para 1.15)

2.1 The Committee are not at all satisfied with the performance of the Ministry in so far as their overall expenditure is concerned. The reasons put forth by the Ministry for non-utilisation of funds such as provision of matching share by the State Governments, implementation of various schemes through NGOs are not at all satisfying the Committee. In their view, the Ministry lacks coordination and monitoring. The Committee, therefore, strongly recommend that the funds allocated for various plan schemes should be utilised during the financial year. Also the Ministry should improve coordination with State Governments and the matter should be taken up at the highest level in so far as provision of matching share of State Governments for the schemes are concerned. As regards implementation of some of the schemes through NGOs are concerned, the Ministry of Welfare should devise a thorough monitoring mechanism in coordination with the State Governments. Steps taken in this regard should be communicated to the Committee within six month's time.

Action Taken Reply of the Government

2.2 All-out efforts are being made to ensure that funds allocated for various schemes are utilised fully during the financial year. However, in respect of Centrally sponsored schemes for which proposals are to be received from State Governments/UTs or schemes to be implemented through NGOs, some difficulties are experienced. Most of the schemes have been thoroughly reviewed in the Ministry in order to ensure that funds are released and utilised judiciously. In case of aid to voluntary organisations, much emphasis has been placed on quality inspections so that while efficient NGOs get grants on time, inefficient and negligent ones are eliminated. This, coupled with inadequate response from the State Governments, has resulted in shortfalls in the utilisation of the grant. But the saving under one scheme shall be usefully utilised under some other scheme for development of weaker sections.

2.3 In some of the schemes, the monitoring mechanism is in-built. For instance, in 1981, the Government of India, in consultation with the Controller General of Accounts, the Comptroller and Auditor General of India and the

Ministry of Finance decided to open separate budget heads/sub-heads for SCP. Instructions were issued in this regard to Finance Secretaries of all States in 1982. This was to ensure that funds shall not be diverted for use in even the same scheme to benefit other communities or for reappropriation to other schemes of the Government. The States were also advised to set up committees to review and monitor the implementation of the schemes under Special Component Plan. 15 States with sizeable SC population have set up monitoring committees for the SCP at the State level. 18 States already have separate budget heads and Rajasthan has taken a decision to have it in the next financial year. The matter is being pursued with the remaining 5 States/UTs. (namely, West Bengal, Karnataka, J&K, Goa and Chandigarh).

2.4 Under the Central sector scheme of Special Educational Development Programme for SC Girls belonging to very low literacy pockets, monitoring of the scheme has been entrusted to committees chaired by the District Collector or the Chief Executive Officer of the Zilla Parishad. The Committees would include as members five parents/guardians of the girls in schools on rotating basis to be decided by them.

2.5 The committees would discuss and report, *inter alia* on the following points every four months:—

- (i) Quality of meals and other facilities to the students.
- (ii) Regular monthly payment of incentives to parents.
- (iii) Quality of sanitation and infrastructural facilities generally.
- (iv) Quality of staff.
- (v) Drop-outs, if any, with reasons.

2.6 The District-level committees will review the progress of the schools every four months and report to the Ministry of Welfare through the respective State Governments. At the State level, the scheme will be monitored by the Secretary-in-charge of Scheduled Castes Development Department. At the Central level, the scheme will be monitored by the Committee chaired by the Secretary, Ministry of Welfare, or his/her nominee, and include the Secretaries-in-charge of Scheduled Castes Development of the concerned State Governments. The reviews conducted and the suggestions of these committees would be particularly relevant for deciding on whether the scheme is to be extended/expanded after its pilot phase and, if so, in what form.

2.7 Under the scheme of Aid to Voluntary Organisations for welfare of SCs/STs, new proposals are considered only on the basis of necessary recommendation from the State Government. Further, for continuation of release of grant every year, a detailed inspection report is required to be submitted by the State Government/National Information Centre (in case of computer units).

2.8 For the first time, an all-India meeting of State Governments/UT Administrations and Universities was held in June, 1996 to review the Coaching and Allied Scheme. Several recommendations had emanated during this meeting for rationalising the number of schools, type of courses and also fixing certain benchmark of performance. An SFC has been prepared and its meeting is to take place shortly.

2.9 An All India Conference of National Finance and Development Corporations (under the administrative control of the Ministry of Welfare) as well as the State Scheduled Castes Development Corporations (SCDCs) receiving share capital assistance, was held in August, 1996. The various organisational, structural and managerial problems of the financial institutions were discussed in detail. Several recommendations have been made for improving their performance.

Recommendation (Sl. No. 2, Para 1.16)

2.10 The Committee are constrained to note that the Planning Commission has not given due weightage to the request of the Ministry in so far as plan allocations for the year 1996-97 are concerned. In fact the current year's budget has been kept less than that of the last year and as such the Ministry will not be in a position to meet their committed liability in several schemes. The Committee view this situation very seriously. They, therefore, desire that the Ministry should take up the issue with Planning Commission at the highest level for allocation of more funds so that the running schemes should not suffer.

Action Taken Reply of the Government

2.11 At the instance of the Ministry, the Deputy Chairman, Planning Commission had called a meeting of SC/ST Member of Parliaments on 6th December, 1996 where it was unanimously demanded that all the Central Ministries should make adequate provision in proportion of the population for SCs and STs under SCP and TSP, besides substantially increasing the allocation for the Ministry of Welfare for its various programmes. The Welfare Minister followed it up with a meeting with the Deputy Chairman, Planning Commission

on 14th December, 1996. Request for higher allocations for this sector was further reiterated in the letter of 13th January, 1997 of Welfare Minister to the Dy. Chairman, Planning Commission. Series of consultations were held at various levels, including with the Finance Minister, with a view to ensure allocation for Welfare Ministry is substantially increased.

Recommendation (Sl. No. 3, Para 1.17)

2.12 The Committee are concerned to note that one of the constraints being faced by the Ministry of Welfare in the effective implementation of the various schemes is the shortage of staff. The Ministry has accepted that after the year 1993 there has been no change in the staff strength whereas the work load of the Ministry has increased many fold. The Committee are not at all happy with the situation. In their view, the Ministry should approach the Staff Inspection Unit of the Ministry of Finance for creation of additional posts in the Ministry without further loss of time. The Committee may be apprised of the steps in this regard within six month's time.

Action Taken Reply of the Government

2.13 The Staff Inspection Unit carried out work study of the Ministry of Welfare during 1991. As per the report submitted in 1994, the Ministry's staff strength was to have been reduced from 448 to 328. This reduction in staff strength is not acceptable to the Ministry and the matter is still under correspondence with the Ministry of Finance. Action will be taken with the Ministry of Finance for additional posts in view of the recommendation of the Standing Committee.

Recommendation (Sl. No. 5, Para 2.11)

2.14 The Committee regret to note that despite clear guidelines issued by Government of India regarding allocation of funds by State Govts./UT Administration in proportion to the SC population in their States for Special Component Plan, most of the States have not allocated funds for Special Component Plan so far. The Committee is not happy with the situation. In their view, the Ministry should take up the issue with the State Governments at the highest level for allocation of funds to SCP without further loss of time.

Action Taken Reply of the Government

2.15 The matter of inadequate allocation has been taken up with Chief Ministers of States by Welfare Minister from time to time. In January, 1996 Prime Minister had written to the Chief Ministers in this regard. It was also

discussed in the Welfare Minister's Conference held in February, 1996. Welfare Minister had written to Prime Minister in July, 1996 highlighting inadequate allocations under SCP and the need to explore other ways of setting aside population proportionate allocations for SCs. Welfare Minister and Secretary (Welfare) further took up the matter with Planning Commission in December and January, 1997 to approve Annual Plans 1997-98 of States and Central Ministries only after 16.48% of the outlay was earmarked for SCP.

2.16 The Ministry of Welfare also scrutinises the SCP provisions of the States/Union Territories every year at the time of formulation of their Annual Plans and advises the States/UTs to modify their SCPs as per the guidelines with a view to provide adequately for the development of Scheduled Castes through specific sector-wise schemes. This has led to an improvement in allocations under SCP, both in absolute as well as proportional terms, in the last five years. The SCP allocation, which was only 9.90% in 1992-93, has increased to 11.71% in 1995-96. It is expected to be close to 14% for 1996-97, as U.P. and Maharashtra have reported population proportionate allocations for the current year. The representatives of Ministry attended the different Annual Plan meetings held by the Planning Commission in January, 1997 for finalisation of Annual Plans 1997-98 and demanded 16.48% of Plan allocation under SCP.

2.17 The State Govts./UT Adms. are being advised to adopt UP pattern for the formulation and implementation of SCP. As per the procedure adopted by Govt. of UP from 1996-97, out of total State Plan outlay, SCP allocation equivalent to the percentage of SCs in total population of the State is placed at the disposal of Social Welfare Department. This department, in consultation with development departments, will prepare schemes and proposals for the SCP and make sectoral allocations. Only such schemes will be included under SCP which have direct bearing on improvement of living standard of target groups, are employment oriented, provide economic and social infrastructure to them and relate to their economic and social needs.

Recommendation (Sl. No. 7, Para 2.13)

2.18 The Committee note that the Ministry of Welfare has introduced a system of awarding incentives and disincentives where in the funds of defaulting States are reduced to the extent of unspent balance and the amount is distributed among the other States who achieve the full utilisation of funds. The Committee are not happy with the situation. In their view, instead of awarding disincentives to the defaulting States, the Ministry should monitor the programme thoroughly and stress upon the State Govts. to utilise the amount allocated under Special Component Plan fully.

Action Taken Reply of the Government

2.19 The system of awarding incentives and disincentives to State/UT for utilisation of SCA has been re-examined in view of the Hon'ble Committee's observation and the recommendation of the Committee has been accepted.

Recommendation (Sl. No. 9, Para 2.15)

2.20 The Committee are disturbed to note that despite the matter been taken at the Prime Minister's level only 9 out of 30 Ministries have been contributing to the Special Component Plan so far. The Ministry of Welfare has assured the Committee during evidence that Welfare Minister will soon be discussing the issue with Deputy Chairman, Planning Commission. The Committee, therefore, desire that the matter should be pursued vigorously and progress achieved in this regard may be communicated to them.

Action Taken Reply of the Government

2.21 The matter of inadequate allocation by Central Ministries for Special Component Plan and Tribal Sub-Plan has been taken up by the Ministry of Welfare and Planning Commission with Central Ministries and Departments on a number of occasions. After the Standing Committee meeting on 14.8.1996 Welfare Minister discussed the matter with Deputy Chairman, Planning Commission and requested the Deputy Chairman to ensure that Annual Plan proposals of Central Ministries were approved only after population proportionate allocations were made by them in the plan proposals. Secretary (Welfare) on 8th October, 1996 sent a detailed letter to Secretaries of the Central Govt. Departments requesting them to formulate Special Component Plan and initiate action to identify areas of relevance to SCs, fix physical and financial targets and ensure adequate flow of resources for those programmes. The Deputy Chairman, Planning Commission organised a meeting of SCs/STs Parliamentarians in the context of the formulating of the 9th Five Year Plan (1997—2002) on 6th December, 1996. The Parliamentarians unanimously demanded population proportionate allocations for SCs and STs under SCP and TSP. As a follow-up of the meeting, the Welfare Minister took up the matter of adequate allocations for SCP with the Deputy Chairman, Planning Commission on 14th December, 1996. He again wrote to Deputy Chairman, Planning Commission on 13th January, 1997 indicating that "unless the Planning Commission takes a strong stand on the issue we would perforce be mute spectators to flagrant violation of well considered policy initiated by the Government for social and economic development for SCs and STs by Government Department themselves". He suggested that annual plan of Central Ministries may not be approved unless they formulate Special Component Plan and allocate resources in proportion to the population of SCs.

2.22 The Plan discussions for finalisation of Annual Plan of Central Ministries were held in January/February, 1997. Secretary (Welfare) indicated to Member Secretary, Planning Commission that "a firm stand must be taken on SCP formulation by Central Ministries to achieve the objectives of rational proportionate plan allocations for SCs. It would be most appropriate if Planning Commission approve the annual plan proposals of Central Ministries/Departments only after they have formulated SCP for the SCs". The stand taken up by Welfare Minister and Secretary (Welfare) was communicated to the Planning Commission in the meetings held to finalise annual plans of different Ministries.

Recommendation (Sl. No. 12, Para 2.33)

2.23 The Committee note with concern that although the Scheme relating to Special Educational Development Programme belonging to Scheduled Castes of very low literacy level was included in the beginning of Eighth Five Year Plan yet the Scheme has been approved by the Planning Commission in the fag end of the plan period that is in the year 1996-97. The Committee take a serious note of it. In their view the issue of education among the SC girls is serious problem and the Ministry should make every effort to have a desired result. They therefore, recommend that the Ministry of Welfare should take up the issue with Planning Commission and ensure that the Scheme is implemented effectively in the Ninth Five Year Plan period.

Action Taken Reply of the Government

2.24 The Ministry of Welfare in their Ninth Five Year Plan (1997—2002) and Annual Plan (1997-98) proposals have proposed to the Planning Commission inclusion of this scheme with higher allocation of funds for effective implementation of this scheme in the Ninth Five Year Plan.

Recommendation (Sl. No. 17, Para 2.46)

2.25 The Committee further note that representations received from various Organisations relating welfare of Safai Karamcharis have been simply forwarded to State Govts. for their redressal. No follow up action has been taken up by the Ministry in this regard. The Committee are not happy with the situation. They, therefore, recommend that the Ministry should take up the issue with the State Govts. for immediate redressal of the grievances mentioned by organisations working for the welfare of Safai Karamcharis. Progress achieved in this regard may be communicated to the Committee within six months time.

Action Taken Reply of the Government

2.26 The representations received from organisations relating to the welfare of Safai Karamcharis are being promptly looked into, and the authorities concerned are requested to take necessary actions for redressal of grievances. The matter is being actively pursued with the State Govts.

Recommendation (Sl. No. 19, Para 2.48)

2.27 The Commission also note that the National Scheme of Liberation and Rehabilitation of Scavengers is facing hardships in so far as banks are concerned, as the banks are not coming forward adequately to extend loan facility. The Committee, therefore, recommend that the Ministry should take effective action to ensure that the Banks provide adequate credit support for implementation of the scheme. Steps taken in this regard should be communicated to the Committee immediately.

Action Taken Reply of the Government

2.28 The matter has been taken up with the Department of Banking to issue necessary instructions to the Banks for provision of adequate loan facility for effective implementation of the scheme. Necessary meetings were also held earlier by Secretary (Welfare) with the Department of Banking and representatives of nationalised Banks in this regard. The matter was further discussed in the meeting of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on 13.1.97. A full-fledged National Safai Karamcharis Finance and Development Corporation has been set up to finance projects proposed by Safai Karamcharis. With this, it is expected that the situation will improve.

Recommendation (Sl. No. 21, Para 2.64)

2.29 The Committee are disturbed to note that inspite of their recommendation made in the Report on Demands for Grants for the year 1995-96, for having an authentic data of Scheduled Tribes living below the poverty line, the Ministry of Welfare did not take steps in this regard. This clearly shows that the Ministry has taken the recommendations of the Committee very lightly. The Ministry instead of utilising the machinery available with them for the purpose i.e. at the District and Block levels, they have passed on their burden to NSSO which is a time consuming machinery, as they are already burdened with other surveys and data compilations. While reiterating their earlier recommendation, the Committee urge upon the Ministry that surveys in regard to Scheduled Tribes living below the poverty line should immediately be taken up by utilising the State level,

district level and block level machinery available with them. Steps taken and progress achieved in this regard may be communicated to Committee within six month's time.

Action Taken Reply of the Government

2.30 A meeting was held under the Chairmanship of JS (SCD) on 6.9.96 when it was decided that necessary data on distribution of population by consumption expenditure in rural and urban areas may be provided by the NSSO in the Planning Commission on a priority basis. The NSSO is being reminded regularly for providing the necessary data urgently. In view of the specific recommendation of the Standing Committee to utilise the services of the Tribal Welfare Department of the States for conducting a separate survey for identifying the tribals living below the poverty line, the Secretaries of the Tribal Welfare Departments of all the States have been requested to undertake such a survey with the help of their field staff and complete it within a period of three months. This will be closely followed up with the State Governments so as to see that the survey is undertaken and completed at the earliest.

Recommendation (Sl. No. 23, Para No. 2.66)

2.31 The Committee further note that the Ministry of Welfare has introduced a system of awarding incentives and disincentives in the presumption that the State Governments would become more vigilant in the utilisation of funds earmarked under the scheme. In view of the Committee, if the Ministry of Welfare monitors and scheme properly then there is no need for introduction of such system. The Committee, therefore, recommend that the Ministry should set up a monitoring mechanism in coordination with the State Governments to ensure that the funds released under the Tribal Sub-Plan do not remain unutilised.

Action Taken Reply of the Government

2.32 The State Governments and UT Administrations have monitoring units to monitor the schemes implemented for the welfare of the tribals. The Ministry of Welfare is continuously requesting the States to strengthen their monitoring units and mechanism. The Ministry of Welfare has also a monitoring cell which collects and compiles information and coordinates with the State Governments to ensure that the funds released under Tribal Sub-Plan do not remain unutilised.

Recommendation (Sl. No. 25, Para No. 2.77)

2.33 The Committee further note that although the work relating to implementation of the Scheme has been entrusted to city level Task Force,

consisting of Secretary, Social Welfare (in Chair), Police Commissioner and representatives of NGOs, yet the Task Force do not meet regularly thereby creating hindrance in the proper implementation of the Scheme. The Committee, therefore, strongly recommend that the Ministry should take the issue with the State Governments for effective implementation of the Scheme and ensure that the Task Force meet regularly. Steps taken in this regard may be communicated to the Committee within six month's time.

Action Taken Reply of the Government

2.34 The matter has been taken up with the State Governments for effective implementation of the Scheme to ensure that the city level Task Forces meet regularly. The recommendations made by the Standing Committee in this regard were also taken up in the Conference of State Secretaries incharge of Handicapped Welfare and Social Defence organised by the Ministry of Welfare at New Delhi on 12th February, 1997.

Recommendation (Sl. No. 26, Para No. 2.86)

2.35 The Committee are concerned to note that although begging is considered to be a social problem in India, yet sincere efforts to eliminate this evil has not been taken up by a number of States. It is evident from the fact that out of Rs. 6 crores allocated to the Scheme only Rs. 1.5 crores has been utilised during the last four years. Also, some of the States have not yet enacted that Anti-Beggary Law. The Committee are not at all happy with the situation. They, therefore, desire that Ministry of Welfare should make sincere efforts in coordination with the State Governments to implement the Anti-Beggary Law. The Committee are also of the view that Law is not enough to eradicate the evil of beggary and as such role of Non-Governmental Organisations should be encouraged. The Committee, therefore, desire that the Ministry should devise suitable steps to recognise the NGOs who are interested to work in this field at the State level.

Action Taken Reply of the Government

2.36 The matter has been taken up with the concerned State Governments for enactment of Anti-Beggary Law. The State Governments have also been addressed to encourage participation of NGOs in the field of prevention of beggary. The recommendations made by the Standing Committee in this regard were also taken up in the Conference of State Secretaries incharge of Handicapped Welfare and Social Defence organised by the Ministry of Welfare at New Delhi on 12th February, 1997.

Recommendation (Sl. No. 28, Para 2.94)

2.37 The Committee note that the scheme is being implemented through NGOs who are urban based and the handicapped persons living in rural areas find it difficult to approach them in the hour of need. The Committee devise steps to encourage the NGOs who are rural based and within the approach of the disabled persons living in rural and remote areas. The Committee are also constrained to note that although some serious deficiencies have been noticed by the Ministry in regard to functioning of the NGOs no evaluation study has been made by them in this regard. The Committee, therefore, desired that the Ministry should devise ways to have a thorough monitoring over the functioning of the NGOs in coordination with the State Governments. For this, a separate Monitoring Cell in the Ministry should be set up at the earliest. Steps taken in this regard should be communicated to the Committee within three months time.

Action Taken Reply of the Government

2.38 Special efforts are being made to have better coordination with the State Governments. The State Governments have been requested to direct the District Collectors to forward the proposals of DRDAs/IRCSs and any other registered society headed by District Collector to forward its proposal for free/subsidised distribution of aids/appliances to the disabled persons in a particular district. The maximum amount to any of these agencies shall not exceed Rs. 6-10 lakhs during a financial year. A grants-in-aid cell for considering these proposals under the Chairmanship of AS(W) has been set up.

Recommendation (Sl. No. 29, Para 2.100)

2.39 The Ministry are concerned to note that although the Central Government is assisting the Voluntary Organisation for prohibition and drug prevention, yet the number of addicts registered in Welfare Centres have increased from 1627 in 1986-87 to 3.12 lakh in the year 1994-95. The Ministry has informed the Committee that they are facing problems in rehabilitation of drug addicts in the society. Also some of the Centres run by the Government are not admitting the sex workers who are HIV patients. The Committee viewed the situations very seriously. They, therefore, *recommend* that the Ministry should take immediate steps for rehabilitation of drug addicts in the society through Social Workers and Counsellors. Greater attention should be paid to Women and child drug addicts. As regard sex workers, who are HIV patients, separate Centres for their welfare should be opened in consultation with the State Governments. Also the Committee urge upon the Government to go into the root cause of the problem in coordination with the State Governments and try to overcome this social evil at the earliest.

Action Taken Reply of the Government

2.40 The number of addicts registered in the Centres assisted by the Ministry of Welfare increased from 1627 in 1986-87 to 3.12 lakhs in the year 1994-95. The main reason for the increase in the registration of drug addicts is because of the greater awareness programmes of this Ministry and the various Centres assisted by the Ministry. Drug addicts who otherwise would have gone without any treatment are now encouraged to go to the Centres for treatment. The outreach programmes of the NGOs are specifically meant to identify drug abusers as well as potential and marginal drug abusers and induce them to take proper treatment and counselling facilities.

2.41 The Ministry organised in November, 1996 a Workshop on 'Rehabilitation for the Recovering Addicts' in Pune along with FINGODAP *i.e.* Federation of Indian NGOs working in the field of Drug Abuse Prevention'. The various modalities for formulating 'rehabilitation module' which can be replicated in different Deaddiction-cum-Rehabilitation Centres with minor adaptations was discussed with special focus on the rehabilitation of socially and economically vulnerable sections'. Subsequent to this Work-shop, another Workshop was held in the North-East in the month of January, 1997 to discuss a separate package on rehabilitation measures for the North East taking into account their special problems such as high incidence of HIV/AIDs etc. and geographical location of these areas.

2.42 The Ministry has also set up a 'Core Group' which consists of experts in the field of Drug Abuse Prevention *inter-alia* to develop guidelines on rehabilitation which can then be circulated to all the voluntary organisations receiving grant-in-aid from the Ministry and also to suitably recommend rehabilitation measures which can be incorporated in the existing Scheme of Prohibition and Drug Abuse Prevention. If necessary, the Scheme will be modified in order to effectively incorporate the rehabilitation measures.

2.43 The need for focussing more attention on socially and economically vulnerable sections of the community such as children, women, destitutes, commercial sex workers and also to provide special facilities for these categories, has been taken up with the State Governments as well as with the voluntary organisations receiving grant-in-aid from this Ministry.

2.44 The Voluntary Organisations have been requested to give special focus to the rehabilitation aspect and also brief account of the rehabilitation activities undertaken by them which submitting their Quarterly Performance Reports. The State Governments have been requested to indicate the requirements for opening

up of specialised Centres for treatment and rehabilitation of the women, child drug addicts and commercial sex workers who are HIV/AIDS affected so that the service facilities for these groups can be planned. State Governments have also been requested to network with the Drug-De-addiction-cum-Rehabilitation Centres and Counselling Centres so as to ensure that the rehabilitation process of the drug addict is being given adequate importance.

2.45 The Inspection Report of the State Government should also contain a 'Special Report' on rehabilitation activities undertaken by the Centres.

2.46 The State Government has also been requested to have surveys conducted of the drug prone areas in their State which can indicate the reasons and compulsions leading people to abuse drugs and alcohol so that the root cause of the problem can be identified and tackled.

2.47 Since this Ministry is yet to receive the follow-up of action taken by the State Governments in this regard, the matter has again been taken up by the State Governments for an early report on the action taken.

Recommendation (Sl. No. 30, Para 2.101)

2.48 The Committee are also of the view that the Ministry should take immediate steps for having an authentic data regarding drug addicts in the country to enable them to plan for their welfare in a systematic manner. Steps taken in this regard may be communicated to the Committee within six months.

Action Taken Reply of the Government

2.49 The Ministry is in contact with the National Sample Survey Organisation (NSSO) for conducting surveys to find out the extent of the drug abuse in the country. In this connection, a try out survey was conducted by them in June, 1996. The report was examined in the Ministry and the comments thereon were sent to NSSO. Subsequently, NSSO has written to us that the Governing Council is likely to meet in March, 1997 and the proposal of the survey of the drug abuse is likely to be considered in this meeting.

CHAPTER III

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

Recommendation (Sl. No. 18, Para 2.47)

3.1 The Committee note with distress that Safai Karamcharis Ayog has not been properly providing with required operational facilities. They, therefore, recommend that Government should take steps to remove the bottlenecks in the functioning of the National Commission for Safai Karamcharis immediately.

Action Taken Reply of the Government

3.2 The National Commission for Safai Karamcharis (NCSK) had brought out a few major issues which were earlier discussed in a joint meeting of the Ministry and Commission on 23.3.96 and subsequently on 26.11.96 in a meeting taken by the Prime Minister with representatives from this Ministry and the Commission in the meeting taken by Prime Minister it was decided that the term of the Commission may be extended upto 31st March, 2002. Since the functions allotted to the NCSK are developmental in nature, it did not appear necessary to vest in the Commission the powers of a Civil Court. Action has already been initiated to confer the status of a Minister of State and if need be some financial powers may be conferred on NCSK in consultation with Ministry of Finance. The Commission desired to have membership of the National Human Rights Commission. The possibility is being explored. As regards the non-cooperation or any improper treatment faced by the Commission from any State Government authorities, this Ministry have already taken up the matter with the State Governments regarding facilities and courtesies to be extended to the Commission Members. The Prime Minister has also written to all the Chief Ministers to provide all due to courtesies and facilities to the Chairman and Members of the Commission whenever they are on official visit. Any specific instance of complaint shall be immediately taken up by the Ministry with the State Government concerned.

Recommendation (Sl. No. 20, Para No. 2.54)

3.3 The Committee regret to note that the Ministry of Welfare does not have an authentic data regarding number of eligible candidates for award of

Pre-Matric Scholarships as on date. In view of the Committee unless the Ministry has an authentic data of eligible candidates they will not be in a position to implement the scheme properly. The reason given by the Ministry that the State Government are not taking interest in furnishing the number of eligible candidates as they have to share 50% of the expenditure for the implementation of the scheme, is very much disturbing to the Committee. The Committee, therefore, strongly recommend that the matter should be taken up with the State Government at the highest level and steps should be devised to have an authentic data of eligible candidates for award of scholarships at the earliest. Also the Committee are of the view that the Ministry should take up with the Planning Commission for allocation of funds under the scheme keeping in view the increasing number of eligible candidates.

Action Taken Reply of the Government

3.4 The Centrally Sponsored Scheme of Pre-Matric Scholarship to the children of those engaged in unclean occupations is an open-ended scheme and provides for coverage of all eligible children. Keeping this in view, the concerned State Governments propose coverage of eligible children, in their annual proposals towards seeking due Central assistance. The State Governments have been impressed upon to adequately provide for matching State share and to identify and cover all eligible children. As a result of persistent efforts, the coverage of beneficiaries under the scheme has arisen from 1,76,253 in 1994-95 to 2,44,638 (provisional) in 1995-96 and is further expected to increase to 2,50,000 in 1996-97. Union Welfare Minister has also addressed a D.O. letter dated 11.11.1996 to the Chief Ministers of States expressing therein, the concern of the Committee. As regards additional funds in 1996-97, the Union Welfare Minister addressed a D.O. letter dated 11.10.1996 to the Deputy Charman, Planning Commission. The Deputy Chairman, Planning Commission in his D.O. letter dated 25.10.1996, however, apprised that it does not seem feasible to make any additional provision of funds over and above the approved budget of Rs. 7.50 crores and has suggested that the addition funds may be obtained either from savings or through supplementary Demand for Grants. Accordingly efforts are being made to internally mobilise the savings towards meeting with additional requirements during 1996-97 under the scheme.

CHAPTER IV

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

Recommendation (Sl. No. 6, Para 2.12)

4.1 The Committee further note that despite clear instructions issued by the Ministry to the States for opening separate Budget heads only 17 States/UTs have so far adhered to the instructions ever after a gap of 14 years. This clearly indicates lack of coordination by the Ministry with the States. The Committee, therefore, recommend that the matter should be taken up by the Ministry with the remaining States for opening separate Budget heads for Special Component Plan without further loss of time. Progress achieved in this regard may be communicated to the Committee within six month's time.

Action Taken Reply of the Government

4.2 18 States/UTs out of 24 States/UTs which formulate Special Component Plan for Scheduled Castes have already opened separate Budget heads for SCP/SCA funds. Government of Rajasthan has issued orders to its departments to open separate Budget heads from 1997-98 for SCP. The remaining States/UTs viz., J&K, Karnataka, West Bengal, Goa and Chandigarh have been advised to open the same on a priority basis. Secretary (Welfare) wrote to State Chief Secretaries of the above States in January, 1997 in this regard. States have been advised:-

- (i) to allocate funds under SCP in proportion to SC population percentage in total population of the State;
- (ii) to open separate Budget head for SCP allocation to prevent diversion misutilisation of funds earmarked for SCs;
- (iii) to make the Governmental Department concerned with SC welfare and development as nodal agency for formulation and implementation of SCP;
- (iv) to ensure that all the schemes under SCP are in accordance with the specific needs and priorities of SC people;

- (v) schemes in the core sectors like agriculture, animal husbandry, dairy development, fisheries, small and cottage industries, leather, weaving, textiles, handloom, etc., are formulated under SCP for the economic development of SCs;
- (vi) to avoid national allocations under SCP in sectors like Power, Industries, Major Irrigation, Education and Health;
- (vii) to strengthen Monitoring system in order to ensure proper and effective implementation of SCP.

Comments of the Committee

Please see para 1.7 of Chapter-I.

Recommendation (Sl. No. 16, Para 2.45)

4.3 The Committee are concerned to note that the Ministry of Welfare is not having the figures of scavengers living below the poverty line as on date. The Ministry has stated that National Sample Survey Organisation has carried out a survey but the report has not been released so far. In view of the Committee unless the Ministry has an authentic data of scavengers living below the poverty line, they will not be in a position to plan for their welfare. The Committee, therefore recommend that the Ministry should take up the issue with the NSSO for release of survey report at the earliest.

Action Taken Reply of the Government

4.4 Under the National Scheme of Liberation and Rehabilitation of Scavengers and their dependents implemented by this Ministry, there is a provision for survey, and this survey has been completed in most of the States except States like Bihar, West Bengal, Orissa and Sikkim. The Scheme intends to rehabilitate, in a time-bound manner, all scavengers associated with manual scavenging, irrespective of any income criterion. Hence, no separate attempt has been made to obtain the figures of scavengers living below the poverty line. As against 8.25 lakh scavengers identified by the State Govts. so far, about 1.00 lakh and 2.50 lakhs have been trained and rehabilitated, respectively. The Scheme that was originally meant for implementation during the VIII Plan is proposed to be extended to the IX Plan also to ensure completion of the task of rehabilitation. Similarly, a proposal to extend the term of the National Commission for Safai Karamcharis is also under consideration. The National Safai Karamcharis Finance and Development Corporation has also been set up to finance self-employment projects proposed by Safai Karamcharis.

4.5 As regards the survey mentioned in the recommendation, the Standing Committee on Labour and Welfare (5th Report) had suggested that a comprehensive survey should be conducted State-wise on a time bound scale after taking into account. 1991 census reports for complete identification of SCs and STs below the poverty line. In this connection, a meeting was held in the Ministry of Welfare under the Chairmanship of JS (SCD) on 6.9.96 where in it was decided that necessary data on distribution of population by consumption expenditure of SCs and STs in rural and urban areas may be provided by the NSSO to the Planning Commission so that the matter could be finalised. NSSO have already been reminded to expedite the matter vide our letter dated 12.12.1996.

Comments of the Committee

Please see Para 1.13 of Chapter-I.

Recommendation (Sl. No. 22, Para 2.65)

4.6 The Committee, further note that one fourth of the total Central Budget of the Ministry of Welfare is utilised for the Special Central assistance to Scheduled Tribes under Tribal Sub-Plan without fixing any target for the Scheduled Tribes to cross the poverty line. In their view, the Ministry of Welfare is simply doing the job of post office by passing the funds to State Governments and UTs. The Committee strongly recommend that before finalising budget proposal, the Ministry should fix targets of Scheduled Tribes to be benefited in the financial year. Steps taken in this regard may be communicated to the Commission.

Action Taken Reply of the Government

4.7 The Ministry, during the Annual Plan discussions of the Tribal Sub-Plan States, asks the State Governments to fix targets of ST families to be benefited under SCA scheme. The State Governments/UTs periodically report the Ministry the targets and achievements in respective years under SCA.

Comments of the Committee

Please see Para 1.16 of Chapter-I of the Report.

CHAPTER V

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

Recommendation (Sl. No. 4, Para 1.18)

The Committee note with distress that although a number of schemes of the Ministry of Welfare are being run by Non-Government Organisations, yet the Ministry has no monitoring machinery to check their performances. The Committee view this situation very seriously. In their view the Ministry should have thorough monitoring over the schemes being run by NGOs for Ministry should invariably formulate Active Committees at district and State levels involving officials of the District Administration such as District Commissioner/District Collector/Labour Officers/Welfare Officers/Elected Representatives of the area and Voluntary Organisations etc. These Committees should meet periodically and monitor the programmes effectively. Steps taken in this regard should be communicated to the Committee within six months' time.

Action Taken Reply of the Government

5.2 The monitoring of the Schemes implemented through the NGOs is expected to be done by the concerned State Governments apart from audit of account by the professional auditors. Inspection of the schemes with regard to the SCs and STs is also done through the various field offices of the National Commission for SC & ST. The Ministry has allotted various States to the five Joint Secretaries of the Ministry for closer coordination with the State Governments, including for more effective implementation of the Ministry's schemes implemented through the NGOs. The Joint Secretaries have already visited 10 States and they will take up visits of the remaining States after the Parliament session. Keeping in view the advice of the Standing Committee and for further streamlining the implementation of the schemes through the NGOs, all the Chief Secretaries have been requested to set up State Level Committees under the Chairmanship of the Chief Secretary with representatives of the concerned Departments, NGOs and elected representatives as members. Similarly, the District Level Committees will be chaired by the District Collectors/District Magistrates with the representatives of the concerned Departments, NGOs and people's representative as members, so as to see that requests for grants in-aid

to the NGO are properly scrutinised and effectiveness of their working is properly monitored.

Recommendation (Sl. No. 8, Para 2.14)

5.3 The Committee are concerned to note that Rs. 70.50 crores of the SCP released to Bihar State during the period 1989-90 to 1993-94 was not utilised by the State for the purpose. The fact was detected during the year 1994-95 when the State Government approached the Government of India for revalidation of amount released to it during the year 1993-94. In view of the Committee the irregularity took place due to non submission of utilisation certificate by the State Government in time. This clearly indicates a lapse on the part of the Ministry of Welfare. The Committee also therefore, strongly recommend that the matter be thoroughly investigated and responsibility should be fixed on the officers responsible for such type of irregularities. The Committee also recommend that a separate Inspection Cell should be created in the Ministry of Welfare for having a thorough monitoring over the scheme and for detecting such type of irregularities in time. For this, the Ministry should approach the Staff Inspection Unit of Ministry of Finance for creating of additional posts. Steps taken in this regard may be communicated to the Committee.

Action Taken Reply of the Government

5.4 The Comptroller and Auditor General of India has already been requested to conduct special audit of Bihar with reference to the Central funds released to Government of Bihar under various Central and Centrally Sponsored Schemes for SCs and STs. The office of CAC has recently intimated the Ministries that the reviews on the matter will feature in the next Audit report of Government of Bihar. State Government will be asked to take appropriate action to fix responsibility on concerned State Government officials and remedial action to check irregularities in future, after the said report is received.

Recommendation (Sl. No. 10, Para 2.22)

5.5 The Committee regret to note that the selection of SC/ST candidates for award of scholarship for advanced studies abroad for the year 1994-95 and 1995-96 has yet to be finalised. The Ministry has stated that it will take another three months for the approval of the Committee on Non-Plan Expenditure. The reason put forth by the Ministry that the non-availability of Chairman of the Selection Committee is not satisfying to the Committee. This clearly indicates that the Government is not really serious to encourage the SC/ST students for

higher studies abroad. The Committee therefore recommend that Ministry should take immediate steps in the matter and submit the proposal to the Committee on Non-Plan Expenditure for its early clearance. Progress achieved in this regard may be communicated to the Committee within six months' time.

Action Taken Reply of the Government

5.6 The Note for the Committee on Non-Plan Expenditure (CNE) for continuation of the National Overseas Scholarship Scheme for a further period of five years from 1996-97 has been circulated and comments of the Ministry of External Affairs and the Department of Education have been obtained. The meeting is likely to be held soon. The Chairman and Members of Screening/Selection Committee have also been nominated and their acceptances have also been received. As soon as approval of the CNE is obtained, immediate action will be taken for convening the Screening/Selection Committee meeting for selection of candidates for award of Scholarship for the years 1994-95 and 1995-96.

Recommendation (Sl. No. 11, Para 2.27)

5.7 The Committee note that the Ministry of Welfare has not utilised the funds earmarked for the year 1995-96 for the Book Banks Scheme fully. The reasons given by the Ministry for less utilisation of funds due to non-receipt of proposal from some of the State Governments/UTs and non-provision of matching share by some of the States is not satisfying to the Committee. In their view the Ministry lacks coordination with State Governments and their monitoring over the scheme has been poor. The Committee therefore, recommended that the Ministry should take up the issue with the State Government and ensure that the amount of allocation in the budget estimates for the year 1996-97 is utilised fully. The Committee are also of the opinion that the scope of book banks scheme should be enlarged by covering LLM/LLB. CA, MBA courses at the earliest so that more number of students are benefitted under the scheme.

Action Taken Reply of the Government

5.8 The Ministry has taken up the matter with the State Governments/UT Administrations and has called for proposals *vide* DO letter No. 11017/1/96-SCD-I dated 12.6.1996 and have been reminding them regularly i.e. dated 6.9.1996 and 20.8.1996. The State Governments have been asked to involve other Ministries concerned Departments like Medical, Education, Technical Education, Agriculture, etc. to have more Book Banks in order to ensure maximum coverage and to utilise the funds under the scheme. The Ministry has

been sending Officers to various States/UTs where there are a large number of Universities and Technical Institutions and request them to send their proposals. Officers visiting the Ministry from the State Governments are requested to furnish their proposals. In the meeting for the State Secretaries for Social Welfare the State Governments were urged to raise their budget provision under this scheme. The Ministry has prepared an SFC and have called for comments from various other Ministries. It has been proposed in the SFC to include new courses like LLM/LLB/CA, MBA and Bio-Sciences to improve the coverage of the Scheme.

Recommendation (Sl. No. 13, Para 2.34)

5.9 The Committee are concerned to note that out of 48 districts of 4 States where SC Family literacy level is below 2% proposals from 2 State Govt. have only been received by the Ministry. The Committee are of the view that Ministry should take up the issue with the concerned State for early submission of their proposals.

Action Taken Reply of the Government

5.10 The concerned State Secretaries, District Collectors and Zilla Parishads in covered States of Bihar, Madhya-Pradesh, Rajasthan and Uttar Pradesh have been regularly requested to send the proposals. Their Officers have also been personally approached for expediting the proposals. Details of efforts made in this regard are as under:—

1. Letter dated 19.6.1996 addressed to all Zilla Parishads in four States.
2. Letter dated 20.6.1996 addressed to concerned State Secretaries in four States.
3. Telegram dated 8.7.1996 addressed to the Zilla Parishads and State Secretaries.
4. Telegram dated 22.7.1996 to the concerned State Secretaries.
5. Director (SCD), Ministry of Welfare visited Bhopal on 21.8.1996 and after having discussion with concerned Officers of Government of Madhya Pradesh, personally collected proposals pertaining to Guna and Rajgarh Zilla Parishads.
6. Phonogram dated 4.9.1996 to the concerned State Secretaries.

7. Fax Message dated 6.9.1996 to Govt. of Uttar Pradesh.
8. Fax message dated 9.9.1996 to Govt. of Madhya Pradesh, Rajasthan and Bihar.
9. Telegram dated 10.9.1996 to District Collectors and Chief Executive Officers of Zilla Parishads in Bihar, Uttar Pradesh and Rajasthan.
10. Dated 12.9.1996 — Joint Secretary (SCD), talked to the concerned Secretary in Bihar and Uttar Pradesh. Secretary, Ministry of Welfare, also talked to the Chief Secretary, Govt. of Rajasthan.
11. Letter dated 13.9.1996 from Joint Secretary (SCD), Ministry of Welfare to the Secretary, Welfare Department, Govt. of Bihar.
12. Telegram dated 16.9.1996 to all Zilla Parishads and District Collectors in Bihar, Rajasthan and Uttar Pradesh.
13. Dated 25.9.1996 — Shri Net Ram, Secretary, Social Welfare Department, Govt. of Uttar Pradesh, who visited Ministry of Welfare, was reminded by the Joint Secretary (SCD) to expedite the proposal.
14. Telegram dated 9.10.1996 to Zilla Parishads and District Collectors in Bihar, Rajasthan and Uttar Pradesh.
15. Telegram dated 11.11.1996 to the concerned Secretaries in Bihar, Rajasthan and Uttar Pradesh.
16. Dated 19.11.1996 — Smt. Chitra Chopra Secretary, Social Welfare, Govt. of Rajasthan, who visited Ministry of Welfare, was reminded by the Joint Secretary (SCD) to expedite the proposal.
17. Research Office (SCD), Ministry of Welfare visited Lucknow on 2.12.1996 and 3.12.1996 and after having discussions with concerned Officers of Govt. of Uttar Pradesh, personally collected proposals pertaining to Lalitpur, Deoria and Banda Zilla Parishads.
18. Letter dated 26.12.1996 from the Joint Secretary (SCD), Ministry of Welfare to the Chief Secretary, Govt. of Bihar and Rajasthan.
19. Dated 3.1.1997 — Smt. Chitra Chopra, Secretary, Social Welfare, Govt. of Rajasthan, who visited Ministry of Welfare, was reminded by the Joint Secretary (SCD) to expedite the proposal.

5.11 As a result of these vigorous efforts of the Ministry of Welfare, as against total target of setting up of 21 residential schools, proposals received from 16 Zilla Parishads in Bihar, Madhya Pradesh and Uttar Pradesh have been finalised and an amount of Rs. 22.68 lakhs has been sanctioned. Efforts are continuing to obtain more proposals from the concerned States.

Recommendation (Sl. No. 15, Para No. 2.44)

5.12 The Committee note although the Ministry of Welfare are financing NGOs for running the welfare schemes for Safai Karamcharis, yet they do not have a single officer in the Ministry to inspect their work. The Committee view the situation very seriously. They, therefore, recommend that Ministry of Welfare should take immediate steps for setting up of an Inspection Monitoring Cell with adequate staff to check and monitor the programmes being carried out by NGOs without further loss of time.

Action Taken Reply of the Government

5.13 We are not financing any NGOs under the scheme for liberation and rehabilitation of scavengers. The scheme is implemented through the State Scheduled Castes Development Corporations (SCDCs), and Central Assistance has been released directly to the State Govts. earlier, and w.e.f. 1.4.96 to the SCDCs, to avoid delay. The States may, for the training part, associate semi-govt., or voluntary organisations. One Deputy Secretary in the Ministry has been given charge of the scheme. The National Commission for Safai Karamcharis also, *inter alia*, oversees the proper implementation of the scheme. Extensive tours have been undertaken by the Ministry officials, and workshops were held at Agra and Mathura during Sept., 1995 and Jan., 1996 based on which detailed action plans have been sent to the State Govts. for implementation. The National Commission for Safai Karamcharis Finance and Development Corporation has been set up this year which may further improve the situation. The NGOs are presently inspected and monitored through the State Govts. The recommendation for setting up an Inspection Monitoring Cell for NGOs could not be implemented because of non-availability of adequate staff with the Ministry and shall be considered on availability of staff.

Recommendation (Sl. No. 24, Para No. 2.76)

5.14 The Committee are concerned to note that only 23 out of 37 major cities/State capitals have been brought under the Scheme of Welfare of Street Children since its inception in the year 1993-94. Also, no survey has been conducted to ascertain the street children available in the country. The Committee, therefore, recommend that the Ministry should take steps to conduct a survey

either through an independent agency or by the machinery available with them at State and District levels. The matter should be taken up with the State Governments for coverage of remaining States under the scheme at the earliest.

Action Taken Reply of the Government

5.15 The matter has been taken up with the State Governments for extending the coverage of the Scheme to all the 37 eligible cities and for conducting surveys to ascertain the number of street children in the country. The recommendations made by the Standing Committee in this regard were also taken up in the Conference of State Secretaries incharge of Handicapped Welfare and Social Defence organised by the Ministry of Welfare at New Delhi on 12th February, 1997.

Recommendation (Sl. No. 27, Para No. 2.93)

5.16 The Committee note that due to rise in the income ceiling of disabled persons the scheme relating to Aids and Appliances for the Handicapped is under the process of revision. The Ministry has informed the Committee that the income limit has been suggested to be raised to Rs. 25,000/- p.m. for free supply of aids and appliances and between Rs. 2,500/- to Rs. 5,000/- p.m. for supply at 50% of the cost of aids/appliances. The Committee further note that the revised scheme has since been circulated and the Ministry will be requesting the Expenditure Finance Committee for fixing a date for the meeting very soon. In view of the Committee aids and appliances are the basic tools for the disabled persons. The Committee, therefore, recommend that the Ministry should take up the matter in right earnest with Expenditure Finance Committee for clearance of the proposal at the earliest. Steps taken and progress achieved in this regard should be Communicated to the Committee within three months time.

Action Taken Reply of the Government

5.17 Some of the Ministries/Departments have forwarded their comments on the draft EFC memo. Reminders have been issued to others.

5.18 Further, the Programme Appraisal Division of Planning Commission have raised certain queries for which the replies are being prepared for obtaining their final comments.

NEW DELHI;
21 April, 1997

1 Vaisakha, 1919 (Saka)

MADHUKAR SIRPOTDAR
Chairman,
Standing Committee on
Labour and Welfare.

APPENDIX

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

| | Total | Percentage |
|---|-------|------------|
| I. Total number of Recommendations | 30 | |
| II. Recommendations/Observations which have been accepted by Government (Nos. 1, 2, 4, 5, 7, 9, 12, 17, 19, 21, 23, 25, 26, 28, 29 and 30.) | 16 | 53.33 |
| III. Recommendations/Observations which the Committee do not desire to pursue in view of Government replies Nos. 18 and 20) | 2 | 6.67 |
| IV. Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee (Nos. 6, 14, 16 and 22) | 4 | 13.33 |
| V. Recommendations/Observations in respect of which final replies of Government are still awaited (Nos. 3, 8, 10, 11, 13, 15, 24 and 27) | 8 | 26.67 |

ANNEXURE

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

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

PRESENT

Shri Madhukar Sirpotdar – *Chairman*

MEMBERS

Lok Sabha

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

Rajya Sabha

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

SECRETARIAT

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

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

3. Thereafter, the Committee took up for consideration the following draft Reports and adopted the same without any amendment/modification.

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Sixth Report on Action Taken by the Government on the recommendations/ observations contained in Second Report of the Standing Committee on Labour and Welfare on Demands for Grants—Ministry of Welfare for the year 1996-97.

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

The Committee then adjourned.