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SECOND REPORT

COMMITTEE ON EMPOWERMENT OF WOMEN
(2004-2005)

(FOURTEENTH LOK SABHA)

SCHEME FOR REHABILITATING WOMEN IN
DIFFICULT CIRCUMSTANCES - SWADHAR

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF WOMEN AND CHILD DEVELOPMENT)

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LOK SABHA SECRETARIAT

NEW DELHI

July, 2005/Asadha, 1927 (Saka)

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**MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF WOMEN AND CHILD DEVELOPMENT)**

Presented to Lok Sabha on _____

Laid in Rajya Sabha on _____

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LOK SABHA SECRETARIAT

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CONTENTS

COMPOSITION OF THE COMMITTEE ON
EMPOWERMENT OF WOMEN (2004-2005)

INTRODUCTION

REPORT

APPENDICES

- I Statement showing funds sanctioned /released under Swadhar scheme during the years 2001-02, 2002-03, 2003-04.
- II Statement showing funds sanctioned /released under swadhar scheme during the year 2004-05.
- III Statement of observations/Recommendations

PART II

- I [Minutes of the sitting of the Committee on Empowerment of Women \(2004-2005\) held on 7th February, 2005.](#)
- II [Minutes of the sitting of the Committee on Empowerment of Women \(2004-2005\) held on 4th July, 2005.](#)

**COMPOSITION OF THE COMMITTEE ON
EMPOWERMENT OF WOMEN (2004-2005)**

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INTRODUCTION

I, the Chairperson of Committee on Empowerment of Women, having been authorised by the Committee to submit the Report on their behalf, present the Second Report (Fourteenth Lok Sabha) of the Committee, on the subject 'Scheme for Rehabilitating Women in Difficult Circumstances – SWADHAR'

2. The Report is based on the inputs including the material received from the Ministry of Human Resource Development (Department of Women and Child Development) and impressions gained by the Committee during the local visit to Swadhar Shelter Homes at New Delhi and Gurgaon.

3. The Committee on Empowerment of Women took oral evidence of the representatives of the Ministry of Human Resource Development (Department of Women and Child Development) on 7th February, 2005, in connection with examination of the subject.

4. The Draft Report was considered and adopted by the Committee on Empowerment of Women (2004-2005) at their sitting held on 4th July, 2005. The Minutes of the sitting form Part II of the Report.

5. The Committee wish to express their thanks to the Ministry of Human Resource Development (Department of Women and Child Development) for their help and cooperation in connection with the

examination of the subject and for providing evidence material and information.

6. For facility of reference, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

NEW DELHI;

22nd July, 2005

31 Asadha, 1927 (Saka)

(KRISHNA TIRATH)

CHAIRPERSON

COMMITTEE ON EMPOWERMENT
OF WOMEN

REPORT

“SCHEME FOR REHABILITATING WOMEN IN DIFFICULT CIRCUMSTANCES” - ‘SWADHAR’

Introductory

The principle of gender equality is enshrined in the Indian Constitution. The Constitution of India renounces the practices derogatory to the dignity of women and makes special provisions enabling the State to make affirmative discrimination in favour of women. Apart from the constitutional provisions, special laws have also been enacted to promote gender justice, but still the status of women continues to be a cause of concern in our country. Today in the 21st century we are still unable to bring about a society where there is total gender sensitization. Thus, besides economic empowerment of women, social empowerment through education, health, nutrition and most importantly focus on women in difficult circumstances is absolutely necessary. There is need for targeted efforts to ensure rights of women in difficult circumstances which includes women in extreme poverty, destitute women, women in conflict situations, women affected by natural calamities, women in less developed regions, the disabled, widows, elderly women, women heading households, migrants, women who are victims of marital violence, deserted women, sexually abused and prostitutes etc. To achieve this targeted goal, emphasis should be laid on all round development of women. A new social system needs to be evolved where the society must respond adequately to the above concerns. Family is a social institution which provides emotional and physical support to its members. But it has often

been found that it fails to respond to the needs of women, specially those in difficult circumstances.

2. Very limited State intervention is available through Old Age Homes, Short Stay Homes, Nari Niketan etc. as they cover only a fringe of the problems of such women. Therefore a scheme known as 'Swadhar' has been designed with a more flexible and innovative approach to cater to the requirement of various types of women in distress in diverse situations.

3. Regarding the salient features of the scheme, the Ministry of Human Resource Development, Department of Women and Child Development in a note furnished to the Committee have stated that Swadhar is a shelter based scheme for the holistic rehabilitation of women in difficult circumstances. In this regard, the Secretary, Department of Women and Child Development during evidence stated:-

“ Swadhar Home Scheme is a new scheme being funded by the Ministry of Human Resource Development (Department of Women and Child Development) for holistic rehabilitation of women in difficult circumstances and has been designed with a flexible and innovative approach to cater to the requirements of various types of women in distress in diverse situation. The scheme was initiated by the Government for the rehabilitation of widows in Mathura, Vrindavan and Kashi, as these destitute women were seen concentrated near the religious places in large numbers”.

Elaborating further the Secretary, added

“This project is comparatively a new scheme in the Government of India. Earlier we used to have the Short Stay Home Scheme for temporary relief and rehabilitation of women in similar difficult circumstances. But now we have got the other scheme, which is

more comprehensive, more holistic and in a way it is to cover all kinds of women in all kinds of diverse and difficult circumstances. Whether they are destitute, whether they are homeless, whether they are widows, whether they have been turned out of their houses, whether they are themselves in such a condition that they cannot support themselves or they are bankrupt or indigent or sick or whatever they are, we have made a holistic scheme so that all kinds of women who have no support system in the society can be kept in the Swadhar home.”

Objectives of Swadhar Scheme

4. As regards the objectives of this scheme the Ministry have informed the Committee that the following are the objectives of this scheme:

- (i) To provide primary need of shelter, food, clothing and care to the marginalized women/girls living in difficult circumstances who are without any social and economic support;
- (ii) To provide emotional support and counseling to such women;
- (iii) To rehabilitate them socially and economically through education, awareness, skill upgradation and personality development through behavioral training etc;
- (iv) To arrange for specific clinical, legal and other support for women/girls in need of those intervention by linking and networking with other organizations in both Government and Non-Government sector on case to case basis;
- (v) To provide for help line or other facilities to such other services as will be required for the support and rehabilitation to such women in distress.

Target Groups and Beneficiaries under Swadhar Scheme

5. The Ministry have stated that the following category of distressed women have been covered under the scheme:

- (a) Widows deserted by their families and relatives and left uncared near religious places where they are further victimized.
- (b) Women prisoners released from jails who are without family support.
- (c) Women survivors of natural disaster who have been rendered homeless and are without any social and economic support;
- (d) Trafficked women/girls rescued or runaway from brothels or other places or women/girl victims of sexual crimes who are disowned by their families or who do not want to go back to their respective families for various reasons;
- (e) Women victims of terrorist/extremist-violence who are without any family support and without any economic means for survival;
- (f) Mentally challenged women (except for the psychotic categories who require care in specialized environment in mental hospitals) who are without any support of family or relatives;
- (g) Women with HIV/AIDS deserted by their family or women who have lost their husbands due to HIV/AIDS and are without social/economic support; or
- (h) Similarly placed women in difficult circumstances.

6. The Committee wanted to know whether there was any scheme available for the rehabilitation of women in difficult circumstances before the introduction of the Swadhar Shelter Scheme. The Ministry stated that the Short Stay Home for women and girls was a pre-existing scheme before the launch of Swadhar Scheme in 2001. The Short Stay Home scheme for

women and girls extends temporary shelter and rehabilitation to those women and girls who have no social support system due to family problem, mental stress, social ostracism, exploitation and other causes. These are run in a rented accommodation by Registered Voluntary Organisations. The Scheme of Short Stay Home is very successful in its above objectives as around 341 homes are being run in the entire country.

7. The Committee desired to know the reasons for introducing the Swadhar Schemes when the Short Stay Home (SSH) Scheme was already in existence. The Ministry stated that while the SSH could accommodate maximum 30 women and girls in a centre, there are places in the country where the number of women in difficult circumstances are very large. For example in Vrindavan, there are around 3500 widow and destitute women mostly from West Bengal who lead a pathetic life. To mitigate the suffering of such type of women, it was felt that Government needs to help in creation of infrastructure like Building and other facilities for giving proper shelter apart from food and other support to the women in difficult circumstances. In view of this, Swadhar Scheme was launched for giving holistic rehabilitation cover to the women in difficult circumstances.

8. On having being asked the difference between Short Stay Home and Swadhar Scheme, the Ministry have informed that

- (i) No. of inmates : the maximum number of women in a Short Stay Home is 30 whereas the minimum number of women in Swadhar is 50 and there is no upper limit prescribed for the number of inmates.
- (ii) Construction cost: Construction cost is given in Swadhar scheme whereas there is no provision for this in Short Stay Home.

- (iii) There is a time limit of 3 years to stay in Short Stay Homes whereas it may be more than 3 years in Swadhar.

9. The Ministry has also stated that Swadhar Scheme is also different from other schemes of the Department like Swablamban, STEP, Swayamsiddha scheme relating to women empowerment wherein training and capability building is provided to women.

10. Elaborating this aspect further, the representative of the Ministry during evidence stated:-

“the number of inmates under a Short Stay Home are a maximum of 30 whereas under SWADHAR it is a minimum of 50 and they can go up to 100 or 200. No upper limit about number has been prescribed in SWADHAR. There is no construction cost under the short stay home whereas under SWADHAR we provide a construction cost. Children accommodated under Short Stay Homes are below seven years, in the SWADHAR we allow children upto the age of 18 to stay with their mothers. The rehabilitation time under the Short Stay Home is six months to three years whereas under the SWADHAR scheme, looking to the nature of the difficult circumstances, we are not fixing a limit if a woman is mentally challenged and all needs longer time, that much time is allowed.”

11. During their visit to Sudinalaya Swadhar Home in New Delhi and Nityanandita Swadhar Home at Gurgaon, the Committee had observed that

Women in diverse and difficult circumstances ranging from mentally challenged, sexually exploited to HIV Positive victims have been housed under the same roof. Though these categories of suffering women need specialised care, there are no separate rooms and other facilities for them. Even children of such destitute have been staying together which further adds to the complexity of the situation.

12. The Committee have been informed that an organisation viz. NACO has been operating various programmes such as surveillance system, extensive awareness generation programme, community care centres, targeted intervention projects etc. When asked whether any Shelter Home approached NACO for any kind of assistance, it has been informed by NACO that “no Shelter Home has approached NACO as per the records. However, giving financial aid to Shelter Homes will not lead to rehabilitation of HIV Positive women in distress and positive commercial sex workers. It is desirable to provide vocational training and income generation rehabilitative activities to the HIV Positive women in brothels and other HIV Positive women in distress”.

13. The Committee desired to know whether the Government is satisfied with the working of the Swadhar Scheme and how far the Scheme has been successful in rehabilitating destitute women. Responding to this, the Department of Women and Child Development in their post evidence reply have stated that the Government is satisfied with the output of the Scheme and so far 1533 women and children have been rehabilitated under the Scheme. The representatives of the Ministry during the oral evidence further added:-

“Rehabilitation is a difficult task and long term process. Of course, we will do it and we will do a survey and come back to you. But some time it is difficult to get very good and excellent figures so soon..... We should give at least a year or more for this purpose”

The Secretary added:

“I have issued instructions to Social Welfare Board to carry out inspections by sending at least two officials where the offices of State Board are situated. From that inspection we can get feed back about the number of cases rehabilitated and how this scheme is being implemented. Whether this scheme is successful or not. We should also take the views of the State Governments and I think most of the State Governments, will submit their reports within three months which would show the impact of this scheme.”

14. The Ministry in their post evidence reply have stated that as per directions of the Committee on Empowerment of Women, inspections of 26 Homes sanctioned during 2001-02 to 2003-2004 was carried out by Field Officers of the Central Social Welfare Board. The details are as mentioned below:

Sl. No.	Category of Women	No. of Homes	Sanctioned strength	Actual strength	No. of Women rehabilitated so far
1.	Trafficked women	8	525	305	654
2.	Riot-affected	2	230	200	177

3.	Terrorist/violence affected	2	100	100	70
4.	Ex-women prisoners	2	100	50	17
5.	Mentally challenged	3	300	545	523
6.	Marginalized women i.e. widows, unwed mothers, and any other category	6	450	297	92
	Total	26	2335	1497	1533

Swadhar Homes

15. The Ministry have stated that since the inception of the Scheme in 2001, till 2004, 35 Swadhar Homes have been established. Subsequently, in reply to a query, the Ministry have informed that 44 Homes have been sanctioned in the last 8 months. The Committee desired to know by which time it is expected to make all these 44 Homes functional and whether sufficient funds have been sanctioned and disbursed to all the 44 Homes. The Ministry in a note furnished to the Committee have stated that all Shelter Homes are expected to be functional by March, 2005 and sufficient funds have been sanctioned and disbursed to all the 44 Homes. State Governments have been involved in setting up Swadhar Homes for Vrindavan Widows in Mathura (UP) and trafficked women in Hyderabad, Mumbai etc. which are high source and destination area under trafficking. Also meetings have been held in many States with their officials and Voluntary Organisations to emphasize the need to open more Swadhar Homes. In this regard, the Committee asked to furnish the reasons for not establishing any Swadhar Shelter Homes at Vrindavan where the destitute

women are reported to be constituted. To this query, the Ministry stated that the Government is already running two Swadhar Shelter homes in Vrindavan for 75 inmates each. Besides a construction project has been sanctioned to the State Government for housing 500 inmates, in phase – I at Vrindavan. In phase – II the same building would be expanded to accommodate additional 500 women inmates. The Ministry stated that funds for creation of infrastructure are being given to State Governments and Voluntary Organisations are encouraged to take premises on rent. As regards the future plan for setting up of Swadhar Homes, the Ministry have stated that the uncovered Districts under Swadhar would be taken up on priority basis in future.

16. In this context, the Committee desired to know about the adequacy of the Swadhar Shelter Home in Delhi to cater to the large population of Delhi and whether there is any proposal for establishment of more Swadhar Shelter Home in Delhi. The Ministry have stated that no proposal is pending with the Department of Women and Child Development, Government of India for sanction of a Swadhar Shelter Home. There is definitely a need for more shelter homes in the NCT of Delhi. The Ministry agreed to the point that the number of Swadhar Shelter Homes in Delhi are not sufficient to cater to the large population of Delhi.

17. The Ministry in a post evidence reply has furnished the updated position of Shelter Homes. In the year 2001-02 only one Shelter Homes at Vrindavan was identified by the Government and it was decided to construct a Home for 150 inmates. The site identified by the Government of Uttar Pradesh was not considered to be suitable as it was on the banks of river Yamuna. Therefore, it was decided to start the

Shelter Home in a rented building and efforts were on to locate a suitable land for construction. Now the Government of Uttar Pradesh has purchased a land and Government of India has sanctioned Rs. 125 lakhs for construction of Home. The work of construction of Shelter Home under the control of Mathura – Vrindavan Development Authority has since started and is likely to be completed within a period of 6 months. During the year 2002-2003, 17 Shelter Homes were approved, which includes Riots affected state of Gujarat, where four Shelter Homes were sanctioned where 560 women and 120 children were accommodated. Two Homes were sanctioned in terrorist violence affected state of Jammu & Kashmir where 100 women were accommodated. During the year 2003-2004, 10 shelter Homes in the different states of the country were sanctioned. During the year 2004-2005 the number of sanction of Swadhar Shelter Homes increased to 48. In the year 2005-06, upto 13th June, 2005 12 new Shelter Homes have been sanctioned. The Government of India has also approved the proposals in principal for construction of one Swadhar Shelter Home in Gujarat and Shelter Homes in Tsunami affected area of Tamil Nadu.

18. Four Shelter Homes, one in Delhi, two in Gujarat and one in Haryana have been closed by the Organizations of the states.

19. As on date, 84 Swadhar Shelter Homes are functional in different states of the country which are likely to cross the figure of 100 by the end of the current year 2005-06. State-wise break up of the Sanctioned Swadhar Shelter Homes in the different parts of the country as on 13th June, 2005 is as follows:-

Sanction of Swadhar Shelter Homes, State wise, as on 13-06-2005

S. No.	Name of the State	No. of Swadhar Homes sanctioned
1.	ANDHRA PRADESH	10
2.	ARUNACHAL	-
3.	ASSAM	3
4.	BIHAR	-
5.	CHATTISGARH	-
6.	DELHI	1
7.	GOA	-
8.	GUJRAT	3
9.	HARYANA	1
10.	HIMACHAL PRADESH	1
11.	JHARKHAND	-
12.	JAMMU & KASHMIR	1
13.	KARNATAKA	15
14.	KERALA	-
15.	MADHYA PRADESH	-
16.	MAHARASHTRA	2
17.	MIZORAM	1
18.	MEGHALAYA	-
19.	MANIPUR	9
20.	NAGALAND	-

21.	ORISSA	18
22.	PUNJAB	-
23.	RAJASTHAN	2
24.	SIKKIM	--
25.	TRIPURA	-
26.	TAMIL NADU	10
27.	UTTAR PRADESH	1
28.	UTTARANCHAL	-
29.	WEST BENGAL	6
30.	ANDAMAN & NICOBAR	-
31.	CHANDIGARH	-
32.	DADRA & NAGAR HAWELI	-
33.	DIU & DAMAN	-
34.	LAKSHADEEP	-
35.	PONDICHERRY	-
	TOTAL	84

Implementing Agencies

20. The Committee have been informed that this scheme is being implemented by the State Government as well as by NGOs. The Committee, however, desired to know the details of the agencies involved for implementing the Swadhar Scheme. The Ministry in their note furnished to the Committee have stated that the implementing agencies can be the Social Welfare/Women and Child Welfare Departments of State Governments, Women's Development Corporations, Urban Local Bodies, reputed Public/Private Trust or Voluntary Organisations who are willing to take up the responsibility of rehabilitating such women. The organisation

must have adequate experience and expertise to take up such works of rehabilitation.

21. In this context, the Secretary of the Ministry during evidence elaborated further

“It (scheme) is generally through the NGOs. But we will give the project to the State Government also to execute it. In special circumstance, if the State Government wants to run a home, we will give it to the State Government”.

Witnesses added,

“we are asking the state Government to select good NGOs. The proposals are forwarded after the State Government screens them. Then to establish the home we need minimum of 50 inmates”.

22. Elaborating the eligibility criteria of implementing agencies, the Ministry have stated that the implementing agencies need to qualify certain requirements before they take up the Scheme.

- a) The organisation should be registered under law and must have a properly constituted Managing Body with its powers, duties and responsibilities clearly defined and laid down in its Constitution;
- b) The organisation must not work for the profit of any individual or body of individuals;
- c) It should ordinarily have three years experience after its registration;
- d) Its financial position should be sound;

- e) It should have facilities, resources, experience and personnel to initiate the scheme for which assistance is sought.

23. When asked about any directives/guidelines issued to the implementing agencies in this regard, the Department of Women and Child Development informed that the following directions have been issued to the implementing agencies :-

- i) The NGO should converge various Government schemes for holistic care of women in difficult circumstances.
- ii) Quarterly progress reports on number of rehabilitated, new admission be sent.
- iii) Utilization Certificate of 1st installment released.
- iv) Audited Accounts and Report.
- v) Photographs of activities should be enclosed.

24. The implementing agencies may seek assistance for all the components. However, assistance can be sought for a few components also provided that the other facilities are available and holistic care is provided by the organisation to the women in difficult circumstances. Wherever necessary and feasible, each Centre shall be expected to aim at the convergence of the benefits of separate schemes of Department of Women and Child Development and other Ministries/Departments regarding education, training, health, awareness generation, self-employment etc, which are not specifically provided for in the scheme.

25. The Department of Women and Child Development during the oral evidence clarified further: -

“Each implementing agency shall be expected to aim at the convergence of the benefits of separate schemes of DWCD and other

Ministries/Departments regarding education, training, health awareness generation, self-employment etc. which are not specifically provided under Swadhar. Here, with the best of intentions, it is not possible to include each and every thing in every scheme. So, what we have told the people, NGOs and others that you have to converge which means like we have the *Swablamban* and *STEP*, those other schemes of the Department which are meant for giving women different kinds of training so that they can become economically independent. Such schemes need to be converged into the Swadhar scheme. If there are such schemes of other Ministries and Departments, for e.g. education, training, like somebody has suggested that there are children, then these NGOs are supposed to send the children to school. They are not supposed to just keep them as if it is a jail or something. Those children should be sent out for training as well as for schooling. They are supposed to converge with health. If anybody has AIDS, for example, they are supposed to coordinate with the local State AIDS Control Society (SACS) and ensure that they are given proper treatment. Health awareness generation, self-employment, etc are not specifically provided under swadhar though we have tried to include them. However, more and more new things are coming.”

26. In reply to a query about hindrances being faced by Voluntary Organisation in the implementation of the scheme, the Ministry have submitted in their post evidence reply, the following major problems being faced by the Voluntary Organizations in the implementation of the programme:

- (i) Delay in release of full funds.
- (ii) Delay in obtaining survey report from Revenue Department and clearance certificate by Municipal Commissioner, State Government to facilitate construction.
- (iii) No specific guidelines have been issued to the institutions and State Governments in the implementation of the programme.
- (iv) Social taboos and stigma are a big hurdle in the rehabilitation of women.

27. The Ministry in their post evidence reply have also submitted the following suggestions received from the Voluntary Organisation as well as the reporting officers for making the programme more effective:

- (i) Explicit directions/guidance to be given to the aided institutions and State Governments on their role in implementation, networking and convergence of services for rehabilitation.
- (ii) Periodical professional supervision and guidance to the Homes for effective delivery of services to the target group.
- (iii) Training for the functionaries and management for their capacity building and skill enhancement.
- (iv) Sensitization of police and local administration for their support on correctional services and rehabilitation.
- (v) Awareness building in society for re-integration of women.
- (vi) **Preparation and maintenance of a resource directory for rehabilitation of inmates.**

Financial Assistance

28. The Government grant the following types of assistance to the implementing organisations for the development of the Centres:

Assistance for purchase of land

Land should be provided free of cost by implementing agencies.

Assistance for construction of building

Government grant assistance for construction of rooms/cottages/huts for the shelter of the inmates and common facilities like kitchen, bathroom, training hall, recreation room, office room etc and infrastructure facilities like water, electricity, approach road, boundary wall etc. 75% of the cost of such constructions subject to a maximum ceiling of Rs. 25,000 per inmate i.e., Rs. 25 lakhs for a Centre for 100 women shall be permissible. The balance amount for construction shall be paid by the implementing agencies. An agreement shall be signed with the NGO to the effect that the building shall not be used for any purpose other than rehabilitation of women in difficult circumstances.

Assistance for rented accommodation

In the first year of the project, 100% assistance towards rent, subject to a ceiling of Rs. 50,000/- p.m. for a centre for 200 women, and correspondingly for other centers, may be provided in order to enable the implementing agencies to begin implementation of the scheme quickly, while bringing up resources to construct the building or for continuing on rent. However, from the second year onwards 75% assistance, subject to a ceiling of Rs. 37,500/- for a centre for 200 women, and correspondingly for other centres shall be funded. Reasonability of rent should be certified by District Magistrate/State PWD. During the visit of the Committee to Sudinalaya and Nityanandita Swadhar Homes at New Delhi and Gurgaon, it was found that these Shelter Homes have been located in residential areas, which has been objected to by the neighbouring people. There is fear among the people that such Shelter Homes might have spill over

impact in the adjoining areas further compounding the problem. The Committee also observed that the rent paid by the Managing NGO is often exorbitant.

The representatives of the Ministry during evidence stated:-

“There are complaints and all that. If we have to allow women who are destitute also to live there, we have to prepare the local people. We find that after sometime people do realise and help them. For example, I had visited Swadhar Shelter Home in Mysore, it was in a big residential colony. Initially, people had objected for this. But slowly we found that volunteers coming to them for help”.

Budget and Funding Mechanism

29. The Committee have been informed that at the beginning of the financial year, a provisional budget is outlined in consultation with the Ministry of Finance for the Swadhar scheme. Thereafter the said provisional budget is revised and a final budget amount is allocated for the Scheme by the Ministry of Finance. It is this final budget allocation which is available to make payments for sanctioned schemes. Statement showing the Provisional Budget and the Final Budget and the actual expenditure incurred on Swadhar Scheme since its inception in 2001-2002 is as per the following details:-

Year	Provisional Budget (Rs. in Crores)	Final Budget (Rs. in crores)	Expenditure (Rs. in crores)
2001-2002	6.00	0.50	0.80
2002-2003	13.50	9.00	4.04
2003-2004	13.50	1.00	1.10
2004-2005	2.70	2.70	1.69 (as on 17/12/2004)

The Provisional Budget grant for the year 2005-2006 is stated to be Rs. 5.50 crores. The funds allocated under this scheme is categorized under Plan Funds.

30. The Committee desired to know the existing procedure for releasing the Grants under these Projects to the organisations. The Ministry in a note furnished to the Committee have stated that the following conditions are to be fulfilled in this regard:-

- i) The grant approved will be paid in two to three instalments, the first instalment being normally released with the sanction of the Project and the second and subsequent installment will be released when the organisation has spent the previous instalment alongwith its own proportionate share of cost. Requests for release of these instalments will be accompanied by a utilisation certificate from a Chartered Accountant or a Government Auditor indicating the total expenditure incurred on the Project. In case of the project implemented by the

State Government/UT Administration or its agencies the second and subsequent instalments of the grant may be released on receipt of the requisite certificate duly signed by an officer of the State Government or Union Territory, as the case may be.

- ii) The building will be constructed in accordance with the plan approved by the Government of India while sanctioning the grant. No change in the plan can be made without the prior approval of the Department of Women and Child Development, Government of India.
- iii) The rates of construction to be adopted in the detailed structural/financial estimates shall not be in excess of the schedule of rates of the PWD of the State concerned and a certificate to that effect shall be furnished by the Head of the State PWD or his nominee concerned. The Scrutiny Charges/Centage Fee levied by State PWD/CPWD would be qualifiable for grant-in-aid under the scheme subject to overall ceiling.
- iv) A certificate shall be furnished at the time of the application that a site for the construction of the building has been acquired by the voluntary organisation/institution concerned. Necessary ownership record to this effect shall be furnished alongwith the application. No grant shall be sanctioned unless a site has already been acquired.
- v) The building shall be completed as soon as possible and in any case not later than 18 months from the date of release of first instalment of the grant.
- vi) After the completion of the building the organisation shall furnish to the Central Government copies of the following documents:

- a) A certificate from State PWD/CPWD/housing Board to the effect that the building has been completed in accordance with the approved plans and estimates; and
 - b) A Statement of Expenditure incurred on the construction of building duly audited by the authorised auditors.
- vii) Any unspent portion of the grant shall be refunded to the Government of India at once.
- viii) The head of the organisation shall ensure that the building is thrown open to inspection by the officer of the State PWD or of the CPWD or any other officers designated for the purpose by the Central or State Government both during the period of construction and after the construction is completed. It shall be the duty of the head of the organisation to carry out any instruction which may be issued in this behalf by the Central Government or the State Government as the case may be.
- ix) The voluntary organisation will furnish to the Department of Women and Child Development, Government of India, Quarterly Progress Report along with photographic documents of the construction work and other expenditure incurred and such reports shall continue to be furnished on a continuing basis till assistance is received from the Government of India.
- x) The accounts of the Shelter Home shall be maintained properly and separately and submitted as and when required. They shall always be open to check by an officer of the Central or State Government deputed for the purpose. The account shall be open to a test check by the Comptroller and Auditor General of India at his discretion.
- xi) The voluntary organisation/institution shall maintain record of all assets acquired wholly or substantially out of Government Grant.

Such assets shall not be disposed of encumbered or utilised for purposes other than those for which grant was given without prior sanction of the Government of India should the organisation/institution cease to exist at any time such properties shall revert to the Government of India.

- xii) The head of the voluntary organisation/institution shall execute an agreement bond in the approved form securing to the Government of India a prior lien on the building for the recovery of the amount paid as grant in the event of the building ceasing to be applied for the purpose for which the grant was given.
- xiii) If the Department require clarification of any point not contained in the Application, the institution/organisation shall supply it within the time specified by the Department failing which the Application will not be considered.
- xiv) The organisation will prominently display on the Shelter Home with the name “Swadhar” the endorsement “Assisted by the Government of India. Department of Women and Child Development”.

31. The Committee wanted to know the financial assistance granted to Shelter homes during the last 4 years and whether the funds allocated to them were adequate. The Ministry have furnished statements showing the funds sanctioned/Released under Swadhar Scheme from 2001-2002 to 2004-2005 which are enclosed as (Annexure I & II). After the perusal of these statements it is seen that total amount sanctioned for the scheme was not released to implementing agencies and only half of the sanctioned amount was released. The Committee desired to be apprised of the reasons for not releasing the whole amount sanctioned. The Ministry in their reply have stated that as per policy, 50% of the sanctioned amount is

released after receipt of the Bond from Voluntary Organisations. The institutions are required to submit audited statement by Chartered Accountant. Balance amount is released after settlement of account on the basis of actual expenditure incurred by Voluntary Organisation on the programme.

32. The Committee have been further informed that some of the Implementing Agencies have raised the issue of insufficient support on some of the items. To this the Ministry have stated that the Government is in the process of examining existing norms.

Involvement of Local Bodies, Civil Administration, NGOs, & Voluntary Organisations under Swadhar Scheme

33. The Committee during their visit to Shelter Homes at New Delhi and Gurgaon, had noticed that the effective involvement of the local bodies, NGOs, and Voluntary Organisations could be of great help to fulfill the holistic objectives of the Swadhar Scheme. In this regard, the Committee desired to know the steps, if any, taken by the Government to involve the local bodies, local police, Non-Governmental Organisation and any Voluntary Organisations for the smooth functioning of Swadhar Schemes in different parts of the country especially in remote areas to cover lakhs and lakhs of destitute women. The Department of Women and Child Development have stated that the State Secretaries of the Department of Women and Child Development have been requested to mobilize state level Committees to ensure effective functioning of Swadhar Homes. The Committee have been informed that Swadhar is a new scheme and it will take some time to rehabilitate large number of women living in difficult

circumstances. The State Government Committees have been asked to propose at least **one Swadhar Home per District**.

Monitoring Mechanism

34. The Ministry in a note furnished to the Committee have stated that Monitoring is being done at District, State and Centre level.

The functioning of the Swadhar Centres providing residential facility for the inmates shall be monitored by a District Level Committee comprising the following:-

- a. District Magistrate (Chairperson)
- b. District Superintendent of Police
- c. President/Secretary/Executive Head of the Implementing Organisation
- d. Lady Principal of College/Head Mistress of Girls School.
- e. One senior lady doctor to be nominated by Chief Medical Officer.
- f. General Manager District Industries Centre.
- g. One socially active women of the area to be nominated by the D.M.
- h. Women representative of Panchayat/Urban local bodies.
- i. District Welfare Officer (Convenor)

The Committee meet at least twice in a year to:

- a) To monitor and review the functioning of the Centre
- b) To suggest steps for sustainable rehabilitation of the inmates and to review these measures;

- c) To review the steps for the safety of the inmates;
- d) To review the facilities available to the inmates;
- e) To encourage community participation in these efforts, and
- f) To provide linkages with other schemes of the Government.

The Committee should submit a report of its proceedings to Secretary (Social Welfare/Women and Child Development) within 15 days of the meetings.

35. The Secretary in-charge of Social Welfare/Women and Child Development Department in the State Government/UT Admn. would be the chairperson of the State Level Monitoring Committee for Swadhar Scheme. The other members of the committee would be nominated by the Secretary. The Committee at the State Level meet at least once a year and monitor the project.

36. DWCD is required to review the functioning of the Centre once in a year. Other Swadhar centres without residential facility shall be got monitored and evaluated by the DWCD in such a manner as it may deem fit.

37. As regards the monitoring mechanism to supervise the NGOs, it has been stated that Secretary, Women and Child Development monitors and scrutinizes the NGOs running these shelter homes based on the report received from the State Government. In addition Area Officers of the State who are Deputy Secretary and above nominated for specific States inspect these homes whenever they visit respective States. The Swadhar Shelter Homes are being monitored by the Central Social Welfare Board.

38. Elaborating further on the monitory mechanism, the Secretary, Department of Women and Child Development during evidence stated that

“.....there is a central-level monitoring committee which is headed by the Secretary, DWCD. There is a monitoring committee at the State level which is headed by the State Secretary. Most important level here is the monitoring committee at the district level which is under the chairpersonship of the District Magistrate which has all these various categories of people who can visit the home, can advise and also, sort of, help to converge the various activities which we are talking about, for example, the S.P., the President of the Organisation itself, the Lady Principal of the college or the Headmistress of the girls school, one senior lady doctor to be nominated by the Chief Medical Officer etc. The General Manager of District Industries Centre can help in training also tie up in case these women start any income-generating activity. One socially active woman is to be nominated by the DM, representatives of the Panchayats and urban bodies and the district welfare officer is the convenor of this committee.”

The witness further added

“We have also written down what this district monitoring committee is supposed to do. It shall meet at least twice in a year to monitor and review the functioning of the centre, suggest steps for sustainable rehabilitation, review steps for safety of inmates, review facilities which are provided to the inmates, encourage community participation and provide linkages with other schemes of the

Government, which as you have also stressed upon, the linkages and the convergence is the most important aspect of this scheme.

Within 15 days the District Monitoring Committee should report its proceedings and the State Committee should meet at least once a year, the Central Committee also should meet once a year. This is one scheme that we have. The other scheme that we run for destitute women in difficult circumstances is also the short stay home. This was launched in 1969 and handed over to the Central Social Welfare Board in 1999. This also is implemented through NGOs. As you can see, it is a much older scheme. By now 341 shelter home exist across the country.”

Public Awareness in Remote areas

39. The Committee wanted to know about the existing mechanism for generating public awareness about the schemes. The Ministry has stated that the government has issued advertisement in national and local dailies about the scheme. The Scheme was also advertised through one of its Radio Programme ‘*Akash Hamara Hai*’. Besides State Level workshops are organised for facilitating the preparation of projects by NGOs.

40. During their visit to Shelter Home at Gurgaon, on 24th January, 2005, the Committee enquired as to whether the Ministry had been coordinating with the managing body viz. Coalition for Rural Empowerment (CORE) in Delhi and Gurgaon to make the scheme more popular and also the steps, if any, taken by the Department of Women and Child Development to popularise the scheme. The Committee have been informed that the Department has placed detailed advertisements in the national newspapers during the financial year inviting proposals from the perspective

implementing agencies. No funds have been earmarked for publicity in the scheme itself. However, the Department is going all out with efforts to popularize the scheme. State level workshops have already been held by very senior level officers of the Department in Patna, Hyderabad, Chandigarh, Chhatisgarh and Bangalore, Jammu and Lucknow etc. More such workshops are proposed to be held in Goa, Kerala and Tamil Nadu in the coming 2 months.

41. The Committee during evidence wanted to know what the specific reason was for picking up the implementation of this scheme during 2004. The representative of the Ministry stated:

“Basically why this scheme has picked up in the last six months is because of the intensive efforts which we have made. I would like to inform you that we have been advertising in the newspapers requesting the NGOs who are working in this sector to come and apply to us. We have had State level workshops in Patna, Hyderabad, Chandigarh, Chhattishgarh, Bangalore, Lucknow and in fact, one such workshop is being held in Chennai tomorrow. So, what we have done is that in each of the States we have requested the State Government to invite the NGOs with standing. We have made presentation on the scheme and how it is meant for the holistic development of women. We have helped the NGOs to format the scheme. So, because of the efforts, like the advertisement in the newspapers, which we have been putting in that we have been able to encourage so many NGOs to come forward.”

42. The Committee have suggested that instead of organising it in the State capitals of the country, these workshop should be organised in smaller places. The representative of the Ministry stated:

“Certainly we can. This is the first time we have started doing this. We have been able to do this for the last six months. We welcome your suggestion. Next time we could probably do it in smaller places. It is a good suggestion.”

**STATEMENT SHOWING FUNDS SANCTIONED/RELEASED UNDER SWADHAR
SHCME DURING THE YEARS 2001-02, 2002-03, 2003-04**

S.No.	Year/State	Name of the Organisation	Number of beneficiaries	(Rs. in lakhs)	
				Funds sanctioned	Funds released
1.	2001-02 Uttar Pradesh	UP Mahila Kalyan Nigam Ltd. Lucknow	150 (For two Shelter homes)	12.96	8.13
2.	2002-03 Andhra Pradesh	Govt. of Andhra Pradesh	200 (Trafficked women)	61.26	32.83
3.		SEWA-SHANTA Project Ahmedabad	400 (Roit affected women)	59.58	59.58
4.		The Gujarat Musturat (Mahila) SEWA Trust, Ahmedabad	60 widows+ 120 their minor children	18.72	18.72
5.		Widow Home by Guild of Service, Panchmahal.	50 (Roit affected women)	10.65	6.60
6.		Awag Ghar Widow Home, Ahmedabad	50 (Roit affected women)	20.10	10.60
7.	Haryana	Coalition for Rural Empowerment, Gurgaon.	100 (Trafficked women)	10.20	7.90
8.	Jammu & Kashmir	Guild of Service, Distt. Kupward and Buchwara)	100(Terrorist violence affected)	13.66	7.65
9.	Karnataka	Odanadi Seva Samstha, Mysore	100 (Trafficked women)	37.20	19.70
10.	Maharashtra	State Govt. of Maharashtra	400 (Trafficked women)	100.00	50.00
11.	Rajasthan	Govt. of Rajasthan.	50 (Trafficked girls)	15.38	3.99
12.	Tamil Nadu	The Banyan, Chennai	200(Mentally challenged women)	22.40	13.40
13.		The CEDA Trust, Dindigul.	100 (Fishermen widows)	15.20	8.70
14.		The Deptt. Of Social Defence, Chennai.	50 (Trafficked women)	7.60	4.35
15.		To the Schizophrenia Research Foundation, Chennai.	20 (Mentally challenged women)	5.40	2.90
16.	Uttar Pradesh	Govt. of Uttar Pradesh	663 (Vrindavan widows)	165.75	82.87
17.	West Bengal	Human Rights Law Network, Kolkata.	50 (Ex-women prisoners)	8.08	4.23
18.	NCT of Delhi	Coalition for Rural Empowerment, Palam Dabri Road, New Delhi	Helpline	2.31	1.21
19.		D/o Social Welfare, New Delhi.	100 (Trafficked women)	4.27	2.14
20.		CORE, New Delhi	50 (Trafficked women)	6.60	3.35

21	CSWB	51 Helpline approved to CSWB	Helpline	111.69	60.69
22		Orientation Training Programme for organizing of Helpline of women	Helpline	2.83	2.83
23	2003-04 Haryana	CORE, Palam Dabri Road, New Delhi.	100		5.70
24		CORE, New Delhi	100	13.60	7.18
25	Gujarat	The Gujarat Musturat (Mahila) SEWA Trust, Ahmedabad	60 and 120 children	16.69	16.69
26	West Bengal	The Malipukur Samaj Unnayan Samiti, Howrah	50	8.65	4.87
27		Saujatya, Kolkata	50	8.26	4.68
28		All Bengal Women's Union Kolkata.	25	5.11	2.11
29	Mizoram	Mizoram Hemeithai (Widows) Association, Aizawl.	50	9.10	5.10
30	Orissa	Nilachal Nari Seba Samiti, Puri	50	7.60	4.35
31	Uttaranchal	Rural Litigation and Entitlement, Dehradun	Helpline	2.31	1.21
32	Manipur	Rural Voluntary Service, Thoubal Distt.	50	9.10	5.10
33	Karnataka	SEVA, Raichur.	50	9.10	5.10
34		Vidyaranya Education and Development Society, Mandur	50	9.10	5.10
35		Sri Akshayakethan Trust, Mandya	50	8.68	4.89
36	NCT of Delhi	CORE, Palam Dabri Road, New Delhi.	50	6.60	3.25
37		The Central Social Welfare Board	Helpline		30.56
38	Rajasthan	Adarsh Samaj Vidya Samiti, Dausa.	50	8.07	4.58

**STATEMENT SHOWING FUNDS SANCTIONED/RELEASED UNDER SWADHAR
SCHEME DURING 2004-2005**

(Rupees in lakhs)

S. NO.	NAME OF THE ORGANISATION & STATE	No. of Beneficiaries	Funds sanctioned	Total amount released
1.	Bharathiya Vikas Trust "Ananth" Perampalli Shivalli, Udupi, District- Udupi, Karnataka	50	9,10,000/- (New Project)	5,10,000/-
2.	The Managing Director, Uttar Pradesh Mahila Kalyan Nigam Limited, 2/5 B, Vishwas Khand-2, Gomiti Nagar, Lucknow -226010 (UP). (Govt. UP (Mathura) proposal)	150	4,02,372/- (On-going)	4,02,372/-
3.	The All Bengal Women's Union 89, Elliot Road, Kolkata700016, District- Kolkata, West Bengal.	25	56,250/- (On-going)	56,250/-
4.	Jnana Sindhu Educational & Cultural Society @ 22/6 7 th Main, 4 th Block Rajajinagar, Bangalore	50	8,80,000/- (New Project)	4,95,000/-
5.	Coalition for Rural Empowerment (CORE), H-3/74, Shyama Prasad Mukherjee Enclave, Palam Dabri Road New Delhi-45	50	4,87,500/- (On-gong)	4,87,500/-
6.	Coalition for Rural Empowerment (CORE), H-3/74, Shyama Prasad Mukherjee Enclave, Palam Dabri Road New Delhi-45	100	8,85,000/- (On-going)	8,85,000/-
7.	Odanadi Seva Samsthe (Regd.), 15/2B, S.R.S. Colony, Hootagali Village, Belavadi Post Hunsur- Mysore Road, Mysore.	50	10,64,358/- On-going)	10,64,358/-
8.	United Social Welfare Association of Belgaum-Gorekhan Building, Income Tax Colony, Mahanthes Nagar, District-Belgaum, Karnataka.	50	9,10,000/- (New project)	5,10,000/-
9.	Nilachal Seva Pratisthan Dayavihar (Kanas), District-Puri, Orissa	50	7,60,000/- (New project)	4,35,000/-
10.	Bhairabi Club, At-Kurumpada, PO-Hadapada, District-Khurda, Orissa-752018.	50	8,50,000/- (New project)	4,80,000/-

11.	Government of UP, Mathura, 101 Proposal (The Managing Director, UP Mahila Kalyan Nigam Limited, 2/5 B, Vishwas Khand-2, Gomti Nagar, Lucknow.)		6,66,600/- (on-going)	6,66,600/-
12.	The Chairperson, Guild of Service, C-25, Qutab Institutional Area, South, New Delhi-016	47 women and 60 children	3,06,530/- (On-going)	3,06,530/-
13.	The Association for Health, Education & Development (AHEAD), Plot No.B-12, BJB Nagar, Bhubaneswar-751014	50 women	9,10,000/- (New project)	5,10,000
14.	The Sri Shakthi Association @ Guttur Colony, HARIHAR-577601, District-Davanagere, Karnataka.	50	8,95,000/- (New project)	5,02,500
15.	The Maharshi Dayananda Service Mission At. Joranda, PO-Mahimagadi, District- Dhenkanal, Orissa.	50 women	9,10,000/- (New project)	5,10,000
16.	The Shanti Educational Society, No.15/81, Shareen Nagar, Kurnool-518 002 (AP)	50 women	9,10,000/- (New project)	5,10,000
17.	The Kittur Rani Chinnamma Mahila Mandal Karnataka Housing Board Colony- MIG, District-Bidar, Karnataka	100 women	15,20,000/- (New project)	8,70,000
18.	Prajna Counselling Centre, Falnir Road Kankanady Post, Mangalore, District- Dakshina Kannada, Karnataka	50 women ex-prisoners	9,10,000/- (New project)	5,10,000/-
19.	The Banyan, 6 th Main Road Mogapair ERI Scheme Mogapair West, Chennai-600 058	200 women	4,60,000/- (On-going)	4,60,000/-
20.	Sri Maitri Association @ Sugar Factory Road Doddabathi-577666 Davanagere District, Karnataka.	50 women	9,10,000/- (New project)	5,10,000/-
21.	The Rural Development Society, RDS Bhawan, Wangjing Bazar, P.O. Wangjing, District-Thoubal Manipur-795148	50	9,10,000/- (New project)	5,10,000/-
22.	Jayanti Pathagar, At-Sahapada, PO - Brahmabarada, District-Jajpur, Orissa-755005	50	9,10,000/- (New project)	5,10,000/-

- 11 -

	SC/ST Backward Women & Children Development Organisation in Rural Areas, Thoubal Khunou, District-Thoubal, Manipur-795138	50	9,10,000/- (New project)	5,10,000/-
24.	SEHADA (Socio Economic Health & Agricultural Development Association, At-Old Power House Road, PO/District-Jharsuguda, Orissa-768202	50	9,04,000/- (New project)	5,07,000/-
25.	Gandhian Institute of Technical Advancement (GITA), VIM-818, Sailashree Vihar, Bhubanewsar, District- Khurda, Orissa	50	9,10,000/- (New project)	5,10,000/-
26.	Prakalpa At-PO Jyotipur, District-Keonjhar, Orissa.	50	9,10,000/- (New project)	5,10,000/-
27.	The Maharshi Dayananda Service Mission At. Joranda, PO-Mahimagadi, District- Dhenkanal, Orissa.	50	9,10,000/-	5,10,000/-

	SC/ST Backward Women & Children Development Organisation in Rural Areas, Thoubal Khunou, District-Thoubal, Manipur-795138	50	9,10,000/- (New project)	5,10,000/-
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25.	Gandhian Institute of Technical Advancement (GITA), VIM-818, Sailashree Vihar, Bhubanewsar, District- Khurda, Orissa	50	9,10,000/- (New project)	5,10,000/-
26.	Prakalpa At-PO Jyotipur, District-Keonjhar, Orissa.	50	9,10,000/- (New project)	5,10,000/-
27.	The Maharshi Dayananda Service Mission At. Joranda, PO- Mahimagadi, District- Dhenkanal, Orissa.	50	9,10,000/-	5,10,000/-
28.	Society for Weaker Community, District- Bhadrak, Orissa-756100	50	9,10,000/-	5,10,000/-
29.	Radhakrishna Club, Urban Bank P.O. District-Jagatsinghpur, Orissa-754103	50	9,08,884/-	5,09,442/-

Observations/Recommendations

43. Swadhar, a Central Government scheme was designed and launched by the Government of India in 2001 to cater to the needs of women in diverse situations under different conditions like widows deserted by their families; women prisoners released from jails who are without any family support; women survivors of natural disaster who have been rendered homeless and are without social and economic support; trafficked women/girls rescued or run-away from brothels; victims of sexual crime disowned by their families; women victims of terrorists' violence and mentally challenged women etc, taking into consideration the fact that very limited support is available from Government through Old Age Homes, Short Stay Homes, Nari Niketan. Initially this scheme was designed to rehabilitate widows found concentrated near religious places at Mathura, Kashi and Vrindavan. This scheme which is to be implemented by the Government as well as by NGOs etc. envisages financial assistance provided by the Government of India to these implementing agencies. The basic objectives of the scheme are to provide primary need of shelter, food and clothing and care to marginalised women living in difficult circumstances who are without social and economic support and further to rehabilitate them socially and economically through education, awareness and skill upgradation.

44. The Committee are constrained to find that only 1533 women have been rehabilitated under this scheme in 26 Shelter Homes so far. The Committee agree with the observation of the representative of the Ministry made during evidence "that rehabilitation is a difficult task". But taking into consideration the number of women rehabilitated so far, the Committee feel that this scheme has not been implemented in the right

perspective. As such, in their opinion there is an urgent need to identify the bottlenecks in the implementation of the scheme. The Committee feel that this scheme needs to be evaluated by a study with a view to find out shortcomings/lacunae so as to take prompt remedial measures to ensure that this scheme is free from deficiencies and loopholes so that benefits of this scheme should reach to the maximum number of destitute women. The Committee desire that wide coverage should be given to this scheme to ensure that the targeted beneficiaries are able to take advantage of this scheme. The Committee also urge the Ministry to involve people's representatives/local NGOs and voluntary organisations in this stupendous task of rehabilitation of women. The Committee further desire that the salient features of this scheme should be disseminated through the print and electronic media to generate awareness among targeted women.

45. The Committee find that 84 Shelter Homes are functional in different States/UTs of the country and 12 more such Homes are likely to be functional during 2005-2006. The Committee have been informed that the work of construction of Shelter Homes under the control of Mathura-Vrindavan Development Authority has been started and is likely to be completed within a period of six months. The Government has also approved the proposals in principle for construction of one Swadhar Home in Gujarat and Shelter Homes in Tsunami affected areas of Tamil Nadu. The Committee find that there is no financial crunch with the Government as sufficient funds have been sanctioned and dispersed for construction of Shelter Homes, as informed by the Ministry. The Committee hope that all these Shelter Homes would be functional by the end of 2005-2006. In the opinion of the Committee these Shelter Homes are not adequate to cater to the needs of the affected women. The Committee feel that a proper survey should be conducted throughout the country to find the adequacy of such

Homes and also the places are identified where these Homes are to be set up so that these Homes could cater to the needs of the larger number of women not only in big cities but targeted women residing in rural and remote areas. The Committee would like the Government to formulate a time bound strategy to establish such Homes. The Committee would like to be apprised of the action plan prepared in this regard.

46. The Committee are surprised to be informed that 4 Shelter Homes located in Delhi, Gujarat and Haryana have been closed. They were not, however, apprised the reasons for their closure. The Committee take note of the fact that the representative of the Ministry during evidence admitted “the shortage of the Shelter Homes in Delhi which was not adequate to cater to the large population of Delhi” and “there is definitely a need for more shelter homes in the NCT of Delhi”. The Committee are pained to find that instead of setting up more Shelter Homes in Delhi to cater to the demands of destitute women as admitted by the Government they have closed one Shelter Home located in Delhi. The Committee would like to be apprised of the reasons for the closure.

47. During their visit to Sudinalaya Swadhar Home at New Delhi and Nityanandita Swadhar Homes at Gurgaon, the Committee found that all categories of women had been housed under the same roof. The Committee were not happy to find that women ranging from mentally challenged, sexually exploited and trafficked women and even HIV Positive victims were housed under the same roof. Even the children of some of the women were staying with them, which further added to the complexity of the situation. The Committee are of the view that some categories of women viz. mentally challenged and HIV positive victims need special care and should be kept separately. The Committee are of the opinion that there is an urgent need for segregating the mentally

challenged, the trafficked women and the HIV/AIDS victims in separate enclosures which would not only lead to better management of the Shelter Homes but also help the management to take proper care of the mentally challenged and HIV/AIDS victims.

48. The Committee have been informed that Swadhar Shelter Home Scheme is being implemented through State Governments, NGOs, State Social Welfare/State Women and Child Development Department, Women Development Corporations, urban local bodies and Voluntary Organisations having adequate experience and expertise to take the responsibility of rehabilitating such women. The Committee find that the project is given to State Governments for its execution and the State Governments select NGOs for its implementation. The Committee are of the opinion that these NGOs, Voluntary Organisations, Self Help Groups can play a very crucial role in the rehabilitation of the destitute women and implementation of various programmes under this scheme. They are extremely important links between the Government and targeted beneficiaries and can play a catalytic role in the capacity building, training, generation of awareness, educating the targeted women. The Committee feel that these NGOs and Voluntary Organisations should be carefully selected for implementation of this scheme. In this regard, NGOs should fulfill all the criteria for their selection and their financial reputation and integrity should be ascertained before they are selected.

49. The Committee feel that besides issuing guidelines/directives to the implementing agencies for converging the benefits of various Government schemes regarding education, training, health awareness generation, self employment etc. which are not specifically provided in Swadhar Scheme, the Ministry should also monitor at regular intervals that these guidelines are being adhered to by the implementing agencies.

50. The Committee have been given to understand that the implementing agencies/voluntary organisations have been facing various problems in the implementation of the scheme viz. delay in release of full funds by the Government; delay in obtaining survey report from Revenue Department and also clearance certificate by Municipal Commissioner. Further, no specific guidelines have been issued to the implementing agencies and the State Governments in the implementation of the programme. They are also facing problem in the rehabilitation of women due to social taboos and stigma. The Committee desire that the Government should take appropriate steps with regard to the aforesaid problems being faced by the implementing agencies so that they are able to implement the programme in an effective manner.

51. The Committee would like the Ministry to examine the following suggestions for implementation as it may go a long way for making the programme more effective.

- (vii) Explicit directions/guidance to be given to the aided institutions and State Governments on their role in implementation, networking and convergence of services for rehabilitation.
- (viii) Periodical professional supervision and guidance to the Homes for effective delivery of services to the target group.
- (ix) Training for the functionaries and management for their capacity building and skill enhancement.
- (x) Sensitization of police and local administration for their support on correctional services and rehabilitation.
- (xi) Awareness building in society for re-integration of women.

- (xii) Preparation and maintenance of a resource directory for rehabilitation of inmates.

52. The Committee are not happy to find that meagre funds allocated under Swadhar Scheme during 2002-2003 and 2004-2005 were not fully utilised and remained under utilised which is evident from the fact that Rs. 4.04 crore were spent against the allocated fund of Rs. 9 crore during 2002-2003 and again in 2004-2005 against the allocation of Rs. 2.70 crore, expenditure to the tune of Rs. 1.69 till 17.12.2004 was made. The Committee are of the view that due to this under-utilisation of the funds allocated in these years, the benefits of the scheme have not been availed of by the beneficiaries of this Scheme viz. destitute women and as a result they have to suffer. The Committee also find a wide gap in the provision of provisional budget and final budget and projected budget since 2001-2002 onwards. The Committee feel that it was not done realistically. The provision of the budget was made without taking into account the expenditure incurred during the previous year as it can be seen that during 2002-2003 an amount of Rs. 9 crore was allocated for this scheme, while the expenditure under this scheme during the previous year i.e. 2001-2002 was only Rs. 80 lakhs. Again an amount of Rs. 1 crore was allocated under this scheme during 2003-2004 while the expenditure under the scheme during the previous year i.e. 2002-2003 was 4.04 crore. Further a provision of Rs. 2.70 crore was made during 2004-2005, while the expenditure under this scheme during the previous year was only Rs. 1.10 crores. The Committee are of the view that this is a clear proof of Ministry's indifference. The Ministry have not furnished any reasons for such a variation in allocation and expenditure. The Committee desire the Ministry to be realistic while making provisional budget under this scheme

so that it is not drastically reduced at the time of final allocation. The Committee also desire the Ministry to take necessary steps to ensure that funds allocated under this scheme are timely and fully utilised during the year.

53. While interacting with the representatives of Coalition for Rural Empowerment (CORE), the NGO managing the Sudinalaya and Nityanandita Homes during their visit to these Homes in New Delhi and Gurgaon, the Committee were informed that they have been facing problems due to delay in the release of instalments. In this connection, the Committee have been informed that the approved grant is paid in two to three instalments, the first instalment being normally released with the sanction of the Project. The second and subsequent instalments are released when the organisation has utilised the previous instalment alongwith its own proportionate share of cost. The Committee are of the view that the existing procedure of releasing funds to the NGOs is quite cumbersome and it often pushes the NGOs and other implementing agencies to financial crunch. The Committee therefore, desire that the Department should explore the possibility of releasing of some portion of second instalment provisionally before the settlement of accounts of the first instalment on the basis of actual expenditure incurred in accordance with the average women beneficiary being served by the respective NGOs, so as to enable them to meet their daily basic requirements of food, medicine etc.

54. The Committee find that the financial assistance under construction grant is given by the Government to the implementing agencies for construction of rooms/cottages/huts and for the provision of common facilities like kitchen, bathroom, training hall, recreation room etc. and also for infrastructure facilities like water, electricity etc. for targeted

beneficiaries. At present 75% of the cost of such construction subject to a maximum ceiling of Rs. 25,000/- per inmate i.e. Rs. 25 lakhs for a centre for 100 women is permissible. The balance amount for construction is to be paid by the implementing agencies. The Committee have been informed that functioning of Shelter Homes has often been hampered due to delay in the grant of assistance for construction work. The Committee are of the view that the delay in the release of construction grant affects construction work of Shelter Homes and provisions of common and infrastructure facilities. They, therefore, desire that the release of grant should not be delayed so that the construction work of Shelter Homes and provision of facilities are not affected.

55. The Committee during their visit to Shelter Homes in New Delhi and Gurgaon were informed that NGOs were paying exorbitant rent for Shelter Homes which were located in residential areas and also attracting resentment from neighbours for keeping the destitute women in the residential areas. The Committee are of the view that if the Swadhar homes are located in the areas away from the residential colonies, the problems of paying exorbitant rent and resentment of neighbours could be sorted out. The Committee, therefore, desire the Ministry should identify such areas for setting up Shelter Homes which are at a distance from residential areas in consultation with State and local authorities to solve this problem. The Committee also desire that the Ministry should take appropriate steps in coordination with the local authorities to persuade local people to accept these women who have already been accommodated in the Shelter Homes located in residential areas.

56. The Committee note that the scheme is being monitored at three levels i.e. at the Central, State and District level. Monitoring Committee at the Central level is headed by the Secretary, Department of Women and

Child Development. Monitoring Committee at the State level is headed by the States' Secretary. Both the Committees at the Central and State level meet at least once a year to monitor the scheme. The Monitoring Committee at District level is headed by District Magistrate and is supposed to meet at least twice a year to monitor and review the functioning of these Shelter Homes and suggests steps for sustainable rehabilitation and also review steps for safety of inmates, facilities which are provided to the inmates, encourage community participation and provide linkages with other schemes of the Government. The Committee are of the opinion that an effective monitoring mechanism is a necessity for the successful implementation of any scheme. Regular visits by high level team consisting of senior officers from Centre should be undertaken to State and Districts to oversee the progress of implementation of the Schemes. Besides this, the Secretary of the Department should hold review meetings at regular intervals with the States to assess the progress made by various programmes undertaken for the successful implementation of the Scheme which will help in identifying the lacunae in the schemes to take remedial measures. The Committee feel that the existing monitoring mechanism is not adequate and effective when they noted that funds allocated for the scheme remained underutilised, there is inadequacy of Shelter Homes throughout India and also lack of awareness of this scheme among beneficiaries as only 1533 could be rehabilitated since the inception of this scheme in 26 Shelter Homes. The Committee, therefore, desire the Government to strengthen the existing monitoring mechanism in close coordination and consultation with the State Governments.

57. The Committee have been informed that none of the Shelter Homes have approached National AIDS Control Organisation (NACO) to get assistance for managing treatment of HIV Positive

victims at the Shelter Homes. Since NACO have been operating various programmes such as surveillance system, extensive awareness generation programme, community care centres, targeted intervention projects etc., the Committee recommend that the Department of Women and Child Development should coordinate with the Ministry of Health and Family Welfare and ensure that benefits of NACO projects should be got percolated down to the HIV Positive victims at Swadhar Homes.

58. The Committee find that number of steps have been taken by the Government to generate awareness among women about this Scheme like advertisement in National/local dailies, broadcasting a programme on All India Radio under caption 'Aakash Hamara Hai'. State level workshops were also organised at various places viz. Patna, Hyderabad, Chandigarh, Banglore, Jammu & Kashmir by senior level officers of the Department and besides proposals to organise such workshops in Goa, Kerala & Tamil Nadu. State Government were requested to involve NGOs in the implementation of the Schemes in this regard. The Committee were, however, informed that no separate budget is allocated for publicity purposes for this Scheme. The Committee feel that the Government should allocate a separate budget to popularise this scheme through publicity. The Committee desire the Government to organise workshops not only in State Capitals of the country but in small towns of the States also. The Committee further desire the Government to utilise both electronic and print media for dissemination of basic components and objectives of the scheme so that the scheme could reach throughout India including the hilly and remote areas of the country. The Committee are of the view that effective involvement of local bodies, voluntary organisation and people's representatives could be of great help in generating public awareness about

the scheme. The Committee, therefore desire that these agencies should be actively involved in this regard as they could act as a bridge between the government and the potential beneficiaries.

NEW DELHI;

KRISHNA TIRATH

_____2005

CHAIRPERSON

1927 (Saka)

COMMITTEE ON EMPOWERMENT OF.

WOMEN

PART - II

MINUTES OF THE SIXTH SITTING OF THE COMMITTEE ON EMPOWERMENT OF WOMEN (2004-05)

The Committee sat on Monday, the 7th February, 2005 from 1630 hours to 1730 hours in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

IN CHAIR

Smt. Krishna Tirath - Chairperson

MEMBERS

LOK SABHA

2. Smt. Manorama Madhawraj
3. Shri Rajesh Kumar Manjhi
4. Smt. Kalpana Ramesh Narhire
5. Dr. P. P. Koya
6. Smt. Preneet Kaur
7. Smt. K. Rani
8. Smt. Minati Sen
9. Smt. Sangeeta Singh Deo
10. Smt. C.S. Sujatha
11. Smt. Tejashwini See Ramesh

RAJYA SABHA

12. Smt. Prema Cariappa
13. Smt. S. G. Indira
14. Smt. Chandra Kala Pandey

SECRETARIAT

1. Shri M. Rajagopalan Nair - Additional Secretary
2. Shri R.S. Mishra - Deputy Secretary
3. Smt. Veena Sharma - Under Secretary
4. Shri V.P. Goel - Assistant Director

WITNESSES

Ministry of Human Resource Development (Department of Women and Child Development)

1. Smt. Reva Nayyar - Secretary
2. Dr. (Smt.) Loveleen Kacker - Joint Secretary
3. Shri Chaman Kumar - Joint Secretary

Central Social Welfare Board

1. Smt Vijay Shrivastava - Executive Director

2. The Committee on Empowerment of Women took oral evidence of the representatives of Ministry of Human Resource Development (Department of Women and Child Development) and officials of Central Social Board, on the subject '**Scheme for Rehabilitating Women in Difficult Circumstances**'.

3. At the outset, the Hon'ble Chairperson welcomed the Hon'ble Members and the officials to the sitting of the Committee. Hon'ble Chairperson then informed that the Committee on Empowerment of Women have selected the subject '**Scheme for Rehabilitating Women in Difficult Circumstances**' for detailed examination and Report. She informed the Members that for this purpose the Committee undertook local visit to Swadhar Shelter Homes, Sudinalaya Shelter Home at Asharm, New Delhi and Nitayanandita, Gurgaon, Haryana on 24th January, 2005 and held informal discussion with the representatives of CORE (Coalition for Rural Empowerment, the NGO managing both the Shelter Homes) and representatives of Ministry of Human Resource Development (Department of Women and Child Development).

4. Thereafter, the representatives of the Ministry of Human Resource Development (Department of Women and Child Development) gave a brief account of the Swadhar Scheme and also highlighted the steps that were being taken/could be taken for the betterment of women in difficult circumstances. They also replied to various queries raised by the Members of the Committee on the subject. In the end the representatives of the Ministry assured the Committee that the Scheme is being reviewed and a Report thereof would be submitted to them within a month's time.

A verbatim recording of the proceedings has been kept.

The Committee then adjourned.

MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE ON EMPOWERMENT OF WOMEN (2004-2005)

The Committee sat on Monday, the 4th July, 2005 from 1530 hours to 1615 hours in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Smt. Krishna Tirath - Chairperson

MEMBERS

LOK SABHA

2. Shri Joachim Baxla
3. Smt. Sushila Kerketta
4. Smt. Manorama Madhawraj
5. Shri Rajesh Kumar Manjhi
6. Dr. P.P. Koya
7. Smt. K. Rani
8. Smt. Minati Sen
9. Mohd Tahir
10. Smt. Tejashwini See Ramesh

RAJYA SABHA

- 11 Smt. Prema Cariappa
- .
- 12 Kumari Nirmala Deshpande
- .
- 13 Smt. S.G. Indira
- .
- 14 Smt. Chandra Kala Pandey
- .
- 15 Smt. Kum Kum Rai
- .

SECRETARIAT

- | | |
|-----------------------------|----------------------|
| 1. Shri M. Rajagopalan Nair | Additional Secretary |
| 2. Shri R.C. Kakkar | Deputy Secretary |
| 3. Smt. Veena Sharma | Under Secretary |
| 4. Shri V.P. Goel | Assistant Director |

2. At the outset the Chairperson welcomed the Members of the Committee. The Committee then took up for consideration the Draft Report on the subject 'Scheme for Rehabilitating Women in Difficult Circumstances- SWADHAR'. The Committee adopted the Draft Report after substituting the existing para No. 47 with the following para:-

“47. The Committee feel that besides issuing guidelines/directives to the implementing agencies for converging the benefits of various Government schemes regarding education, training, health, awareness generation and self employment etc which are not specifically provided in the Swadhar Scheme, the Ministry should also monitor at regular intervals that these guidelines are being adhered to by the implementing agencies.”

The Committee authorised the Chairperson to finalise the Draft Report in the light of the modifications as also to make verbal and consequential changes, if any arising out of the factual verification and present the same to both Houses of Parliament during the ensuing session.

The Committee then adjourned.