

09

**STANDING COMMITTEE
ON EXTERNAL AFFAIRS
(2010-2011)**

FIFTEENTH LOK SABHA

MINISTRY OF OVERSEAS INDIAN AFFAIRS

**DEMANDS FOR GRANTS
(2011-2012)**

NINTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

AUGUST, 2011/BHADRAPADA, 1933 (Saka)

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(2010-2011)**

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(2011-2012)**

**Presented to Lok Sabha on 29 August, 2011
Laid in Rajya Sabha on 29 August, 2011**



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2011/ Bhadrapada, 1933 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON
EXTERNAL AFFAIRS (2010-2011)**

Shri Ananth Kumar - Chairman

**MEMBERS
LOK SABHA**

2. Shri S. Alagiri (Cuddalore)
3. Shri Anto Antony
4. Shri Devidhan Besra
5. Shri T.K.S. Elangovan
6. Shri Vishwa Mohan Kumar
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18. Shri Shivkumar Udasi
19. Vacant#
20. Vacant
21. Vacant

RAJYA SABHA

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27. Shri Shivanand Tiwari
28. Shri Tarun Vijay
29. Shri Shreegopal Vyas
30. Vacant\$
31. Vacant@

SECRETARIAT

1. Shri U.S. Saxena – Joint Secretary
2. Shri Muley – Director
3. Dr. Ram Raj Rai – Additional Director
4. Shri D.K. Arora – Committee Officer

* Nominated w.e.f. 21.9.2010.

\$ Shri Arjun Kumar Sengupta nominated w.e.f. 21.9.10 and vacancy raised due to his sad demise w.e.f. 26.9.10

Dr. Manda Jagannath ceased to be Member of the Committee w.e.f. 04.10.2010 consequent upon his nomination to Committee on Chemicals & Fertilizers

@ Shri Ashwani Kumar ceased to be Member of the Committee consequent upon his appointment as Minister of State w.e.f. 19.01.2011.

INTRODUCTION

I, the Chairman of the Standing Committee on External Affairs, having been authorized by the Committee to present the Report on their behalf, present this Ninth Report of the Standing Committee on External Affairs (2010-2011) on Demands for Grants (2011-2012) of the Ministry of Overseas Indian Affairs.

2. The Committee heard the views of the representatives of the Ministry of Overseas Indian Affairs at the sitting held on 13 April, 2011.

3. The Committee wish to express their thanks to the officers of the Ministry of Overseas Indian Affairs and others for placing before them the material and information that the Committee desired and also appearing before the Committee for placing their considered views before them in connection with the examination of Demands for Grants (2011-12).

4. The Report was considered and adopted by the Committee at their sitting held on 24 August, 2011.

5. The Minutes of the sittings of the Committee held on 13 April, 2011 and 24 August, 2011 are given in Appendix-I and II to the Report.

6. For facility of reference, the observations/recommendations of the Committee have been printed in bold letters in the Report.

NEW DELHI
24 August, 2011
02 Bhadrapada, 1933 (Saka)

ANANTH KUMAR,
Chairman,
Standing Committee on External Affairs

CHAPTER-I

BACKGROUND ANALYSIS

Implementation status of recommendations contained in Third Report (15th Lok Sabha) on Demands for Grants (2010-11) of the Ministry of Overseas Indian Affairs

The Third Report of the Standing Committee on External Affairs on Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2010-2011 was presented to the Lok Sabha on 20th April, 2010 and laid in the Rajya Sabha on the same day. The Report contained 19 recommendations/observations.

1.2 In compliance of the Direction 73-A of the Directions by the Speaker, the Minister of Overseas Indian Affairs made a statement in Lok Sabha on 16 March, 2011 giving the status of implementation of the recommendations made by the Committee in their Third Report (15th L.S.). An analysis of the Minister's statement showed that the Government had accepted all the 19 recommendations. Out of these 10 recommendations were implemented by the Government 5 recommendations were under process of implementation and 4 recommendations were yet to be implemented.

1.3 On the basis of Action Taken Replies received from the Ministry of Overseas Indian Affairs on 3rd Report, the Committee presented their 7th Report (Action Taken Report) to Hon'ble Speaker on 2 February, 2010 and to Parliament on 24 February, 2011. The Committee in their Seventh Report have commented on the Action Taken Replies furnished by the Ministry in respect of recommendations Nos. 4,5,6,7,14,15 and 18 contained in the 3rd Report. The final replies as and when received from the Ministry will be laid in Parliament.

CHAPTER-II

INTRODUCTORY

The overseas Indian Community constitutes the second largest diaspora in the world population estimated over 25 million, living in about 110 countries. There are two broad categories of overseas Indians. The first category is Non-Resident Indians (NRIs) who are the citizens of India, living abroad for work, studies or other purposes. The Second category is Persons of Indian Origin (PIOs) who or whose ancestors migrated from India to some part of the globe and is now citizens of other countries.

2.2 The Ministry of Overseas Indian Affairs (MOIA) is the nodal Ministry for all matters relating to Overseas Indians comprising of Indian origin (PIOs), Non-Resident Indians (NRIs) and Overseas Citizens of Indian (OCIs). The Ministry of Overseas Indian Affairs was established in 2004 then it was known as the Ministry of Non-Resident Indians' Affairs, later on in September, 2004 it was renamed as 'Ministry of Overseas Indian Affairs' (MOIA). The emigration division of the Ministry of Labour and Employment was attached to the new Ministry in December, 2004 which now function as the Protectorate General of Emigrants (PoEs). The objectives of the Ministry are -

- (a) *to facilitate sustained interaction of Overseas Indians with India and offer them a wide variety of services in economic, social and cultural matters*
- (b) *to extend institutional support for individual initiatives and community action to harness the knowledge, skills and investible resources of Overseas Indians to supplement the national development efforts;*
- (c) *to strengthen the bond between India and its Diaspora by recognizing and celebrating its success and achievements;*
- (d) *to transform management of emigration through appropriate domestic interventions and international cooperation;*

2.3 To handle its diverse scope of the services, the Ministry is organized into four functional service Divisions: Diaspora Services, Financial Services, Emigration Services and Management Services.

2.4 In order to promote and nurture a mutually beneficial and organic relationship between motherland India and the Overseas Indians, the Ministry is driven by the following four key policy imperatives namely -

- (i) *to offer customized solutions to meet the varied expectations of the Overseas Indian Community*
- (ii) *to bring a strategic dimension to India's engagement with the Diaspora*
- (iii) *to tap the investible diasporic community in terms of knowledge and resources in diversified – economic, social and cultural*
- (iv) *to Anchor diasporic initiatives in the States*

CHAPTER-III

Overall Analysis of Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2011-2012

A. Overall Budgetary proposals and allocation

The year 2011-2012 was the Eighth Budget year of the Ministry of Overseas Indian Affairs (MOIA). The Demand for Grants (Demand no. 69) of the Ministry for the year 2011-2012 were laid on the Table on 28 March, 2011.

3.2 The budget of the Ministry has traditionally been a non-plan one. The Budget Estimate (BE) for the year 2011-2012 is Rs. 81 crores which is equal to the BE of 2010-2011. The budget documents show that the Ministry operates three major Heads of Expenditure. The actual allocation made at BE 2011-12 as against each of the head is as under: -

2052	-	Secretariat General	22.00 crores
2061	-	External Affairs	49.80 crores
4059	-	Capital Outlay on Public Works	09.20 crores
Total			81 crores

3.3 The demands vis a vis allocation of funds made and its actual utilization by the Ministry of Overseas Indian Affairs has been discussed in details in succeeding paragraphs.

3.4 The following table shows the overall budgetary allocation made for the MOIA during the last four years alongwith RE for the respective years and actual and shortfall in utilization of RE :-

(Rs. in crores)

Year	BE	RE	Actual utilisation	Shortfall in utilization (over BE)
2007-2008	50	40	35.40	14.60
2008-2009	65	45	44.55	20.45
2009-2010	80	60	56.23	23.77
2010-2011	81	73	72.80	08.20

3.5 It may be observed from the above table that there has been continuous shortfall in actual utilization of funds allotted to the Ministry. The under utilization of funds is reportedly mainly due to non-utilization of funds in e-migrate project. On being asked the efforts made by the Ministry to ensure full and proper utilization of funds, the Ministry has stated that “..the Monthly budget expenditure meetings were held at the level of Joint Secretary and quarterly meeting at the level of Secretary. Consequently, the shortfall in utilization (over BE) has reduced this year considerably in comparison to previous years.”

3.6 On being asked to furnish the details of demands made by MOIA during Budget meetings 2011-2012 with Ministry of Finance and the head-wise actual allocation of funds made by them, the Ministry has furnished the following details:-

Revenue Section		
	Demand to MoF for BE 2011-12	Actual Allocation
Major Head - 2052	24.41	22.00
External Affairs - 2061	84.65	49.80
Capital Section		
Major Head - 4059 Capital outlay on public works	40.20	9.20
Total	149.26	81.00

3.7 When the Ministry was specifically asked about the reasons for such low allocation during 2011-12 it was stated that the Ministry of Finance did not assign any reason for curtailment of funds requisitioned by them during budget meetings 2011-2012.

3.8 However, on scrutiny, the Committee observed that the huge shortfall in utilization of funds (Over BE) during the previous years seems to be the main cause for low allocation of funds by Ministry of Finance. On inviting the comments of MOIA on this observation of the Committee, the MOIA stated as under:

The expenditure in the Ministry for its some of Schemes such as OCI Card, ICWF, Overseas Indian Centres, PBD etc. are booked by the Missions in the last quarter. "The Ministry works in partnerships with various agencies such as CII, EDCIL, and State Governments etc for which bills are submitted late. Therefore, the reason for low allocation of funds is that while allocation the funds at RE stage, Ministry of Finance considers the expenditure till the end of second quarter whereas the major expenditure of the Ministry is incurred during the 3rd and 4th quarter of the financial year. Also there was no utilization of funds allotted for Pravasi Bhartiya Kendra (PBK) for last three years due to pending approval. But now due to approval of PBK, the utilization of funds will improve considerably."

3.9 In response to the strong observation of the Committee that perhaps the MOIA had not been able to convince the Ministry of Finance about their actual requirements of funds, the Ministry submitted as under:

"Ministry is impressing upon Ministry of Finance that it is a new Ministry and its mandate is unique. Many of the schemes of the Ministry are dependent upon the booking of expenditure by the Missions. The flagship event of the Ministry "Parvasi Bhartiya Divas' is held in January every year. Therefore the major expenditure is incurred in the last quarters of the year. While allocating the RE/BE Ministry of Finance considers the expenditure till 2nd quarter and last year's budget utilization. Also the Ministry was not able to utilize the funds allocated for PBK due to its pending approval. But now due to approval of PBK it is expected that during this year RE and next year's BE finalisation, Ministry of Finance will be convinced for actual requirements of funds of the Ministry."

3.10 When the Committee desired to know whether the proposed outlay of Rs. 81 crores earmarked for the year 2011-12 would be sufficient for achieving the goals set for the Ministry, the MOIA in a written reply stated that the budget allocated for 2011-12 at BE stage was not sufficient for them. Hence, the additional requirement of funds would be projected at the RE 2011-12 stage.

3.11 On a further enquiry, whether the Ministry expected to get allocation of funds at RE 2011-2012 stage as per their projection, the Ministry in a written reply has stated as under:-

"Now the approval for the construction of Pravasi Bharatiya Kendra (PBK) has been obtained and the construction work has already begun. The Indian Community Welfare Fund (ICWF) has been operationalised in all the Indian Missions abroad for which Ministry will contribute Rs. 5.00 lakh per annum to the Missions. Therefore the actual requirement for PBK and ICWF will be

projected at the RE stage which is expected to be allocated by the Ministry of Finance. Efforts are being made to achieve that goal in the light of Strategic Plan and Results-Frameworks Documents mooted by the Ministry in that direction.”

3.12 When the Committee went into the details of the reasons for reduction at the RE stage over BE during the year 2010-2011, the MOIA stated that every year Ministry envisages some new schemes/ programmes for engaging the Diaspora and welfare of the emigrant workers. Some of these schemes/programmes could not take off for one or the other reason in previous years. Thus, there has been reduction at RE stage in previous year.

3.13 On being asked to list out the on going/new programmes or schemes that are likely to suffer due to insufficient budget allocation for the year 2011-12, the Ministry in a written reply has stated as follows:-

“Some of the schemes such as awareness campaign, skill upgradation and e-migrate project are likely to suffer due to insufficient budget allocation for BE 2011-2012. However, Ministry will project the additional requirement of funds to Ministry of Finance at RE stage as per the envisaged projects and utilization of funds.”

Revenue and Capital Sections

3.14 The details of the budget allocation made under Revenue and Capital sections in BE 2010-2011, RE 2010-11 and BE 2011-2012 are as under:-

	BE 2010-11	RE 2010-2011	BE 2011-2012
Revenue Section	71.80	58.80	71.80
Capital Section	9.20	14.20	9.20
Total	81	73	81

3.15 The allocation under the Revenue Section has been made to meet the expenditure to be incurred on Secretariat General Services and External Affairs. Similarly, the allocation under the Capital Section has been made on account of constructions of the Pravasi Bhartiya Kendra (PBK), which would be a center to commemorate the achievements of the Indian Diaspora, and

for construction/purchase of new office premises for the offices of Protector of Emigrants located in different States. The Committee observed that the MOIA had failed to pose the realistic target at BE stage and as a result vast reduction was made at RE stage during the previous years. Clarifying their position, the Ministry stated that the variations in BE & RE for the years 2008-09, 2009-2010 and 2010-2011 was mainly due to delay in granting of approval of PBK building plan by local authorities.

3.16 When asked about the efforts made by the Ministry in obtaining approval of PBK building plan from the concerned local authorities, the Ministry stated in a written reply as under:-

“Concerted efforts have been made to get the approval of PBK building plans by the local authorities namely - NDMC, Delhi Fire Service (DFS) and Delhi Urban Arts Commission (DUAC). Briefly, the efforts made, inter-alia, include – getting the change in land use of the plots from “Residential (foreign Mission)” to “Public & Semi Public (Socio cultural)” . The change of land use being the pre-requisite put by the NDMC, the Ministry made sustained efforts by protracted communications/discussions with the authorities concerned in the DDA and Ministry of Urban Development. The notification changing the land use was issued on 19.2.2009 by the M/o UD. Thereafter, follow up action was taken with the NDMC for vetting/approval of the drawings by writing d.o. letters/ reminders to the highest authorities; personal discussions with the Chairman, NDMC. NDMC vetted the plans on 10.11.2009 and forwarded to DFS and DUAC for comments/approval. Besides chasing the proposal with DFS and DUAC, the Ministry ensured timely submission of replies by the Architect/NBCC to the objections raised by the authorities.”

3.17 While giving further details of the nature of objections/queries raised by local authorities in according approval to PBK building plan and the time taken to resolve the objections, the Ministry stated as under:-

“There are three local authorities (NDMC, DFS and DUAC) involved in expediting the approvals. The objections raised by the agencies were broadly technical in nature. First, the plans were vetted by the NDMC. Thereafter, NDMC forwarded the plans to DFS. DFS, after approval the plans sent back to the NDMC, which in turn, sent to the DUAC. As such, the objections were raised by the agencies at different points of time. The Ministry has to follow up with the each authority concerned with replies to their objections and submission of revised drawings as and when required. The objections raised by the authorities are briefly given below:

- *Briefly, the NDMC sought (i) Gazette notification for change of land use from residential to public-semi public; (ii) estimated cost of the project for calculation of the cess; (iii) NOC from CFO, Airport Authority of India (AAI), DUAC; (iv) detailed area calculation of basement, ground and upper floors; (v) provisions for handicapped persons in plans such as gents toilet, camp, railing, parking etc ; (vi) space structure proposed above third floor*

needs to be counted in FAR; (vii) plans need corrections with reference to area chart, coloring, section, scale of plotting, dimensions, light & ventilation on all floors for toilets, research etc. etc.

- *The objections/observations made by DFS include - marking of fire-fighting arrangements; marking of fire control room; compartmentalization of basement and upper floors; ventilation scheme with calculation and sprinkle scheme with design calculation is required, staircase shall be of 1.5 m instead of 1.3 m. etc.*
- *The points raised by DUAC include: the architectural expressions of the building requires changes to reflect the purpose; glass area to be reduced by 50%; internal arrangements of spaces and entry - exists to be re-organized; main entry to be re-structured; vehicular circulation be re-defined etc.*

It is worthwhile mentioning that on receipt of objections/observations by the local authorities at different points of time, efforts were made to remove the objections/clarifying the position and wherever necessary, the drawings were revised and submitted. Further, after submission of the replies/revised drawings, constant follow up by the NBCC Architect was ensured. The objections/observations were resolved/complied with within reasonable time.”

3.18 The initial estimate of the PBK was projected at Rs. 132 crores by NBCC but the final amount as agreed by CPWD is Rs. 79.19 crores. Justifying the vast gap between the initial estimated cost and the amount finally agreed, the Ministry in a written reply has stated as under:-

“The NBCC initially projected the estimated cost to the extent of Rs. 132.00 cr. (including Rs. 20 cr. on account of likely escalation in prices; statutory levies and the NBCC’s charges). The proposal was considered by the CNE in its meeting held on 6.8.2009 and the CNE did not agree to the escalation component as also pointing out that statutory levies to be reimbursed as per the actual, the Committee recommended the project at an estimated cost of Rs. 107.22 cr. subject to the condition that estimates will be reviewed by the administrative Ministry in due consultation with CPWD. Thereafter, series of discussions/meetings with the NBCC officers with CPWD and finally, the CPWD agreed at Rs. 79.19 cr. for the project.”

3.19 In addition to above, the Ministry has subsequently added in this regard as under:-

The initial estimates of Rs. 132 cr. projected by NBCC was considered by the Committee on Non-plan Expenditure(CNE) on 6.8.2009 and the CNE recommended the construction of PBK at an estimated cost of Rs. 107.22 cr. subject to review of the estimates in consultation with the CPWD. The reasons for reduction of estimates by CNE are as under:

- i) *The CNE has recommended to pay the actual amount on account of escalation as per the provisions laid down in GFR and CPWD manual rather to adopt a lum-sum provision of Rs. 20 cr. in the estimates for escalation as included in the NBCC estimates.*
- ii) *The CNE recommended to pay the statutory levies like service tax as per the actual likely to be charged on the Project. Hence, an amount of Rs. 3.94 cr. included in the NBCC estimates on this account has not been recommended.*
- iii) *Consequent to the said decisions of the CNE, the estimates on account of contingencies/departmental charges automatically reduced proportionately. Accordingly, the CNE recommended the construction of PBK at an estimated cost of Rs. 107.22 cr.*

As per the directions of CNE, the matter was taken up with the CPWD for scrutiny of the estimates. Discussions were held by the NBCC officers with CPWD. The CPWD have finally agreed to keep the estimates at Rs. 79.19 cr. The reasons for reduction of estimates by CPWD are mainly on account of i) revision of CPWD Plinth Area Rates (PAR) by them to lower side at later date (resulting reduction of about Rs. 13 cr.); ii) the estimates of Rs.5 crore, concerning audio/video/ Conferencing were not considered by CPWD suggesting that the estimates for IT and audio video works may be submitted separately; iii) the estimates of Rs. 2.18 cr. for chemical blasting were not considered as the chemical blasting was not permissible in Chanakyapuri area; Iv). minor reduction in the estimates approx. Rs.5 cr. on various sub-head. Consequent to the these decisions, the expenditure on account of contingencies and departmental charges approximately Rs. 3 cr. has also been reduced proportionately.

3.20 From the budget documents it may be seen that during the year 2010-2011 an amount of Rs. 13.84 cr. has been released to the NBCC for construction of PBD. On being asked specific purpose for which the amount of 13.84 has been released to NBCC, the Ministry has stated as under:

“Clause 8.1(a) of the agreement stipulates release of 10% of the approved estimated cost as initial deposit on finalisation of Detailed Project Report and 10% on obtaining approvals of the building plans from the statutory authorities, to the NBCC. It is stated that the estimates have already been approved by the competent authority and approval of the statutory authorities have also been obtained.”

3.21 It has been further submitted that –

“ ...as against Rs. 14 crore kept as RE an amount of Rs.13.84 crore has been released to the NBCC during 2010-11. As per the NBCC, the construction work

of PBK will be started by 21.4.2011. Taking into fact that the construction is likely to be started shortly, an amount of Rs. 13.84 crore during 2010-11 has been released to the NBCC so as avoid any delay in the construction work on account paucity of funds.

The competent authority has approved the construction of PBK at an estimated cost of Rs.79.19 crore. The target date for completion of PBK is 24 months. As per the NBCC, the Project will likely to be completed by April, 2013. It is proposed to award the work to the contractor on firm rates (i.e. no escalation will be payable) and as such, there will be no cost over run. Further, a Committee is proposed to be constituted inter-alia, with the objectives to monitor the progress in terms of physical and financial achievement of the project so as to ensure that there should no cost and time overrun in its execution.

For 2011-12, the requirement of Rs.40 cr. was projected for the Project. However, an amount of Rs. 9.00 crore has been allocated. The proposal for seeking additional funds through supplementary grant will be moved at the appropriate time after spending the available funds.”

3.22 On being asked the Ministry has stated that the departmental charges payable to NBCC is 8% plus applicable service tax in accordance with the project agreement.

3.23 The construction work of the PBK has reportedly been started from 28th April, 2011. To ensure timely execution/completion of the project without any cost overrun, the Ministry has stated that “It is proposed to constitute a Committee headed by a Joint Secretary (Financial Services) with Director (Vig), MOIA and Director (Fin), MEA as members to monitor the Project on monthly basis. It is also proposed that Secretary, MoIA would review the progress every three months.”

3.24 During evidence before the Committee, when asked to state whether beside one being made at Delhi the Ministry contemplate to establish PBK in other parts of the country, the Secretary, MOIA inter alia stated as under:-

“.....at the moment, we are only establishing Parvasi Bhartiya Kendra in New Delhi and it is only one scheme which has been approved by Government.....it will be for research, interaction, cultural interaction and of course a place and a centre where overseas Indian can visit when they come to India.”

3.25 The Secretary, MOIA further added –

“...separately, we have considered that where there are PoE offices at the moment wherein certain State Governments expressed a lot of interest in NRI affairs and in

Emigration and skill development, the State Government might like to collaborate with us to have Parvasi Bhawans in the State Governments. So this is suggestion which is new. This was discussed in the last meeting with the State Governments....”

3.26 To this, the Committee felt the need to further explore the scheme so as to establish PBK in each State Capital where PoE has to be mandatorily there and wherein the land should be given by the State Government and rest of the expenditure should be borne by the Ministry.

B. Construction and Purchase of Land for PoE Offices

3.27 The process of emigration clearance is currently being done through the eight offices of Protector of Emigrants (PoEs). Of these five offices are currently functioning from the rented private premises. During examination of Demands for Grants (2010-2011), the Ministry of Overseas Indian Affairs had stated that the internal committee had been constituted under the Chairmanship of Secretary, MOIA to identify the space requirement for the new PoEs offices. On being asked to give details of the progress made in the matter of construction/purchase of new office premises for the offices of Protector of Emigrants in different States ever since the matter had been taken up in hand by the internal Committee, MOIA, the Ministry furnished the event-wise details as under:-

- *A meeting was held in the Ministry on 7.4. 2010 under the Chairmanship of Secretary, MOIA wherein it was decided that the possibilities of getting the space for POE offices in the building where regional passport offices are housed, failing which in the building of other government department /offices in the City concerned may be explored. Failing both, exploring the possibility to acquire land from State Government was also decided.*
- *Accordingly, Ministry vide letter dated 23.4.2010 requested PoEs in Mumbai, Chennai, Cochin, Trivandrum and Hyderabad to contact the concerned authorities of the buildings in which RPOs are functioning /other Government Department are functioning.*
- Action taken in respect of each PoEs are given below: -

PoE, Mumbai

PoE, Mumbai has informed that the matter relating to the accommodation of the PoE office in the Government building had also come up during the study visit of the Hon'ble Parliamentary Standing Committee to Mumbai on 19th and 20th July, 2010. It transpired in the meeting that a new RPO building is coming up in the

Bandra Kurla Complex (BKC), which has extra available space and the Hon'ble Standing Committee desired that the two floors in the RPO building at Mumbai may accommodate the POE office.

Protector General of Emigrants on 30.12.2010 has requested Additional Secretary (CPV) in the Ministry of External Affairs for allotting about 12,000 sq.ft of space in the new RPO building under construction in Bandra Kurla Complex.

3.28 It has been subsequently added that –

“The Ministry of External Affairs has informed that the RPO building under construction at Bandra Kurla Complex is likely to take three more years for completion. They have informed that the availability of the space and co-location of any other office in the building will be decided after shifting of passport office to the building at Bandra Kurla Complex. Secretary, Ministry of Overseas Indian Affairs has requested Chief Secretary, Government of Maharashtra for allotment of suitable accommodation measuring about 10,000 sq. ft to Ministry of Overseas Indian Affairs for housing the office of PoE, Mumbai as well as a pre-embarkation training centre for the emigrant workers.”

PoE, Chennai

“PoE, Chennai sent a communication-dated 14.05.2010 to all Central Government Department located at Chennai but no reply was received. PoE, Chennai has also requested the Principal Secretary, Housing and Urban Development Department, Government of Tamil Nadu vide his letter dated 02.09.2010 for allotting a vacant plot of land identified by him near the present POE office. However the Tamil Nadu Housing Board has informed that the land in question cannot be allotted to MOIA as there is a proposal to construct the flats on the plot. In the meantime, It was further learnt that Regional Passport Office, Chennai presently housed in Shastri Bhawan has approximately 6000 Sq. Ft. of office space are in the process of shifting to their own building. Accordingly, Secretary, MOIA on 4.4.2011 has requested Secretary, Ministry of Urban Development to consider allocating 5000 Sq. ft of space in Shastri Bhawan, Chennai for use of the POE office. In addition to this, Protector General of Emigrants has also held a meeting with the Principal Secretary, Housing and Urban Development, Government of Tamil Nadu and requested him to provide accommodation measuring 5000 sq. ft. or adequate land at an accessible place in Chennai vide letter dated 30.3.2011.”

3.29 Subsequently, on being asked to state the efforts made by MOIA for allotment of land for construction of PoE in Chennai, the Ministry has stated as under:-

“...this Ministry has identified a piece of land in the K.K.Nagar, Division of Tamil Nadu Housing Board, Chennai. On 15.04.2011, Secretary, Ministry Overseas Indian Affairs has requested Chief Secretary, Government of Tamil Nadu for allotting this piece of land to this Ministry. Further, Hon'ble Minister

of Overseas Indian Affairs has also taken up the matter with the Hon'ble Chief Minister, Government of Tamil Nadu on 18.04.2011 for issuing the directions to the concerned authorities for allotment of the above mentioned land to the Ministry.

PoE, Hyderabad

“PoE, Hyderabad has requested the Regional Passport Office at Secunderabad (Andhra Pradesh) for suitable space for accommodating the PoE office but the Regional Passport Office at Secunderabad has informed that there is no extra space in their building for accommodating the PoE, Hyderabad. Further, POE, Hyderabad has informed that there is no extra space with the Migrant Resource Centre for housing PoE, Hyderabad office building.”

PoE, Cochin

“PoE, Cochin has requested on 28.04.2010 to the RPO, Cochin but no response has been received so far from RPO, Cochin. PoE, Cochin has further informed that they have taken up the matter of space with the CPWD, Cochin, POE, Cochin has also intimated the requirement for the office space to the CPWD.”

3.30 On being asked to state besides PoEs Hyderabad and Cochin what specific efforts have been made by MOIA in arrangements of accommodation for these two PoE offices, the Ministry has stated as under:-

“.....Secretary, MOIA has written to Chief Secretaries to the Government of Andhra Pradesh as well as Kerala for allotting land measuring about 1000 sq. mtr to MOIA for constructing its own building at Hyderabad and Cochin.

PoE, Trivandrum

“PoE, Trivandrum has informed that they have ascertained from CPWD, Trivandrum which has informed that there is no space available in the Central Government office complex for accommodating the PoE office. Cochin. They have further written to the Secretary, NORKA Department, Government of Kerala for allotting the space in their newly constructed building. A DO letter from PGE to Secretary, NORKA in February, 2011 and another from Secretary, MOIA to Chief Secretary, Kerala in March, 2011 have been written for expeditious allotment. In the meantime, PoE (Trivandrum) informed that Secretary, NORKA held a discussion with him and suggested to inspect the under construction building so that an option for the floors may be provided.”

3.31 Furnishing the comments of PoE (Trivandrum), the Ministry of Overseas Indian Affairs has stated as under:-

“PoE, Trivandrum has informed that the NORKA Department, Government of Kerala building under construction in Thycaud, Trivandrum is near to the present office and is easily accessible for general public.”

3.32 From the budget document it may be seen that a meagre amount of Rs. 20 lakh has been allotted on account of purchase of land/construction of PoEs in different States. On being enquired whether the allocation of Rs. 20 lakhs made in the Budget 2011-2012 on account of purchase/construction of offices of PoEs in different States is sufficient, the Ministry has stated as follows:-

*“The preferable option with the Ministry is to house the PoE office in Government owned rented building. The expenditure on rented accommodation could be met from the **Object head of Rent Rates and Taxes-2052.40.40.01.14**. Seeking huge appropriation under this head, may lead to non utilization of funds. However, keeping a token amount of Rs. 20 Lakhs was felt necessary for purchase /construction of the POE office in the circumstances a land is allotted to the Ministry at a later stage. In such a situation, an augmentation in the allocation could be requested at Supplementary stage.”*

3.33 Furnishing the latest information about the progress made in regard to PoEs at these places, the Secretary, MOIA during evidence before the Committee furnished the following details:-

“...we have contacted the RPO Mumbai. POE, Chennai has approached the State Government. We are not following only one line. We are certainly asking the RPOs also. RPOs come under the Ministry of External Affairs whereas PoE is, of course, under our Ministry. We have not only formally written to the Ministry of External Affairs and RP Office, our PoE offices have also been following it up. We have also approached the State Governments requesting them to accommodate our PoE offices in some of their existing State Government buildings. In this, we have seen progress both in Tamil Nadu as well as Kerala. We are at advanced stage of discussion with NORKA in Kerala where there is possibility of giving us one floor on the new NORKA building which is coming up for the PoE office. Similarly, in Tamil Nadu for PoE, Chennai, we have approached the State Governments. Their housing department has come up with certain Government buildings and we are asking for space within that.”

3.34 On being asked the Ministry has also stated that no target dates have been fixed by them for purchase/construct of new offices of PoEs in different States.

3.30 As regards the expenditure incurred on automation of PoE Offices, the Ministry has stated that -

‘... it may be kindly noticed that the expenditure is met from the object head of Information Technology (IT), Office Expenses (OE)- 2052.40.00.99.13. An optimum utilisation under this head has been observed.’

C. Parvasi Bhartiya Divas (PBD)

3.35 As per budget documents, the 9th edition of PBD was recently organized in January, 2011 at New Delhi in which over 1700 participants attended the convention. The major expenditure under this head is for the flagship project of the Ministry namely Pravasi Bhartiya Divas. An allocation of Rs. 6 crores has been made in BE 2011-2012 on this account. A similar amount (Rs. 6 crores) was allocated in BE 2010-2011 and maintained at RE 2010-2011 stage. On being asked to state the revenue generated on account of registration fee etc from the participants and the actual expenditure incurred in the PBD held in 2011 the Ministry has stated that “an amount of Rs.65,12,440 has been generated on account of registration fees in PBD 2011. An expenditure of Rs.98,02,621 has been incurred in PBD (New Delhi) 2011.”

3.36 On being asked the Ministry has stated that they had contacted prominent Public Sector Undertakings for sponsorship for the event as a result of which a sponsorship of Rs. 3,06,00,00 was generated.

3.37 Giving details of the amount (Rs. 3,06,00,00) generated on account of sponsorship from PSUs/Private Companies, the Ministry has furnished the following details:-

Sl. No.	Sponsorship	Amount
1.	Air India	5,000,000
2.	Bloomberg	1,500,000
3.	GMR/DIA	1,500,000
4.	Fortes	500,000
5.	Airtel	1,000,000
6.	UB Group	500,000
7.	New Global Indian	500,000
8.	Enri-Magazine	500,000
9.	Coca Cola	500,000
10.	Delhi Tourism	500,000
11.	Zee International	6,000,000
12.	Times India	400,000
13.	LIC of India	2,000,000
14.	NHAI	1,000,000
15.	ONGC	1,000,000
16.	Oil India Limited	1,000,000
17.	Sail	500,000
18.	State Bank of India	5,000,000
19.	Indian Bank	500,000

20.	Indian Oil Corporation Limited	400,000
21.	Bharat Petroleum Corporation Ltd	250,000
22.	Numaligarh Refinery Ltd	250,000
23.	Power Finance Corporation Ltd	200,000
24.	Times Internet Ltd	100,000
TOTAL		30,600,000

3.38 When asked to state whether a mechanism exist in the Ministry to check the undue expenditure in holding PBDs and how do the Ministry propose to avoid such undue expenditure in future, the Ministry stated as follows:-

“A Finance Committee headed by Additional Secretary and Financial Advisor, Ministry of External Affairs is constituted to approve all expenditure of PBD. The Committee regularly monitors the expenditure to avoid undue expenditure. During PBD 2006 in Hyderabad, excessive expenditure was made on a dinner on 8 January 2006 hosted by Minister of State, Ministry of External Affairs due to extra number of guests and liquor was also served. The extra number of guests was on account of the event being managed in coordination with the Government of Andhra Pradesh and their guests. Liquor is served in these events on account of the nature of these events, the delegates being mainly overseas Indians. The Ministry will ensure better coordination with the State Government in the future whenever the event is held outside Delhi to avoid undue expenditure.”

3.39 It has been observed from the information supplied by MOIA that PBD 2011 at New Delhi was organized in partnership of Ministry of Development of North Eastern Region. The Confederation of Indian Industries was the institutional partner for the event.

3.40 Submitting details of the prominent issues discussed in PBD 2011 and the action being taken by the Government on the suggestions made by the participants and other stakeholders, the Ministry has furnished the following information:-

“PBD 2011 focused on issues related health and education and the overseas Indian youth. Sessions were also held on investment, inclusive growth, investment opportunities in the North Eastern Region, Information, Communication and Entertainment, cultural ties, diaspora philanthropy and issues related to overseas Indians in the Gulf.”

3.41 On being asked to state how far the Government had been successful in achieving the objectives set forth in the last two PBD, the Ministry stated as under:-

“The objective of PBDs is to provide a platform to overseas Indians to network and interact among themselves and with relevant stakeholders including the Government. Several areas of engagement were discussed including investments, philanthropy, youth, education and health etc. During PBD 2011, the foundation stone of the Pravasi

Bharatiya Kendra was unveiled. As a result of discussions in PBDs, a memorial has been constructed in Kolkata to depict the emigration of indentured labourers in the 19th and early 20th century.”

The Ministry has further added that -

“India is interested in engaging with overseas Indians at all levels i.e. economic, social and cultural. In economic engagement the options include investment, deposits and remittances.

Efforts are made to discuss critical, important and core issues in PBDs. For instance the focus in PBD 2011 was health, education, overseas Indian youth and development of the North Eastern Region. To make the interaction beneficial, time is given for questions and answers from delegates with the panelists.”

3.42 During the course of discussions on the Demands for Grants 2011-2012 with the representatives of Ministry of Overseas Indian Affairs, the Committee were also informed that Chief Ministers of different States are invited to participate in discussions during PBDs. The Secretary, MOIA also stated that the Members of Standing Committee on External Affairs were also invited as guest on these occasions.

During discussions on the issue, it transpired that majority of the Indian origin and Indian migrants abroad are labourers or semi skilled labourer. On being asked how many of them actually participate in such PBDs, the Secretary of the Ministry stated as under:-

“...the hon. Member has correctly point out whether there are a large number of workers that are there at PBD in Delhi or in other States when it is held. No. they are not there, but definitely the focus is on the issues of workers. We always have had separate sessions in the PBD on what better arrangements can be made for emigration of both skilled and workers overseas. A separate session is held on this issue....”

3.43 As regards holding Parvasi Bhartiya Divas at overseas locations, the Secretary, MOIA during evidence before the Committee stated –

“We also do a mini PBD overseas and other Diaspora meets and engagement meets overseas also at different occasions. For example, it was done in Durban last year....in the coming year it will be Toronto, Canada. After that it will be in Dubai, covering the Middle East.”

3.44 The budget documents also shows that the fourth in the series called 'PBD Africa' was held in Durban, South Africa from 1-2 October, 2010. The event marked the 150th Anniversary of the arrival of Indians in South Africa. MOIA incurred an expenditure of Rs. 81,00,000 on this event.

3.45 During discussion, it also surfaced that out of about Rs. 10 crores (budgetary allocation plus sponsorship), approximately Rs. 2 crores were spent during the last year on PBD at New Delhi and Mini PBD at Africa. An amount of Rs. 6 crores have been allocated at BE 2011-2012 on this accounts. On being asked whether the Ministry think it appropriate to hold more overseas PBDs to utilized the fund on this accounts, the Secretary, MOIA stated that "...we should consider more PBDs for better interaction where there is large concentration of overseas Indians."

D. Other Expenditure (Minor Head) other Scheme other Charges

3.46 It may be seen from the Outcome Budget 2011-2012 that an amount of Rs. 43.50 crores was earmarked in BE 2010-2011 under the above head, which was revised to the tune of Rs. 31.55 crores at RE 2010-2011 stage, but the actual (upto 31.1.2011) outgo has been shown as Rs. 13.54 crores only. On being asked the Ministry has stated that the the expenditure under this head is likely to be Rs. 31.55 crores approximately during 2010-11. On being asked to explain the inconsistency, the Ministry has stated as under:-

"As the Ministry is new, the some of the schemes envisaged during the year could not take off. The inconsistency in BE, RE and actual expenditure is reducing every year considerably."

Adding further on the issue, the Ministry has stated that

"The Ministry has planned the outlay on schemes as per the budgetary allocation of Rs. 41.50 crores. The short fall under this head, if any, will be projected at the RE stage."

E. Establishment Strength

3.47 From the establishment strength shown in DFG as against the sanctioned strength of 195, only 146 persons are in position at present. Surprisingly, the position has not improved since last year rather the number of employees has been reduced from 155 to 146. On being asked to clarify the position, the Ministry has stated as under:-

“The Ministry of Overseas Indian Affairs (MOIA), which is relatively a new Ministry carved out of the Ministry of External Affairs (MEA) and the Ministry of Labour & Employment (MOL&E), has been struggling to fill up all the sanctioned posts. So far, it does not have a Cadre of its own and is virtually operating out of the Cadre of the Ministry of Home Affairs (MHA) upto the level of Section Officer, covering the categories of posts of LDC, UDC, Assistant and Section Officer as also the categories of post of Steno Gr.D, Steno Gr.C/ PA and PS. MOIA has been reminding the MHA and the DOP&T, as the case may be, in respect of posts under their respective control, for filling them without any further delay.”

3.48 On being enquired whether these post would not lapse if not filled up soon, the Ministry stated that

“Since all the vacancies have been intimated to MHA and the DOP&T, as the case may be, the recruitment action is deemed to have been initiated and hence the posts will not lapse.”

3.49 Furnishing the details of efforts made by the Ministry during the last one year in filling up the vacant posts, the Ministry has stated as mentioned below:-

“DOP&T have requested the MOIA to obtain the approval of Hon’ble Minister, OIA to the encadrement of all the posts in the Ministry, including the posts in the POEs so as to enable the Department to go ahead with the process of separation of the Cadre of MOIA. Accordingly, the MOIA have obtained the approval of Hon’ble Minister, OIA to the separation of the Cadre of MOIA from that of MHA and conveyed the same to the DOP&T. At present, MOIA are awaiting the final reply/order from DOP&T as to the separation of the Cadre of MOIA. It is expected that once that process is completed, the MOIA would be in a better position to take all the requisite measures to fill up all the sanctioned posts in the MOIA including the POEs.

In this regard the Ministry has further added that -

“.....the proposal, duly approved by the Hon’ble Minister for Overseas Indian Affairs, was referred to the Department of Personnel & Training (DOP&T) on 3.3.2011. It is given to understand that the proposal is under active consideration of DOP&T (CS Division). A final reply from the DOPT&T is awaited.

3.50 On being asked as to what extent the work of the Ministry has suffered due to vacant posts and how soon these vacant posts are expected to be filled up, the Ministry has stated as under:-

“The work of the MOIA has been impacted because of delay from the MHA to fill up the vacant posts in MOIA as desired by the MOIA. Once the DOP&T have expedited the process of separation of the Cadre of MOIA, it will be possible to fill up the vacancies.”

3.51 On the question of availing of services of contractual workers, the Ministry has stated as under:-

“No one has been appointed/ engage on contract basis against the vacant posts in the MOIA. However, against 38 posts at different levels, the MOIA, with a view to tide over the acute shortage of staff and for managing the day to day essential functions, with the approval of the IFD of MOIA, have been availing of the services of 38 persons by outsourcing through a private agency.”

3.52 While furnishing the latest position of setting up of new PoEs and creation of posts and appointment of staff in those PoEs, the Ministry has stated as under

“The matter would require the approval of the Cabinet and a Note for consideration of the Cabinet is contemplated to be prepared and submitted to the Cabinet Sectt.”

Adding further to the issue Ministry has stated that -

“The matter relating to creation of posts in PoE offices is under examination by the Integrated Finance Division (IFD). After the IFD has concurred in the proposed creation of three new PoE offices at Jaipur, Guwahati and Rai Bareli, the proposal would go to the Ministry of Finance. The MOIA intends to place the matter relating to creation of posts in PoE offices before the Cabinet, as soon as possible, after the Ministry of Finance has cleared the proposal.”

CHAPTER-IV

Assessment of Schemes/Programmes of the Ministry of Overseas Indian Affairs

To meet the varied expectation and needs of the diverse overseas Indian community, Ministry of Overseas Indian Affairs has formulated a number of Schemes/programmes. The Schemes undertaken by the Ministry are mainly funded from 2061 – External Affairs (Major Head) 00.800 – Other Expenditure (Minor Head). 03 – Other Schemes. The Budgetary provision in BE 2010-2011 under this Head was Rs. 50.80 crores and at RE 2010-11 stage it was reduced to Rs. 37.80 crores. In BE 2011-2012 the Budgetary provision is Rs. 49.80 crores. The outlay made in 2010-2011 against each of the Scheme/Programme *vis a vis* the proposed outlay in BE 2011-2012 and the targets achieved during 2010-2011 are given in nutshell as under:-

(Rs. in Crores)

S. No.	Name of Scheme/ Programme	Outlay in 2010-11 (Non-Plan)	Outlay proposed in 2011-2012	Physical target during 2010-2011	Achievements upto 25.02.2011
1	2	4	5	6	7
i)	Overseas Citizenship of India (OCI)	1.77	1.77	2.00 lakhs cards	<i>2,06,727 OCI Cards have been issued till 25.02.2011</i>
ii)	Know India Programme (Internship Programme for Diaspora Youth)	1.44	1.60	3 Programmes	<i>2 Know India Programmes were conducted and 63 Overseas Indian youth participated in the programmes.</i>
iii)	Scholarship Programme for Diaspora Children	5.38	5.00	100 scholarships	<i>305 NRIs/PIOs are presently studying in India under SPDC</i>
iv)	Awareness Campaign/ Media Plan	8.71	8.73	Sixteen video spots. Sixteen audio-spots. Sustained	<i>Video spots and audio spots have been produced and released on private national, regional DD and private regional TV channels.</i>

				electronic media campaign for two /three months.	The audio spots have been released on regional AIR channels. The campaign on print media was also done.
v)	Overseas Indian Facilitation Center (OIFC)	6.00	6.00	To run a center at National Capital Region of Delhi.	OIFC has organized three investor meet. OIFC also compiled 'Homeward Bound- a regulatory & investment handbook for Overseas Indians during the 9 th Pravasi Bharatiya Divas, held from 7 th -9 th January 2011 in New Delhi. OIFC organized a Market Place Forum during the 9 th PBD from 7-9 Jan 2011.
vi)	Overseas Workers Resource Centre (OWRC)	.50	.50	24x7 multilingual Helpline.	24X7 Help line with a toll free number 1800 11 3090 accessible from anywhere in India is functioning in eight languages.
vii)	E-Governance in Emigration	1.52		All POE offices	All POE offices at Delhi, Hyderabad, Mumbai, Chandigarh, Kolkata, Chennai, Cochin and Thiruvananthapuram have been computerized

viii)	Indian Council of Overseas Employment (ICOE)	4.00	5.00	Commissioning empirical studies and building research.	<i>Studies are being conducted.</i> <i>(i) By IOM on 'labour market assessment' in European countries – France, Denmark, Czech Republic, Sweden, Romania and Germany.</i> <i>(ii) Skill initiatives in the North-East.</i>
ix)	Legal assistance to women facing problems in NRI marriages	.70	.50	13 cases	<i>An amount of Rs. 14 lacs was released to the NGOs/Indian Women Organisation for disbursement to deserted Indian women towards initial assistance for legal costs.</i>
x)	Celebration of Pravasi Bhartiya Diwas	6.00	6.00	Organize the annual event	<i>Pravasi Bharatiya Divas is organized in January every year. 9th PBD was organized on 7-9 January 2011 in New Delhi. Over 1700 persons attended the Convention.</i>
xi)	Construction of the Pravasi Bharatiya Kendra (PBK)	9.00	9.00	Construction of PBK	<i>The Competent Authority has approved the proposal for construction of PBK at an estimated cost of Rs. 79.14 crores.</i> <i>The drawings of the building have been cleared by the authorities concerned.</i>

xii)	Construction/ Purchase of Buildings for PGE/POEs	0.20	0.20	All POE offices	<i>Modernization of all eight POE offices at Delhi, Hyderabad, Mumbai, Chandigarh, Kolkata, Cochin, Chennai and Thiruvananthapuram has been carried out to facilitate the automation process.</i>
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4.2 In order to ensure effective implementation of the Schemes/Programmes regular multi-level reviews are reportedly undertaken by the Ministry of Overseas Indian Affairs. It has been further stated that the Budget Division in the Ministry conducts a bi-monthly review of the physical and financial progress and a quarterly budget review is done at the level of Secretary, MOIA.

4.3 In the light of budget documents and subsequently the information furnished by MOIA to the Committee, the assessment of schemes/programmes of the Ministry has been made as follows:-

A. Overseas Citizenship of India (OCI) Scheme

4.4 Keeping in view the persistent demand for 'dual citizenship' from the Indian Diaspora and the Government's deep commitment in engaging persons of Indian Origin with the land of their ancestors in a mutually beneficial relationship, the Overseas Citizenship of India Scheme was launched in August, 2005 by amending the Citizenship Act, 1955. The scheme provides for the registration as Overseas Citizens of India (OCI) of all Persons of Indian Origin (PIOs) who were citizens of India on or after 26th January, 1950 or were eligible to become citizens of India on 26th January, 1950 and who are citizens of other countries, except Pakistan and Bangladesh. However, the OCI is not a schema amounting to grant of 'dual nationality'. The Scheme was introduced in the financial year 2006-2007 and envisages issue of OCI documents consisting of OCI registration certificate and Universal visa sticker to PIOs. The Scheme has been made operational since 2006 and as on 28th January, 2011 and as per information available to the Committee, a total number of 7,57,740 PIOs have been registered as OCIs. A registered Overseas Citizen of India is granted multiple entry, multi-purpose, life-long visa for visiting India, and is exempted from registration with Foreigners Regional Registration Office for any length of stay in

India. Certain other benefits have been notified to the OCIs. The average time taken to issue OCI card after submission of the application is reportedly four weeks.

4.5 It may be seen from the Budget document that an outlay of Rs. 1.77 crores has been earmarked for attending the work relating to issue of OCI cards during the year 2011-2012. On being asked whether the amount would be sufficient for which it has been allocated, the Ministry in a written reply has stated that “in case more applications are received, more outlay will be requested at the RE Stage.”

4.6 To this, attention of the Ministry of Overseas Indian Affairs was drawn to the 3rd Report (15th LS) wherein the Standing Committee on External Affairs had observed that the Ministry had no appropriate tool and reliable mechanism for an authentic survey and this was why they had not made any assessment of the number of PIOs eligible for OCI cards. In their action taken reply (dt. 26.7.2010) the MOIA has *inter alia* stated that “in order to process OCI applications in a time bound manner there is a need to provide regular staff in the Mission and Post abroad especially where a large number of applications are received every day...” Subsequently in a written reply the Ministry has stated that “there is no need felt for a survey of PIOs who are eligible for OCIs. OCI cards are given as per eligibility and demand.” On being asked to indicate the reasons for variations in their reply, the Ministry has stated that “wherever the need is felt more temporary staff is given for processing OCI applications.”

4.7 When asked how the Ministry can make demand for deployment of additional staff to attend to the work of issuance of OCI cards without making proper survey of OCI cards to be issued to the eligible applicants, the Ministry has stated as under :-

“The Ministry can assess the rate at which the applicants are applying for the OCI card. A survey would indicate the number of persons of Indian origin entitled for OCI card but that may not relate to the rate at which the applications for OCI are made, as such applications are on voluntary basis. “

4.8 On being enquired the Ministry has furnished nature of complaints received from Overseas Indian in running the scheme as follows:-

“Complaints have been received regarding non-eligibility of foreign children whose parents are Indian citizens for OCI. In order to streamline the OCI and PIO card schemes it is proposed to merge the two Schemes. Inter-Ministerial consultations are underway regarding the above.”

4.9 Clarifying on the issue of merger of OCI card and PIO card schemes, the Secretary, MOIA during evidence before the Committee submitted as follows :-

“.....in the matter of OCI Cards and the PIO Cards. We are in consultation with the Ministry of Home Affairs because it is under the visa regime of India.....we certainly wish

to give support to the Missions to be able to expedite the issue of OCI cards. Towards this end, we have been sanctioning temporary staff for OCI work in several Missions where the pressure is very high and the higher pressure is actually in the USA and the UK. In both these places, we sanctioned additional temporary staff to handle this pressure. In the USA, where the pressure is absolutely the highest, the next step which has been taken by the Mission themselves is to outsource that activity also. So, it is now expected that the issue of OCI cards will be even smoother and it will be done by these specific centers which are being established in different Consulates including in San Francisco.

Initially, we thought that we would handle it ourselves. About the survey matter, I would just like to separate that issue a little differently. I totally agree with you that survey should be done. Today, we do not have a data base of overseas Indians. It is only by estimate that we calculate that there are 25 millions people. As my colleague was pointing out, this is divided between those who are foreign passport holders who we call Persons of Indian Origin and those who are Indian passport holders whom we call NRIs. We roughly calculate that 15 million would be the Persons of Indian Origin and 10 million will be persons who are Indian Passport holders but resident overseas due to various reasons like economic and other one.

We are now in the process of starting to collect a more detailed data base on this. Specifically, to start with, we have first approached 25 Indian Missions which handle the largest number of Persons of Indian Origin and the Overseas Indians. We have asked them to start the process by trying to compile a data base with better survey and statistics.

B. Scholarship programme for Diaspora Children (SDPC)

4.10 A scheme called ‘Scholarship Programme for Diaspora Children (SPDC)’ was launched in the year 2006-07. Under the Scheme 100 scholarships upto US \$ 3600/- p.a. are offered to PIO and NRI students for undergraduate courses in Engineering/Technology, Humanities/Liberal Arts, Commerce, Management, Journalism, Hotel Management, Agriculture/Animal Husbandry etc. The scheme is being implemented by M/s Educational Consultants India Limited (Ed. CIL), an autonomous body under the Ministry of Human Resource Development. The Scheme is open to NRIs/PIOs from 40 countries with substantial Indian Diaspora population.

4.11 A total of 378 candidates have availed of the scholarship scheme since its inception. Out of 126 candidates selected for the award of scholarship during the year 2009-10, only 72 candidates have availed of the scholarship. While reviewing the SPDC scheme, it has been decided to do away with the ‘Common Entrance Test’ for selecting PIO and NRI students for

awarding the scholarships. A total of 100 candidates have availed of the scholarship scheme during the year 2010-2011. The applications from the students who meet the prescribed eligibility criteria are to be evaluated and shortlisted by a selection committee consisting of officers from Ministry of HRD, EdCIL (India) Ltd. and MOIA. As per information available in the Outcome Budget 2011-2012, presently 305 NRIs/PIOs are studying in India under SPDC.

4.12 An outlay of Rs. 5.38 crores was earmarked in BE 2010-2011 on this programme which was further reduced at RE stage to Rs. 4.5 crores. On being asked the Ministry has stated that the actual expenditure incurred during 2010-11 was Rs.4,00,08,424. However, a bill of Rs.19.37 lakh is pending clearance with IFD.

4.13 Submitting reasons for pendency of the Bill of Rs. 19.37 lakhs with IFD, the Ministry furnished the following details:-

The pendency of the bill for Rs.19.37 lakhs was mentioned by way of explaining the actual expenditure position for 2010-11 i.e., at the time of finalizing the budget figures for 2010-11 and 2011-12 payments for Rs.4,00,08,424/- had already been made to M/s Ed CIL (India) Limited while a bill for Rs.19.37 lakhs was pending clearance with the IFD.

To clarify, the invoices for Rs.19.37 lakhs payments were sent to the Internal Finance Division (IFD) on 25-3-2011 and were under examination /processing by the Finance Division. However a point for clarification raised by the IFD in respect of service charges of M/s Ed CIL (India) Limited has since been clarified and the Finance Division is doing the needful towards settling the bill following which sanction for the amount will immediately be issued and payment to M/s Ed CIL (India) Limited.”

4.14 It may be seen from Budget documents that an outlay of Rs. 5 crores at BE 2011-2012 has been made as compared to 5.38 during the year 2010-2011 on this account. Justifying the reduction, the Ministry has furnished the following reasons :-

“As against Rs.5.38 crore in the BE 2010-11, the provision for the SPDC envisaged under BE 2011-12 is Rs.5.00 crore. The reduction is due to an actual expenditure (AE) of Rs.4.20 crores only at the time of planning the outlay for 2011-2012. The balance AE bills for 2010-11 were received subsequently. Therefore outlay for 2011-2012 was done on the basis of the AE as on that date.”

4.15 On being enquired the steps that have been taken by the Ministry to ensure full utilization of scholarships available under the scheme by the Indian Diaspora Population, the Ministry has stated as under:-

“Educational Consultants India Limited, MOIA’s nodal agency for implementing the SPDC envisages that the funds are optimally utilized. However, sometimes the selected candidates withdraw from the programme on their own accord.”

4.16 On the issue of the efforts made by the Ministry to give adequate publicity of the Scheme among the Diaspora population, the Ministry has stated as under :-

“The scheme is being implemented by M/s. Educational Consultants India Limited (Ed.CIL), an autonomous body under the Ministry of Human Resource Development. The scheme is open to NRIs/PIOs from 40 countries with substantial Indian Diaspora population. For publicity of the scheme, the Ministry publishes the scheme in the monthly magazine ‘Pravasi Bharatiya’ and through Ministry’s website, through Indian Missions/Posts abroad. Ed.CIL has also published the scheme on their website.”

4.17 When the Committee desired to know whether any reserve list has been prepared by the Ministry to ensure that the higher number of scholarship are availed under the Scheme by the eligible Diaspora Children, the Ministry has stated as under:

“ A total 100 NRIs/PIOs candidates are selected from 40 countries having a substantial Indian Diaspora population. Whenever the lists of eligible candidates are prepared by Ed.CIL, there is also a reserve list to fill-up the gap in case candidates selected in the first list do not take admission.”

4.18 As regards making the scheme more attractive for Diaspora Children, the Ministry has stated as under:-

“The Ministry proposes to make the scheme more attractive for diaspora children by enhancing the amount of scholarship from the present limit of US \$ 3600 per student per annum. This is under the consideration of the Ministry in consultation with the concerned departments.”

C. Awareness Campaign/Media Plan

4.19 The Ministry has launched an Awareness-cum-Publicity Campaign on the issues of (i) problems faced by emigrant workers and legal migration;(ii) Problems relating to legal emigration process; and (iii) Problems relating to NRI marriages. The objectives of the Awareness Campaign is to create wider awareness among the general public about the Legal Immigration Process, caution against illegal practices by fraudulent Recruiting Agencies and to provide information to those who are facing problems, this will go a long way to assist them in legal, safe and orderly migration.

4.20 Furnishing details of the funds actually spent during the 2010-2011 on awareness campaigns, the Ministry has given the following details:-

“An expenditure of Rs. 7.10 crores has been incurred on awareness campaign through electronic media and Rs.1.50 crores has been incurred on awareness campaign through print media.”

4.21 On being asked in how many languages the audio-visual programmes have been prepared and the basis themes thereof, the Ministry has given the following information:-

audio-video programmes for the awareness campaign have been prepared in Hindi, Malayalam, Tamil, Telgu, Punjabi, Kannada, Marathi, Gujarati, Bengali and Oriya on the following themes:

- *Problems faced by emigrant workers and legal emigration process;*
- *Problems relating to Indian housemaids overseas;*
- *Problem relating to NRI marriages; and*
- ***Overseas Workers Resource Centre (OWRC) Helpline (1800 11 3090)***

4.22 As regards the impact study of these programmes, the Ministry has stated that “for impact assessment study, DAVP has been approached to furnish the names of the DAVP empanelled agencies for the purpose.

4.23 On being asked whether the steps that have been taken by the Ministry for creating awareness among the masses are adequate and actually reach to the target groups, the Ministry has stated as under :-

“It has been observed that impact of awareness campaign through electronic and print media has some visible impact as Overseas Workers Resource Centre(OWRC) receives lot of queries from the potential emigrant workers.”

Adding further on the issue, the Ministry has stated as under:-

“On an average OWRC helpline receives a lot of queries every day after the launch of the awareness campaign of the Ministry. This year Ministry has extended the area of its coverage in Hindi heartland and by starting campaign in Gujarati, Marathi, Oriya and Bengali languages.”

D. Overseas Indian Facilitation Centre (OIFC)

4.24 Ministry has set up an Overseas Indian Facilitation Center (OIFC) in Gurgaon as a not-for-profit trust, in partnership with Confederation of Indian Industry (CII). The Center is a ‘one stop shop’ for serving the interests of the Overseas Indian community and has the mandate to

cover two broad areas: Investment Facilitation and Knowledge Networking. The objectives of the OIFC are:

Promote Overseas Indian investment into India and facilitate business partnership, by giving authentic and real-time information.

Function as clearing house for all investment-related information. This would be done by processing information on a real-time basis through ICT platform.

Establish and maintain a Diaspora Knowledge Network by creating a database of overseas Indians, who would act as Knowledge Diaspora and whose knowledge resources could be accessed using ICT platform.

Assist States in India to project investment opportunities to Overseas Indians in the infrastructure and social sectors and to bring the Indian States, Indian Businesses and potential Overseas Investors on the same platform and to facilitate the investors to identify the investment opportunities.

Provide a host of advisory services to PIO and NRIs. These could include matters such as consular questions, stay in India, investment and financial issues, etc.

4.25 The OIFC, in its 4th year of operations since its inception on 28 May, 2007 has taken significant initiatives to promote and simplify the Diaspora's economic interface with India. In line with its mandate, OIFC continues to serve as an information resource centre for the Diaspora, regularly updating them with the state-sector investment opportunities, trends, and economy overviews, through its business networking portal, query addressal, and monthly e-newsletter – 'India Connect'.

4.26 In order to provide service to its subscribers, the OIFC today has on its board various categories of partners such as: State Government Diaspora/ investment cells; industry players in the areas of banking and financial services, taxation, and market entry services; as well as international business associations serving the interests of the Diaspora in various regions overseas.

4.27 OIFC continues to address queries of the Indian diaspora through its online 20X5 live facilitation service, provides specialized advisory and consultation services through its State and Knowledge Partners, constantly adding to its cache of a total of almost 1,100 queries addressed

since the launch of the OIFC business networking portal in January 2010. It also assists its State Partners in projecting the investment opportunities in relevant OIFC forums and at the portal.

4.28 It also offers an engaged networking platform with moderate discussions on relevant subjects/ topics of interest to the Diaspora investors with businesses and professionals in India. Opportunities for investment and business engagement are also showcased through OIFC's Investment & Interactive Meets and Interactive Sessions.

4.29 The Centre, in its endeavor to strengthen the Diaspora's economic inter- linkages with India, continues to seek to encourage the Overseas Indians to make use of its platform to connect with India.

4.30 On being asked whether the Centre is working to the satisfaction of the Ministry, the Ministry in a written reply has stated as under :-

“Yes Sir. The OIFC has done well during the last four years. It has developed a query redressal system, online business networking platform, Live help centre and many publication like investor toolkit, guidebooks for overseas Indians and Homeward Bound- a regulatory & investment handbook for Overseas Indians.

OIFC has a Governing Council which comprises of senior policy makers of the Government, Industry leaders and prominent Overseas Indians. At the 2nd meeting of the OIFC Governing Council for the year 2010-11 held in January this year, the members were of the view that OIFC is successful in expanding the economic engagement of the Overseas Indians with India by timely addressing their queries.

In addition, at the meeting of the Prime Minister Global Advisory Council of Overseas Indians held in January this year, the members were of the view that OIFC is successfully expanding the economic engagement of the Overseas Indians with India through its robust online business networking portal, organizing Diaspora Engagement Meets and timely query addressal.

4.31 Giving details of the queries that have been received by the centre during the last one year from the prospective investors and whether those have been resolved satisfactorily, the Ministry has stated as under :-

“OIFC addresses the queries of Overseas Indians in areas of foreign investment consulting, regulatory approvals, market research, joint venture partner identification, project financing, accounting, taxation, legal, portfolio investments

and others with the help of its Knowledge Partners which are private sectors firms. If facilitation is required then end-to-end facilitation is provided by OIFC's Partners."

In 2010-11, OIFC received 426 queries from prospective investors and those were satisfactorily handled by its Knowledge Partners. The end-to-end facilitation was also provided by the Knowledge Partners to Overseas Indians.

4.32 On being asked whether the Centre of the Ministry has any mechanism to monitor investments made by Overseas Indians, the Ministry has stated as under

"All the foreign investments including the investments made by NRIs in India are monitored by the Department of Industrial Promotion and Policy (DIPP), Ministry of Commerce and Industry. The OIFC continues to focus on its activities of promotion and facilitation for the economic engagement of Overseas Indians with India."

4.33 Furnishing details of the suggestions that have been received by the MOIA/Centre to make it more user friendly, the Ministry has given the following details :-

- *Some key market research and surveys be conducted to understand the need of the Indian Diaspora for effective engagement with India: OIFC has initiated a process to identify and shortlist a consultant to conduct this kind of study / survey.*
- *Special OIFC cells would be set up in CII Regional/ State offices in Bangalore, Chennai and Mumbai. The overseas Cells of MOIA in Washington DC and Abu Dhabi would be asked to represent OIFC in those regions. Some of the relevant CII offices in India and Overseas will also represent as the OIFC arms in the countries/ states.*
- *OIFC has to gain more visibility and be widely known to the Diaspora. This is an ongoing activity in MOIA, CII and OIFC.*

E. Overseas Workers Resource Centre (OWRC)

4.34 The Centre was established as a single point window source for registering, responding and monitoring complaints, collection and dissemination of information on matters relating to emigration, grievance redressal forum and knowledge center. The scope of work of the OWRC helpline has been enhanced to provide walk in consultancy and development of interactive website w.e.f. 31.12.2010.

4.35 Asked to give comparative details of the scope of earlier work being done by OWRC and the enhanced work now being done by them, the Ministry has furnished the following details:-

“Services provided by the new OWRC setup operating from Okhla, New Delhi as compared to the services provided by the previous service provider before 31-Dec-2010 is as under.

Sl.No.	Current OWRC Helpline	Previous OWRC Helpline	Current Status/Timeline
1	24x7 Helpline Support	24x7 Helpline Support	Operational since 31-Dec-2010
2	Support for Eight Languages (Hindi, English, Punjabi, Malayalam, Tamil, Telegu, Kannada, Bengali)	Support for Seven Languages (Hindi, English, Punjabi, Malayalam, Tamil, Telegu, Kannada)	Operational since 31-Dec-2010
3	Additional Support for Three Languages (Gujrati, Marathi, Oriya)	No Such Support	Proposal to be approved by MOIA. Service will start in 15 days from approval.
4	Integration with MRC Hyderabad and Kochi. All data in one location	No integration with MRCs	Operational since 31-Dec-2010
5	Web-based CRM application for grievance redressal	No such application	Operational since 31-Dec-2010
6	Content-Rich Website www.owrc.in	No website for OWRC	Operational since 31-Dec-2010
7	Facility of walk-in counseling at OWRC Delhi, MRC Hyderabad and MRC Kochi	No walk-in facility available	Operational since 31-Dec-2010
8	SMS Integration with CRM Application. People can check the status of complaints using SMS	No SMS Service available	Operational since 1-Mar-2011
9	Workflow for routing of grievances to MOIA Automated. Provision for setting up timeframes for redressal inbuilt.	No automated grievance routing mechanism	Operational since 31-Dec-2010

	Crossing this timeframe would generate email alerts.		
10	Instant updating of website contents upon receiving updates from MOIA by our Documentation Center	Not Applicable	Operational since 31-Dec-2010
11	Centralized Report Generation based on data from three locations. Any MOIA user who is authorized can generate the reports	No automated Report Generation. Report generation was manual	Seven Reports Developed. More MIS reports will be added by MOIA as usage increases
12	Call Completion Ratio (CCR) stabilized at 99% in two months	Call Completion Ratio (CCR) less than 99%	

4.36 On being asked to state whether any time frame has been fixed for resolving the wide ranging complaints received from its users, the Ministry has stated as under:-

“An application that allows automatic alerts to be generated once the resolution time exceeds a predefined threshold limit has been developed. Such matters are referred to MOIA and the same are dealt with appropriately.”

4.37 As regards extending the helpline services in all the scheduled languages, the Ministry has furnished the following information:-

“Currently OWRC helpline is catering to 8 languages viz. Hindi, English, Punjabi, Malayalam, Tamil, Telugu, Kannada, Bengali. Addition of three more languages, i.e., Oriya, Marathi, Gujarati is under consideration.”

4.38 The Ministry has also stated that SMS service too has been made operational w.e.f.

1.3.2011.

F. E-Governance in Emigration

4.39 The Ministry has proposed implementing a comprehensive e-governance project on migration. The project is expected to mitigate individual discretion, harassment of emigrants and corruption. It would also provide useful tools and data for policy functions, periodical

publications and grievance redressal. The project involves full automation of POE offices & PGE office, phased interlinking with recruiting agents, employers, immigration counters, Indian missions abroad, insurance companies and state governments etc and integration of labour market information with policy decisions through appropriate MIS. The project would develop integrated modules on recruiting agent system, migration clearance system, immigration control system, complaint management system, RA rating system and the contract attestation system. Smart cards would be issued to the emigrants under the project after examining all pros and cons to ensure that the benefits are commensurate with the cost to the emigrant. After going through the detailed Bids Evaluation Process, the new Implementation Agency has been selected for the implementation of the project in consultation with National Institute of Smart Government (NISG) the consultant for the implementation of the Phase – II of the project. The project awaits the financial approval of the competent authority after which it will be implemented and with current state of progress it is likely to be completed by March, 2012.

4.40 As per Outcome Budget 2011-2012, all POE Offices at Delhi, Hyderabad, Mumbai, Chandigarh, Kolkata, Chennai, Cochin and Thiruvananthapuram have been computerized.

4.41 On being asked when the system would actually be operationalised, the Ministry has stated as under :-

“.., the e-Governance in Emigration (eMigrate) Project of the Ministry is yet to be operationalised. The proposal, after the selection of the Implementation Agency (IA) through the bidding process, is currently under submission in the Department of Expenditure, for financial approval of the Committee of Non Plan Expenditure (CNE). After the project has been approved by the CNE the draft contract would be finalised and signed with the Implementation Agency. As per the prescribed schedule the project is expected to go-live after 58 weeks from the date of signing of the project.”

4.42 On being asked how do the Ministry propose to bring transparency and increase the efficiency keeping in view of the fast changing technology, the Ministry has stated as under :-

“E-Migrate Project is a complete and comprehensive electronic platform linking all the stakeholders and automation of the emigration process in the State of the Art manner with real time access to relevant information and data to all concerned. This will give rise to system generated clearances and will therefore provide transparency in the processes. As regards, the efficiency in view of the fast changing technology, the

technology being used to develop the system is internet based technology. The solution proposed is based on the service oriented layered architecture. Existing compatible software versions will be used while developing the project. Thus the changing technology will not have any impact on the project efficiency.”

4.43 Elucidating further on the project, Secretary, MOIA during evidence before the Committee deposed as under:-

“E migrate is a proposal by which we wish to link all the PoE offices in India as well as the Protector General of Emigrants to be able to give on line approval for the same emigration which takes place – economic migration which is at the moment for low-skilled and under skilled workers. That system of e-migrate we wish to introduce and also link it subsequently to all the emigration offices all over India. We also wish to link it to the RPOs for passport.”

4.44 Adding further to the issue, the Secretary, MOIA stated -

“Economic migration, at the moment, is on the basis of PoE permissions which are given. We will bring on to the e-migration project and link it with the other data bases, as you have correctly pointed out, which are available. So, we are working on it on two sides. One, the Emigration Management Bill would come in and we will be able to bring in place a framework under which it can happen. Two, we have already floated the concept of e-migrate project. It has gone to the Finance Ministry. They have had detailed interactions and consultations with us. Several questions were raised about expenditure, etc. We have answered all these. We are now expecting a meeting of the CNE which is for Non-Plan Expenditure. Under the Secretary (Expenditure), there is a body which approves such proposals for starting e-migrate project. So, that is the status of e-migrate project. We hope to be able to put it under implementation by 2012.”

4.45 When asked the total cost of the project, Secretary, MOIA during evidence before the Committee stated that *“the total cost of the project is Rs. 92.13 crores. We will be needing about 13 crores which has been reflected in our Budget.”*

4.46 As regards the time and cost overrun of the project, the Ministry has stated as under:-

“The project has been approved by the CNE. Thus at the moment no cost or time overrun are expected for the project. Besides, the cost of the project will be as per the bid price quoted by the selected IA.”

CHAPTER-V

Others

A. Emigration Management Bill

During the examination of Demands for Grants 2009-2010 the Committee were given to understand that instead of amending the Emigration Act 1983, a new comprehensive Bill namely Emigration Management Bill was under finalisation *inter- alia* to deal with the issues of prevention of irregular migration. In this proposed Bill the system of PGE will reportedly be replaced by an Emigration Management Authority which will be a body outside the Ministry like TRAI etc. On being asked to state the present status of the Bill, the Secretary, MOIA during evidence before the Committee narrated as under :-

“the status of the Bill is that we have finished the consultation with the Ministry of Law for the Emigration Management Bill. Now it has been sent to Cabinet for its approval to be placed in Monsoon Session of Parliament.”

B. Scheme of Skill Upgradation and Pre-departure orientation of Emigrant Workers

5.2 The Ministry has reportedly undertaken a scheme of skill upgradation and pre-departure orientation training to emigrant workers since 2007. The Scheme is being implemented through State Governments, Ministry of Micro, Small and Medium Enterprises, Industry Association etc.

5.3 The Scheme *inter alia* aims at capacity building in the country in the area of development of standards, curricula, learning material, assessment standards, testing and certification on par with global standards. The Ministry had stated that proposal was under submission to the Planning Commission to brought it under the Plan Scheme.

5.4 Furnishing the salient features of the Schemes and other relevant details, the Ministry has furnished the following details: -

The scheme of Skill upgradation and Pre Departure Orientation was introduced in the financial year 2006-7 and implemented through state governments. The scheme was revised in 2008 under which the Ministry funded for the training of the potential emigrant workers for skill upgradation to bridge the skill gap in the identified trades / vocations for which the emigrant worker has been offered employment overseas and pre-departure orientation. The salient features of the scheme were as under:

Demand driven short term training courses based on overseas market requirements. The duration of training programme ranging from 15 days to 3 months depending upon the skill gaps and requirement.

- *Flexible delivery mechanism.*
- *Orientation programme specific to the countries*
- *Training to be provided by Centres under the Central and State Governments, Private sector, NGOs and industrial establishments.*
- *Optimum utilization of existing infrastructure to make training cost effective*
- *Testing and certification of prior learning (skills of persons acquired formally).*
- *The training programmed to become self sustaining over a period of time.*
- *Periodic review and ranking of training providers with a view to establish and rectify deficiencies and at the same time reorganize the best performing institutions and for stabling best practices.*

In order to bring the scheme under the planned scheme of the government a proposal was sent to the Planning Commission for including the scheme under the Plan scheme and providing further funding under the Plan budget. An Action Plan was submitted to implement the scheme under the National Policy on Skill Development The Planning Commission observed that the existing infrastructure should be utilized rather than working independently on a new scheme and the Ministry may dovetail the plans with the existing organisations under the Ministry of Labour and Employment.

In view of the observations of the Planning Commission, the consultations with the Ministry of Labour and Employment and other relevant Departments/ organisations are being held for redesigning the scheme. Consultations with the State Governments have also been held.”

5.5 Deliberating further on the issue, the Ministry has stated as under:-

“The issues are being taken up by the MOIA with the Ministry of Labour & Employment and its agency Directorate General of Employment & Training (DGET) and National Council of Vocational Training (NCVT). The scheme will have to be dovetailed with any of the suitable training schemes under National Policy on Skill Development of the Ministry of Labour & Employment.”

C. Establishment of PIO/NRI University

5.6 During the examination of Demands for Grant for the year 2009-2010, to a query regarding setting up PIO/NRI Universities in India, the Ministry in their reply had stated that they had identified four cities where PIO/NRI Universities were to be set up. This decision would depend upon the proposal received, which were yet to be examined. The roadmap for establishment for the universities would be worked out after examination of the proposal received.

5.7 As regards progress made in regard to establishment of PIO/NRI University, the Ministry has furnished the following details:-

“In keeping with the recommendations made by the High Level Committee on the Indian Diaspora (HLCID) and commitments made at the highest level, the Ministry had proposed setting up a PIO/NRI University for the benefit of children of overseas Indians. The University was expected to be accorded the status of ‘Deemed University’ de-novo under Section 3 of the UGC Act. The University was proposed to be set up by Manipal Academy of Higher Education Trust (MAHET), Manipal at Bangalore, Karnataka. The Ministry further sought Expressions of Interest (EOIs) for setting up four more PIO/NRI Universities. 60 proposals were received following this EOI. Presently a case in the matter is pending at Kerala High Court.

Separately, MAHET had submitted a detailed project report (DPR) for setting up the University. An Advisory Board was constituted to evaluate the DPR with a view to ensure that it conforms to the academic and infrastructure standards prescribed by the concerned authorities like UGC, AICTE, and MCI etc. The Advisory Board however recommended a Bill for Parliament for setting up such Universities. Accordingly a bill was drafted. However in the meantime, the Ministry of Human Resource Development has drafted a Innovation Universities bill. This contains similar provisions as that of the proposed PIO University Bill. Therefore it has been decided that the PIO University would be established by a private organization under the Innovation Universities Act(once it is approved), where the support to the said University would come in the form of research support and student scholarships. The proposed structure of the ‘Universities of Innovation’ would have the advantage of a world class institution coming up through the private sector.”

5.8 On being asked whether the decision to now establish the NRI/PIO University under the proposed Innovation Universities Bill has been taken at the highest level at which the commitment was initially made, the Ministry has stated as under:-

“The decision to establish the NRI/PIO University under the proposed Innovation Universities Bill has been made at the level of Hon’ble Minister for Overseas Indian Affairs.”

D. Social Security Agreements

5.9 Most countries have an umbrella social security system mandated by law. It is funded through a mandatory social security tax collection from all workers and their employer (in a prescribed ratio). Bilateral Social Security Agreements (SSAs) can on reciprocal basis, protect the interests of such workers by exempting the posted workers from social security contribution under the host country legislation for a certain period of

time and by providing for portability of pension in case of those who have to contribute under the host country legislation.

5.10 These agreements provide for the following benefits to professionals, skilled workers and corporate on reciprocal basis:-

Those posted for up to sixty months will be exempted from social security contributions under the host country law provided they continue to make social security payments in the home country.

Those who contribute under the host country law will be entitled to the export of the social security benefits should they relocate to the home country or a third country on completion of their contract or on retirement.

These benefits will also be available to workers posted by an employer of the home country to the host country from a third country.

Periods of employment in both the countries will be totalized in order to determine the eligibility for pension.

Corporates in both countries will become more competitive since avoidance of double payment of social security substantially reduces costs.

5.11 Social Security Agreements with eleven (11) countries have reportedly been signed and Labour Mobility Partnership with two other countries has been arrived at. On being asked the Ministry has stated that negotiations for the similar agreements are in progress with Austria, Finland, Japan, Sweden, Portugal and Australia. These agreements will be signed only after the finalization of the negotiations and after obtaining necessary approvals of the competent authorities on the both sides. It has further been stated that the finalizing and signing of the Agreements depends upon the prevailing conditions, guidelines and policies in other countries and the decisions arrived at during negotiations between the two sides.

5.12 On being asked what are the benefits available to the working in those countries with which these agreements have been entered upon, the Ministry has stated as under:-

“Most of the developed countries have a social security system seeking a mandatory contribution from all working people and their employers in order to provide multiple benefits like old age pension, disability insurance, health insurance and unemployment insurance. However, Indian workers posted to these countries by the Indian employers on short-term contract who continue to make contribution in India under the Indian law are compelled to make social security contribution under the host country legislation.

Further the accrued benefits are also not exported on completion of the employment and after the worker returns home.

The bilateral social security agreements aim to protect the interests of Indian professionals by exemption from social security contribution, exportability of benefits on relocation to India or any other country as well as the tantalization of the period of employment in different countries for the purpose of deciding the eligibility for availing of the benefit. Besides such an arrangement also makes the Indian companies more competitive reducing the costs due to exemption from social security contribution.”

5.13 As regards monitoring mechanism to observe the proper implementation of the agreements, the MOIA has stated that the implementation and monitoring of these agreements is done by the Employees' Provident Fund Organization (EPFO), Ministry of Labour and Employment, New Delhi.

RECOMMENDATIONS/OBSERVATIONS OF THE COMMITTEE

1. The Committee note that the Budget Estimates of the Ministry of Overseas Indian Affairs for the year 2011-2012 is Rs. 81 crores out of which Rs. 71.80 crores have been allocated towards Revenue Section and Rs. 9.20 crores towards Capital Section. Similar allocation was made at BE stage during 2010-2011 which was subsequently reduced to Rs. 73 crores at Revised Estimates (RE) stage and the actual expenditure during 2010-2011 remained at Rs. 72.80 crores. The Committee also note that as against a demand of Rs. 155 crores during 2010-2011 Rs. 81 crores were allocated by the Finance Ministry and similarly against the demand of Rs. 149.26 crores, the MOIA has again been allocated Rs. 81 crores only at BE 2011-2012 stage. The Committee are not convinced with the justification given by the Ministry for such trend of allocation stating that at the time of consideration of budget grants the Ministry of Finance consider the expenditure incurred till the end of second quarter of the previous year whereas the major expenditure of the Ministry of Overseas Indian Affairs is incurred during the 3rd and 4th quarter in respect of its schemes such as OCI card, ICWF and holding of PBDs. The Committee are of the clear view that the Ministry has utterly failed to justify the trend of expenditure being made during each quarter of previous year and their projection before Ministry of Finance. The Committee, therefore, once again desire that the Ministry should make regular, proper and judicious reviews and develop an efficient monitoring mechanism so that genuine and realistic projections could be placed before the Ministry of Finance at BE and RE stage so that all the programmes activities are implemented without any downward revision ultimately depriving the beneficiaries of the intended benefits. The Committee also desire that there is a need of rescheduling the expenditure in each quarter of a financial year for better fund allocation.

The Committee are relieved to note that after concerted efforts of the Ministry the Building Plans of Parvasi Bhartiya Kendra have been approved with a revised estimates of

Rs. 79.19 crores and the work has also started in April, 2011. The Committee now expect that the construction of PBK will be completed within the fixed time frame of 24 months. The Committee also desire that the proposed Monitoring Committee to monitor of the progress of the project in terms of physical and financial achievements should be constituted immediately to avoid cost and time over run in executing the project. As regards the proposed scheme of setting up of Pravasi Bharatiya Bhawans in the States, the Committee desire that it should be further explored sincerely with State Governments who have concern for the NRI affairs/emigration. The Committee should be informed from time to time about the progress made in this regard.

2. The Committee are not happy with the efforts made so far by the Ministry for acquiring land for construction of PoE Offices for the convenience of emigrants. Over Rs. 1 crores are being paid every year towards rent for these premises. When despite best efforts made by PoE at Kerala, Chennai and other places no tangible result has come and Government is just paying huge rent month after month. Now the Committee desire that the matter should not be left at the lower level and it should be taken up with the concerned Chief Minister by the Minister of Overseas Indian Affairs and the Committee may, therefore, be posted with the progress in this matter regularly.

The Committee are not satisfied with an allocation of meager amount of Rs. 20 lacs only under this Head for purchase/construction of PoE Offices because it does not show the determination of the Ministry in purchasing land for constructing PoE Offices. The Committee, therefore, desire that the Government should make sincere efforts in this direction and ensure the augmentation of allocation at RE or supplementary Demands for Grants stages for that purpose.

3. The Committee note that the Pravasi Bhartiya Divas (PBD) convention is the flagship event of the Ministry which is organized every year with a view to connect India with its vast Indian Diaspora and to bring their knowledge, expertise and

skills on a common platform. Keeping in line with this objective, the 9th PBD Convention was held in New Delhi from 7 to 9 January, 2011. The Committee observe that PBD 2011 at New Delhi focused on issues relating to health, education and the overseas Indian youth. Sessions were also held on investment, inclusive growth, investment opportunities in the North Eastern Region, Information, Communications and Entertainment including cultural ties, diaspora philanthropy and issues related to overseas Indian in the Gulf. It is a matter of satisfaction that organizers have started receiving good sponsorship also. However, it is clearly transpired that despite the fact that majority of persons of Indian origin and Indian migrants abroad are labourers or semi skilled labourers but they do not participate in the convention due to their various constraints. In view of the availability of sufficient finances under this head and interest of sponsors, the Committee would like that the Ministry should hold mini PBDs on regular basis at overseas locations where the Indian migrants are in large number with a view to ensure the active participation of labourers or semi skilled labourers overseas to know their problems and help them through diplomatic system. Their representatives should also be sponsored in main PBDs. The Committee would also like that Ministry should ensure an active participation of Public Representatives by inviting the Members of Standing Committee on External Affairs and Members of Consultative Committees of MEA and MOIA in the interactions during the PBDs. In addition, the Committee would like that such important interaction should not be treated as annual rituals only. The issues raised during PBDs should seriously be taken up and in the next PBD the participants should be made aware about the initiatives taken by the Government on their suggestions. Only such fruitful discussion on permanent mutually beneficial issues can bring tangible benefits to target groups.

The Committee surprisingly observe that PBDs are not actually being used for attracting more knowledge, expertise and investments from the Diaspora. Many of them come here with very ambitious plans for their motherland. But in absence of proper welcome, guidance and boost from the government side they oftenly go back without any achievement. On the contrary some State Governments organized similar event on nearby dates and they are successful in attracting huge investments. The Committee, therefore, desire that in order to achieve the objectives of mutual benefits, the Government should convince the NRIs and also offer them incentives to attract them to invest in their motherland during such PBDs. The Committee think that this approach of the Government will strengthen the link with the world community permanently

4. The Committee regret to note that despite their recommendation made in Third Report (15th LS) to expedite filling up the vacant posts in MOIA, the position has not improved at all but on the contrary the number of employees has further gone down from 155 to 146. As per information made available to the Committee, as against the sanctioned strength of 195, at present only 146 employees/persons are in position in the Ministry. The Ministry is awaiting the final reply from DOPT in regard to creation of a separate cadre for MOIA and once the process is complete, the MOIA would be in a better position to take all the requisite measures to fill up these vacant posts. As regard filling up of vacancies in PoE offices, the Committee note that MOIA intend to place the matter before the Cabinet after the Ministry of Finance clear the proposal. The Committee feel it needless to say that the shortfall in manpower affects the working of the Ministry particularly in the execution of various schemes/programmes in hand and, therefore, strongly recommend MOIA to earnestly take up the matter with DOPT and the Ministry of Finance to get an early requisite clearance in the matter relating to MOIA and creation of posts in PoE Offices respectively. The Committee would also like to be apprised of the efforts made by the MOIA and the outcome thereof.

5. The Committee note that ever since the Overseas Citizenship of India (OCI) Scheme has been made operational, a total number of 7,57,740 PIOs have been registered as OCIs.

The Committee are happy to note that in response to the recommendations of the Committee [(3rd report (15th LS)] the Ministry have approached 25 Indian Missions which handle the largest number of Persons of Indian Origins and the overseas Indians with a view to collect a more detailed data base about overseas Indians. These missions have been asked to start the process of compilation of a database with better survey and statistics. The Committee also find that MOIA intend to merge OCI cards and PIO cards schemes and are presently engaged in consultation with the Ministry of Home Affairs since these schemes come under the visa regime of India. In this context, the Committee would like that the issue of merger of two schemes needs to be extensively deliberated upon and the viewpoint of the Committee may also be taken and considered before taking any final decision in the matter. The Committee further desire that all steps should be taken by the Ministry/Missions abroad to encourage more and more overseas Indians to get these cards issued at the earliest. The Committee also desire that the data base about the PIOs and overseas Indians should also be compiled in the shortest possible time so that the scheme of issuing OCI cards may be operationalised in a time bound manner and target groups are benefited properly.

6. The Committee are surprised to note that on the one side the Ministry is contemplating to increase the scholarship from the present limit of US \$ 3600 per student per annum to make the scheme more attractive and on the other side an outlay of 5 crores only has been made at BE 2011-2012 which was Rs. 5.38 crores during the year 2010-2011. The Committee do not find any possibility of expansion of scheme with reduced allocation. Therefore, the Committee desire that the Ministry should take all initiatives to obtain the required funds at RE stage to provide the enhanced scholarship to all the students studying in India under this Scheme. The Committee also desire that Ministry should also conduct a study to know the reasons for not availing the scholarship by several selected students and also about the withdrawal of some students in between the course. The Committee further desire that on the basis of such a study the grievances should be attended properly to

prevent such withdrawal of students at various stages. The fact should also be kept in mind that allowing withdrawal of student in the middle scholarship period is also wastage of public money and at the same time depriving of other students who deserve and who need this help to get better education.

7. The Committee note that the Government has appointed one Consular (Coordinating Officer) each in the Embassy of India, Washington and in the Embassy of India, Abu Dhabi on experimental basis. Considering it as very important and essential step, the Committee strongly recommend that more such appointments should be considered particularly in the Consultates/Missions situated in Gulf Countries. The Committee also desire that while considering the appointment of such Consular(s) preference should be given to the persons capable to communicate in regional language of the majority of immigrants residing in a particular country. Such consideration should also be kept in mind while posting the staff in such Missions/Posts abroad with a view to provide better services to emigrants.

8. The Committee note that an outlay of Rs. 8.73 crores has been made in BE 2011-2012 as compared to Rs. 8.71 crores in BE 2010-2011 on organizing Awareness Campaign/Media Plan Scheme. All the issues covered under the awareness campaign particularly relating to welfare of emigrant workers including problems relating to Indian housemaids overseas as well as the issues relating to NRI marriages are very important and need regular attention. The Committee, therefore, urge the Ministry of Overseas Indian Affairs to further strengthen their awareness campaign and effectively present their demands at the RE stage or at the stage of supplementary grants to obtain required funds so that the awareness campaign on such important issues does not suffer due to paucity of funds at any point of time.

9. The Committee note that in order to expand the entrepreneurial ties and engage overseas Indians as partners in India's progress, an Overseas Indian Facilitation Centre, a

not for profit public private initiative of Ministry of Overseas Indian Affairs (MOIA) and Confederation of Indian Industry (CII), was launched in 2007. With a strong intention to facilitate and bridge the gap between the Overseas Indians and India, OIFC has a mandate to cover broad areas such as investment facilitation, knowledge networking and ensuring business-to-business partnerships in focussed sectors like real estate, wealth management, taxation, legal, healthcare, education and infrastructure. The Committee are satisfied to note that over the years, the OIFC has developed a query redressal system, online business networking platform, live help Centre and many publications on investment for overseas Indians. The Committee, however, desire that OIFC should also keep a track of investments made by those prospective NRIs who avail the services of OIFC so that they may assess the impact of their activities relating to economic engagements of overseas Indians with India. The Committee also recommend strongly that from time to time OIFC should arrange to conduct of market research and surveys to understand the need of the Indian Diaspora for effective engagement with India. The Committee also favour the suggestion of setting up of OIFC cell in CII Regional/State Offices in Bangalore, Chennai and Mumbai and desire that CII should be persuaded to set up the OIFC Cells in these cities at the earliest. The Committee would also like to be apprised of the specific steps being taken to give adequate publicity of the Centre so as the Diaspora population could make full use of services being dispensed by the Centre.

10. The Committee are happy to note that the services provided by the new Overseas Workers Resource Centre helpline has improved a lot. The Committee welcome the setting up of content rich website, the facility of walk in counseling of OWRC, SMS service to check the status of complaint which became functional after 31st December, 2010. The Committee however note that their recommendation to extend the resources the proposal for additional support in three more languages viz. Oriya, Marathi, Gujarati is awaiting approval of the Minister, MOIA. The Committee, therefore, desire that this should be approved and implemented without any further delay.

11. The Committee are happy to note that the Ministry of Overseas Indian Affairs has undertaken a comprehensive e-Governance project on emigration with consultancy support from the National Institute for Smart Government (NISG), Hyderabad. The project is aimed at achieving greater user convenience and effective protection and welfare of the emigrant. The subsidiary benefits would include greater levels of efficiency, transparency and accountability in the emigration system, facilitation of legal emigration and prevention of illegal emigration. The scheme is expected to automate emigration clearance, computerized registration of RAs and employers' permits, dispense with discretion, mitigate harassment of emigrants and remove corruption. The Committee note that the project is awaiting approval of the Committee on Non-Plan Expenditure (CNE) after which the draft contract would be finalized and signed with the Implementation Agency. The Committee urge the Ministry of Overseas Indian Affairs to expedite the approval of the project from CNE so that the project could be implemented by the target date of 2012. The Committee may also be kept informed of the progress of the project from time to time.

The Committee observe that there are separate websites relating to various schemes/programmes under the Ministry of Overseas Indian Affairs available to meet the varied expectations and needs of the diverse Indian community but these websites are either inconsistent or having incomplete information besides lot of broken links which creates more confusion than solution. It is, therefore, very difficult for the users, in particular the Overseas Indian community, to visit these websites to get the desired information. In order to create a better impression about the Ministry and to develop a feeling of trust in the minds of visitors, the Committee strongly recommend that the Ministry should explore the feasibility to craft one holistic omnibus website with various links containing every possible information pertaining to programmes/schemes under the Ministry and other related information at one place so that the prospective users may get every type of

information/assistance/knowledge by pressing one button. The Committee may be apprised of the action taken in this regard.

12. The Committee desire the Ministry of Overseas Indian Affairs to make all efforts to ensure that the Emigration Management Bill is introduced in the Parliament at the earliest.

13. As regards Scheme of Skill Upgradation and Pre-departure orientation of Emigrant workers the Planning Commission had observed that the existing infrastructure should be utilised rather than working independently on a new scheme and the Ministry of Overseas Indian Affairs might dovetail with any of suitable training schemes presently running under the National Policy on Skill Development by the Ministry of Labour & Employment. As informed by the Ministry the issues are being taken up by them with the Ministry of Labour & Employment and its agency namely Directorate General of Employment & Training (DGET) and National Council of Vocational Training (NCVT) for redesigning the scheme. This is very important scheme for the emigrant workers and any delay in taking decisions may hamper the welfare of poor workers. The Committee therefore desire that MOIA should gear up the process so that the scheme could be made functional within a period of three months. The Committee may be apprised of the status of scheme from time to time.

14. Keeping in view with the recommendations made by the High Level Committee on the Indian Diaspora (HLCID) and commitment given at the highest level, the Govt. had approved the proposal for establishment of a PIO/NRI University for the benefit of children of overseas Indians. At the time of examination for Demands for Grants 2010-2011, the Ministry had stated that they had identified four cities where PIO/NRI Universities were to be set up. The advisory board constituted for the purpose had also recommended for introduction of a separate PIO University Bill for setting up such a university. However, the Committee are surprised to note that a decision has now been taken that the PIO University would be established by a private organization under the Innovation Universities

Bill reportedly being brought by the Ministry of Human Resource Development. The Committee are unable to understand reasons for delay and change in decision on such an important commitment made at the highest level. It is also not clear whether the change in decision was also made at the same level or at the level of Ministry. The Committee, therefore, desire that the position in this regard should be clarified properly and MOIA should ensure that the PIO University is established as per the commitment made to overseas Indian community. The Committee may like to be apprised of the progress made in this regard at every stage.

15. The Committee find from the budget documents that besides concluding Labour Welfare and Protection Agreements with the Gulf countries and Malaysia for the benefit of the skilled and semi-skilled workers, the Ministry has entered into bilateral Social Security Agreements with Belgium, France, Germany, Switzerland, Luxembourg, The Netherlands, Hungary, Denmark, Republic of Korea and Norway. The Ministry is also negotiating and concluding bilateral Society Security Agreements with countries in Europe, North America and the Asia Pacific for the benefit of Indian professionals. The Committee are, however, astonished to note that MOIA has no role in implementation and monitoring mechanism relating to social security agreements. The Committee, therefore, desire that there should be a direct role and responsibility of MOIA in monitoring process of social security agreements also so that the Ministry may be able to ensure that there is a proper implementation of these agreements which are signed with the objective of protecting the interests of Indian professionals working abroad. The Committee also desire that the negotiations on Human Resource Mobility Partnership Agreements with Poland, Czech Republic, Norway, Switzerland, Hungary, Sweden and France should be completed within a fixed time- frame.

NEW DELHI
24 August, 2011
02 Bhadrapada, 1933 (Saka)

ANANTH KUMAR,
Chairman,
Standing Committee on External Affairs

**MINUTES OF THE ELEVENTH SITTING OF THE STANDING COMMITTEE
ON EXTERNAL AFFAIRS HELD ON 13 APRIL, 2011**

The Committee sat from 1100 hrs to 1300 hrs. in Committee Room No. 62, Parliament House, New Delhi.

Present

Shri Ananth Kumar - Chairman

Members

Lok Sabha

2. **Shri Devidhan Besra**
3. **Shri Vishwa Mohan Kumar**
4. **Shri Pinaki Misra**
5. **Shri Rajendrasinh Rana (Raju Rana)**
6. **Shri Rayapati Sambasiva Rao**
7. **Shri Takam Sanjoy**
8. **Shri Janardhana Swamy**
9. **Shri Shivkumar Udasi**

Rajya Sabha

10. **Dr. Bharkumar Raut**
11. **Shri Shivanand Tiwari**

Secretariat

1. **Shri K.D.Muley - Director**
2. **Dr. Ram Raj Rai - Additional Director**

Representative of Ministry of Overseas Indian Affairs

1. **Dr. Didar Singh - Secretary**
2. **Shri Atul Kumar Tiwari - Joint Secretary (FS)**
3. **Shri Vinay Sahni - Joint Secretary (DS)**
4. **Shri A.K.Chatterjee - Director (Finance)**
5. **Shri Shiv Ratan - Director (FS)**
6. **Shri K.C.Badhok - Director (ES)**
7. **Shri Anand Bardhan - Director (EP)**

2. At the outset, the Chairman welcomed the Members of the Committee and the representatives of the Ministry of Overseas Indian Affairs to the sitting of the Committee. The Chairman then drew attention of the witnesses to Direction 55(1) of the Directions by the Speaker, Lok Sabha.

3. The Committee then took evidence of the representatives of the Ministry of Overseas Indian Affairs in connection with examination of the Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2011-2012 and discussed some important points in detail, arising therefrom.

4. A verbatim record of the proceedings has been kept.

The Committee then adjourned

At the outset, the Chairman welcomed the Members of the Committee.

2. The Committee then took up for consideration the draft Report on Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2011-12. The Chairman invited the Members to offer their suggestions, if any, for incorporation in the draft Report. The Members suggested certain modifications/suggestions.

3. XXXX XXXX XXXX XXXX XXXX

4. The Committee then adopted the draft Report and authorized the Chairman to finalize the Report incorporating the suggestions made by the Members and present the same to Parliament.

The Committee then adjourned.