

**05**

**STANDING COMMITTEE  
ON EXTERNAL AFFAIRS  
(2014-2015)**

**SIXTEENTH LOK SABHA**

**MINISTRY OF OVERSEAS INDIAN AFFAIRS**

**DEMANDS FOR GRANTS  
(2015-2016)**

**FIFTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*APRIL, 2015/VAISAKHA,1936 (Saka)*



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# COMPOSITION OF THE STANDING COMMITTEE ON EXTERNAL AFFAIRS (2014-2015)

## **Sl. No.** **Name of Members**

1. Dr. Shashi Tharoor, Chairperson

### **Lok Sabha**

2. Shri Sirajuddin Ajmal
3. Prof. (Dr.) Sugata Bose
4. Shri Ranjit Singh Brahmpura
5. Shri Arka Keshari Deo
6. Shri Rahul Gandhi
7. Shri Anantkumar Hegde
8. Shrimati Rakshatai Khadse
9. Shri Raghav Lakhanpal
10. Shri Jose K. Mani
11. Shri Feroze Varun Gandhi\*
12. Shri A. Anwhar Raajhaa
13. Shri Magantti Venkateswara Rao (Babu)
14. Md. Salim
15. Dr. Mamtaz Sanghamita
16. Shri P.R. Senthilnathan
17. Shri Ram Swaroop Sharma
18. Shrimati Supriya Sule
19. Shri Sharad Tripathi
20. Shri Chhedi Paswan<sup>^</sup>
21. Shri Vishnu Dayal Ram<sup>#</sup>

### **Rajya Sabha**

22. Shri Satyavrat Chaturvedi
23. Shri H.K. Dua
24. Shri Chunibhai Kanjibhai Gohel
25. Shrimati Kanimozhi
26. Shri Ram Kumar Kashyap
27. Dr. Karan Singh
28. Shri D. P. Tripathi
29. Shri Pavan Kumar Varma
30. Shri C.M. Ramesh<sup>@</sup>
31. Vacant<sup>##</sup>

### **SECRETARIAT**

- |    |                     |   |                     |
|----|---------------------|---|---------------------|
| 1. | Shri Cyril John     | - | Joint Secretary     |
| 2. | Dr. Ram Raj Rai     | - | Director            |
| 3. | Smt. Rita Jaiikhani | - | Additional Director |
| 4. | Shri Janmesh Singh  | - | Committee Officer   |

\*Shri Feroze Varun Gandhi, Member of Parliament, Lok Sabha has been nominated w.e.f.11.09.2014 vice Dr. K.C. Patel, Member of Parliament, Lok Sabha who has been nominated to the Committee on Information Technology.

<sup>^</sup> Shri Chhedi Paswan, Member of Parliament, Lok Sabha has been nominated w.e.f.25.03.2015.

<sup>#</sup> Shri Vishnu Dayal Ram, Member of Parliament, Lok Sabha has been nominated w.e.f. 25.03.2015.

<sup>@</sup> Shri Y. S. Chowdary ceased to be Member of the Committee consequent upon his appointment as Minister w.e.f. 09.11.2014 and Shri. C.M. Ramesh has been nominated w.e.f. 28.11.2014.

<sup>##</sup> Shri Murli Deora, Member of Parliament, Rajya Sabha had been nominated vice Shri Anand Sharma, Member of Parliament, Rajya Sabha who had been nominated to the Committee on Chemicals and Fertilizers w.e.f. 25.09.2014. Vacancy arose w.e.f. 24.11.2014 due to his sad demise.

## **INTRODUCTION**

I, the Chairperson of the Standing Committee on External Affairs having been authorized by the Committee to present the Report on their behalf, present this Fifth Report of the Standing Committee on External Affairs (2014-15) on Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2015-16.

2. The Committee heard the views of the representatives of the Ministry of Overseas Indian Affairs at their sixteenth sitting held on 25<sup>th</sup> March, 2015.

3. The Committee wish to express their gratitude to the officers of the Ministry of Overseas Indian Affairs for placing 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 of the Ministry for the year 2015-16.

4. The Report was considered and adopted by the Committee at their seventeenth sitting held on 23<sup>rd</sup> April, 2015.

5. The Minutes of the sittings of the Committee held on 25<sup>th</sup> March, 2015 and 23<sup>rd</sup> April, 2015 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**  
**27<sup>th</sup> April, 2015**  
**07 Vaisakha, 1937 (Saka)**

**Dr. Shashi Tharoor,**  
**Chairperson,**  
**Standing Committee on External Affairs**

## CHAPTER- I

### BACKGROUND ANALYSIS

#### **IMPLEMENTATION OF THE RECOMENDATIONS CONTAINED IN THE THIRD REPORT (16<sup>TH</sup> LOK SABHA) ON DEMANDS FOR GRANTS (2014-15) 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 2014-15 was presented to the Lok Sabha on 22<sup>nd</sup> December, 2014 and laid in the Rajya Sabha on the same day. The Report contained 14 recommendations/observations.

1.2 The Action Taken Replies on the Recommendations contained in the Third Report (16<sup>th</sup> Lok Sabha) have not been received from the Ministry and therefore, the Action Taken Report on the same has not been prepared.

## CHAPTER - II

### INTRODUCTORY

The Ministry of Overseas Indian Affairs (MOIA) was established in the year 2004 with an objective to establish an institutional framework for a sustainable and mutually beneficial engagement with Diaspora. In May, 2004 it was established as the 'Ministry of Non-Resident Indians Affairs', it was renamed as the 'Ministry of Overseas Indian Affairs' (MOIA) in September, 2004. The Emigration Division of the Ministry of Labour and Employment was attached to the new Ministry in December 2004 and now functions as the Overseas Employment Division which also has within it the Protectorate General of Emigrants (PGE). The erstwhile NRI Division of the Ministry of External Affairs now functions as the Diaspora Division in the Ministry.

2.2 The Ministry of Overseas Indian Affairs (MOIA) is the nodal Ministry for all matters relating to Overseas Indians, comprising Persons of Indian Origin (PIO), Non-Resident Indians (NRIs) and Overseas Citizens of India (OCI). Its Mission is to establish a robust and vibrant institutional framework to facilitate and support mutually beneficial networks with and among Overseas Indians to maximise the development impact for India and enable Overseas Indians to invest in and benefit from the opportunities in India.

In accomplishing this mission, the Ministry is guided by four key policy imperatives:

- (i) Offer customised solutions to meet the varied expectations of the Overseas Indian Community.
- (ii) To bring a strategic dimension to India's engagement with its Diaspora.
- (iii) Tap the investible diasporic community in terms of knowledge and resources in diversified economic, social and cultural areas.
- (iv) Anchor diasporic initiatives in the States.



## CHAPTER –III

### REPORT

#### **OVERALL ANALYSIS OF DEMANDS FOR GRANTS OF THE MINISTRY OF OVERSEAS INDIAN AFFAIRS FOR THE YEAR 2015-16**

##### **A. Overall Budgetary proposals and allocation**

The Demands for Grants of the Ministry for the year 2015-16 were laid on the table of Lok Sabha on 18<sup>th</sup> March, 2015 and in Rajya Sabha on 19<sup>th</sup> March, 2015. The Budget of the Ministry has traditionally been on the non-plan side and till 2013-14 the Ministry did not have any plan allocation from the Planning Commission. In the year, 2014-15 an amount of Rs. 20.00 crore has been provided under the Plan Head for the scheme – 'Swarnapravas Yojana'. The scheme has now been renamed as 'Pravasi Kaushal Vikas Yojana'.

3.2 The demands *vis-à-vis* allocation of funds made and the actual utilization by the Ministry of Overseas Indian Affairs has been discussed in detail in the succeeding paragraphs:-

3.3 The BE for the year 2015-16 for Ministry is Rs. 118.17 crore. The allocation made in BE 2015-16 against each Head is as under:-

<b>(Rs. in Crore)</b>		
	<b>Major Head</b>	<b>Allocation</b>
2052	Secretariat-General Services	30.67
2061	External Affairs	75.50
4059	Capital Outlay on Public Works	12.00
	<b>Total</b>	<b>118.17</b>

3.4 The following table shows the overall budgetary allocation made for the Ministry during the last five years along with RE for the respective years, actuals and utilization in terms of percentage of RE:- **(Rs. in Crore)**

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Actual</b>	<b>Shortfall in utilization (over BE)</b>
<b>2010-2011</b>	<b>81</b>	<b>73</b>	<b>67.87</b>	<b>13.13</b>
<b>2011-2012</b>	<b>81</b>	<b>81</b>	<b>77.49</b>	<b>3.51</b>
<b>2012-2013</b>	<b>114.77</b>	<b>85</b>	<b>82.91</b>	<b>31.86</b>
<b>2013-2014</b>	<b>115.79</b>	<b>97.22</b>	<b>84.78</b>	<b>31.01</b>
<b>2014-15</b>	<b>148.98</b>	<b>99.00</b>	<b>53.05*</b>	<b>95.93*</b>
<b>2015-16</b>	<b>118.17</b>	<b>-</b>	<b>-</b>	<b>-</b>

\* As on 28.02.2015

3.5 It may be observed from the above table that in most of the years, Budget Estimates of the Ministry is continuously being revised downwards and the actual utilization has been even lower than the Revised Estimates. Despite repeated recommendations by the Committee, there is no improvement and once again, the BE of Rs. 148.98 crore has been reduced to Rs. 99.00 crore during the year 2014-15 and out of this, the actual spending was only Rs. 53.05 crore ( as on 28.02.2015).

3.6 When the Ministry was asked to justify the reasons for such a drastic downward revision of allocation at RE stage and poor expenditure trend during the year, it submitted in a written reply as under:

"During the discussions held for RE allocations, the RE was revised and reduced. A large number of schemes being implemented by this Ministry are such that the expenditure is possible only in the later part of the year. This includes the Pavasi Bharatiya Diwas (PBD) which is held from 7<sup>th</sup> to 9<sup>th</sup> January every year and the expenditure is booked after the event when the bills for the outsourced activities are received. Apart from this, the Scholarship Scheme for Diaspora Children (SPDC), Know India Programme (KIP) and Promotion of cultural ties with Diaspora (PCD), the expenditure is booked in the last quarter. Booking of expenditure incurred by the Ministry of External Affairs is also received late. As the percentage of allocation of PBD, SPDC, KIP and PCD is approximately 1/3<sup>rd</sup> of the total fund allocation under the Major Head-External Affairs-2052, the late incurrence of expenditure for these heads gets reflected substantially in the last quarter of the year. Hence, utilization of the allocation is more in the last quarter of the year. At the time of RE discussions, the expenditure is normally low leading to a continuous downward revision of the outlay of this Ministry. "

3.7 On being asked to submit reasons for poor utilization of funds during the year 2014-15, the Ministry submitted as under:

"The main reason for the low expenditure till the end of December, 2014 has been explained above. The utilization of the budget has also been low due to delay in roll-out of e-Migrate Project, not holding of International Conferences/Meetings as was initially envisaged and also due to savings on account of less number of visits of foreign dignitaries. The expenditure incurred by the Ministry upto 28<sup>th</sup> February is Rs 53.05 crore. It is expected that this Ministry will be able to utilize the full amount as reflected in the RE, by the end of the Financial Year."

3.8 While going in to the details of fund utilization during each quarter of the last three years, the Ministry submitted the following details:-

**Financial Year 2012-13**

	Q1	Q2	Q3	Q4
BE	JUN	SEPT	DEC	MAR
114.77	10.94	14.87	24.18	32.78

**Financial Year 2013-14**

	Q1	Q2	Q3	Q4
BE	JUN	SEPT	DEC	MAR
115.79	17.64	18.91	20.11	28.12

**Financial Year 2014-15**

	Q1	Q2	Q3	Q4
BE	JUN	SEPT	DEC	MAR ( anticipated)
148.98	16.31	12.61	15.92	54.16

3.9 When the Committee specifically enquired about the reasons for such uneven fund utilization, the Ministry submitted as under:

"The flagship event of the Ministry viz. Pravasi Bharatiya Divas (PBD) is organized in the last quarter from 7<sup>th</sup> to 9<sup>th</sup> January of every year. The expenditure is booked after the event. The bills for the activities which are outsourced are received late. Apart from this under Scholarship Scheme for Diaspora Children (SPDC), Know India Programme (KIP) and Promotion of Cultural ties with Diaspora (PCD) the expenditure is booked in the last quarter. As the percentage of allocation of PBD, SPDC, KIP and PCD is approximately 1/3<sup>rd</sup> of the total fund allocation under the Major Head-External Affairs 2052, the late incurrence of expenditure for these heads gets reflected substantially in the last quarter of the year. Booking of expenditure incurred by the Ministry of External Affairs is also received late. Hence, utilization of the allocation is more in the last quarter of the year."

3.10 In the same context, when asked about the steps taken by the Ministry to avoid major allocation in last quarter of the year and also for not getting desired results out of the efforts made by the Ministry, the Ministry submitted as under:

"For MOIA office, the rent etc. that are cumulatively paid at the end of the year, are now being paid quarterly. Similarly, money for PBK has been released in time. In the next year it is proposed to carry out the publicity campaign on a continuous basis, the expenditure on the Plan Scheme for training is also proposed to be incurred throughout the year."

3.11 During the evidence, the Secretary, MOIA further clarified the Ministry's position on this issue as under:-

".....The first issue is about the lopsided expenditure pattern which a few of the Members have raised and what we are trying to do. Knowing the problem what we have, we are trying to improve it. One issue I would like to submit is that fortunately or unfortunately, roughly 40 per cent of my total outlay for the Ministry is concerned with events which take place in and around PBD. It is all in the sense that when we do the KIPs, we have to do that in the season when it is suitable for people to come to India, which is mostly post-September, and we try to also combine that with the PBD so that these people get an exposure to how we interact with these things. It is done for one day or two days to bring these participants to the venue while we are doing the PBD. So, regarding 40 per cent of my total outlay, I have no chance of shifting this on a year long basis. If we do a PBD, we have KIPs and we have the Study India Programme where the fees are reimbursed to the institution. So, I have to do that in the year end. In this I do not have much scope to shift. Let us say, out of Rs.100 crore budget, Rs.40 crore or Rs.35 crore roughly will have to be spent in the last quarter. Now the balance Rs.70 crore or Rs.60 crore that I have, I can phase it out in each quarter. I can spend Rs.15 crore in each quarter. So, the lopsidedness is practically impossible to dispense with. But what we are trying to do is that instead of KIPs all being organized in that part of the year, we are thinking of organizing KIPs in various States. In Himachal Pradesh, for example, I can do KIP in the earlier months. I can do the same thing in Jammu and Kashmir. I can do that in the cold States. That is what we are trying to do. Phase out the KIP throughout the year so that we can have expenditure for that for the whole year. We are trying to do the same thing with publicity. Instead of doing publicity only in the year end in one or two times, we do that for the whole year. So, that is how we are trying to do something. But it will not be possible to do 100 per cent or in fact, have a very uniform expenditure pattern for the Ministry because of the type of schemes we have. We will certainly take up with the Ministry of Finance that they should not reduce my budget outlay only because we do not spend money in the first three quarters. We will try to do that....."

3.12 He further added that:

"....But the real issue, as some Members have pointed, is that we should spend the total outlay which is given to us. One is phasing and second is total outlay which we have not been able to spend. Every year we have Rs.3 crore or Rs.4 crore which lies unspent. So, this year we are trying to see that all the money which is budgeted, at least in the RE stage, is spent completely. We are trying to achieve that. Next year we will certainly do it. This year, hopefully we will do that. But I have got a week left now. Next year, we will certainly do that. I can assure the Committee on that...."

3.13 When asked about the reasons for reducing the budget allocation by Rs. 30.81 crore from the previous year, the Ministry stated that:

"Ministry of Finance had indicated a figure Rs118.17 crore (Rs. 98.17 crore Non-Plan and Rs.20.00 crore Plan) as the ceiling for the budget and, accordingly, all the schemes and other budget heads were accommodated as per the priorities of the Ministry within this ceiling. Accordingly, budget heads of Overseas Citizenship of India, India Development Foundation, Overseas Indian Facilitation Centre, Pre-Departure Orientation and Skill Upgradation of emigrants workers, and on Pravasi Bhartiya Divas and Pravasi Bhartiya Kendra has been reduced. "

3.14 On being specifically asked whether lesser allocation for 2015-16 is related to the trend of unsatisfactory spending during the last financial year, the Ministry clarified in a written reply as under:

"The allocation of funds are as per the priorities of the Ministry which has remained focused on the welfare of the Diaspora and emigrant workers and therefore no relation can be established with the trend of spending during the previous financial year which may reflect the various constraints faced by the Ministry during the course of the year."

3.15 When asked as to how does the Ministry propose to spend a huge fund of Rs. 45.95 crore during March 2015 in order to utilize the full amount (Rs. 99.00 crore) as reflected in the RE, the Ministry stated that:

"The expenditure is to be incurred on various schemes for which bookings were anticipated in the remaining days. This also included expenditure incurred by this Ministry for the PBD by the event manager and other related agencies.

The Ministry had expected to declare Go-Live of the eMigrate project and the budget provision in IT Office Expenses head would have been completely spent by 31<sup>st</sup> March, 2015. TCS was asked to accept adherence to amendments necessitated without any additional financial burden on MOIA which was not received in time. Hence the budget allocated could not be spent as was originally envisaged.

Certain other bills were cleared very late and hence the expenditure could not be booked by 31 March, 2015. A total of Rs.36.67 crore could not be spent against a revised budget allocation of Rs. 99 Cores for 2014-15."

3.16 In response to further query of the Committee whether the proposed outlay of 118.17crore earmarked for the year 2015-16 is sufficient for achieving the goals set by the Ministry, the MOIA submitted as under:

"The Ministry's requirement is an additional fund of approximately Rs.35 crore. This includes approximately Rs.5 crore for KIP, Rs.5 Crore for Publicity, Rs.5 crore for eMigrate and Rs.20 crore Capital Outlay for the public works. Therefore, the outlay of Rs. 118.17 crores appears to be insufficient."

3.17 On being specifically asked as to how does the Ministry propose to persuade the Ministry of Finance to augment the allocation at the RE stage of 2015-16, the Ministry stated that:

"This Ministry will justify substantial increase at the RE stage on account of implementing Scheme in a continued and sustained manner to establish a productive engagement with the Indian Diaspora. The Go live of the eMigrate project will be rolled out at the earliest, finalization of publicity campaign are in full swing as also the construction of PBK. All these activities will be highlighted while persuading the M/o Finance for augmenting RE. The Ministry is contemplating to implement the Plan Scheme for skill development for overseas employment very vigorously and shall try to obtain additional funds for this plan scheme during 2015-16 and also in the subsequent years. "

3.18 On being asked about specific initiatives that the Ministry proposes to take to improve its spending mechanism and maintain even distribution of expenditure during each quarter of the year for ensuring optimal utilization of the Budget for the year 2015-16, the Ministry assured as under:

"The Ministry will try to appropriately utilize the allocation earmarked for the year 2015-16 by closely monitoring the progress of the schemes and expenditure."

**3.19 The Committee observe that the allocation made to the Ministry at the BE stage for the year 2014-15 was Rs. 148.98 crore which was reduced to Rs. 99.00 crore at the RE stage. The Committee also note that the actual utilization during 2014-15 is only Rs. 62.33 crore and it could not spend Rs. 36.67 crore and once again has failed badly to utilize even the RE allocation. The Committee are also not convinced with the arguments put forth by the Ministry that the major part of the allocation is incurred in the last quarter because the expenditure for flagship events like Pravasi Bhartiya Divas (PBD), Scholarship Scheme for Diaspora Children (SPDC), Know India Programme (KIP) and Promotion of Cultural Ties with Diaspora(PCD) is booked in the last quarter. The Committee note that during 2014-15 the Ministry propose to utilize Rs.**

**54.16 crore (anticipated) during the last quarter. However, the total expenditure envisaged under these aforementioned heads would add upto Rs. 26.15 crore only. The Committee, therefore, are critical of the poor and uneven expenditure pattern of the Ministry continuously for the last several years. This trend creates an impression that everything is not going well in the Ministry and that Financial Management requires significant improvement. In these circumstances, the view is gaining ground that perhaps the Ministry has failed to justify its creation and fulfill the objectives for which it was created. The Committee, therefore, desire that the Ministry should improve its working and make all possible efforts to utilize the allocated budget during 2015-16 through proper planning and regular monitoring. Moreover, the Committee are of a firm view that the Ministry should spread their expenditure pattern more evenly even within the constraints of organizing these events towards the end of the year.**

**(Recommendation No. 1)**

**3.20 The Committee also note that the budgetary allocation of the Ministry for the year 2015-16 (BE) has been reduced to Rs. 118.17 crore from that of Rs. 148.98 crore during 2014-15 (BE). Such a reduction on a BE to BE basis has not taken place during the last five years and the Ministry has failed to give convincing reasons for the budgetary cuts it had to endure. The Committee consider that poor spending trend of the Ministry during 2014-15 would have been the most important reason for lower allocation during 2015-16, as the Ministry had managed to spend only Rs. 44.84 crore till December, 2014 against the reduced RE of Rs. 99.00 crore. The Committee note that the Ministry has promised to implement various schemes vigorously during the Financial year 2015-16 but would like to caution that if the Ministry continues the same trend, it may not be able to get required funds even at supplementary Demands for Grants. The Committee, therefore, desire that the Ministry should substantially improve its spending mechanism and try to prove their commitment towards the implementation of schemes relating to the welfare of the Diaspora and emigrant workers so that they may be able to get additional funds at the RE stage during the current financial year.**

**(Recommendation No. 2)**

## **B. Revenue and Capital Section**

3.21 The details of the Budget Allocation made under Revenue and Capital Section in BE 2013-14, RE 2013-14, BE 2014-15, RE 2014-15 and BE 2015-16 are as under:

(Rs. in crore)

	<b>BE 2013-14</b>	<b>RE 2013-14</b>	<b>BE 2014-15</b>	<b>RE (2014-15)</b>	<b>BE (2015-16)</b>
<b>Revenue Section</b>	<b>95.79</b>	<b>77.22</b>	<b>133.98</b>	<b>79.00</b>	<b>86.17(Non-plan) 20.00 (Plan)</b>
<b>Capital Section</b>	<b>20.00</b>	<b>20.00</b>	<b>15.00</b>	<b>20.00</b>	<b>12.00</b>
<b>Total</b>	<b>115.79</b>	<b>97.22</b>	<b>148.98</b>	<b>99.00</b>	<b>118.17</b>

3.22 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 construction of the Pravasi Bhartiya Kendra (PBK), which would be a centre to commemorate the achievements of the Indian Diaspora.

3.23 Revenue Section, 'Major Head 2052' Secretariat – General services includes expenditure for the salaries, wages, office expenses, rents and automation of the Secretariat and field offices of PoEs. BE for 2014-15 under this head was Rs. 40.36 crore which was revised downwards by the Ministry to Rs. 28.73 crore at RE stage. BE for the year 2015-16 is Rs. 30.67 crore. Total expenditure made under this head as on 31.12.2014 is Rs. 15.59 crore.

3.24 When asked about the justification for downward revision under the head 2052-Secretariat - General Services in BE 2014-15, the Ministry in its reply has stated:-

"The reduction of the RE allocation for 2014-15 is mainly on account of reduction in Domestic and Foreign Travel expenses, Advertising and Publicity, Office expenses under the Secretariat Head."

3.25 When specifically asked whether the Ministry will be able to spend the remaining amount under the head during the year 2015-16, the Ministry stated that:

"It is anticipated that the Ministry will be able to spend the full amount of RE 2014-15."



**3.26 The Ministry was allocated a sum of Rs. 40.36 crore during 2014-15 (BE) for expenditure on salaries, wages, office expenses, rents and automation of the Secretariat and field offices of POEs. The Committee take a serious view to note that for these routine office expenses, the allocation was reduced to Rs. 28.73 crore at the RE stage and that regrettably the Ministry was able to spend only Rs. 15.59 crore till the end of third quarter of the year under this head, and they propose to spend Rs. 13.14 crore during the last quarter of the year. This clearly shows that the Ministry is not even able to spend the allocation made for administrative expenses of the Ministry. This reveals a major administrative failure of the Ministry and the Committee find it as another example of lopsided spending pattern of the Ministry. The Committee, therefore, do not approve of such expenditure trend even for routine administrative purposes and recommend that the Ministry should take all initiatives to maintain a uniform spending pattern across each quarter under this head, as the sub-heads here are not subject to fluctuating expenditure.**

**(Recommendation No. 3)**

***C      EXTERNAL AFFAIRS – MAJOR HEAD-2061***

3.27 The Schemes undertaken by the Ministry are mainly from 2061 External Affairs (Major Head) 00.800 – Other expenditure (Minor Head), 03 – Other Schemes (Sub-Head). Expenditure incurred on the International Conferences and other expenditure is included under the major head of ‘External Affairs’. Budgetary provision in BE under this Head for 2014-15 was Rs. 93.62 crore which was subsequently reduced to Rs. 50.27 crore at RE stage and the Ministry was able to spend Rs. 14.25 crore as on 31.12.2014. But an allocation of Rs. 75.50 crore has been made in BE 2015-16.

3.28 When the Committee desired to know the justification for keeping the allocation at Rs. 75.50 crore for the year 2015-16, despite the fact that the same was reduced at the RE stage (2014-15) to Rs. 50.27 crore, the Ministry stated as under:

"The Budget Allocation for 2015-16 has been retained at Rs. 75.50 crore on account of increase on Information Technology under Office Expenses of Protector General of Emigrants, International Conferences, Know India Programme, Promotion of Cultural Ties with Diaspora, Awareness Campaign/Media Plan, Indian Council for Overseas Employment."

3.29 When asked about the reasons for lower utilization of funds during the year 2014-15, the Ministry stated that:

"As PBD is held from 7<sup>th</sup> to 9<sup>th</sup> January every year this expenditure is not reflected in the initial months. This is an annual phenomenon. The expenditure is booked after the event. The bills for the activities which are outsourced are received late. Apart from this, Scholarship Scheme for Diaspora Children (SPDC), Know India Programme (KIP) and Promotion of cultural ties with Diaspora (PCD), the expenditure is booked in the last quarter. Booking of expenditure incurred by the Ministry of External Affairs is also received late. As the percentage of allocation of PBD, SPDC, KIP and PCD is approximately 1/3<sup>rd</sup> of the total fund allocation under the Major Head-External Affairs 2052, the late incurrence of expenditure for these heads gets reflected substantially in the last quarter of the year Hence, utilization of the allocation is more in the last quarter of the year."

**C. (i) International Conferences/Meetings**

3.30 The objective of this sub-head is to provide for expenditure on international conferences on international Migration and destination countries. Rs. 0.76 crore has been allocated for 'International Conferences/Meetings' for the year 2015-2016. During the year 2014-15, BE was Rs. 1.00 crore which was revised to Rs. 10 lakh at RE stage. The Ministry was not able to spend any amount till 31.12.2014 under the head.

3.31 On being asked about the reasons for its failure to spend any funds till 31.12.2014, the Ministry replied as under:-

"The Ministry could not organize the conferences/meetings during the year as was anticipated. As a result, no funds could be spent from the allocation "International Conferences/Meetings" for the year 2014-15."

3.32 When the Ministry was specifically asked about the justification for keeping the allocation at Rs. 0.76 crore for organising conferences/meetings during the year 2015-16, the Ministry replied as under:-

"BE for 2015-16 has been kept keeping in view of the expectation of organizing international conferences during 2015-16."

3.33 When asked whether the Ministry has made any objective review of the amount spent on such meetings/conferences in the light of outcome of such meetings/conferences held in the past, the Ministry stated as under:

"After each Meeting/Conference an objective review is conducted on the outcome of these meetings. These are mostly related to diaspora engagement and discussions with counterparts from the foreign countries and also negotiations held for finalization of Agreements/MOUs. The tangible outcomes of these meetings are the signing of these agreements and engagement with diaspora."

3.34 When asked about the details of the Conferences/ Meetings proposed to be organized by it during 2015-16, the Ministry stated that:

"The Conferences/Meetings to be organized during 2015-16 will be decided in due course of time based on mutual consultations with the concerned countries."

**3.35 The Committee observe that the amount of Rs. 1.00 crore was allocated to the Ministry during 2014-15 under the sub-head 'International Conferences/Meetings' and it was reduced to Rs. 10.00 lakh at RE stage. The Ministry has reasoned that it could not organize any Conference/Meeting during the year, therefore, funds could not be spent for that purpose. The Committee strongly criticize the Ministry for not organizing any Meeting or Conference related to Diaspora engagement and discussions with counterparts from the foreign countries and also for finalization of Agreements/MOUs during the year. The Committee also note that for the year 2015-16, the Ministry has got an allocation of Rs. 0.76 crore, but there is no advance planning of Conferences/Meetings also. The Committee, therefore, strongly recommend that the Ministry should conduct advance planning for all the Conferences/Meetings to be organized during the financial year alongwith the proposed expenditure well in advance, keeping in view its requirements of Diaspora engagements and holding discussions with its foreign counterparts to avoid such failure in organizing any Conference / Meeting during 2015-16 also.**

**(Recommendation No. 4)**

**D. Capital Outlay on Public Works- Major Head – 4059**

3.36 The allocation under this Head is for construction of the Pravasi Bhartiya Kendra (PBK). Capital outlay on Public Works at BE for 2014-15 under this head was Rs. 15.00 crore which was increased to Rs. 20.00 crore at the RE stage. The BE for 2015-16 has been reduced to Rs. 12.00 crore. The entire amount has been allocated for construction of PBK.

3.37 To commemorate the evolution and achievements of the Indian Diaspora, Pravasi Bhartiya Kendra (PBK) is being established at Chanakyapuri, New Delhi at an estimated cost of Rs. 94 crore. The National Building Construction Company (NBCC) has been appointed turnkey Consultant and Project Manager. The work of the Pravasi Bhartiya Kendra started on 1<sup>st</sup> May, 2011 and is still running behind its completion target.

3.38 The Secretary, Ministry of Overseas Indian Affairs during the evidence submitted that:-

".....we are hoping to complete Pravasi Bharatiya Kendra in Delhi and two or three review meetings have been conducted. We hope to finish this work in July, 2015. We are targeting to have the inauguration of this building on 15<sup>th</sup> August, 2015 or near about that period depending upon the convenience of the Prime Minister and get this building operational."

3.39 The Committee further enquired about the current status of the construction of the project and the Ministry stated as follows:

"The civil work of the PBK is almost complete. Only furnishing and finishing works is to be done. Delays in construction so far were due to non-availability of funds."

3.40 When asked about the details of the project cost and time-line and the reasons for delays in the project, the Ministry stated as follows:

"The project cost of PBK was pegged at Rs 94.91 crores. The project was started in April 2011 and was to be completed within two years that is April 2013. The actual expenditure made by MOIA so far is Rs 79.32 crores (Rs 78.64 crores to NBCC and Rs 68.67 lakhs to IIT Kharagpur). There is no revision in costs. The civil works of the project is now expected to be completed by the 15<sup>th</sup> of July 2015. There has no under-utilization of budgeted funds. The major reason for the delay in the completion of the project was the non availability of adequate funds. The Ministry had taken up the matter with the Ministry of Finance from time to time. As a result of this, the outlay under the capital head has been increased from Rs 15 crores to Rs 20 crores in the current financial year. "

3.41 When specifically asked whether the Ministry is confident of finishing the construction work of PBK by July, 2015 and to give details of monitoring mechanism being put in place, the Ministry stated that:

"Yes, the Ministry is hopeful of finishing the construction work by July 2015. The project is being reviewed at the level of Secretary MOIA regularly. IIT Kharagpur has been appointed as the third party inspection agency of the work."

3.42 On being specifically asked whether the fund allocated during 2015-16 is sufficient for construction of PBK, the Ministry stated that:

"The funds allocated for 2015-16 would be sufficient for completing the construction work."

**3.43 The Committee observe that the project for construction of Pravasi Bhartiya Kendra in New Delhi has been delayed inordinately. The previously announced target date for completion was the Pravasi Bhartiya Divas, 2015 and the same could not be adhered to. Now the Ministry plans to get the building inaugurated on 15 August, 2015 after finishing the work of furnishing and finishing. The Committee now hope that the Ministry would undertake all out efforts in order to ensure that the project is finished well within the new deadline. In the Committee's view it would not be a tall order for the Ministry to accomplish this mission as in the past it was held up due to lack of funds and this time the Ministry has evinced satisfaction at the availability of funds at its disposal for the completion of work.**

**(Recommendation No. 5)**

## CHAPTER - IV

### **ASSESSMENT OF SCHEMES/PROGRAMMES OF THE MINISTRY OF OVERSEAS INDIAN AFFAIRS**

The Ministry of Overseas Indian Affairs has launched various policies, programmes and schemes that seek to meet the varied expectations and needs of the diverse Overseas Indian Community as under:-

#### **A. Overseas Citizenship of India (OCI) Scheme**

4.1 The Scheme provides for registration as Overseas Citizens of India (OCI) of all Persons of Indian Origin (PIOs) who were citizens of India on or after 26 January, 1950 or were eligible to become citizens of India on 26 January, 1950 and who are citizens of other countries, except Pakistan and Bangladesh. An allocation of Rs. 0.50 crore has been made in BE 2015-16 which is less than the allocation of Rs. 2.85 crore made for the year 2014-15.

4.2 As per the Ministry, since start of OCI scheme from 01.12.2005 till 23.03.2015, a total of 17,37,490 cards have been issued to the OCI applicants and the number of cards pending for issue as on date is 42,250.

4.3 On being asked about the justifications for reduction in the allocation under the scheme, Ministry of Overseas Indian Affairs stated that:

"So far, this Ministry was doing the printing and dispatch of the OCI cards. With a view to reduce the delay in the issue of OCI cards it is proposed to shift the printing of the OCI cards to the Indian missions abroad. With the shifting of the printing and dispatch of the OCI cards to the Indian missions abroad it is expected that the costs of procuring blank OCI cards/booklets as well as printing will be subsequently borne by the Ministry of External Affairs. Therefore, only Rs 0.50 crore has been made in BE 2015-16. If necessary, additional funds can be sourced at the RE stage."

4.4 The Secretary further elaborated that:

"... I would like to mention that the Ministry does not have a too much of a role on these OCI cards *per se*. The applications are received by the embassies which are under the MEA's jurisdiction. The clearances are given by the Home Ministry at the moment. They see it from the security angle. MOIA was so far involved in advocating the case of the Indian Diaspora before the Government of India that this card should be given and what should be the conditions of that. The other was to print the cards and

deliver it to the embassies. Once the MEA and the Home Ministry had given the approval to issue a card, we are only involved in the printing of the card. We are indenting the book from Nashik Security Press, printing the card and sending it to the embassy. This was leading to delays in the issue of cards. We had some direction from the PMO that we could decentralise the printing and give it to the missions. So, we have taken that decision that we will stop printing the card in the MOIA and that the missions do that. We had decided not to do that from 1<sup>st</sup> of April but then the MEA was not fully ready for that. We have agreed to do it up to 30<sup>th</sup> June and from 1<sup>st</sup> July onwards, the MEA will take over the printing. We have accepted the responsibility of indenting the booklets for the first six months of the next year. After that, they will indent it directly so that we can reduce the time by seven to eight days which we take for printing. But basically, my feeling is that we should have a slightly stronger role in the scrutiny part, otherwise, we lose the goodwill which we get from the Indian Diaspora. We are trying to work it out with MHA. They can make the broad policy but we could be the implementer of the policy and finer details of it....."

4.5 On being asked about the data on NRIs and PIOs being used by the Ministry for preparation of schemes, the Ministry stated that:

"The Ministry had collected the data regarding the number of NRIs and PIOs are being collated by this Ministry through the Indian missions and posts abroad in the year 2012. The data was useful to the Ministry when planning schemes such as the Pravasi Bharatiya Divas or the Know India Programme as they give an estimate of the number of Overseas Indians in various countries. The data is also useful when entering into social security agreements with other countries. The Ministry has already started the exercise to update the data in the year 2014 and the exercise is almost over. The activities of 2015-16 shall be taken up based on the revised data."

4.6 On being asked about the possibility of using an innovative methodology to collect data-base on the NRIs and PIOs, the Ministry stated:

"Revision of the existing list of NRIs/PIOs is under process in the Ministry. The possibility of preparing a detailed database of Overseas Indians is being explored in the Ministry. It is envisaged that data such as the names, e mail addresses of Overseas Indians in various countries can be collected through Indian missions or through voluntary registration through a website. The possibility of using the existing data from the OCI and PIO cards issued is also being explored. Details of Associations of Overseas Indians abroad can also form part of such a database. Creation of such a database would assist the Ministry in effectively communicating with Overseas Indians and disseminating information about its schemes. During the Pravasi Bharatiya Divas 2015, the Ministry had collected details of about 3000 prominent Indians abroad through the Indian missions, and sent invitation letters to some of these persons."

4.7 The Committee note that after the decentralization of work relating to printing and dispatch of the OCI cards there will be no role of MOIA in the Overseas Citizenship of India Scheme at all. The Committee are not in agreement with such decision where the Ministry has been kept devoid of any role in such an important matter relating to Indian Diaspora. The Committee feel strongly that with such decision the country may lose the goodwill which we expect from the Indian Diaspora. The Committee have clear view that without the involvement of MOIA in the scheme, the engagement with the Diaspora and earning their goodwill may not be possible. The Committee, therefore, desire a stronger and defined role of the Ministry in this scheme particularly in the scrutiny part and implementation of the scheme as a whole.

The Committee are happy to note that the Ministry has already started the exercise of updating the data of NRIs and PIOs from different parts of the world. It had been felt by the Committee that the absence of such a comprehensive data base is a major lacuna in the framing of policies on various issues affecting the Diaspora and in implementing the same. The Committee would therefore recommend that this exercise should be expedited and concluded at the earliest and the Committee should also be apprised about the same.

**(Recommendation No.6)**

**B. Awareness Campaign/ Media Plan**

4.8 The Ministry has been running an awareness campaign since 2007. The objectives of the campaign is to create wider awareness among the general public about the processes of legal migration; cautioning people about illegal practices followed by fraudulent Recruiting Agencies and to provide Information to emigrants/intending emigrants to ensure legal, safe and orderly migration.



4.9 According to the Outcome Budget 2015-16 a sum of Rs.9.50 crore has been allocated under this scheme. During the year 2014-15, the allocation for this purpose was Rs. 12.50 crore and it was revised to Rs. 4.83 crore at RE stage. However, the Ministry could only utilize Rs. 8 lakh as on 31.12.2014.

4.10 When asked about the reasons for poor utilization of allocated funds under this head and justifications for making an allocation of Rs. 9.50 crore during 2015-16(BE), the Ministry stated that:

"An amount of Rs.8 lakh was utilized under this budget head to pay for pending bills for the previous years. In 2014-15 MOIA did not undertake any media awareness campaign, owing to an assessment that the awareness campaign has to be reviewed. It was also felt that in order to do an effective media campaign, an action plan has to be drawn up for the year, with coordinated messages/ themes conveyed through print, TV, radio, in a sustained year long campaign including in regional languages. For Financial Year 2015-16 Ministry of Overseas Indian Affairs has reviewed and re-oriented media awareness plan of the Ministry which will now be a yearlong campaign. The campaign will enhance awareness about the need for safe and legal migration, avoiding illegal migration, inform about MOIA's welfare schemes for migrant workers and the toll-free helplines set up to provide information and advice for intending migrants, migrants and their families. The media campaign will also enhance awareness of Indian families about the need to check the credentials of prospective NRI/PIO grooms, so as to avoid problems such as abandonment, abuse by NRI/PIO spouse."

4.11 When asked to furnish details of the outreach of such media campaigns, the Ministry stated that:

"The advertisements are made by the Directorate of Audio Video & Publicity under the Ministry of Information & Broadcasting. There is an increase in the awareness of legal migration immediately after the media awareness campaign of the MOIA. This is reflected by substantially increased in the number of calls being received by Overseas Workers Resource Centre (OWRC) asking for information of status of Recruiting Agents, authenticity of documents and general queries."

**4.12 The Committee are aware that the Ministry has been running an awareness campaign since 2007 in order to create wider awareness among the general public on a variety of issues related to legal, safe and orderly migration. But, the Committee are not impressed at all with the justification given by the Ministry that during the whole**

year 2014-15 the Ministry did not undertake any media awareness campaign as it was reviewing the campaign in order to make it more effective. The Committee, therefore, recommend that the Ministry should proceed to conduct a yearlong effective media campaign with the defined objectives of creating awareness about legal, safe and orderly migration and cautioning people about illegal practices being faced by migrants including harassment and desertion by NRI spouses. In this regard, the Committee would specifically desire that the nature of assistance being provided to deserted/abandoned NRI wives should be modified and advertised widely. The Committee also recommend that the amount of financial assistance for such suffering women should also be enhanced and they should be suitably educated about such enhancements. The Committee are also aware that social media has emerged as a very viable platform for public exchange today and its rising use among the new generation is beyond dispute. The messages floated on social media are more amenable to easy dissemination and recall.

The Committee would, therefore, recommend that the Ministry should come out with a blueprint to make extensive use of social media tools in this regard to benefit the would-be emigrants and to educate them about legal and safe migration. The Committee would also desire that the Ministry should commission an independent study to assess the impact of these media campaigns and to undertake reviews of the broader goals from time to time. The Committee also desire that these media campaigns should be undertaken in Hindi and other prominent regional languages to increase the outreach of these campaigns to the wider public.

(Recommendation No. 7)

### **C. Promotion of Cultural ties with Diaspora**

4.13 This scheme aims to strengthen and nourish the cultural bonds between India and its Diaspora. The projected outcome of the scheme is to help reinforce the cultural identity of people of Indian origin.

4.14 According to Outcome Budget of 2015-16 an allocation of Rs. 9.50 crore has been made to strengthen and nourish the cultural bonds between India and its Diaspora. An amount of Rs. 5.00 crore was allocated during the year 2014-15 at the BE stage and the same was reduced to Rs. 0.65 crore at the RE stage. The Ministry was able to utilize only Rs. 0.47 crore till 31.12.2014.

4.15 When asked to furnish full details of the scheme, the Ministry stated that:

"This scheme is for promotion of cultural ties with Diaspora. Under this the Ministry has funded films on Diaspora communities across the world (Guyana, Mauritius, T & T, Singapore, Malaysia, Oman, Dubai, USA, Canada, etc.) in collaboration with Ministry of External Affairs. Besides this, funds are used for activities such as raising memorials to the Diaspora in other parts of the world and in India and funding Diaspora meets in Embassies. The scheme is different from the KIP & SIP in that it is not targeted just at Diaspora youth, nor intended to bring overseas youth to India for visits. The Ministry now plans to raise a monument to these funds."

4.16 When asked about the justifications for allocating Rs. 9.50 crore for the scheme for the year 2015-16, the Ministry stated that:

"The increased allocation of Rs.9.5 crores in BE-2015-16 has been made taking into consideration the implementation of the remodeling and renovation of the Gadar Memorial Museum at San Francisco, USA based on the recommendation of the Consul General of India, San Francisco."

**4.17 The Committee note that the Ministry has failed to spend even a small amount of Rs. 5 crore allocated during 2014-15 for a very important scheme for Promotion of Cultural ties with Diaspora. The Committee understand that culture and language play a major role in the lives of the people and communities and it is the common thread which can bind people belonging to otherwise diverse persuasions. But it seems, the Ministry has no planning to**

**foster cultural ties with the Diaspora. The Committee are happy to note that the allocation for the year 2015-16 under the scheme has been enhanced by the Ministry. The Committee, therefore, desire that the Ministry should prepare a set of programmes through which they can help reinforce the cultural identity of People of Indian Origin in meaningful ways. In this regard, the Committee would also suggest that the Ministry should undertake their programmes in active collaboration with Indian Council for Cultural Relations (ICCR) by using their physical presence in a number of countries and engagement in similar activities.**

**The Committee would also like to suggest that the Ministry should explore the idea of opening stalls at major Airports of the world showcasing and promoting Indian culture to a larger population including the Diaspora. The Committee are of the view that these stalls may have the potential to emerge as major points of engagement with the Diaspora in the long run.**

**(Recommendation No. 8)**

**D. Mahatma Gandhi Pravasi Suraksha Yojna (MGPSY)**

4.18 Mahatma Gandhi Pravasi Suraksha Yojana (MGPSY) is a specially designed social security scheme for the unskilled and semi-skilled Overseas Indian Workers with ECR passports working in ECR countries. The scheme was initially launched in India by the Ministry of Overseas Indian Affairs on 1<sup>st</sup> May, 2012 and it was subsequently launched in UAE on 28<sup>th</sup> October, 2013. The scheme is presently available for workers to subscribe across India and UAE. As of 20/02/2015 a total of 1265 ECR category workers have subscribed for the scheme till now.

4.19 The scheme aims to provide old age pension and life insurance to ECR category workers in ECR countries. No allocation has been made for this scheme in BE 2015-16. An allocation of Rs. 6.00 crore was made under this scheme during 2014-15.

4.20 When asked about the reasons for the Ministry making no allocation under the scheme for the current year, the Ministry stated that:

“The Ministry is considering for revamping the scheme to make it a comprehensive social security scheme for Overseas Indian workers. Therefore, no allocation has been made during the current year 2015-2016. The proposed scheme will be mandatory for ECR workers and voluntary for non-ECR workers and focus on contribution for a Pension Fund and provide disability & life insurance.”

4.21 When asked about the steps taken to make the scheme attractive, the Ministry stated that:

"To evince the interest of the workers in the scheme, the Ministry had carried out the following publicity campaigns so far –

1. One News Paper advertisement was released on 9<sup>th</sup> January 2014 during PBD 2014.
2. A 2-weeks publicity campaign on the Television Media for the first time from 15<sup>th</sup> Aug 2014 till 28<sup>th</sup> Aug 2014. The advertisements were released on all major channels in Hindi, Malayalam, Tamil, Telugu, Bengali, and Punjabi languages.

"The Ministry has already started the process to integrate the scheme with eMigrate project and plans to complete it soon. This will also help in reaching out to workers who are planning to go abroad and applying for emigration clearance through eMigrate system."

**4.22 The Committee note that the Mahatma Gandhi Pravasi Suraksha Yojana (MGPSY) was launched in May, 2012 and is already available for workers to subscribe across India and UAE. The Committee however, are constrained to note that the Ministry has so far been successful in enrolling only 1265 workers under the scheme. Further, the Ministry has not made any budgetary allocation for the scheme for 2015-16 on the ground that it is considering a revamp of the scheme to make it a Comprehensive Social Security Scheme for Overseas Indian Workers. The Committee are of the considered view that even when the revamp of the scheme is being considered, it should not have come in the way for allocating sufficient funds to the scheme. Not allocating any fund is like halting a scheme and preventing the new subscribers joining the scheme till it is revamped. The Committee, therefore, desire**

that the Ministry should come out with the revamped scheme and till then new interested subscribers should be enrolled in the existing scheme and contribution of Government should continue for old as well as new subscribers. The Committee also desire that the Ministry should augment its media campaign and other efforts in order to make the scheme attractive to ECR and Non-ECR workers alike.

(Recommendation No.9)

**E. Know India Programme (Internship programme for Diaspora Youth)**

4.23 The objective of the Ministry's Know India Programme is to help familiarize Indian Diaspora youth, in the age group of 18-26 years, with developments and achievements made by the country and bringing them closer to the land of their ancestors. KIP provides a unique forum for students and young professionals of Indian origin to visit India, share their views, expectations and experiences and to bond closely with contemporary India. The Ministry has conducted 31 editions of KIPs so far and a total of 972 overseas Indian youth have participated in these programmes.

4.24 The allocation for Know India Programme (KIP) is Rs. 8.00 crore in BE 2015-2016 which is 3.50 crore more than the BE 2014-15 for this programme. In the RE stage the allocation was revised to Rs. 2.00 crore.

4.25 When asked to provide the details of the allocation and utilization of fund, quarter-wise under the KIP during 2014-15, the Ministry stated:

"During 2014-15 there was an allocation of Rs.4.50 Crore in the BE Stage. In the RE stage the allocation was revised to Rs.2 crores. The quarterly expenditure during 2014-15 is stated below:

1st Quarter:	Nil
2nd Quarter	Nil
3rd Quarter	Nil
4th Quarter	Rs.79.77 Lakhs + Rs.84.11 Lakhs (Anticipated expenditure excluding reimbursement of 90% airfare for the participants)

KIP has immense potential of connecting youth Indian Diaspora with India. The feedback received from previous participants of the KIPs has been good and they have left with a positive impression of India. Hence KIP may prove to be an important

vehicle for engaging with the next generation of the Indian Diaspora. There is also an increase in the number of applications from the youth to participate in the KIPs. A proposal for increasing the number and content of the KIPs is under consideration to increase Youth Diaspora engagement. It is also proposed to enhance the involvement of the State Governments and increase the length of stay of the participants in the States. The increased allocation has been made keeping in view the increased number of programs during the year 2015-16 and is therefore justified."

4.26 During the evidence the Secretary, Ministry of Overseas Indian Affairs stated that:-

"The third issue which we need to highlight is that we have been very successful in Know India Programme in 2014-15. We organised five such programmes which is the highest we have done so far in this year. The participation was very good. In fact, last year, we handed over the certificates to them, I interacted with them for an hour or two to understand their experience. I find that it was a very useful programme and everybody goes with a positive frame of mind about India when they go back to their home countries. I think we need to expand this programme even further...."

4.27 When asked about the mechanism to ensure that the participants of KIP and SIP remain in touch with its future programmes, the Ministry stated that:

"The Ministry retains the full details of participants, including mobile numbers and mail address etc. A website is being planned for the KIP, which would also include a facility for the previous participants to stay in touch with the Ministry and also with each other."

**4.28 The Committee observe that the Know India Programme (KIP) is an important vehicle for an engagement with the next generation of the Indian Diaspora and for fostering their close bond with contemporary India. The Ministry had been able to organise five such programmes during the year 2014-15. The Committee are further pleased to note that the Ministry has enhanced the budgetary allocation for the programme from Rs. 4.50 crore during 2014-15 to Rs. 8.00 crore for 2015-16 and is also considering an increase in the number of participants and enriching its content. The Committee are of the opinion that the platform of KIP offers the Government a very good opportunity to engage with the new generation of Diaspora. KIP can prove to be an effective vehicle for continuous engagement with the next generation of**

**influential Diaspora as many of them will become opinion makers in their respective countries in the coming years. Therefore, the Committee are of the opinion that the Ministry should use innovative communication tools like social media to stay in touch with the participants of the programmes once the programme comes to an end and the participants return to their respective countries.**

**The Committee would also recommend that the Ministry should make the programme more broad based so as to include more number of States in its programme. It should be ensured that the programme reflects the diversity of the country and not a partial impression. Care should be taken to enhance the educational aspects of the KIP so that it does not get reduced to a mere tourist programme.**

**(Recommendation No. 10)**

#### **F. Scholarship Programme for Diaspora Children (SPDC)**

4.29 A scheme called ‘Scholarship Programme for Diaspora Children (SPDC)’ was launched in the academic year 2006-07. Under the scheme, 100 scholarships up to US\$ 4000 per annum are granted 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 open to NRIs/PIOs/OCIs from 40 countries with substantial Indian Diaspora population. A total of 760 candidates have availed the scholarship since inception of the scheme.

4.20 As per the Outcome Budget 2015-16, Rs. 6.50 crore has been allocated as compared to Rs. 8.56 crore in BE 2014-15. The Ministry could utilize only Rs. 2.85 crore as on 31.12.2015.

4.30 When asked about the justification for downward revision of the allocation for BE 2015-16 and any proposal to enhance the number of the Scholarships, the Ministry stated in their written reply as under:-

"An amount of Rs.3.34 crores has been paid to EdCIL India Ltd. during February, 2015 excluding Rs.2.85 Crore paid earlier. Bills for Rs.1.85 Crore (approx.) have been received from EdCIL towards 80% advance grant of scholarship and pending payment due to non-availability of funds in RE Stage. In principle, the Ministry has decided to increase the



number of scholarships from 100 to 200 and scholarship amount from \$4000 to \$5000, subject to a limit of 75% Institutional Economic Cost (IEC), whichever is lesser. The proposal has been processed and was sent to MHRD for their concurrence, and they have agreed to it. However, as per their advice, ICCR and MEA have been requested to give their views on the proposal to increase the number of scholarships and amount. The matter will be processed further after receiving their comments. "

4.31 When asked about the reasons for poor utilization of funds during 2014-15, the Ministry stated that:

"The funds made available at the RE stage has been utilized and the committed expenditure toward the 80% of the scholarship amount 2014-15 would be paid, if funds are available in the final RE stage."

4.32 On being further asked about the criteria for selection along with the response of candidates in terms of numbers and countries for the year 2014-15, the Ministry replied as under:-

"The criteria for selection are the aggregate marks obtained in the qualifying exam (+2 or equivalent). In case of a tie, marks in English would be first considered. In case of further tie, the older student is preferred to the younger. Candidates must secure at least 60% aggregate marks or equivalent grades in their qualifying examination. A merit list is made of the top 100 candidates, 50 from NRIs and 50 from PIOs.

The details of the applications received for SPDC scholarship since 2009-10 are given below:

Sl. No.	Year	No. of applications
1	2009-10	432
2	2010-11	225
3	2011-12	191
4	2012-13	212
5	2013-14	199
6	2014-15	190

Applications were received from Australia, Bahrain, Kenya, France, Kuwait, Indonesia, Malaysia, Mauritius, Netherland, Oman. Qatar, Saudi Arabia, Sri Lanka, Suriname, Tanzania, UAE, UK and USA. However, the major response for SPDC Scholarship is received from Sri Lanka, Saudi Arabia, UAE, Malaysia, Bahrain, Kuwait, USA, Oman and Qatar."

4.33 **The Committee observe that the scholarship programme for Diaspora Children (SPDC) has been running since 2006-07 and a total of 760 candidates have availed of**

the scholarship since inception of the scheme. However, the Committee are distressed to note that the number of applications received under the programme is continuously decreasing. For the year 2014-15 only 190 applications have been received from the Diaspora Children which looks quiet inadequate in view of the fact that the Ministry is considering a proposal to increase the number of scholarships from 100 to 200. The Committee would, therefore, reiterate their earlier recommendation that the Ministry should analyze the reasons for losing the interest by Diaspora children for scholarships offered under this scheme, including the standing and accreditation of the institutions and the type of courses being offered to the students and also take remedial steps. The Committee also recommend that the Ministry should set up kiosks showcasing the main features of the SPDC during the Pravasi Bhartiya Divas (PBD) celebrations so that a larger number of Diaspora are acquainted with the scheme. The Committee would also recommend that the Ministry should take steps to improve its spending pattern under the scheme.

**(Recommendation No.11)**

**G. Overseas Indian Facilitation Centre (OIFC)**

4.34 The Ministry has set up an Overseas Indian Facilitation Centre (OIFC) as a not-for-profit trust in partnership with the Confederation of Indian Industry (CII). The Centre is a 'one-stop shop' and seeks to serve the interests of the Overseas Indian community and has the mandate to cover two broad areas viz: Investment Facilitation and Knowledge Networking.

4.35 According to the Outcome Budget of 2015-16 an allocation of sum of Rs. 1.30 crore has been made during BE 2015-16 which is less than the allocation of Rs. 4.50 crore made during the BE 2014-15. No expenditure has been incurred by the Ministry under this head till 31.12.2014.

4.36 In response to specific query for nil utilization of the funds during 2014-15 and for downgrading the allocation for 2015-16 for OIFC, the Ministry submitted the following through a written reply:-

"In 2014-15 MOIA allocated an annual grant of Rs. 2.50 crores to OIFC at the R.E stage. OIFC expects complete allocation of Rs.2.50 crores in FY 2014-15 in spite of the lower allocation in 2014-15 OIFC was able to organize two Diaspora engagement meets in Bahrain & London in 2014 and actively reached out to the Indian Diaspora at Pravasi Bhartiya Divas in January 2015 till 31.03.2015. The lower allocation of Rs.1.30 Crores to OIFC for 2015-16 is in line with the original mandate of OIFC to move to gradually a self sustaining business model. A review and restructuring of OIFC for their activities in 2015-16 is under way after which a number of services being provided by them may be delivered for a fee."

4.37 On being further asked about the details of the tangible outcomes of OIFC, the Ministry replied as under:-

"Amount of overseas investments : These are processed and approved by the DIPP and FIPB. Complete/Separate data about investments made by NRIs in India is not available with the RBI or DIPP. The role of OIFC is to seek investments in India from overseas Indians providing them the requisite information on related subjects like investment climate in India, FDI policy and norms, concerned agencies involved in approval process, taxation laws information availability and future plans. OIFC achieves these objectives by organizing engagement meets in India and overseas, maintaining a portal which provides all this information through a network of State Partners, knowledge partners etc. Currently, OIFC has 15 State Governments in India as partners and 7 knowledge partners (Consultants and Management Agencies).

#### **Tangible outcomes in 2014-15**

1. Organising OIFC Market Place at PBD in January 2015 in Gandhinagar: More than 170 B2B meetings were organised by OIFC for the Indian Diaspora with Investors in India.
2. Facilitated participation of Indian Diaspora in State Governments' Investors meeting in Delhi, Madhya Pradesh and Gujarat: More than 1200 participants.
3. Organised 2 economic engagement meetings with the Indian Diaspora in Bahrain and London: More than 500 participants.
4. Publications of studies/reports/surveys to promote Diaspora investments in India: 07
5. New registrations on OIFC business networking portal: 4000
6. Other tangible outcomes are also mentioned at point 4 below."

4.38 When asked about the specific plans to attract or promote investment in India by the Overseas Indians, the Ministry has submitted as under:-

- "(a) OIFC will enhance its outreach to the Indian Diaspora by working closely with State Governments, Indian Associations abroad, Indian Embassies/Consulates abroad.
- (b) In order to enhance economic engagement with the Indian Diaspora to increase their investments in India, OIFC proposes to enhance its engagement with the State Governments in India. In order to facilitate investments by the Indian Diaspora in the States. OIFC proposes to collate and provide to the Indian Diaspora sector specific investment guidance and state specific information on matters like tax, land, labour etc. to give value addition to the procedural information already being given.
- (c) OIFC will also work closely with 'Invest India' and DIPP, is an effort to facilitate investment by Indian Diaspora in India.
- (d) OIFC will also offer its Webinar platform to its Partner States to communicate on their policies & investment focus areas to interested Overseas Indians.
- (e) OIFC is strengthening its query addressal and information dissemination system to provide specific validated information to potential Overseas Investors."

**4.39 The Committee are aware that the Ministry of Overseas Indian Affairs has set up an Overseas Indian Facilitation Centre (OIFC) as a not-for-profit trust in partnership with the Confederation of Indian Industry (CII). The Centre is a 'one stop shop' and seeks to serve the interests of the Overseas Indian Community and has the mandate to cover areas of Investment Facilitation and Knowledge Networking. The Committee are pleased to note that OIFC had been successful in organizing two economic engagement meetings with the Indian Diaspora in Bahrain and London where more than 500 participants were enrolled. The Committee, however, feel that a lot has to be done in order to increase the outreach of the Centre with an objective to attract more and more investments from the Diaspora to India. The Committee would therefore, strongly recommend that OIFC should also take immediate steps to widely publicize the 'Make in India' programme of the Government to the Diaspora. The Committee would also hope that the lower allocation for the year 2015-16 will not be a hurdle in running the Centre and that it is in line with the original mandate of OIFC to**

**move gradually to a self-sustaining business model. The Committee would like to be apprised about the impact of the new model on the functioning of OIFC.**

**(Recommendation No.12)**

#### **H. Overseas Indian Centres**

4.40 The aim of the Overseas Indian Centres is to extend a host of counseling services to Overseas Indian Workers. A sum of Rs. 4.86 crore had been allocated in BE 2014-15 which had been revised to Rs. 2.97 crore at the RE stage. A sum of Rs. 3.69 crore has been earmarked for the year 2015-2016.

4.41 When asked to furnish details of the counseling services being offered by these centre, the Ministry stated that:

"These Centres have been performing their assigned role of engaging with Overseas Indian Community. OIC, Abu Dhabi is providing the following services:-

- (i) Attestation of Employment Contracts
- (ii) Indian Workers Resource Centre (IWRC)
- (iii) Repatriation of destitute household workers.
- (iv) Labour Complaints.
- (v) Death Registration and follow-up on death compensation and dues.
- (vi) Counseling in marital disputes between Indian couples.
- (vii) Mercy petitions to High dignitaries.
- (viii) Amnesty

OIC, Washington is providing the following services:-

- (i) Women facing problems related to fraudulent NRI marriages.
- (ii) OCI/PIO Card Schemes Schemes.
- (iii) Information dissemination about schemes of Ministry of Overseas Indian Affairs.
- (iv) Information dissemination about Pravasi Bharatiya Divas (PBD) and Pravasi Bharatiya Samman Awards (PBSA).
- (v) Interaction with Indian Community Associations.

Indian workers and others contact the officials of the Overseas Indian Center through direct meetings, emails and letters. Details of the number of workers benefitted are not therefor maintained."

4.42 When asked to give details about the expenditure made and the staff deployed by each centre during the year 2014-15, the Ministry stated that:

"The expenditure made by the Overseas Indian Center Abu Dhabi and Washington during the year 2014 -15 was Rs 3.53 crores . Overseas Indian Center at Washington DC

has 4 staff including Counselor, Community Affairs. On the other hand, Overseas Indian Center at Abu Dhabi has 3 staff including Counselor Community Affairs."

4.43 When asked whether the Ministry has any proposal to open more Overseas Indian Centres during the current year, the Ministry stated that:

"There are no proposals to open more centers during the current year."

4.44 During the evidence the Secretary, Ministry of Overseas Indian Affairs submitted that:

".....We have three Overseas Indian Centres, one each in Abu Dhabi, Kuala Lumpur and Washington. We need to really have more such centres. We have just done a survey of the countries where there is a significance presence of Indians. There are eight countries in the world where we have more than 10 million Indian diaspora including PIOs and NRIs. We have got the statistics of roughly 27 million people. We have not got the figures of Australia and Sri Lanka, the two major countries. We are just trying to expedite that. Other than three-four smaller countries we have got the data from all the other countries. But eight countries are there where we have 10 million people. So, we need to certainly increase our centres. There are no two opinions on that that we should have more centres. So, we should have a specialised staff in a few missions where we have a large concentration of Indian Diaspora..... ."

4.45 The Secretary further added that:

".....So, if we can set up our own offices, our own staff – if not in each country but in group of countries and provide certain focus there – it will certainly help. We are trying to work out firstly in these two offices because they are not working in a very effective manner – I am not very happy with their performance. It is because they do not have a clear mandate. We have to give them a clear mandate. The next one month I will do that. Once that is done, we will certainly seek the support of this Committee. At the next stage, we will seek more funds for that. But we will have to go to Cabinet and get the approvals for new posts to be created in those countries. We will certainly do that....."

**4.46 The Committee understand that the aim of the Overseas Indian Centres is to extend a host of counselling services to Overseas Indian workers and towards this end the centres in Abu Dhabi, Kuala Lumpur and Washington have been opened. But the Committee have confirmed information that even these three centres are not working effectively. Secretary, MOIA has also accepted the position and has underlined the reason for this as lack of clear mandate for these offices. Moreover, the Ministry also**

has no information about the exact number of workers benefitted through these centres. The Committee would therefore, desire that the Ministry should immediately work out a clear and unambiguous mandate for these centres by holding consultations with Cabinet Secretariat/other stakeholder Ministries as well as asking the NRI beneficiaries themselves. The Committee also feel that these centres have been instrumental in engaging and helping the Overseas Indian Community and therefore, desire that more such Centres should be opened particularly in the countries with significant Diaspora population.

(Recommendation No.13)

**I. The Swarnapravas Yojana/ Pravasi Kaushal Vikas Yojana**

4.47 The Swarnapravas Yojana is the first scheme of the Ministry which is entirely on the Plan side and it is a scheme for skill development for overseas employment to be launched in the Twelfth Five Year Plan.

4.48 As per the Ministry, the scheme broadly aims to position India as a preferred source country for skilled and trained workers in select sectors, diversify destination-country base and enhance employability of Indian youth abroad. The earlier name of the Scheme - Swarnapravas Yojana, has been changed to Pravasi Kaushal Vikas Yojana. However, as per the Ministry no change has been made on ambit and scope of the Scheme. For the Twelfth Five year plan the total project cost envisaged is Rs. 137.00 crore. A new budget head for the scheme has been opened and allocation of Rs. 20.00 crore has been made for the year 2014-15 and the same allocation has been made for the year 2015-16. The RE for the same had been Rs. 5.00 crore and no money has been spent by the Ministry as on 31.12.2014.

4.49 When asked about the full details of the scheme alongwith the aims and objectives and the expenditure envisioned, the Ministry stated that:

"The scheme broadly aims to position India as a preferred source country for skilled and trained workers in select sectors, diversify destination-country base and enhance employability of Indian youth abroad.

It is a Scheme for skill Development for overseas employment. The Plan scheme will adhere to the broad objectives of skill development in India, as envisioned by the National Skill Development Policy 2009. MOIA has been identified to train 5 Million people by 2022 under this policy.

For the 12th Five year Plan the total project cost envisaged is Rs137 crores. A new budget head for the scheme has been opened. A budgetary allocation for 2014-15 is Rs. 20 crore. In the RE Stage (2014-15) the budget allocation was Rs. 5.00 crore.

**The key objectives of the scheme are as under:**

- Position India as a preferred source country for skilled and trained workers in select sectors that face skill shortages in the international labour market, and in which India enjoys competitive advantage;
- Diversify destination-country base with focus on geographies/countries that will experience significant labour supply gaps & skill shortages and are of strategic interest to India; and
- Enhance employability of Indian Youth abroad and move them up the wage-chain by providing training and certification which will be internationally recognized.

Targets: Under the Scheme it was envisaged that the Ministry of Overseas Indian Affairs (MOIA) will train 2,08,000 prospective workers who will be enabled for overseas employment in the 12<sup>th</sup> Plan period: year-wise projection is shown in the table below:

Plan Period	Year	No. of batches	Students per batch	No. of State level up-graded institutions – Skill Training and Certification Resource Centres (STCRCs)	Total No. of students to be trained year-wise
12 <sup>th</sup> Five Year Plan	2013-14	4	200	20	4000
	2014-15	4	200	60	52000
	2015-16	4	200	80	68000
	2016-17	4	200	100	84000
					208000

**A total of 208000 students are projected to be trained with an allocated budget of Rs. 137.00 crores @ per student cost of Rs. 7500/-.**

**Institutional Design:**

- (i) The Scheme will be under the supervision if the MOIA and will be overseen by Secretary, MOIA. MOIA will also be the implementing agency and will implement the Scheme through the Project Monitoring Unit (PMU);
- (ii) The India Centre for Migration (ICM) will act as an advisor to the scheme for research activities particularly for Labour Market Assessments and identification of job-wise employment opportunities abroad;



- (iii) The scheme will be institutionalized by indentifying existing National and State level Institutions with the objective of upgrading them such that they provide skills in line with global standards. The upgraded institutions will be known as the Skill Training Certification Resource Centres (STCRCs); and
- (iv) A Labour Market Information System (LMIS) on overseas employment. Qualifications and requirements for the Indian youth will be designed to function as an effective virtual platform on skills, orientation and training linking various stakeholders involved in the process of skill development. Year-wise and Component-wise projected expenditure is given in table below:

Budget summary for 12<sup>th</sup> Five Year Plan (in Rs. crores)

YEAR	2013-14		2014-15		2015-16		2016-17		Sum		Total
ITEM	R	NR	R	NR	R	NR	R	N R	R	NR	
<b>1</b>	1.65	3.10	1.75	3.0	1.8	3.95	1.9	4.85	7.1	14.9	22
<b>2</b>	10.0	6.0	18.75	6.75	26.5	8.0	30.15	8.85	85.4	29.6	115
<b>TOTAL</b>	<b>11.65</b>	<b>9.1</b>	<b>20.5</b>	<b>9.75</b>	<b>28.3</b>	<b>11.95</b>	<b>32.05</b>	<b>13.7</b>	<b>92.5</b>	<b>44.5</b>	<b>137</b>

The Scheme – Pravasi Kaushal Vikas Yojana was to be implemented from the year 2013-14 onwards. However, since the scheme is in the initial stage and initiating action for implementation of the scheme takes time. Consultation with States and other Stakeholders could not be completed. "

4.50 When asked about the reasons for the Ministry's failure to utilize any funds till 31.12.2015 and the justifications for keeping the allocation at Rs 20.00 crore for 2015-16, the Ministry stated that:

"Although fund allocation was made under the Scheme the fund could not be utilized due to the reason that the scheme was in the initial stage and initiating action for implementation of the scheme takes time. Consultation with States and other Stakeholders could not be completed.

The Ministry has identified accredited training institutes of National Skill Development Corporation and has started the process to release the budget allocation of Rs. 5.00 crore during the year 2014-15 for imparting training on Housemaids and Drivers-cum-Mechanics for overseas employment.

It has been decided to work at a joint strategy along with the Ministry of Skill Development and Entrepreneurship towards the end objective of providing better overseas employment opportunities to the Indian youth. The Ministry has started consultation with the Ministry of Skill Development & Entrepreneurship for preparation of an action plan to

jointly tap the potentials of prospective Indian migrant workers having the following aims and objectives:

It is envisaged that MOIA shall focus on the following areas:

- (a) Conduct market research on skill gaps and potential overseas employment opportunities;
- (b) To ensure that the emigrants workers get maximum benefits of Social Security Agreements –SSAs (for portability, detachment and totalization), Human Resource Mobility Partnership-HRMP (a framework for bilateral cooperation for maximizing benefits from labour mobility and minimizing its risks) and country specific Memorandum of Understanding- MoUs (to enlist the commitment of the host governments so as to ensure better protection and welfare of overseas Indian workers in those countries).
- (c) Training through recognized/accredited institutions under the National Skill Development Corporation preferably with international certifications;
- (d) To enforce vigorously the Emigration Act, 1983 that provides a regulatory framework in respect of emigration of Indian workers for overseas employment and seeks to safeguard their interests and ensure their protection and welfare. Secondly, there is e-Migrate Project implemented w.e.f. 25<sup>th</sup> September, 2014 which provides efficient, convenient, cost effective and reliable emigration services in a transparent manner;
- (e) Create a database of trained youth across India;
- (f) To strengthen the mechanism of information dissemination and complaint redressal of Overseas Workers Resource Centre (OWRC) and Migrants Resource Centres (MRCs);
- (g) Facilitate placement for overseas employment with appropriate protection, insurance and social security benefits in place; and
- (h) Incorporating pre-departure orientation programmes into the training module for overseas employment of the accredited training institutes of National Skill Development Corporation.

A joint working group is proposed to finalize the strategy by which collaboration with the Ministry of Skill Development & Entrepreneurship shall be finalized. The implementation of the Scheme will be taken up earnestly to not only meet the targets but to exceed the same in the next financial year onwards."

4.51 The Secretary, Ministry of Overseas Indian Affairs during the course of the evidence, provided following details of the Scheme:

.....We have got the Budget only for the first time this year. So, the Ministry was perhaps not fully prepared for it. There was something going on which I did not agree when I joined the Ministry. We are thinking of only giving some language skill training

to the possible emigrants which I found not a useful way to spend the money. So, I thought it is better to give some real skills to people who will actually go abroad. Earlier it was given to any random person who said I want to go abroad without any surety whether he will ever go abroad or not, whether he has the right skills or not was not ensured. So, we are changing this scheme slightly. But, hopefully, from April onwards we will start spending money on that. The plan outlay was Rs. 137 crore on this. I would like to spend Rs. 60 crore in each of these in the next two years to see that it is met. We have got Rs. 20 crore Budget, but we should spend much more money on that....."

4.52 When asked whether the Ministry had undertaken any pilot project before launching the scheme and the details thereof , the Ministry submitted as under:

"A Pilot Project titled "Skill Development Initiative for Potential Migrants from North Eastern States of India" was launched through India Centre for Migration (ICM) in August, 2011. Under this project, expertise of international certification partners and trained trainers has been used for imparting skill upgradation as per the standards set by International Vocational Qualifications (IVQs). The Pilot Project focused on 7 different job types in the Healthcare, Hospitality and Education sectors and target to train 10200 youth over a two-year time period completing in August, 2013. The courses which have been developed under the Pilot Project were of 3-6 months duration and were modular in nature. The project also envisages a state-of-the art Skills Portal, which was to function as a Labour Market Information System on overseas employment, qualifications and requirements for the Indian youth.

However, the above Pilot Project failed to provide training for requisite skills for overseas employment as per global standard and for the placement for overseas employment with appropriate protection, insurance and social security benefits in place. Secondly, imparting training for short period of 2-3 month was not found to be sufficient to develop the necessary skill for overseas employment. Thirdly, the job roles identified for the above project were not much in demand in the overseas labour market. Last but not the least, there was delay in achieving the deliverables and the fact that none of the trainees found overseas employment.

Therefore, the Ministry taking into consideration of the above shortcomings has decided to work out a joint strategy along with the Ministry of Skill Development and Entrepreneurship towards the end objective of providing better overseas employment opportunities to the Indian youth under the scheme Pravasi Kaushal Vikas Yojana."

**4.53 The Committee observe that the Swarna Pravasi Yojana is an ambitious programme of the Ministry to impart skill development for overseas employment to the Indian youth during the 12<sup>th</sup> Five Year Plan. The scheme has now been renamed as 'Pravasi Kaushal Vikas Yojana'. The Plan Scheme seeks to adhere to the broad objectives of skill development**

**in India, as envisioned in the National Skill Development Policy, 2009 as the Ministry of Overseas Indian Affairs has been identified to train 5 million people by 2022 under this policy. For the 12<sup>th</sup> Five Year Plan the total project cost envisaged is Rs. 137 crore and during the five years 2.08 lakh youth are to be trained under the scheme with the Government incurring a cost of Rs. 7500 per person for training. The Committee are unhappy to note that the Ministry has not made any progress in implementation of the scheme. The Committee further note that the Pilot Project titled "Skill Development Initiative for Potential Migrants from North Eastern States of India" was launched by the Ministry in 2011 which had failed to achieve its targets in terms of training for requisite skills for overseas employment and for placement for overseas employment. Now it appears that the Ministry would be missing the target for training youth under the scheme. In fact, the Ministry could not spend a single Rupee during 2014-15.**

**The Committee, therefore, recommend that the Ministry should take lessons from the failure of the pilot project and work out a joint strategy along with specially created Ministry i.e. the Ministry of Skill Development and Entrepreneurship, towards the end objective of providing better Overseas employment opportunities under the scheme by utilizing the allocated plan funds during remaining two years of the current Plan period.**

**(Recommendation No.14)**

## CHAPTER - V

### MISCELLANEOUS

#### **A. Legislative Reforms**

According to the Ministry, there is a need to redefine the scope of regulation, redesign the emigration process by setting standards and defining the roles and responsibilities of key stakeholders in the emigration process with the objective of making emigration an orderly economic process. There is need to modernize the legislative framework as in the Emigration Act, 1983 and the Emigration Rules that governs emigration of Indians for overseas employment. It will facilitate legal migration, preventing irregular migration and empowerment of emigrants.

5.2 It was with this objective that the Draft Emigration Management Bill was prepared in 2009 which was to replace the existing Emigration Act, 1983. The Ministry has furnished the following details relating to the Bill:

"The proposed Emigration Management Bill is at the stage of inter-ministerial meeting to arrive at a consensus on various aspects of the Bill with stakeholder Ministries and Departments. The salient features of the proposed Bill is transforming emigration into a simple, transparent, efficient, and humane economic process with emphasis on management of migration that includes facilitating legal migration and preventing illegal migration, enable ethical recruitment practices, enhance the protection and welfare of emigrants, and matters connected therewith."

5.3 On being asked about the latest progress in the Bill, the Ministry submitted that:

Inter-ministerial consultation have been held with the Ministries/Departments of External Affairs, Home Affairs, Commerce, Industrial Policy & Promotion, Legislative Department and Bureau of Immigration and views of the Indian Missions to arrive at a consensus on the various aspects of the proposed Bill. Discussion is held on how to empower the overseas Indian workers, how to provide maximum protection and welfare to them at the hands of Registered Recruiting Agents at home and by employers in the host country, management of all the overseas Indian workers, rather than to only those who go to ECR countries only etc.

There are no hindrances. The Ministry is likely to introduce the proposed Bill in the Monsoon Session of Parliament in 2015. The Ministry is trying to incorporate the best

possible practices in the proposed Bill with the help and consent of all concerned stakeholders."

5.4 During the evidence the Secretary, Ministry of Overseas Indian Affairs submitted that:

"..... the Emigration Management Bill, for which we started our process in 2009 and not still reached the Parliament. I hope to introduce the Bill in Parliament in the Monsoon Session. I have a team in Philippines even today. I found the Bill which was made earlier had some basic weaknesses in the sense it was focusing more on the ECR countries but not looking at people going to other countries. There is no protection, which we are talking about in the Bill for other countries. So, we are trying to introduce those. After discussing with various officials, I found that the Bill of Philippines is considered the best in the world today. So, I have sent a team to the Philippines just to talk to my counterparts there and understand what are the provisions in their Bill, how do they protect their workers. So, this team will be coming back, I think, on Friday. In the next about 15-20 days, I hope to finalise my draft and then do inter-Ministerial consultations. Then, perhaps, it will go to the Cabinet and if everything goes as we plan, it will be going to Parliament. So, in this period, in case the Members of this august Committee can give some suggestions, I will be very happy to take them into account...."

**5.5 The Committee are hopeful that the Draft Emigration Management Bill will overhaul the basic architecture of emigration in the country. The Committee would like to welcome this initiative of the Ministry which is long overdue in view of the significant transformations in the processes and dynamics of emigration in the recent past. The Committee understand that the Draft Bill had undergone consultations with other Ministries/Agencies to arrive at a consensus. The Committee are happy to note that the draft of the Bill is at finalization stage. The Committee, therefore, urge the Ministry to expedite the inter-Ministerial consultations once the final draft is ready and to ensure that the Bill is discussed with the Committee before being introduced in the Monsoon Session of the Parliament.**

**(Recommendation No.15)**

## **B. Prime Minister's Global Advisory Council (PMGAC)**

5.6 The Ministry has constituted the Prime Minister's Global Advisory Council of people of Indian Origin ( PMGAC-OI) to draw upon the experience and knowledge of eminent people of Indian origin in diverse fields from across the world. The Council is being chaired by the Prime Minister.

5.7 When asked about the role and mandate of the Council, the Ministry stated that:

- (i) "The Prime Minister's Global Advisory Council of people of Indian Origin (PMGAC-OI) was constituted in 2009 and reconstituted in 2011 to draw upon the experience and knowledge of eminent people of Indian origin in diverse fields from across the world

The role & mandate of the Council are as follows:

- (a) Serve as a platform for the Prime Minister to draw upon the experience, knowledge and wisdom of the best Indian minds wherever they may be based;
- (b) Develop an inclusive agenda for two-way engagement between India and Overseas Indians;
- (c) Consider ways and means for accessing the skills and knowledge of the Indian Diaspora for meeting India's development goals and facilitating investments by Overseas Indians into India; and
- (d) Institution and capacity building in India to respond to the economic, social and cultural needs of the Overseas Indian community.

The advice of the council is recommendatory in nature and serves as a valuable input for policy formulation and programme planning. "

5.8 The Ministry has furnished the following information regarding the major outcomes of the last meeting of PMGAC held on 8 January, 2014:

"During the meeting the participants exchanged views on key international issues and their implication for India, including strategies for enhancing FDI inflow, energy security, measures to encourage foreign governments to conclude Social Security Agreements with India, enhancing participation of overseas Indians in skill development and knowledge transfer initiatives, and leveraging the Diaspora for technology and innovation for industrial growth and development challenges. The members also gave their perspectives on strengthening engagement between India and the overseas Indians as well as between India and various countries in the bilateral sphere."

**5.9 The Committee welcome the initiative of the Government to constitute the Prime Minister's Global Advisory Council of people of Indian origin (PMGAC-OI) which is a**

platform for the Prime Minister to draw upon the experience, knowledge and wisdom of eminent people of Indian Origin in diverse fields from across the world. The Committee are hopeful that such a body will be instrumental in enhancing the sense of participation within the Diaspora and in the long run its recommendations could act as guiding light for the Ministry in formulating and implementing its policies and programmes. The Committee also recommend that the Membership of the Council should truly reflect the diversity of Indian Diaspora by incorporating eminent persons representing various fields and geographical regions and their recommendations should be taken seriously to enhance and strengthen the engagement and participation of Overseas Indians.

(Recommendation No.16)

**NEW DELHI**  
**27<sup>th</sup> April, 2015**  
**07 Vaisakha, 1937 (Saka)**

**Dr. Shashi Tharoor,**  
**Chairperson,**  
**Standing Committee on External Affairs**



**MINUTES OF THE SIXTEENTH SITTING OF THE STANDING COMMITTEE ON  
EXTERNAL AFFAIRS (2014-15) HELD ON 25<sup>TH</sup> MARCH, 2015**

The Committee sat on Wednesday, 25<sup>th</sup> March, 2015 from 1130hrs. to 1345 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

**Dr. Shashi Tharoor – Chairperson**

**Members**

**Lok Sabha**

2. Shri Jose K. Mani
3. Shri Feroze Varun Gandhi
4. Shri Maganti V. Rao (Babu)
5. Dr. Mamtaz Sanghamita
6. Shri Ram Swaroop Sharma
7. Shri Sharad Tripathi

**Rajya Sabha**

8. Shri Satyavrat Chaturvedi
9. Shri Shri H.K. Dua
10. Shri Chunibhai Kanjibhai Gohel
11. Shri Ram Kumar Kashyap
12. Shri D.P. Tripathi
13. Shri Pavan Kumar Varma

**Secretariat**

- |    |                     |   |                     |
|----|---------------------|---|---------------------|
| 1. | Shri Cyril John     | - | Joint Secretary     |
| 2. | Dr. Ram Raj Rai     | - | Director            |
| 3. | Smt. Rita Jaiikhani | - | Additional Director |

**Representatives of the Ministry of Overseas Indian Affairs**

- |    |                        |   |                  |
|----|------------------------|---|------------------|
| 1. | Shri Sunil Soni        | - | Secretary        |
| 2. | Shri Binoy Kumar       | - | AS (FA)          |
| 3. | Shri T.K. Manoj Kumar  | - | JS (DS)          |
| 4. | Ms. Vani Rao           | - | JS (FS)          |
| 5. | Ms. Sutapa Majumdar    | - | Economic Advisor |
| 6. | Shri Anurag Srivastava | - | Dir. (Finance)   |

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of the Ministry of Overseas Indian Affairs in the sitting of the Committee to take evidence on Demands for Grants of the Ministry for the year 2015-16. The Chairperson then drew attention of the witnesses to the confidential nature of the meeting.

3. After a brief introduction, the Committee took evidence of the representatives of the Ministry of Overseas Indian Affairs on Demands for Grants of the Ministry for the year 2015-16. The main points which came for detailed discussion included imperative for having continuous engagement with the Diaspora, uneven spending pattern of the Ministry, draft Emigration Management Bill, rationale and justification for having separate Ministry of Overseas Indian Affairs, issues related to NRI Marriages, need for carrying out media campaigns in Hindi and other regional languages, skill development initiatives, need for redefining the Ministry's perspective and scope in view of the overlap with the Ministry of External Affairs, arguments for preserving the language and culture of the Diaspora, strengthening of the Ministry's grievance redressal mechanism etc. The Committee desired that the Ministry may furnish written replies to the various points raised by the Members during the discussion as well as to the Supplementary List of Points sent by the Secretariat in due course.

*The Committee then adjourned.*

A verbatim record of the proceedings has been kept.

**MINUTES OF THE SEVENTEENTH SITTING OF THE STANDING  
COMMITTEE ON EXTERNAL AFFAIRS (2014-15) HELD ON 23<sup>RD</sup> APRIL, 2015**

The Committee sat on Thursday, 23<sup>rd</sup> April, 2015 from 1500 hrs. to 1545 hrs. in Room No. 62, Parliament House, New Delhi.

**PRESENT**

**Dr. Shashi Tharoor – Chairperson**

**Members**

**Lok Sabha**

2. Prof. (Dr.) Sugata Bose
3. Shri Ranjit Singh Brahmputra
4. Shri Arka Keshari Deo
5. Shri Raghav Lakhanpal
6. Shri Jose K. Mani
7. Shri A. Anwhar Raajhaa
8. Shri Maganti V. Rao (Babu)
9. Md. Salim
10. Dr. Mamtaz Sanghmita
11. Shri P.R. Senthilnathan
12. Shri Sharad Tripathi
13. Shri Chhedi Paswan
14. Shri Vishnu Dayal Ram

**Rajya Sabha**

15. Shri Shri H.K. Dua
16. Shri Chunibhai Kanjibhai Gohel
17. Shri Ram Kumar Kashyap
18. Dr. Karan Singh
19. Shri D.P. Tripathi

**Secretariat**

1. Shri Cyril John - Joint Secretary
2. Dr. Ram Raj Rai - Director
3. Smt. Rita Jaiikhani - Additional Director

2. At the outset, the Chairperson welcomed Members to the sitting of the Committee.

3. XXXXX

XXXXX

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4. Thereafter, the Committee took up for consideration the draft Report on Demands for Grants of the Ministry of Overseas Indian Affairs for the year 2015-16. The Chairperson invited the Members to offer their suggestions, if any, for incorporation in the draft Report. The Members suggested some minor modifications. The Committee adopted the draft Report with these minor modifications.

5. The Committee then authorized the Chairperson to finalize both the Reports incorporating the suggestions made by the Members and present the same to the Parliament.

*The Committee then adjourned.*