

**COMMITTEE ON PAPERS LAID ON THE TABLE  
(2016-2017)**

**SIXTEENTH LOK SABHA**

**THIRTEENTH REPORT**

**(Presented on -----)**



सत्यमेव जयते

**LOK SABHA SECRETARIAT  
NEW DELHI  
August, 2017/Shravana, 1939(Saka)**

## CONTENTS

**PAGE**

<b>COMPOSITION OF THE COMMITTEE ON PAPERS LAID ON THE TABLE (2016-2017)</b>	<b>(iii)</b>
<b>INTRODUCTION</b>	<b>(v)</b>
<b><u>REPORT</u></b>	
Delay in laying of the Annual Reports and Audited Accounts of the National Association for Blind, New Delhi	
<b>ANNEXURES</b>	
<b>Annexure-I</b>	Statement showing the reasons for delay in laying of the Annual Reports and Audited Accounts of the National Association for Blind, New Delhi for the years 2012-13 and 2013-14.
<b>Annexure-II</b>	Laying of annual reports/audit reports of private and voluntary organisations receiving financial assistance from Government of India
<b>Annexure-III</b>	Increase in monetary ceiling of Private and Voluntary Organisation receiving recurring grants-in-aid from Rs. 5 Lakh to Rs. 25 Lakh and above for laying of Annual Reports and Audited Accounts
<b>Annexure-IV</b>	The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the National Association for Blind, New Delhi for the years 2012-13 and 2013-14.
<b>APPENDICES</b>	
<b>Appendix-I</b>	Extract of the minutes of the sitting of the Committee held on 09 October, 2015
<b>Appendix-I</b>	Extract of the minutes of the sitting of the Committee held on 01 August, 2017

**COMPOSITION OF COMMITTEE ON PAPERS LAID ON THE TABLE**  
**(2016-2017)**

**Shri Chandrakant Khaire** - ***Chairperson***

**M E M B E R S**

2. Shri Dushyant Chautala
3. Shrimati Veena Devi
4. Shri P.C. Gaddigoudar
5. Shri Laxman Giluwa
6. Shri Choudhury Mohan Jatua
7. Shrimati Mausam Noor
8. Shri Bheemrao B. Patil
9. Shri Sanjaykaka Ramchandra Patil
10. Shri Bishnupada Ray
11. Shri Midhun Reddy
12. Shri Uday Pratap Singh
13. Shri Virendra Singh
14. Shri P.R. Sundaram
15. Shri Manohar Untwal

**SECRETARIAT**

1. Dr. Preeti Srivastava - Joint Secretary
2. Smt. Rita Jaikhani - Director
3. Smt. Maya Lingi - Additional Director
4. Smt Rajni Bhagat - Sr. Committee Assistant

## **INTRODUCTION**

I, Chairperson of the Committee on Papers Laid on the Table of the House (2016-17), having been authorized by the Committee to present this Report on their behalf, present this Thirteenth Report in respect of delay in laying of the Annual Reports together with Audited Accounts of the National Association for Blind, New Delhi.

2. In terms of the recommendation of the Committee on Papers Laid on the Table contained in its Nineteenth Report (7th Lok Sabha) and Nineteenth Report (14th Lok Sabha) presented to the House on 02 May 1984 and 21 October, 2008 respectively, the Annual Report and Audited Accounts of the Private and Voluntary Organisation which are receiving Grants-in Aid from the Government of India are required to be laid on the Table of the House within nine months of the closure of Accounting Year.

3. The Committee considered the matter of delays in laying of the Annual Reports and Audited Accounts of the National Association for Blind, New Delhi and took oral evidence of the representatives of the Ministry of Social Justice Empowerment (Department of Disability Affairs) at their sitting held on 09 October, 2015.

4. The Committee considered and adopted this Report at their sitting held on 01 August, 2017.

5. The Committee wish to express their thanks to the officers of the Ministry of Social Justice Empowerment (Department of Disability Affairs) for furnishing the written replies, other material/information and for placing their views in the matter before the Committee.

**New Delhi**  
**August, 2017**  
**Shravana, 1939 (Saka)**

**Shri Chandrakant B. Khaire**  
**Chairperson**  
**Committee on Papers Laid on the Table**

## Report

### Delay in laying of the Annual Reports and Audited Accounts of the National Association for Blind, New Delhi

The National Association for the Blind, Delhi is an NGO established in 1979 to integrate persons with disabilities into the community, to increase coordination and networking with other voluntary, socio-cultural, educational and religious organisations having similar aims and Objectives. It is registered under Societies Registration Act, XXI of 1860 , Government of NCT of Delhi. The aim of the organisation is to provide facilities to rehabilitate persons with disabilities through academic/vocational training, research, health and allied activities. The Organization closely works to establish education and work opportunities and to make these accessible to the disabled, through research oriented programmes. The Organization has been carrying out various activities with the grants received from Central and State Government under various projects. The funds received by the Association for the year 2010-11 to 2015-16 is as under:

Year	Fund Released
2010-11	Rs. 50,51,506/-
2011-12	Rs. 20,05,424/-
2012-13	Rs. 39,60,190/-
2013-14	Rs. 49,08,625/-
2014-15	Rs. 11,47,968/-
2015-16	Rs. 32,82,534/-

2. On scrutiny of the Papers laid on the Table of the House it has been observed that the Annual Report, Audited Accounts, Review Statement and Delay Statement of the Association for the year 2012-13 were laid on the Table of the House on 17.03.2015 after a delays of 26 <sup>1/2</sup> months. It has been stated in the "**Delay Statement**" (copy enclosed at Annexure-I) laid alongwith Annual Reports and Audited Accounts of the Association for the year 2012-2013 that as per existing instruction under Rule 212 (2) (i) of GFR, 2005, the Annual Reports and Audited Accounts of private and voluntary organisations or societies registered under the Registration of Societies Act, 1860 receiving recurring Grants-in-Aid to the tune of rupees twenty-five lakh and above should be laid on the Table of the House of Parliament within **nine months** of the expiry of financial year.

3. The Committee had emphasized in their 19th Reports (7th Lok Sabha) and 19th Report of (14th Lok Sabha) presented to the House on 02 May, 1984 and 21 October, 2008 respectively that the Annual Reports and Audited Account of Private and Voluntary Organisation which are receiving recurring grant-in-aid to the tune of Rs. 25 lakh and above should be laid on the Table of the House. In the case of private and voluntary organisations receiving grant-in-aid of 25 lakh and below Rs. 10 lakh, all the Ministries and Departments of Government of India should include in their own Annual Reports a statement showing the quantum of funds provided to each of those organisations and the purpose for which they were utilized for the information of the Members of Parliament. A copy each of the Report is enclosed at Annexure II & III

4. Accordingly, the matter for delay in laying of the Annual Reports and Audited Accounts of the National Association for Blind was taken up with the Administrative Ministry and the Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment and National Association for Blind on 9.10.2015.

5. The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of Association for the years 2012-2013 and 2013-2014, as received from the Administrative Ministry has been given at Annexure-IV.

6. It has been stated from the Annexure IV that the main reason for delay in laying of the documents was delay in getting Hindi Version of the documents of the Association.

7. On being enquired by the Committee about the reasons for delay in laying of the Annual Reports and Audited Accounts of the Association for the years 2012-2013 and 2013-2014, no specify reply has been given by the Ministry in this regard.

8. However, It has also been informed by the Ministry/Association that the accounts of the Association have been computerized to facilitate speedy and timely compilation of accounts of the association and they have also internal auditing mechanism to ensure timely and fault free auditing of accounts of the Association.

9. When the Committee desired to know about the mechanism in place in the Ministry to monitor the progress of work so as to ensure timely laying of the documents, The Ministry/Association in its written note stated as under :-

*"The Department has already sent a letter to all NGOs/Voluntary Organizations on 16.05.2014 to send the requisite number of Annual Report along-with Audited*

*Accounts to enable this Department to process for laying Annual Report and Audited Accounts on the table of House of Lok Sabha on stipulated time."*

10. As regards the query of the Committee about the remedial measures taken to ensure timely laying of the documents in the House, within the prescribed period of nine months from the close of accounting year, the Ministry/ Association in its written reply stated as under:-

*"The Department has already sent a letter to all NGOs/Voluntary Organizations on 16.05.2014 to send the requisite number of Annual Report alongwith Audited Accounts."*

11. Elaborating further the reasons for delay in laying of the Annual Reports and Audited Accounts of the Association, the representative to the Ministry/Association during the evidence stated as under:

*"...I will give you the background of the Scheme which is called Dindayal Disabled Rehabilitation Scheme. In Hindi we call it as Dindayal Viklangjan Punarvas Yojana. Though the scheme is very old, in 1999 there were four schemes run by the Department. At that time the Department was part of the Ministry of Social Justice and the Department of Social Justice. In May 2012 this Department was created as a separate department. Now it is called as the Department of Empowerment of Persons with Disabilities. In 1999 four earlier schemes were merged to make it a scheme which was later in 2003 recreated as DDRS. National Association for Blind is an NGO working for the rehabilitation and economic empowerment of persons with visual impairment. It was established in 1979 and it is registered under the Societies Registration Act with the Government of NCT of Delhi. It has been receiving grant under the previous scheme from this Department since 1991. It is running four projects; Hostel for Blind Children, Brail Printing and Large Printing Press, Transportation and Building Maintenance for use of blind Children and Special School for Blind Children. I have been informed by the organisation the latest figures are, they are totally giving benefits to 500 children, all of them are blind. Out of those 500 children, 177 blind children are staying in the hostels provided by them. They have been receiving grants from us since 1991. ....Now, I will go to the organisation and its reason for delay for submission of the audited Statement. This organisation received more than Rs.25 lakh grant in the year 2010-11, 2012-13 and 2013-14. These are the three years it received grant for more than Rs.25 lakh for which they had to submit the annual audited account statement as per GFR. I will go back to the history the way Department has been working. Till 2012-13 there was no systematic procedure in the Department to follow up on the submission of audited annual statements. In May 2014 when our Department was separated our internal finance division realised that these organisations who are getting grant for more than Rs.25 lakh have not been regular in submitting their audited annual statements. So, in May, 2014 we issued a formal circular and instructions to all the NGOs who are getting grant from us, whether below Rs.25 lakh or above, to submit annual audited statement if they are exceeding Rs.25 lakh. As far as this organisation is concerned, they said that 2012-13 report they had got the audit done between March 2013 and July 2013. Then they got it approved in their organisation between August 2013 and October 2013. A lot of time taken was in translation of these reports in Hindi. Ultimately they got done the translation on 22<sup>nd</sup> December, 2014 and they submitted this Report to our Department on 7<sup>th</sup> January, 2015. Our Department only took a processing time for*

*about two months because we have to examine all the financial statements and see the veracity of all the statements. So, having received the audited statement on 7<sup>th</sup> January, 2015 we produced this after the approval of our Minister of State and hon. Minister of Social Justice on 5<sup>th</sup> March, 2015 and it was put up on the Table of Parliament on 17<sup>th</sup> March, 2015. This is as far as 2012-13 is concerned. As far as 2013-14 Report is concerned, they have completed the whole thing till July 2014. They got the approval of the audit report by September, 2014. The organisation has submitted the English version of the audited statement to the Department but they are in the process of getting the translation done. We have instructed them clearly to submit the Hindi translation by 31<sup>st</sup> October so that in the forthcoming Session of Parliament we can submit the 2013-14 Report also.*

12. The Annual Report and Audited Accounts of the Association for the year 2013-2014 have been laid on the Table of the House on 02.08.2016 after a delay of 19 months.

13. It is pertinent to mention here that the Ministry of Finance (Department of Expenditure ) has modified the General Financial Rules, 2005 and issued the General Financial Rules, 2017 which come into force w.e.f. 11 February, 2017. Rule 238(5) of GFR,2017 states that-

"In the case of private and voluntary organizations receiving recurring grants-in-aid from Rs. Ten lakhs to less than Rs. Fifty Laks, all the Ministries or Departments of Government of India should include in their Annual Report a statement showing the quantum of funds provided to each of those organizations and the purpose for which they were utilized for the information of Parliament. The Annual Report and Accounts of the Private and Voluntary Organization receiving recurring grants-in-aid to the tune of Rs. 50 lakhs and above should be laid on the Table of the House within nine months of the close of the succeeding financial year of the Grantee Organizations."

**14. The Committee note that the National Association for the Blind, Delhi, registered under the Societies Registration Act, XXI of 1860, has been receiving recurring Grants-in-Aid more than 25 lakh from the Ministry of Social Justice and Empowerment since 2010-2011 except for the years 2011-12 and 2014-15. However, the Annual Reports and Audited Accounts of the Association for the year 2012-2013 and 2013-2014 were laid on the Table of the House with delay of 26 <sup>1/2</sup> months and 19 months respectively. The Committee also observe from the information furnished by the Ministry that till 2012-2013 there was no systematic procedure in the Department to follow up the submission of audited annual Statements. In May 2012 a separate department i.e. Department of Empowerment of Persons with Disabilities was created. After that it was realized by the Ministry that the organisations which are receiving recurring grants-in-aid to the tune of Rs. 25 lakh and above are required to be laid on the Table of the House. In the case of private and voluntary organisations receiving grants-in-aid of 25 lakh and below Rs. 10 lakh, all the Ministries and Departments of Government of India should include in their own Annual Reports a statement showing the quantum of funds provided to each of those organisations**



and the purpose for which they were utilized for the information of the Members of Parliament. Accordingly, in May 2014 a formal circular and instructions to all the NGOs were issued to follow the procedure in this regard. The Committee are not convinced with the reasons put forth by the Ministry of Social Justice and Empowerment in the matter of ensuring financial accountability to Parliament. The Committee, therefore, strongly recommend that the Ministry should follow the procedure containing in GFR,2005 in the matter of utilization of funds for the years 2010-2011 to 2015-2016 and GFR,2017 for the succeeding financial year 2016-2017 onwards. The Committee would like to be apprised of the action taken in this regard.

15. The Committee note that the main reason for delay in laying of the Annual Reports and the Audited Accounts of the Association for the years 2012-2013 and 2013-2014 was delay in getting the documents translated in Hindi Version. The Committee feel that the reasons put forth by the Ministry/Association were within the control of the Ministry and thus avoidable. The Committee, therefore, recommend that a time schedule indicating normative time for completion of task at each stage involved in finalization of the document viz. finalization/completion of annual accounts and report auditing of accounts, approval of the documents from the competent authority, translation and printing, processing at the Ministry for being laid on the Table of the House should be laid down henceforth and a senior officer should be deputed with the specific job of monitoring the time-schedule for laying of Reports on a regular basis. The Committee would like to be apprised of the positive and conclusive action taken in this regard within 3 months from the date of presentation of the Report.

16. The Committee strongly recommend that if for any reason the Annual Reports and Audited Accounts of not only the Association but also all the organisations under the control of the Ministry could not be laid within the stipulated time, the Ministry concerned should lay within 30 days of the expiry of the prescribed period or as soon as the House Meets, whichever is later, a statement explaining the reasons as to why the Report and accounts could not be laid within the stipulated period.

17. The Committee find from the 'Statement' laid on the Table of the House showing the reasons for delay in laying of the documents on the Table of the House for the years 2012-2013 and 2013-2014 that full details of the dates of finalisation of accounts and their auditing etc. also of the finalization, consideration and approval of the Annual Report from the Competent Authority are not given. The Committee, therefore recommend that in the Statement of reasons for delay Government should invariably indicate in

**chronological order the dates of finalization of Reports and Accounts, their submission to audit, issue of inspection Report, replies given on points raised in the Report and finally the receipt of audit from the audit authorities so that the Committee may identify the stages and extent of delay and suggest remedial measures therefor. The Committee may be apprised of the action taken by the Ministry within three month of the presentation of the Report on the Table of the House.**

**August, 2017**

**Saravana, 1939 (Saka)**

**Chandrakant B. Khaire  
Chairperson**

**Committee on Papers Laid on the Table**

**Annexure-III**  
**vide para 05 of the Report**

The chronological sequence in respect of finalization of Annual Reports and Audited Accounts of the National Association for Blind, New Delhi for the year 2012-13 and 2013-14

	2012-13	2013-14
(i)The Institute approached CAG for giving panel of firms to be appointed as Internal Auditor (ii) The Institute approached CAG requesting to Depute an Audit team after completion of Internal audit Appointment of audit team by CAG	2012-13 June	2013-14 June
b) The date of compilation of Annual Accounts of the Institute;	31 <sup>st</sup> March, 2013	31 <sup>st</sup> March, 2014
c) The date on which the Annual Accounts of the Institute were submitted to Auditors for auditing;	June 2013	June 2014
d) The date and duration for auditing the Annual Accounts of the Institute by Auditors;	June-July, 2013	June-July, 2014
e) The date of queries raised by Auditors during auditing of Annual Accounts;	On various date during the audit	On various date during the audit
f) The date on which the replies to the audit queries was furnished to the Auditors;	On various date during the audit	On various date during the audit
g) The date on which draft Audit Report was issued by Audit Authorities (issue of IR)		
h) The date on which the final Audit Report received by Institute (receipt of IR)	20 <sup>th</sup> September, 2013	20 <sup>th</sup> August, 2014
i) The date of finalization of Annual Reports	5th October, 2013	20th September, 2014
j) The date on which documents were got approved from the competent authority	5th October, 2013	20th September, 2014
k) The date on which documents were taken up for translation & printing and the time taken for completing the task. The date and time for translation and printing Of both Annual Reports are as a) Translation and proof reading: 28.02.15 to 18.03.15 b) Printing- Subsequently after translation, printing in English and Hindi were given to printer and took almost two weeks	22nd December 2014	-
The date on which documents were sent to the Ministry for being laid in House and	07.01.2015	-
m) The date of laying of the documents on the Table of the House 21.04.15	The Documents viz. Annual Report alongwith Audited Accounts were sent to the Parliament on 05.03.2015 and laid on the table of the House on 17.03.2015	02.08.2016

**EXTRACTS OF THE MINUTES OF THE SITTING OF THE  
COMMITTEE ON PAPERS LAID ON THE TABLE**

The Committee sat on Friday, 09 October ,2015 from 11:20 hrs to 12:20 hrs. in Committee Room No. 'B', Parliament House Annexe, New Delhi.

**PRESENT**

Shri Choudhary Mohan Jatua - In the Chair

**MEMBERS**

2. Shri Dushyant Chautala
3. Shri Laxman Giluwan
4. Shrimati Mausam Noor
5. Shri P.R. Sundaram

**SECRETARIAT**

1. Shri U.B.S. Negi - Joint Secretary
2. Smt. Maya Lingi - Additional Director

**XX XX XX XX**

**MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT  
(DEPARTMENT OF EMPOWERMENT OF PERSONS WITH DISABILITIES)**

Shri Mukesh Jain Joint Secretary

**REPRESENTATIVES OF THE  
NATIONAL ASSOCIATION FOR BLIND, NEW DELHI**

Shri Arvind Ashdhir General Secretary

2. In the absence of the Chairperson due to unavoidable reasons, the Committee choose Shri Choudhary Mohan Jatua, M.P. to act as Chairperson for the sitting, under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha. Thereafter, the Acting Chairperson welcomed the Members to the sitting of the Committee.

3. Then, the representatives of the Ministry of Women and Child Development and the National Commission for Women, New Delhi were ushered in.

4. At the outset, the Chairperson welcomed the representatives of the Ministry of Women and Child Development and the National Commission for Women, New Delhi to the sitting of the Committee and explained that the meeting has been convened to discuss the reasons for the delay in laying of the Annual Reports and Audited Accounts of the Commission for the years 2007-2008 to 2013 -2014.. The Chairperson also explained to the witnesses the provisions of Direction 58 of Directions issued by the Speaker, Lok Sabha regarding confidentiality of the proceedings.

5. The representative of the Ministry during evidence admitted that they could not lay 2013-14 report as per the given norms well before December, 2014 for which they had already taken permission for laying the reports by December, 2015. The representative assured the Committee that they would be able to lay the reports of 2013-14 and 2014-15 before December, 2015. Accordingly to her, they could not lay the report of 2013-14 for want of action taken reports on the recommendations of the NCW contained in their annual Report. These action taken reports are taken from the concerned Ministries. Out of 15 Ministries only 9 Ministries have given their action taken reports. The representative of the Ministry had assured that they will separate the recommendations which are long term and come out final Annual Report by 31 December and submit it in Winter Session. On being asked by the Committee as to whether any steps to introduce e-reports have been taken to avoid delay at the stage of printing of the Annual Reports , the representative of the Ministry stated that from the next year onwards to save time, they will certainly start getting recommendations and implementation reports on emails and getting e-reports.

6. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Commission for the useful discussion and responding to the queries raised by the Members - in connection with examination of the subject and hoped that utmost care would be taken to ensure that there would not be any delay in laying of the reports on the Table of the House.

The witnesses then withdrew.

7. Thereafter, the representatives of the Ministry of Social Justice & Empowerment (Department of Empowerment of Persons with Disabilities) and the National Association for Blind, Delhi were then ushered in.

8. The Chairperson welcomed the representatives of the Ministry of Social Justice & Empowerment (Department of Empowerment of Persons with Disabilities) and the National Association for Blind, Delhi to the sitting of the Committee and explained to them that the meeting has been called to discuss the reasons for delays in laying of the Annual Reports and Audited Accounts of the Association.

9. The representative of the Ministry apprised the Committee that the Department of Empowerment of Persons with Disabilities was created as a separate Department in May 2012. Earlier it was integrated with the Social Justice Department. National Association for Blind is an NGO which was established in 1979 and is registered under the Societies Registration Act with the Government of NCT of Delhi. It has been receiving Grants from the Department since 1991. The Association received Grant more than Rs. 25 lakh in the year 2010-11, 2011-12, 2012-13 and 2013-14 for which they have to submit the Annual Audited Accounts statement as per GFR. Till 2012-13, there was no systematic procedure in the Department to follow up the submission of Audited Annual Statement. In May 2014, a formal circular and instructions to all the NGOs was issued stating that all the NGOs which are getting grants exceeds Rs. 25 lakh from the Ministry have to submit their Annual Reports and Audited Statement. It was apprised by the Ministry that the Annual Accounts of the Association for the year 2012-13 were got audited and approved during October, 2013. However, there was delay on the part of getting them translated in Hindi Version which was ultimately got done in December, 2014 and the same was submitted to their Department on 7th January, 2015. Their Ministry obtained the approval of Minister of State of Social Justice on 5th March, 2015 and it was laid on the Table of the Parliament on 17th March, 2015. The Committee was further apprised that the English Version of the Annual Report and Audited Accounts of the Association for the year 2013-14 have been received by the Ministry but they are in the process of getting the translation done. The Committee impressed upon the Ministry/ Association to take every corrective measures to clear the backlog at the earliest.

10. Thereafter, the Hon'ble Chairperson thanked the representatives of the Ministry and the Association for useful discussion - in connection with examination of the subject.

The witnesses then withdrew.

11. A copy of the verbatim proceedings of the sitting of the Committee has been kept on record.

**The Committee then adjourned.**

**EXTRACT OF THE MINUTES OF THE SITTING OF THE  
COMMITTEE ON PAPERS LAID ON THE TABLE**

The Committee sat on Tuesday, 01 August, 2017 from 15:00 hrs to 16:30 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

**PRESENT**

Shri Chandrakant Khaire      -      **Chairperson**

**MEMBERS**

2.      Shrimati Veena Devi
3.      Shri P.C. Gaddigoudar
4.      Shri Laxman Giluwa
5.      Shri P.R. Sundaram

**SECRETARIAT**

1.      Dr. Preeti Srivastava      -      Joint Secretary
2.      Smt. Rita Jaiikhani      -      Director
3.      Smt. Maya Lingi      -      Additional Director

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2.      At the outset, Chairperson welcomed the Members to the sitting of the Committee.
3.      Thereafter, the Committee took up for consideration the draft Thirteenth Report regarding delay in laying of the Annual Reports and Audited Accounts of the National Association for Blind, New Delhi.
4.      After deliberations, the Committee adopted the Report without modifications.
5.      The Committee authorized the Hon'ble Chairperson to present the same to the Parliament.

XX                      XX                      XX                      XX  
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**The Committee then adjourned.**

