

12

**STANDING COMMITTEE ON  
LABOUR AND WELFARE  
(2001)**

**THIRTEENTH LOK SABHA**

**MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT**

**DEMANDS FOR GRANTS  
(2001-2002)**

**TWELFTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 2001/Chaitra, 1923 (Saka)*

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*Presented to Lok Sabha on 20 April, 2001*

*Laid in Rajya Sabha on 20 April, 2001*



**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*April, 2001/Chaitra, 1923 (Saka)*

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COMPOSITION OF THE STANDING COMMITTEE  
ON LABOUR AND WELFARE  
(2001)

Dr. Sushil Kumar Indora — *Chairman*

MEMBERS

*Lok Sabha*

2. Shri Daud Ahmad
3. Shri Alam Amir
4. Shri Ashok Argal
5. Shri Denzil B. Atkinson
6. Shri Sudip Bandyopadhyay
7. Smt. Sandhya Bauri
8. Shri Joachin Baxla
9. Shri Ambati Brahmaniah
10. Shri Manibhai Ramjibhai Chaudhuri
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12. Shri Krishan Lal Diler
13. Shri Virendra Kumar
14. Shri C. Kuppusami
15. Shri Parsuram Majhi
16. Shri Brahma Nand Mandal
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19. Shri Rupchand Murmu
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26. Shri Khelsai Singh
27. Dr. Ram Lakhan Singh
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*Rajya Sabha*

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33. Shri Mohd. Azam Khan
34. Shri Ramachandra Khuntia
35. Shri Fali S. Nariman
36. Shri C.O. Poullose
37. Shri Mirza Abdul Rashid
38. Shri Ka. Ra. Subbian
39. Ms. Frida Topno

SECRETARIAT

1. Shri Joginder Singh — *Joint Secretary*
2. Shri J.P. Sharma — *Deputy Secretary*
3. Shri B.D. Swan — *Under Secretary*
4. Shri Jagdish Prashad — *Committee Officer*

## INTRODUCTION

I, the Chairman of the Standing Committee on Labour and Welfare (2001) having been authorised by the Committee to submit the Report on their behalf, present this Twelfth Report, on the Demands for Grants, 2001-2002 on the Ministry of Social Justice & Empowerment.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Social Justice & Empowerment for the current year *i.e.* 2001-2002 which were laid on the Table of the House on 21 March, 2001. Thereafter, the Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment on 28 March, 2001. The Committee considered and finalised the Report at their sitting held on 18 April, 2001.

3. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Annexure-II to the Report.

4. The Committee wish to express their thanks to the Officers of the Ministry of Social Justice and Empowerment for placing before them the detailed written notes on the subject and for furnishing the information the Committee desired in connection with the examination of the Demands for Grants and tendering evidence before the Committee.

NEW DELHI;  
18 April, 2001  
23 Chaitra, 1923 (Saka)

DR. SUSHIL KUMAR INDORA,  
*Chairman,*  
*Standing Committee on*  
*Labour and Welfare.*

## **CHAPTER I**

### **INTRODUCTORY**

1.1 The Committee have been informed that the Ministry of Social Justice and Empowerment is responsible for looking after the welfare of the disadvantaged and marginalized sections of society such as Scheduled Castes, Minorities, Backward Classes, Children in need for care and protection, Aged persons, persons with disability and victims of drug abuse.

1.2 The basic objective of policies, programmes, laws and institutions of the Indian Welfare system is to bring target groups into the mainstream of development by making them self-reliant. In achieving the objective, the Ministry performs the task of implementation in accordance with the provisions under Chapters III and IV of the Constitution deal with the development and welfare of the disadvantaged and marginalized groups mentioned above, and also give a concept of justice to include social and distributive aspects.

1.3 The Committee have further been informed that as per 1991 Census the total population of Scheduled Castes was 13.82 crore which constitute 16.73% (1/6 of the Country's Population). The Planning Commission had conducted a survey in 16 major cities during the year 1993-94 and estimated that 48.11% in rural areas and 49.48% in urban areas of Scheduled Castes Population were living below the poverty line. As per 1991 census population of minority groups constitutes 17.17% of the total population of the country.

1.4 The Ministry of Social Justice and Empowerment has implemented several schemes and programmes for the welfare of aforesaid target groups. While the schemes and programmes for Scheduled Castes have been in operation since Fourth Five Year Plan and in fact, in several cases also prior to that the schemes for the welfare of Minorities and OBCs are of recent origin. Programmes for the welfare of persons with disabilities and for social defence are also comparatively new and are yet to stabilise and expand effectively to reach the target groups.



1.5 In order to achieve the objective stated above, the Ministry of Social Justice and Empowerment is divided into the following bureaux:-

- (a) Scheduled Caste Development;
- (b) Handicapped Welfare;
- (c) Social Defence;
- (d) Backward Classes and Minorities (Including Matters relating to Wakf);
- (e) Animal Welfare and;
- (f) Non-Governmental Organisations.

1.6 The Ministry gets specialised and technical inputs from 5 National Institutes and 2 Apex Level Institute that work under the control of the Ministry of Social Justice and Empowerment. The National Institutes are:

- (i) National Institute of Social Defence, New Delhi.
- (ii) National Institute for Visually Handicapped, Dehradun.
- (iii) National Institute for Mentally Handicapped Secunderabad.
- (iv) National Institute for Hearing Handicapped, Bombay.
- (v) National Institute for Orthopaedically Handicapped Calcutta.

National Institute for Rehabilitation Training and Research, Cuttack and Institute for Physically Handicapped, New Delhi are the apex-level institution.

1.7 The activities of the following National Commissions also come under the purview of the Ministry:

- (i) National Commission for Scheduled Castes and Scheduled Tribes.
- (ii) National Commission for Minorities.
- (iii) National Commission for Backward Classes.
- (iv) National Commission for Safai Karmacharis.
- (v) Commissioner for the Disabilities.

The Office of the Special Officer for Linguistic Minorities also come under the purview of the Ministry of Social Justice & Empowerment.

1.8 With a view to giving an impetus to the special needs of the weaker and vulnerable sections of society, the following five Development Finance Corporations have been set up by the Ministry under Section 25 of the Companies Act, 1956:

- (i) National Scheduled Castes and Scheduled Tribes Finance & Development Corporation,
- (ii) National Backward Classes Finance and Development Corporation,
- (iii) National Minorities Development and Finance Corporation,
- (iv) National Safai Karmacharis Finance & Development Corporation, and
- (v) National Handicapped Finance & Development Corporation.

1.9 In addition to the above organisations under the administrative control of the Ministry, Plan and Non-Plan schemes of the Ministry are implemented with the help of the State Governments and Union Territory Administrations. The Ministry also implements a number of Central Sector Schemes with the help of Non-Governmental Organisations and the Institutions of Local Self Government. A separate NGO Division has been created in the Ministry for better monitoring and implementation of schemes by NGOs.

1.10 Asked about the advance planning for the subsequent Five Year Plan, the Committee have been informed that the Tenth Five Year Plan will begin from 1st April, 2002. The Planning Commission informed the Ministry about constitution of Steering Committee and Working Groups. The Planning Commission has constituted the following Steering Committees and Working Groups:

#### **Steering Committee**

- Steering Committee on Empowering SCs, OBCs and Minorities.
- Steering Committee on Social Welfare.

## **Working Groups**

### **A. Working Classes**

Working Group on the Empowerment of SCs.

Working Group on the Empowerment of OBCs.

Working Group on the Empowerment of Minorities.

### **B. Social Welfare**

Working Group on Empowering the Persons with Disabilities.

Working Group on Reforming of the Deviants and Caring of the Other Disadvantaged.

Based on the recommendations of Steering Committees and Working Groups, the Ministry will formulate its strategy for Tenth Five Year Plan. The Ministry is represented on the Steering Committees/Working Groups for other Sectors/Ministries also.

1.11 It is a well known fact that a large number of houses and Government buildings have collapsed, thousands of people have lost their lives and a number of children have become orphan due to earthquake in Gujarat on 26 January, 2001. People all over the country and abroad have focussed their attention towards the earthquake victims and provided relief in cash and kind. During evidence, the Committee enquired that being a nodal Ministry for the welfare of disadvantaged and marginalized sections of the society, what special arrangements have been made by the Ministry for the rehabilitation of victims of natural calamities. The Secretary explained that the Ministry has provided assistance to all the affected areas through State Governments and NGOs. While giving details of funds provided, she explained that Rs.10 lakhs have been spent to establish Centres in 20 villages. Rs. 42.85 lakhs have been released to Indian Council of Child Welfare, Rs.10.58 lakhs to Child Line India Foundation for creches centres in 10 villages of Kutchh and Rajkot District, Rs. 15.81 lakhs for Child Line, Rs. 91.20 lakhs to Helpage for the rehabilitation of 2000 families, Rs. 15.83 lakhs paid to Helpage for 10 mobile units and Rs. 5 lakhs to Adim Jati Sangh for yearly maintenance cost of 2 old age homes. They have also sanctioned Rs. 3.5 crore for repair and reconstruction of the residential schools and hostel buildings. In reply to another question, the Secretary stated that monitoring over the above fund is being done by the State Government. She further added that a survey in SC/ST and Minorities affected areas has been conducted and they will provide loan at subsidised rate of interest wherever necessary.

1.12 The Demands for Grants asked by the Ministry are given under Demand No. 85. The Committee have scrutinized these demands to the extent possible and the conclusion drawn by the Committee have been highlighted in the succeeding Chapters.

1.13 The Committee have been informed that the Tenth Five Year Plan will begin from 1st April, 2002 and the exercise for formulation of plan documents for the next Five Year Plan will be done by the Steering Committees and Working Groups constituted by the Planning Commission. The Committee is well aware of the fact that the Ministry's majority of schemes are not running smoothly due to various problems such as not receiving utilisation certificates from States/NGOs, not getting matching share from the State Governments and not receiving adequate proposals from the States. The Committee are of the opinion that unless the aforesaid problems are properly addressed to and the deficiencies are removed, no useful purpose shall be served in making huge allocation of funds to the schemes.

1.14 The Committee have been informed that the Ministry of Social Justice and Empowerment has taken active participation in the relief work to earthquake victims in Gujarat through their NGOs engaged in the field of Child Welfare, old age homes, residential schools and hostels. The Ministry has released nearly Rs. 5.5 crore for this purpose out of their own Budget. The Committee appreciate the efforts of the Ministry for joining the relief work for the victims of earthquake in the State of Gujarat. Although the Ministry is having a scheme under Animal Welfare Division for relief to animals during natural calamities, yet there is no such scheme for providing relief to disabled, orphaned children and old aged persons affected by natural calamities such as floods, earthquake and cyclone etc. The Committee, therefore, recommend that the Ministry should establish a common Corpus Fund to meet the contingency of relief work to the disabled, orphaned children and aged persons affected by natural calamities.

## CHAPTER II

### GENERAL PERFORMANCE OF THE MINISTRY

2.1 The Ministry has furnished the following statement showing the division-wise Budget Estimates, Revised Estimates and Expenditure incurred during the year 2000-2001 along with the BE for the year 2001-2002:—

(Rs. in crore)

Sl. No.	Division		2000-2001				2001-2002
			BE	RE	Exp. (upto 28.2.2001)	%of Exp.	BE
1	2	3	4	5	6	7	8
1.	Scheduled Castes Division	Plan	761.70	723.65	609.68		824.84
		Non-Plan	8.65	7.85	6.64	84.25%	
		Total	770.35	731.50	616.32		
2.	Minorities and Backward Classes Division	Plan	112.87	44.78	27.73		100.43
		Non-Plan	6.39	5.89	5.26	65.11%	
		Total	119.26	50.67	32.99		131.12
3.	Disability Division	Plan	146.40	139.58	112.77		
		Non-Plan	30.99	28.81	28.82	84.08%	
		Total	177.39	168.39	141.59		
4.	Social Defence and Child Welfare Division	Plan	24.07	22.22	12.33	55.93%	20.70
		Non-Plan	0.49	0.47	0.36		
		Total	24.56	22.69	12.69		

1	2	3	4	5	6	7	8
5.	Animal Welfare Division	Plan	14.75	15.20	12.76	84.44%	15.56
		Non-Plan	0.48	0.48	0.48		
		<b>Total</b>	<b>15.23</b>	<b>15.68</b>	<b>13.24</b>		
6.	Secretariat	Plan	0.51	1.02	0.40		1.35
		Non-Plan	7.92	8.35	7.05	79.51%	
		<b>Total</b>	<b>8.43</b>	<b>9.37</b>	<b>7.45</b>		
7.	NGO Division	Plan	154.7	159.70	133.85	83.59%	190.56
		Non-Plan	2.46	1.01	0.48		
		<b>Total</b>	<b>157.16</b>	<b>160.71</b>	<b>134.33</b>		
8.	NE Fund	Plan	135.00	66.55	0.00	0.00%	65.44
		Non-Plan	0.00	0.00	0.00		
		<b>Total</b>	<b>135.00</b>	<b>66.55</b>	<b>0.00</b>		
Sub Total	Plan	1350.00	1172.70	909.52		1350.00	
	Non-Plan	57.38	52.56	49.09			
<b>Grand Total</b>			<b>1407.38</b>	<b>1225.56</b>	<b>958.61</b>	<b>78.22%</b>	

2.2 The Ministry has initially projected its requirement of funds for Rs. 33,000 crore on the basis of recommendations of the expert groups. It was allocated Rs. 10,501 crore by the Planning Commission. They again reduced it to the level of Rs. 7100 crore (at 1996-97 prices). However, with the approval of National Development Council, it was further reduced to Rs. 6608 crore. The Ministry had contended that the limitation in availability of funds have a direct impact on the implementations and reach of the schemes and programmes of the Ministry. Subsequently in their action taken note the Ministry informed the Committee that the reduced amount of Rs. 6608/- crore on the ongoing schemes will not be any hindrance in implementing their schemes and programmes.

2.3 The year-wise BE, RE and Expenditure of the Ministry for the Ninth Five Year Plan (1997-2002) are as under:—

(Rs. in crore)

Year	BE	RE	Exp.	% of Exp.
1997-98	1794.00	1208.57	1204.28	99.65%
1998-99	1994.00	1602.18	1512.33	94.38%
1999-2000	1270.00	1220.07	1216.53	99.70%
2000-2001	1407.38	1225.56	930.45	75.92%
			(upto 28.2.2001)	
2001-2002	1350.00			

2.4 Asked whether the above facts reveals that the projection of the Ministry for the Ninth Five Year Plan was not correct, the Ministry in a note furnished to the Committee has stated that the Ministry has projected a requirement of Rs. 33,000 crore for the welfare of SCs/STs during Ninth Five Year Plan based on the recommendation made by the Working Groups. This was done keeping in view the large size of the target population and the extent of interventions required to socially, economically and educationally empower persons belonging to these categories. Since the Planning Commission allocated only Rs. 6608 crore to this Ministry for the Ninth Five Year Plan, the quantum of the interventions and the coverage of beneficiaries had to be scaled down. When the Committee was informed last year that the reduced amount on the ongoing schemes will not be a hindrance in implementing the schemes and programmes of the Ministry this was in view of the planned scale of intervention and not at the level proposed by the Working Group.

2.5 In this connection, the Ministry informed the Committee that out of Rs. 6194.00 crore allocated for the Ninth Five Year Plan by the Planning Commission (excluding Rs. 414.13 crore for Ministry of Tribal Affairs) the Ministry of Social Justice and Empowerment has spent Rs. 3681.41 crore in the last four years of the plan period (upto 28.2.2001)

as per the details given below:

Division	1997-98			1998-99			1999-2000			2000-2001		
	BE	RE	Exp.	BE	RE	Exp.	BE	RE	Exp.	BE	RE	Exp.
SCD	771.00	611.77	597.63	759.68	694.38	652.38	745.75	741.46	746.18	770.35	731.50	616.32
DD	106.44	56.66	56.30	141.54	113.75	106.87	179.50	146.29	134.29	177.39	168.39	141.59
SD*	44.00	31.39	30.35	59.00	48.08	45.89	65.00	58.78	58.18	24.56	22.69	12.69
M&BC	140.86	41.20	41.04	190.96	148.90	138.02	156.30	145.81	138.86	119.26	50.67	32.99
AW	0.00	0.00	0.00	0.00	0.00	9.23	10.00	15.00	15.07	15.23	15.68	13.24
SECTT.	0.70	0.60	0.36	0.50	0.50	0.76	0.70	1.98	0.51	8.43	9.37	7.45
<b>TOTAL</b>	<b>1063.00</b>	<b>741.62</b>	<b>725.65</b>	<b>1151.68</b>	<b>1005.61</b>	<b>953.15</b>	<b>1157.25</b>	<b>1109.32</b>	<b>1093.09</b>	<b>1407.38</b>	<b>1225.56</b>	<b>909.52</b>



2.6 The Ministry has proposed an allocation of Rs. 1691.55 crore for 2001-2002. The Planning Commission have allocated only Rs. 1350 crore whereas an amount of Rs. 2512.59 crore is the unspent balance approved by the Planning Commission for the Ninth Five Year Plan. Asked about the reasons for not accepting the proposed allocation of Rs. 1691.55 crore by the Planning Commission, the Ministry in their post-evidence reply stated that the Planning Commission did not give any reasons for not accepting the Annual Plan proposal for 2001-2002.

2.7 It has been noted by the Committee that the implementation of the schemes has not been satisfactory and money meant for the socio-economic development of SCs has not been utilized fully. The benefits of the schemes do not reach to SC persons living in backward areas for want of adequate publicity. During evidence the Committee enquired about efforts made by the Govt. for creating awareness amongst people of different States. The Secretary informed that they advertise their schemes and programmes through print and electronic media. They have also brought out a compendium which provide complete information about programmes and schemes. Asked whether their schemes are broadcast on National and Local TV channels, the Secretary replied that it costs more for which they have no budget. On being suggested that Ministry should keep certain percentage towards the awareness campaign, she stated that it would require change in the entire system.

2.8 The Committee note that the Ministry had initially projected the requirement of Rs. 33,000 crore for the Ninth Five Year Plan which was reduced by the Planning Commission to Rs. 6608 crore. The arguments put forth by the Ministry for showing higher projection that higher quantum of interventions and the more coverage of beneficiaries which were subsequently scaled down, are not acceptable to the Committee. As per the information furnished to the Committee, the Ministry will be able to utilize during the current five year plan a sum of Rs. 5294.59 crore as against the allocated amount of Rs. 6194 crore (excluding Rs. 414.13 crore transferred to Ministry of Tribal Affairs), thereby leaving a gap of Rs. 899.41 crore which clearly indicates lack of proper planning and commitment on the part of the Ministry to the causes of weaker and socially and economically deprived sections of the society. The Committee take a very serious view and desire that the Ministry should make realistic projection of their funds in the Tenth Five Year Plan.

**2.9 The Committee note that although the Ministry has brought out a compendium and have been publishing their schemes through print and electronic media, the majority of SCs are still not aware about the schemes. The arguments put forth by the Ministry that they do not have enough funds to telecast their schemes and programmes on TV, is not acceptable to the Committee. In the opinion of the Committee the Ministry should prepare Audio/Video Cassettes in regional languages also highlighting the benefits and details of the schemes and programmes implemented by the Ministry for the welfare of the socially and economically disadvantaged sections of the society and broadcast/telecast on National/Regional Relay Stations so as to create optimum awareness among the masses. The Committee recommend that the Ministry might approach Planning Commission for allocation of sufficient funds for the purpose.**

## CHAPTER III

### SCHEDULED CASTES DIVISION

**Major Head: 2225**

**Sub-Head: 793,341**

**Detailed Head: 020031, 000031**

#### Scheme No. 12

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

3.1 The Committee have been informed that Special Central Assistance (SCA) is provided as an additive to States' Special Component Plan (SCP) for Scheduled Caste and is intended for supplementing efforts of State Governments/U.T Admns. for expediting economic development of Scheduled Castes. It is to give an added thrust to family oriented schemes of economic development of SCs by providing resources for filling the critical gaps and providing vital missing inputs so that schemes could be more meaningful. States/UTs have been given full flexibility in utilizing SCA with the condition that it should be used in conjunction with SCP on income generating economic development schemes/programmes for the target group. State Governments/U.T Admns. have been requested to formulate and implement suitable projects for the economic development of target group as per the occupational patterns and field conditions. Guidelines on scheme of SCA to SCP were last modified on 6.10.98.

3.2 The Planning Commission has approved an outlay of Rs. 2092.95 crore for the entire Ninth Five Year Plan. The details of SCA allocation and expenditure are as under:—

(Rs. In crore)

Year	Original Outlay	Actual Provision	Actual Release to States/UTs.
1	2	3	4
1997-98	308.41	308.27	308.27
1998-99	361.00	361.00	361.00

1	2	3	4
1999-2000	437.00	437.00	437.00
2000-2001	472.00	446.50	446.50
2001-2002	514.54	407.07	—
<b>TOTAL</b>	<b>2092.25</b>	<b>1960.47</b>	<b>1552.77</b>

3.3 From the above statement it has been observed that Planning Commission has allocated Rs. 2092.95 crore and the Ministry is likely to utilize Rs. 1960.47 crore during the plan period thereby leaving Rs. 132.48 crore unspent. When asked to explain the reasons for less utilization, the Ministry in a written note furnished to the Committee has stated that these shortfalls were on account of the plan provision for the Ministry getting reduced by the Planning Commission over which the Ministry had no control.

3.4 The C&AG had pointed out *vide* para No.5 of Report No. 3 of 1997 for the period ended on 31.3.96 regarding SCA to SCP some irregularities in the scheme during the year 1995-96 and the action taken note has been sent to DG (Audit) for vetting. Asked to explain the reasons for delay in settling the Audit Para, the Ministry in a note furnished to the Committee has informed that the Audit had indicated certain shortcomings regarding improper utilisation of fund. Asked about the reasons for misappropriation of funds by the States and the action taken by the Government in this regard, the Secretary stated during evidence that they have written to all the States to take necessary action and furnish information. On receipt the information will be sent to C&AG.

Adding further the reasons for shortfall, the representative of the Ministry stated:—

“Every year we make an assessment to see that whatever money we have given till previous year is utilised or not. Whoever has utilised the entire money will get more amount and if utilised partially, then the balance amount is adjusted. If a particular State has not utilised it fully, then it is not given the entire amount.”

## CHAPTER III

### SCHEDULED CASTES DIVISION

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#### **Scheme No. 12**

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<b>TOTAL</b>	<b>2092.25</b>	<b>1960.47</b>	<b>1552.77</b>

3.3 From the above statement it has been observed that Planning Commission has allocated Rs. 2092.95 crore and the Ministry is likely to utilize Rs. 1960.47 crore during the plan period thereby leaving Rs. 132.48 crore unspent. When asked to explain the reasons for less utilization, the Ministry in a written note furnished to the Committee has stated that these shortfalls were on account of the plan provision for the Ministry getting reduced by the Planning Commission over which the Ministry had no control.

3.4 The C&AG had pointed out *vide* para No.5 of Report No. 3 of 1997 for the period ended on 31.3.96 regarding SCA to SCP some irregularities in the scheme during the year 1995-96 and the action taken note has been sent to DG (Audit) for vetting. Asked to explain the reasons for delay in settling the Audit Para, the Ministry in a note furnished to the Committee has informed that the Audit had indicated certain shortcomings regarding improper utilisation of fund. Asked about the reasons for misappropriation of funds by the States and the action taken by the Government in this regard, the Secretary stated during evidence that they have written to all the States to take necessary action and furnish information. On receipt the information will be sent to C&AG.

Adding further the reasons for shortfall, the representative of the Ministry stated:—

“Every year we make an assessment to see that whatever money we have given till previous year is utilised or not. Whoever has utilised the entire money will get more amount and if utilised partially, then the balance amount is adjusted. If a particular State has not utilised it fully, then it is not given the entire amount.”

3.5 The Committee have been informed that Tata Institute of Social Sciences, Mumbai has evaluated the scheme in Karnataka, Gujarat, Goa and Maharashtra and submitted the draft report. The study revealed the following salient points:—

- (i) New innovatives and more remunerative schemes should be identified, implemented which could help SC families to not only cross poverty line but also help them sustain their activities and improve their quality of life;
- (ii) need for counselling and guidance;
- (iii) Quantum of assistance should be enhanced;
- (iv) Deptt. of Social Welfare should be made responsible to coordinate with bankers and ensure that assistance is released within a month;
- (v) Need to improve infrastructure for providing basic needs such as provision of drinking water, sanitation, health measures, village link road, electrification of SC bastis and household, common market place, availability of raw material etc.;
- (vi) All States should maintain data bank on SCs; State Governments should set up Entrepreneurship Development Institutions for SCs to develop their skills such as managerial, marketing account keeping etc. to run their enterprises successfully.

3.6 Asked whether the Ministry is satisfied with the performance of Central Ministries/Departments insofar as the implementation and formulation of the Special Component Plan is concerned, the Committee was informed that only the following 13 Central Ministries are formulating and implementing Special Component Plan:—

1. Ministry of Labour
2. Ministry of HRD (Deptt. of Education)
3. Ministry of Science and Technology (Deptt. of Bio-Technology)
4. Ministry of Industry (Deptt. of Small Scale Industry)
5. Ministry of Textile

6. Ministry of Petroleum and Natural Gas
7. Ministry of Women and Child Development
8. Ministry of Health and Family Welfare
9. Ministry of Commerce
10. Ministry of Fertilizer
11. Ministry of Rural Development and Employment
12. Ministry of Non-Conventional and Energy Sources
13. Ministry of Agriculture and Co-operative

3.7 During evidence, the Committee wanted to know the names of the Central Ministries/Departments whose activities have or can have a direct bearing on the development of Scheduled Castes but could not identify the schemes which directly benefit the SCs, the Secretary replied:—

“We have taken up the question of formulating the SCP with regard to other Ministries. In addition to this, it is the National Commission of SCs and STs, which is reviewing the programme, with each of the Ministry and Department, on a regular basis. We participate in it. There is a Tripartite Committee which has been set up, in which the Planning Commission, the National Commission and the Ministry are a part. They review the programme, the National Commission has reviewed”.

3.8 In their post evidence replies the Ministry has furnished the following statement showing the list of Central Ministries which were reviewed by the Standing Tripartite Committee as well as by National Commission for SC/ST during 2000-2001:—

**Reviewed by Standing Tripartite Committee:**

1. Ministry of Agriculture and Commerce
2. Ministry of Non-Conventional Energy Sources
3. Deptt. of Public Enterprises
4. Ministry of Water Resources
5. Deptt. of Animal Husbandry & Dairying



6. Deptt. of Sugar & Edible Oils
7. Deptt. of Drinking Water Supply
8. Ministry of Statistics and Programme Implementation
9. Deptt. of Food Processing Industries
10. Ministry of Urban Employment & Poverty Alleviation
11. Deptt. of Power
12. Ministry of Small Scale and Agro Based Rural Industries
13. Deptt. of Indian System of Medicines & Homoeopathy
14. Ministry of Environment & Forests
15. Ministry of Rural Development

**Reviewed by National Commission of SCs/STs:**

1. Deptt. of Women & Child Development
2. Ministry of Health & Family Welfare
3. Ministry of Rural Development
4. Ministry of Railways
5. DOPT
6. Deptt. of Education

**3.9 The Committee note with distress that C&AG had pointed out certain irregularities in the scheme, namely, 'Special Central Assistance to Special Component Plan for Scheduled Castes' during 1995-96 regarding misappropriation/diversion of SCA funds by States. Although the Ministry have taken up the matter with the State Governments and also modified their scheme in 1998 to make the schemes more effective, but the Ministry has not been able to evolve a foolproof mechanism to check diversion of funds by States. The Committee, therefore, recommend that the Government should impress upon the State Governments to maintain a separate account of SCA funds released and keep a constant watch on the utilisation of funds through periodical progress reports from implementing agencies.**

**3.10 The Committee note that so far only 13 Central Ministries/ Deptts. have formulated and implemented the Special Component Plan for SCs in their Annual Budgets whereas 20 more Departments whose activities have a bearing on the development of Scheduled Castes have been reviewed by Standing Tripartite Committee set up by the Planning Commission and National Commission for SCs/STs. The Committee observe that although the Ministry have made their efforts in this direction but a very little progress has been made during the last two years as only one Ministry/Department has been added to its tally of 12 Ministries/Departments recommended by the Committee in its Report during 1999-2000. The Committee, therefore, recommend that all the remaining Departments/Ministries which have direct bearing on the developmental activities of SCs should formulate their Special Component Plan in their Annual Budgets without further delay. Progress achieved in this regard may be communicated to the Committee.**

**Major Head: 2225**

**Sub-Head: 277341**

**Detailed Head: 09:00.31, 07.0031 03.00.31, 03.05.31**

### **Scheme No. 1**

#### **B. Post Matric Scholarship for SC Students**

**3.11 The Committee have been informed that the objective of the scheme is to provide financial assistance to students belonging to Scheduled Castes and Scheduled Tribes pursuing Post-matriculation recognized courses in recognized institutions. The scheme covers professional, technical as well as non-professional and non-technical courses at various levels and the scheme also includes correspondence courses including distance and continuing education. The scheme is implemented by the State Governments and UT Administrations which receive 100% central assistance over and above the committed liability which is required to be borne by them from their own budgetary provisions. The committed liability is equal to the expenditure reached in the last year of the plan period. The requirement of committed liability of North Eastern States has been dispensed with from 1997-98.**

3.12 The Planning Commission has approved Rs. 614.16 crore for the Ninth Five Year Plan. The year-wise break-up of funds allocated by Planning Commission along with B.E., R.E and actual expenditure are as under:—

(Rs. in crore)

Year	Allocation approved by Planning Commission	B.E.	R.E.	Actual expenditure
1997-98	54.16	65.00	54.17	54.16
1998-99	100.00	48.68	58.68	58.16
1999-2000	135.00	72.00	72.00	84.08
2000-2001	150.00	130.00	130.00	114.35 (upto 28.2.2001)
2001-2002	175.00	154.63	—	—
<b>Total</b>	<b>614.16</b>	<b>470.31</b>	<b>—</b>	<b>310.75</b>

3.13 The Post Matric Scholarship Scheme which was introduced in 1944 has grown to become the largest educational scholarship scheme operated by the Government of India today it has a coverage of an estimated 15.2 lakh SC students (2000-01). The prescribed annual income ceiling under the scheme are upto Rs. 60,965/- as applicable *w.e.f.* 1.4.2000 and these have been linked with consumer price index for industrial workers upto 1.10.2000. The maintenance allowance rates were last revised in 1995.

3.13a. An elaborate amendment of the scheme was finalised in the Ministry keeping in view the wide-spread demands from various quarters, in the implementation of the scheme. A draft EFC Memorandum has been referred to the Planning Commission for its approval and for confirmation of provision of required funds that would be required to implement the modified scheme. The proposed modifications include:—

- (i) Revision of the maintenance allowance linking it to the consumer price index of industrial workers for automatic revision of amounts periodically.

- (ii) Change in the funding pattern of the scheme, thereby abolishing the concept of committed liability of States and sharing of the total expenditure on 50:50 basis between Centre and the States.
- (iii) Revision of the Income Ceiling.

3.14 Explaining the criteria for granting the scholarships, the Secretary stated during evidence:—

“The funding rates were revised in 1995. But the criteria for assessing as to who would be the person for getting it, the income ceiling was raised and it was equated with the Consumer Price Index. But we are now proposing a lot of changes in the scheme and we have proposed also changes in the rates. For example, we have said that the rates should be revised to meet the actual requirement of the student and not *ad-hoc* figures which do not really help the student. We have also said that the income ceiling should be more realistic. Today, we have a ceiling of Rs. 50,000 or so for people who are not able to find the studies of their children. If those who are getting an income of above Rs. 50,000 are not able to send their children for higher studies, then we should make a realistic assessment on the income ceiling and also simplify the procedure for implementation and there should be automatic revision of the fee with reference to the Consumer Price Index. We have also proposed that there should be sharing between the State Government and the Central Government. There should be a sharing of the committed liability. Under the scheme 100 per cent of the committed liability is with the State Government and 100 per cent of the additionality is with us. The State Governments are not able to bear the expenditure. So, we are proposing that even of the committed liability 50 per cent should be shared by the Government of India.”

3.15 It has been noted that during 1999-2000 the Budget Estimate and Revised Estimate was kept Rs. 72.00 crore whereas the actual expenditure was Rs. 84.08 crore. Asked to explain the sources from where the Ministry has arranged the excess fund, the Ministry in their written replies stated that the additional requirements were met through re-appropriation from other schemes where the savings could be located.

3.16 The Committee have been informed that the periodicity of the disbursement of Post-matric Scholarship depends on the State Governments and UT Administrations which implement the scheme. Asked whether the Ministry has given a thought to disburse the amount of scholarship in two instalments (i) at the beginning of the academic year; and (ii) in the middle of year, the Secretary, Ministry of Social Justice and Empowerment replied during evidence:

“It should be distributed in two instalments because a number of students also drop out. If some body do not want to pursue the course, then we do not want to disburse the full money to him at the beginning of the year itself.”

3.17 When asked whether the Ministry receive any feedback from the States regarding achievements of excellent result by the students so that they could be financed for higher stages of education, the Secretary replied:

“We have formulated the merit-cum-income based scheme with the basic objective to help the poor meritorious students to go to institutions for quality education and to fund them substantially to enable them to pursue the studies. We have sent it to Planning Commission and others. It has not got approved.”

3.18 The Committee note that the scheme of Post Matric Scholarship introduced in 1944 has grown up to become the largest scholarship scheme operated by the Government and the coverage is estimated to 15.2 lakhs students upto 2000-01. The Committee have been informed that the scheme is implemented by the State Governments who receive 100% Central Assistance over and above their committed liability. The Committee feel that many of the State Governments are not able to meet their committed liability. The Committee, therefore, recommend that in order to cover more and more students under the scheme, the Central Government may share 50% of the committed liability of the State Governments also and hence approach the Planning Commission for increasing its allocation for the scheme in the Tenth Five Year Plan.

**3.19 The Committee note that the financial assistance to students who pursue their Post Matric courses is given at the rates which were fixed way back in 1995. Although the Government revised the income ceiling of the parents to be linked with consumer price index in 1998, but the Committee feel that the income ceiling of the parents is not realistic and they are not able to pursue the studies of their children. The Committee, therefore, recommend that the Government should simplify the procedure in such a way that there should be automatic revision of rates periodically. Also the amount of scholarship should be suitably revised and timely disbursed in two instalments, first in the beginning and the second in the middle of the year. The Committee further desire that the Ministry should approach the Planning Commission for increased allocation for the modified scheme.**

**Major Head: 22**

**Sub-Head: 277**

**Detailed Head: 02 00 31, 14 00 31**

#### **Scheme Nos. 4 & 5**

#### **C. Scheme for Hostel facilities for SC Students**

**3.20 The Committee have been informed that the object of the scheme is to provide hostel facilities to SC Boys & Girls studying in middle schools, higher secondary schools, colleges and Universities. The Scheme provides for release of Central Assistance to State Governments on 50:50 basis for construction of Hostels for Boys & Girls belonging to Scheduled Castes. The Union Territory Administrations receive 100% Central Assistance. The maintenance of hostels, boarding & lodging of students, however, rest with the respective States/UTs. The Non-Governmental Organisations also get assistance on the basis of 45:45:10 through their States/UTs, for extension of their existing hostels. The Centrally Controlled Universities can receive financial assistance upto 90% under the Scheme and remaining 10% is required to be contributed by them. Likewise, other universities can also receive Central Assistance upto 45% and the remaining amount has to be provided by their respective States (45%) and themselves (10%).**

3.21 It has been further stated that on the basis of the suggestions received from various State Governments Admn./Universities, proposal for modifications and integration of scheme as "Sangati Hostel" i.e. a combined scheme for construction of hostels for SCs, OBCs and Minorities students has been formulated and circulated for EFC meeting. The following modifications in the scheme have been proposed:

- (i) The scheme is to create hostel facilities belonging to Scheduled Castes, Minorities and OBCs.
- (ii) The Central Assistance under the Scheme will be provided to State Government, Universities, Local Self Government bodies and Non-Governmental Organizations of repute.
- (iii) 90% of the cost subject to a maximum of Rs. 30 lakhs shall be provided for construction of 50 seater hostel having a built up area of about 10000 sq.ft. The financial assistance for North Eastern States, Himachal Pradesh and Jammu & Kashmir and hilly districts would be Rs. 36 lakhs for meeting the additional cost of construction. Remaining 10% of the cost shall be borne by the States/Institutions.
- (iv) The outlay for 2001-2002 has been proposed at Rs. 40 crore for construction of Hostel for Boys and Girls. Emphasis will be laid on construction of Hostels for Girls.

3.22 The Planning Commission had approved Rs.97.05 crore for the Ninth Five Year Plan. The year-wise break-up of funds approved along with B.E., R.E. and actual expenditure are given below:—

Year	Funds allocated by Planning Commission	B.E.	R.E.	Actual Expenditure	(Rs. in crore)	
					No. of Hostels Sanctioned	
					Boys	Girls
1997-98	15.05	15.05	15.05	15.05	27	78
1998-99	19.00	19.00	19.00	19.09	86	46
1999-2000	20.00	20.00	20.50	20.12	137	89
2000-2001	21.00	19.80	21.30	18.32*	—	—
2001-2002	22.00	39.00				

\* Upto 28.2.2001

3.23 It has been noted that Rs. 39 crore has been allocated for construction of hostels for SC boys/girls during 2001-2002. Asked to indicate the number of hostels sanctioned which are likely to be constructed during 2001-2002, the Ministry informed the Committee that the number of hostels to be sanctioned will depend on the proposals sent by the State Government/Union Territory Administration/Universities/NGOs, and factors such as the size of the hostel (seat strength), location, cost of material etc.

3.24 As per guidelines while submitting proposals for release of Central Assistance for construction of Hostels the State Government will give a time frame of likely period of their completion and it shall be ensured that they are completed within that time frame but not later than 5 years from the date of release of Central Assistance. During evidence, the Committee inquired the number of hostels which could not be completed within the prescribed limit, the Secretary stated that the said information is not available with the Ministry. The Ministry has already taken up the matter of incomplete hostels with the States/UTs but could not get the complete list from all the States.

3.25 In reply to another question, the Committee was informed that during discussion in review meetings and on tour to States, State Government officials have expressed difficulties in meeting 50% of the share on account of difficult financial position of the State. Asked whether the Ministry is contemplating to dispense with the 50% matching share of the States/UTs as has been proposed in the case of Post Matric Scholarship Scheme, the Secretary stated:—

“We have proposed it. Let us see. We have proposed a change in the ratio of assistance.”

3.26 The Committee note with utter dismay that despite their earlier recommendation in 1999-2000, the Ministry has not been able to furnish the Committee so far the State-wise list of hostels actually constructed after availing Central Assistance. Although the guidelines issued by the Ministry clearly stipulates that at the time of release of funds, the State Governments shall give a time frame of likely period of their completion which is not later than five years but the Ministry after releasing the funds has not bothered to verify whether the hostels have actually been constructed or not. In the opinion of the Committee, the Ministry is doing only the post office job by simply sanctioning and releasing funds to the States. The Committee, therefore, recommend that the Ministry should ascertain and inform the Committee the number of hostels for SC boys and girls actually constructed State-wise against the funds released during the last five years as also the hostels which could not be completed within the prescribed period of five years.



3.27 The Committee note that under the scheme for hostels for SC boys and girls, financial assistance is provided to State Governments on 50:50 matching basis (100% to UTs). The Committee have been informed that the State Governments have expressed their difficulties in meeting 50% of their matching share on account of difficult financial position of the States. The Committee feel that the Government should evolve such mechanism which may not only lessen the burden of the States but also encourage them to take initiatives in construction of more and more hostels for SC boys and girls.

Major Head: 2225

Sub Head: 277

Detailed Head: 13 00 31

#### Scheme No.14

#### D. Special Educational Development Programme for SC Girls belonging to very low Literacy Levels

3.28 The Committee have been informed that the scheme envisages establishment of residential schools for SC Girls through the concerned Zila Panchayats/Parishads. The Scheme started in 1996-97 on pilot basis, is applicable to such identified 48 districts where SC female literacy, as per 1981 Census was less than 2%. All such districts are in the States of Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh. 100% grant in aid @ Rs. 11,340/- per annum per student is provided to concerned Zila Panchayats towards meeting the cost of recurring and non-recurring expenditure of residential schools.

3.29 The Planning Commission has allocated Rs. 7.7 crore to the scheme for establishment of 256 Residential Schools for the IXth Five Year Plan. The Budget Estimate, Revised Estimate and Actual Expenditure during the first four years of the plan period are as under:—

(Rs. in crore)			
Year	BE	RE	Exp.
1997-98	0.15	0.15	0.12
1998-99	3.00	0.70	0.65
1999-2000	5.00	0.70	0.70
2000-2001	2.00	0.70	0.10
			(upto 28.2.2001)
2001-2002	0.01	—	—

3.30 When asked about the reasons for lowering down the BE for 1999-2000 and less utilization of funds during 2000-2001, the Ministry in a written note furnished to the Committee has stated that the scheme is not viable to attract considerable response from the concerned Zila Parishad/Panchayats, owing to its inherent limitations of covering class I only.

3.31 It was decided that all schemes including this scheme, meant to accelerate literacy and educational levels amongst SC girls should be brought under the Kasturba Gandhi Swatantrata Vidyalaya Scheme (K.G.S.V). Further it has also been decided that the K.G.S.V scheme, which was initially being dealt with in this Ministry, be transferred to the Ministry of Human Resource Development. To a query that as to why the Ministry has washed of their hand from this scheme on one or other pretext whereas the similar scheme is doing well under the Ministry of Tribal Affairs *i.e.* from 1st to Vth Class, the Committee was informed that the Ministry revised the proposal and put up the same which was considered by the Expenditure Finance Committee in its subsequent meeting held in May 1998. EFC considered the proposal and decided that the present scheme on Special Educational Development Programme of SC Girls belonging to very low literacy level be continued during the IXth Five Year Plan. This matter also came up for consideration in the meeting of Group of Ministers which had looked into implementation of educational schemes for weaker sections in their meeting held in November, 1998 and has endorsed merger of the scheme with Kasturba Gandhi Swatantra Vidyalaya Scheme. The Ministry had made necessary efforts for amendment of this scheme including involvement of NGO, widening the scope to cover upto Class V.

3.32 The Ministry has furnished the following statement showing the State-Wise number of Residential Schools sanctioned during the last four years.

Year	Number of schools sanctioned				Total
	Bihar	Madhya Pradesh	Rajasthan	Uttar Pradesh	
1997-98					7
1998-99	1	26	20	NIL	47
1999-2000	NIL	13	35	NIL	48
2000-01	NIL	NIL	7	NIL	7

3.33 It has been noted that not a single residential school has been sanctioned to UP State during the Ninth Five Year Plan whereas there are 14 Districts in the State who have been identified below 2% of literacy level. The Ministry informed the Committee that despite their best efforts, the Ministry has not received any viable proposal from Uttar Pradesh.

3.34 When pointed out that the scheme covers the districts that have female literacy below 2% as per 1981 census. Asked whether the 1991 census has been taken into account for making the future planning, the Ministry in a note furnished to the Committee has stated that this Ministry had also mooted a proposal to modify the scheme and also consider extending the programme to cover all districts which had literacy levels of below 10% according to 1991 census.

3.35 The Committee feel that instead of transferring and merging the scheme of Special Education Development Programme for SC girls belonging to very low literacy levels with Kasturba Gandhi Swatantrata Vidyalyaya (K.G.S.V.) scheme under the Ministry of Human Resource Development, the Ministry of Social Justice and Empowerment should have made their concerted efforts to run the scheme themselves by extending it to Vth class and covering areas where literacy level is below 10% instead of 2%. The Committee hope that the modified scheme would certainly do well as the same scheme is being run smoothly and successfully for tribals under the Ministry of Tribal Affairs.

**Major Head: 2225**

**Sub-Head: 800**

**Detailed Head: 09 00 34**

#### **Scheme No. 19**

#### **E. National Overseas Scholarship for SC, ST etc. Students for higher studies abroad**

3.36 The Committee have been informed that the scheme provides 30 awards per year for pursuing higher studies abroad in specified fields of Master level courses, Ph.D and Post-Doctoral research programmes, in the field of Engineering, Technology and Science for candidates belonging to Scheduled Castes, Scheduled Tribes, Scheduled Castes converts to other religion, Denotified, Nomadic and Semi-nomadic Tribes and Landless Agricultural labourers and traditional artisans. After the creation of the Ministry of Tribal Affairs, 21 seats, out of the 30 are being operated by the Ministry of Social Justice and Empowerment for the Scheduled Castes and the rest by the former. The selected candidates are provided the cost of tuition and other educational fees charged by the foreign university etc., maintenance and other grants along with travel expenses.

3.37 The details of fund allocated and expenditure incurred under the scheme during Ninth Five Year Plan are as under :—

(Rs. In crore)

Year	Budget Allocation	Expenditure
1997-98	4.90	2.26
1998-99	3.90	1.26
1999-2000	1.72	1.00
2000-2001	1.13	0.34
2001-2002	1.13	—

3.38 From the above statement of Budget allocation and expenditure incurred for Ninth Five Year Plan, it has been observed that the Ministry has utilized less than 50% during the first four years of the plan period on the above scheme. Asked to explain the reasons for under utilization of funds the, Ministry in their post evidence replies stated that under the scheme of National Overseas Scholarship for SC, ST etc. financial assistance is provided to the students studying abroad through the Embassy/High Commission located in countries where candidates pursue courses. Expenditure is booked by Ministry of Social Justice and Empowerment after getting the details through the Ministry of External Affairs. The bills received from the Ministry of External Affairs are paid during the respective financial years. Ministry of Social Justice and Empowerment is dependent on the bills raised by the Missions to make payments. The scheme was not in operation during 1995-1998 as the Committee on Non-Plan Expenditure only approved the continuation of the scheme from 1998-1999.

3.39 In reply to a question the Committee was informed that during the last three years 8 new candidates have been sanctioned assistance under the scheme. The State-wise details are as under:—

Name of the State/UT.	No. of Candidates
(i) Andhra Pradesh	1
(ii) Himachal Pradesh	2
(iii) Maharashtra	1
(iv) Meghalaya	1
(v) Orissa	1
(vi) Tamil Nadu	2
	8

3.40 Asked whether eligible SC candidates for the scheme were not available, the Committee was informed that for the years 1998-99 and 1999-2000, a combined selection was made. For these two years, 128 candidates had applied out of which 51 were short listed by the Screening Committee. All of them were invited for the interview out of which, 40 appeared for the same. The Selection Committee, found 26 candidates competent to pursue the courses for which the candidates had applied and therefore, selected them.

3.41 When asked the minimum qualification for selecting the students for extending benefit under the scheme the Committee was informed that under the Scheme financial assistance is extended to selected students having prescribed qualifications for pursuing higher studies abroad in specified fields for Master level courses, Ph.D and Post-Doctoral research programme in the field of engineering, technology and science. The minimum qualifications are given below:—

**(i) Minimum Qualifications**

- (a) For Post Doctoral—1st class or 60% marks or equivalent grade in relevant Masters Degree (2nd Class with 50% for STs), Ph.D and 5 Years Research/Teaching/Professional experience in the concerned field.
- (b) For Ph.D—1st class or 60% marks or equivalent grade in relevant Masters' degree, (2nd class with 50% for STs) and 2 years' Teaching/Research/Professional experience/M.Phil degree in the concerned field.
- (c) For Masters' degree—1st class or 60% marks or equivalent grade in relevant Bachelors' degree (2nd class with 50% marks for STs) and 2 years work experience in the concerned field.

3.42 The Committee was further informed that the effectiveness of the scheme was further analysed and proposals for the modification of the scheme has been drafted. The modified scheme is being placed before CNE. The modifications include:

- (i) For the operation of the scheme beyond 2000-2001 ( for full Xth plan)
- (ii) Removal of the restrictions on taking family abroad.

- (iii) Enhancement of maintenance allowance.
- (iv) Updating list of subjects for which assistance under the scheme will be admissible.
- (v) Revision of Income ceilings.
- (vi) Dispensation of experience requirements.
- (vii) Removal of Ban on settling abroad.
- (viii) Rationalising of the declaration of a candidate as defaulter.

**3.43 The Committee have been informed that the scheme mainly aims at assisting SC students in getting higher education abroad in areas for which facilities are not available in the country. The Committee are not happy with the state of affairs that the scheme was not in operation for the years 1995-96 to 1997-98 for which the Ministry has not given any valid reasons. The Committee observe that due to non-operation of the scheme for three years, the Ministry has deprived about 90 students belonging to SC/ST from the benefits of scholarship for higher studies abroad.**

**3.44 The Committee are perturbed to note that for the courses in the field of Master's Degree, Ph.D and Post-Doctoral Research Programmes under the scheme, higher studies abroad two different criteria namely, first class or 60% for SCs and second class or 50% for STs have been prescribed. The Ministry has not given any justification for lowered criteria for the STs. In the opinion of the Committee, there should be uniformity in the eligibility criteria for SCs and STs.**

## CHAPTER IV

### MINORITIES AND BACKWARD CLASSES DIVISION

#### Scheme No. 54

##### A. Development of Urban Wakf Properties

4.1 The Committee have been informed that under the Scheme the Central Wakf Council extends loan assistance to State Wakf Boards/Wakf Institutions for specific development projects approved by the Council and Central Government. These projects involve construction or reconstruction of commercially viable buildings on Wakf lands. The augmented income is utilized to enable the Wakf Boards/Wakfs to strengthen their financial position and to widen the scope of their welfare and charitable activities. The whole process is intended to contribute to the overall progress and development of the society. The loan amount is repaid to the Council by the loanee institutions in easy instalments and such payments form a Revolving Fund, which is again utilized by the Council for the same development purposes for minor schemes on similar terms of repayments. Thus, this scheme is broadly aimed at the protection of the Wakf created for the welfare of the Muslim community, with added resources for their functioning in the manner required.

4.2 The Fund allocated by the Ministry of Social Justice and Empowerment for the development of Urban Wakf Properties during the last three years are as under:-

(Rs. in crore)

Year	B.E.	R.E.	Exp.	Project Sanctioned
1998-99	1.49	1.49	1.49	12
1999-2000	1.47	1.69	1.69	10
2000-2001	2.00	1.80	1.10 *	—
2001-2002	1.60	—	—	—

\*(upto 28.2.2001)

4.3 It has been stated that there are lakhs of Wakf properties valued at hundreds of crore of rupees and if they are properly administered, it can become a strong instrument for the education and economic development of Muslim community. Asked to explain the difficulties being faced in the proper administration of the Wakf properties, the Committee was informed that Administration of Wakf properties vests with the concerned State Governments/Union Territory Administration. It has been noticed that one of the hurdles in the commercial utilisation of Wakf properties is that such properties comes under the purview of the State Rent Control Act. If the Wakf properties were exempted from the provisions of the State Rent Control Act, it would enable the State Wakf Boards to increase the rental income from Wakf properties. The State Governments of Assam, Andhra Pradesh, Bihar, Haryana, Punjab, Rajasthan, Tamil Nadu, Kerala, Karnataka, Maharashtra, Madhya Pradesh, Pondicherry and Uttar Pradesh have already exempted Wakf properties from the purview of the Rent Control Act. The matter has been taken up with other States/UTs.

4.4 The Committee drew the attention of the Ministry to the reply contained in 11th Report (Twelfth Lok Sabha) on Demands for Grants wherein the Ministry of Social Justice and Empowerment has stated that they have requested all the State Governments/UTs Administration to instruct their Department concerned to take up the matter with the Wakf Board concerned for restoration of encroached property and to fix responsibility on the erring Mutawallis/Manager of the Wakf Board under the provision of the Wakf Act, 1995 and asked to furnish the State-wise list of Wakf properties which have been restored during the year 1999-2000 and 2000-01. The Ministry has furnished the following details of State-wise illegal sale/encroachment of Wakf properties and action taken thereon:-

Name of State/UT.	Details
1	2
Andhra Pradesh	41 cases of illegal sale/encroachment of Wakf properties in Mahboob Nagar District and 15 cases in Adilabad District reported
Bihar	Shia Wakf Properties—5 incident reported Sunni Wakf Board—42 cases reported



1	2
Haryana	175 Wakf properties reported under encroachment.
Himachal Pradesh	22 Wakf properties reported under encroachment.
Jammu & Kashmir	Wakf Act, 1995 does not extend to J & K.
Karnataka	13 cases reported.
Madhya Pradesh	403 cases of encroachment reported 411 persons found guilty and being proceeded against.
Maharashtra	72 cases of illegal transfer and 200 cases of encroachment reported. 10 Mutawallis removed 71 requisition cases referred to revenue authorities. 2 criminal cases instituted 21 civil cases filed against transfer.
Punjab	391 Wakf Properties reported under encroachment.
Rajasthan	500 complaints received, 84 cases filed before Estate Officers.
Tripura	8 incidents reported.
Uttar Pradesh	43 cases for sale and 58 cases of encroachment reported.
West Bengal	75 Wakf Properties reported under encroachment.
Delhi	Survey of Wakf Properties is under progress.

4.5 From the above statement, it has been observed that about 1500 cases of illegal sale/ encroachment of Wakf Properties have been reported all over the country. During evidence, the Committee wanted to know the difficulties being faced by the Ministry for acquiring the encroached properties. The Secretary stated:

"We have advised all the State Governments and all the State Wakf Boards also to amend their own Acts so that the Public Premises Act will apply to it so that these State Wakf Boards officials are able to get the encroachments vacated. The State Administration can help them or the District Administration can come to their rescue. But presently under the present law, as the State Wakf Boards exist, they are not in a position to go everywhere. Unless they change their law and provide for intervention by the District Administration, I do not think the District Administration is competent to do it."

4.6 The Committee note that one of the hurdles in commercial utilisation of Wakf Properties is that such properties come under the purview of State Rent Control Act. The Committee have been apprised that 13 State/UT Governments have exempted the Wakf properties from the purview of their respective State Rent Control Act as a result of which commercial utilisation of Wakf properties have increased. The Committee, therefore, recommend that Ministry should take up the matter with the remaining States/U.Ts and persuade them to exempt Wakf properties from the purview of their Rent Control Act so that income of Wakf Boards is increased considerably.

4.7 The Committee are surprised to note that there are more than 1500 Wakf properties from different States which are reported to have been either sold illegally or encroached upon by the unauthorized persons. Despite the fact that the Wakf Act 1995 was passed by the Parliament, no sincere efforts have been made by State Governments/U.Ts to restore the possession of such properties from illegal occupants. According to the Ministry, the main problem being faced by them for eviction of the said properties is non applicability of Public Premises Act on Wakf Properties. The Ministry have suggested that for eviction and restoration of Wakf properties from the illegal occupants, only remedy is that the State Wakf Boards should amend their law to provide for intervention of the District Administration in effecting the eviction. The Committee therefore, concur with the views of the Ministry and desire that the Ministry should pursue the matter with the States/U.Ts and State Wakf Boards.

Major Head: 4225

Sub-Head: 190

Detailed Head: 01 00 54

#### Scheme No. 59

#### B. National Backward Classes Finance and Development Corporation (NBCFDC)

4.8 The Committee have been informed that the Government of India has set up the National Backward Classes Finance and Development Corporation (NBCFDC) in January, 1992, with an authorized share capital of Rs.700.00 crore. The main objective of the Corporation is to promote the economic development activities for the

OBCs and assist them in setting up of viable self-employment ventures and development of entrepreneurial skills. The Corporation provides loans at concessional rate of interest to the poorer sections of OBCs living below double the poverty line through State Finance Development Corporations/State Channelising Agencies nominated by the State Governments. The Planning Commission has approved an outlay of Rs. 400 crore for the Ninth Five Year Plan. The B.E., R.E. and Actual Expenditure incurred by the Ministry during the plan period are as under:-

Year	BE	RE	Expenditure
1997-98	47.00	47.00	NIL
1998-99	91.50	91.50	91.50
1999-2000	100.00	100.00	100.00
2000-2001	68.10	0.01	NIL
2001-2002	15.16	—	—

4.9 It has been noted from the above that during 2000-2001, the Budget Estimate was kept at Rs. 68.10 crore which was reduced to Rs. 0.01 crore at Revised Estimate stage and expenditure is Nil upto 28 February, 2001. Asked to explain the reasons for non-utilisation of funds, the Committee was informed that the provision of Rs. 68.10 crore has been reduced to Rs. 0.01 crore at the Revised Estimate stage as no amount is expected to be released during the year, in view of the instructions of Ministry of Finance that no amount should be released to any State, CPSU or autonomous body which has unspent balance out of previous releases. During evidence the Committee desired to know the reasons for keeping the unspent balance by States for a long period. The Secretary replied:

“The State Government do not find a number of people or they do not send us the proposals”.

4.10 The Ministry in their post evidence replies elaborated the reasons for under utilizing of funds by States as under:-

- (i) Inadequate infrastructure at grass-root level.

- (ii) As per pattern of financing, the NBCFDC provides loans upto 85% of total project cost. The balance 10% is to be shared by the SCAs and 5% by the beneficiary. It has been observed that in most of the States, State share is not released by respective State Government to match the requirement of 10% as envisaged in pattern of financing leading to delay in utilization of disbursed funds.
- (iii) The SCAs ask for income and caste certificate from the beneficiaries to ascertain the eligibility of potential beneficiaries. It has been indicated by some SCAs that the beneficiaries have to spend lot of time in getting these certificates from the Competent Authority at the sub-division or district level leading to delay in completion of loan documents.
- (iv) Continuity of Managing Directors of SCAs is not maintained for a reasonable period and frequent transfers at the top level sometimes delay the decision making process of the SCAs, again leading to delay in utilization of loans within stipulated time by the SCAs.

4.11 The Committee was informed that the scheme of NBCFDC was evaluated by Indian Institute of Public Opinion in 1998. Asked about that major deficiencies detected by the Institute during the evaluation studies, the Committee was informed that the major deficiencies indicated by IIPO in its report are as under:

- (i) Lack of Infrastructural and logistic support at ground level.
- (ii) Lack of Publicity of NBCFDC programmes.
- (iii) Lack of Monitoring in the better implementation of schemes.
- (iv) Lack of Training of beneficiaries.
- (v) Lack of Marketing arrangements.
- (vi) Lack of Development activities for OBCs.
- (vii) Lack of EDP training for beneficiaries.
- (viii) Lack of Supervision of beneficiary units.

4.12 Asked whether the Government have an authentic date of persons living below the poverty line belonging to OBCs, the Committee was informed that no authentic data of persons belonging to OBCs is available with the Government. In this connection, the Ministry has quoted the observation of the Planning Commission in the Ninth Five Year Plan Document as under:

“Although no specific information is available, on the status of OBCs, it is apparent that a majority of them live below the poverty line, possess no assets and are engaged in low income traditional occupations like handloom weaving, pottery, fishing, black-smithy, etc.”

4.13 The Ministry has further stated that they had requested the National Sample Survey Organisation (NSSO) to conduct country-wise survey of OBCs. The NSSO had replied “it appears that the basic objective of the survey is to ascertain the number of OBCs in different States, which would require complete count of population and hence, the matter may be taken up by the Ministry with the Registrar General of India (RGI)”. The matter was also taken up with the RGI who has informed that it has been decided not to collect information on castes, sub-castes, etc., in the Census, 2001 except for SCs and STs.

4.14 During evidence the Committee observed that Mandal Commission had indicated 27% reservation for OBCs and asked the sources of collecting the information with regard to existing of OBCs in all the States, the Secretary stated:

“On the basis of Mandal Commission Report, each State had notified their Other Backward Classes. Those Other Backward Classes are available, but we do not know the actual population class-wise. The figures of population are not known. We have the number of classes or categories which are included in the backward classes, but not the number.”

4.15 The Committee are constrained to note that as against Rs. 400 crore allocated for the scheme by the Planning Commission for the Ninth Five Year Plan, the Ministry has utilized only Rs. 191.50 crore upto 28 February, 2001. As per the guidelines, State Channelising Agencies should utilize the released funds within three months of its release from NBCFDC. The reasons for funds remaining unspent for a long period have been stated mainly (i) inadequate infrastructure at grass-root level, (ii) States not providing their matching share, (iii) reluctance of the competent authority to issue income and caste certificates and (iv) frequent transfer of Managing Directors of State Channelising Agencies. The Committee desire that the Ministry should make all out efforts to remove the aforesaid shortcomings on priority so that the benefits of the scheme might percolate to the poor sections of OBCs living below the poverty line.

4.16 The Committee further note that neither the Ministry have an authentic data of persons belonging to OBCs living below the poverty line nor NSSO has accepted the request of the Ministry to conduct the survey. The Registrar General of India has also decided not to collect information on castes, sub-castes etc. in the census 2001. In the opinion of the Committee, unless the Ministry has an authentic data of OBCs living below the poverty-line, they will not be in a position to implement the scheme properly. The Committee, therefore, recommend that the Ministry should make sincere efforts for conducting the survey of OBCs living below the poverty-line by utilizing its machinery at State and District Administration level.

## CHAPTER V

### DISABILITY DIVISION

Major Head: 2235

Sub-Head: 800

Detailed Head: 10:13:31

#### Scheme No. 33

##### (A) National Rehabilitation Programme for the Disabled

5.1 The Committee have been informed that to create service delivery system of State/District/Block/Gram Panchayat level so as to provide comprehensive rehabilitation service drive at the door step of persons with disability, Community Based Rehabilitation approach will be promoted at Block and Gram Panchayat level and at District and State level, institutional based services will be provided. There is a provision of two Community Based Rehabilitation workers at each Gram Panchayat and to multi purpose rehabilitation workers at Block level. Services at District Level would be provided through various professionals like physiotherapist, occupational therapists, orthodox and prosthetic engineers etc. The focus at grass-root level would be on prevention early intervention and information dissemination. At the State referral centre, higher level services would be provided.

5.2 The Budget Estimates, Revised Estimates and Actual Expenditure on the scheme during the last three years are as under:-

(Rs. in crore)			
Year	B.E.	R.E.	Exp.
1998-99	15.00	2.21	00
1999-2000	5.00	5.00	5.00
2000-2001	43.00	43.00	50.00
2001-2002	43.61	—	—

It has been noted from the above that during 1998-99 the Budget Estimate was Rs. 15.00 crore which was reduced to Rs. 2.21 crore whereas the expenditure was Zero. Asked to explain the reasons for NIL expenditure during these years, the Committee was informed that this is a new scheme which was approved only in January, 1999 as a State Sector Scheme.

5.3 The Committee have been further informed that as per 1991 census nearly 16.15 million people in the country are suffering from visual, hearing, speech and locomotor disabilities, out of them incidence of hearing impairment is estimated at 0.4 % of the population or about 3.24 million and the estimate of persons with speech impairment is 1.97 million (for population above five years). Asked about the effective steps have been taken for the proper rehabilitation of persons with disabilities, the Committee was informed that to create service delivery system for rehabilitation of persons with disabilities including those living in remote and rural areas, several initiatives have been taken by the Government.

5.4 Asked whether all the States/UTs have framed Rules under the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 the Committee was informed that rules have been notified by the Central Govt. as well as States of Andhra Pradesh, Goa, Madhya Pradesh, Manipur, Tripura and West Bengal and U.T. of Pondicherry. In case of Punjab, rules under Section 34 to 38 only have been notified. The Ministry of Social Justice and Empowerment as well as the O/o Chief Commissioner for Persons with Disabilities are regularly pursuing with the State Governments for the same.

5.5 In reply to another question, the Committee was informed that the NPRPD Scheme was launched in 1999-2000, financial resources have been provided to different State Governments/UT Administrations for creating comprehensive rehabilitation services in 74 districts and its corresponding blocks and Gram Panchayats. The Committee pointed out that there are 576 Districts and the Ministry has covered only 74 Districts for setting up the District Rehabilitation Centres. Asked whether the Ministry intends to extend the scheme in other Districts,



the Secretary stated during evidence:—

“The objective is to spread it to all the Districts and have a Centre in each one of them. We do not have either the physical or the financial capacity to cover all the Districts in one time. So, we have tried to give in phases. We will be providing for it in the Tenth Plan.”

5.6 The Committee have been informed that in a conference held on 15.11.2000 to review the implementation of PWD Act, 1995 with specific reference to the implementation of reservation policy under S.33 of the Act, the PSUs and Ministries have been requested to launch a drive to identify the vacancies. Asked whether the drive to identify vacancies for disabled has been launched and a target has been fixed to identify the vacancies, the Committee was informed that Public Sector Undertakings were informed that ban on filling up of the posts, imposed by the Ministry of Finance has been removed and reserved vacancies are to be filled in by persons with disabilities to the extent of quota reserved for them. Various other issues relating to employment of persons with disabilities were discussed. About 1500 Government posts suitable for persons with disabilities are already identified. Ministry of Social Justice and Empowerment has constituted an expert committee for review of list of Government posts that were identified in 1986 and for identifying more posts. The Committee has submitted its report in March and it has been circulated to all Ministries/ Departments for their comments. Because of the efforts and follow-up measures taken by this Ministry, number of persons with disabilities employed in Public Sector Undertakings has increased from 6313 in the year 1997 to 8840 in the year 2000.

5.7 When enquired whether a Committee on Experts has been set up to identify jobs suitable for disabled on Private Sector, the Ministry stated that in order to identify jobs suitable for persons with disabilities in the private sector, they have constituted a Committee on 20.6.2000. The Committee includes members from FICCI and CII. This Committee is likely to submit its report by the end of April, 2001. Besides setting up of the above Committee, a workshop for enlisting support of private sector in providing employment, skill upgradation training and creation of barrier free work environment for persons with disabilities was held on March, 8, 2001 in collaboration with FICCI.

5.8 The Committee have been informed that as per 1991 census nearly 16.15 million people in the country are suffering from visual, hearing, speech and locomotor disabilities. Out of them 5.21 million persons above the age of 5 years have the speech and hearing imparities. The Committee appreciates the efforts of the Ministry that they have taken several initiatives for the rehabilitation of Persons with Disabilities. The Ministry have so far covered 74 districts out of 576 districts under the NPPRD scheme. The Committee desire that the Ministry should continue their efforts to increase their coverage in phased manner so that all the districts might be covered in the Tenth Plan period.

5.9 The Committee are happy to note that in pursuance of their earlier recommendation, the ban on recruitment of jobs affecting disabled has been removed by the Government and subsequently nearly 1500 posts in Government and Public Sector Undertakings suitable for persons with disabilities have been identified. The Committee express their satisfaction and desire that the Ministry should take up with the respective Departments/Public Sector Undertakings and request them to fill up these posts without further delay. The Committee also recommend that similar exercise should be made to identify posts for the disabled in the Private Sectors so as to bring the persons with disability in the mainstream of the society.

## CHAPTER VI

### SOCIAL DEFENCE DIVISION

Major Head: 2235

Sub-Head: 28

Detailed Head: 28 00 31

#### Scheme No. 50

#### An Intergrated Programme for Street Children

6.1 The Committee have been informed that the Ministry of Social Justice and Empowerment during 92-93 launched a scheme for the welfare of street children in order to provide integrated community-based non-institutional basic services for the care, protection and development of street children facing destitution, neglect, abuse and exploitation. The scheme came into operation during 1993-94. The basic aim of the revised programme is to prevent destitution of children and facilitate their withdrawal from a life on the street. Under the programme a wide range of initiatives relating to street children can be supported including those relating to shelter, nutrition, health care, sanitation and hygienic safe drinking water, recreational facilities and protection against abuse and exploitation.

6.2 The Planning Commission has allocated Rs. 32.98 crore for the entire IXth Five Year Plan. The Budget Estimate, Revised Estimate and Actual Expenditure incurred for the last four years and the number of beneficiaries covered are as under:—

(Rs. in crore)

Year	BE	RE	Actual Exp.	No. of Beneficiaries
1997-98	6.00	4.00	3.48	
1998-99	8.00	6.00	5.16	24,176
1999-2000	9.00	9.00	7.84	31,901
2000-2001	9.50	9.50	6.04	25,532 (*)
2001-2002	10.80	—	—	—

\*upto 28.2.2001

6.3 The Ministry has stated that the reasons for under utilization of funds are mainly non-receipt of complete proposals in time, delay in submission of recommendations and inspection reports from the State Governments and non submission of proposals by the NGOs themselves. When asked about the steps taken by the Ministry for obtaining the proposals from NGOs and State Governments recommendations in time, the Committee was informed that reminders have been sent to the NGOs and also the State Governments to send their proposals and recommendations in time to the Ministry.

6.4 It has been stated that Child Line India Foundation has been designated as an agency for scrutiny the applications of NGOs working as support, collaborating and resource organizations for the establishment/running of the child line services throughout the country. Asked as to how the Ministry would justify the creation of Childline Foundation when they have entrusted the work of evaluation to School of Social Work and CRY, the Committee was informed that the objectives of setting up Childline Foundation was to make it work as an umbrella organization which will coordinate between the Ministry and the various NGOs involved in the implementation of the Childline Service, as 24 hour Helpline for children in distress. The Secretary, Ministry of Social Justice and Empowerment is the Chairperson of the Governing Board of the Foundation. In addition this year the Ministry has entrusted the work of evaluation of all street children projects funded under the scheme to Childline India Foundation in view of the fact that a large number of sanctions were being delayed due to non receipt of inspection reports from State Governments and the nodal agencies. It was, therefore, decided that Childline India Foundation would undertake a nationwide evaluation of the projects and its report would be treated as inspection reports for the purpose of releasing grants wherever the concerned organization has applied for funds but the inspection report of the State Government/nodal agency had not been received.

6.5 The basic objective of the Childline Service are as follows:-

- (a) To respond to children in emergency situations and refer them to relevant Governmental and Non-Governmental Organisations;
- (b) To create a structure which ensures the protection of the rights of the child as ratified in the UN Convention on the Right of the Child and the Juvenile Justice Act.

- (c) To provide a platform for networking amongst organisations and to strengthen the support systems which facilitate the rehabilitation for children in especially difficult circumstances;
- (d) To sensitize agencies such as the police, hospitals, Municipal Corporation and the railways towards the problems faced by these children.
- (e) To provide an opportunity to the public to respond to the needs of children in difficult circumstances.

**6.6 The Committee note that the Ministry could not utilise the entire fund under the Integrated Programme for Street Children during the last three years due to non-receipt of complete proposals in time, delay in submission of recommendations and inspection reports from the State Governments and non submission of proposals by the NGOs themselves. The Committee are happy to note that in order to overcome the above problems the Ministry have established an umbrella organisations viz. Child Line India Foundation headed by Secretary, Ministry of Social Justice and Empowerment whose activities will be to coordinate between Ministry and NGOs and to provide 24 hrs. help line services on telephone in 22 cities for children in distress. The Committee, therefore, hope that with the help of Child Line India Foundation, the monitoring of the Ministry over the scheme would be effective hence recommend that coverage of cities by CLIF might be increased annually.**

## CHAPTER VII

### ANIMAL WELFARE DIVISION

#### Scheme for Provision of Shelter Houses for Looking after the Animals

7.1 There are almost one billion animals in our country roaming around in the streets and everywhere. A number of them are not cared enough and are left in the streets either wounded or suffering from various diseases. Though we have shelter houses operating at various places their number is not adequate and the facilities provided are insufficient. In such a situation it becomes imperative that shelter houses are established and made available at least one in a district with all the facilities like health care, stall feed etc. The scheme will endeavour to fill this gap and provide requisite services to uncared for animals by making provision for establishment and maintenance of shelter houses in all the district of the country for care and protection of the animals.

7.2 This is a Central Sector Scheme and the NGOs are assisted to the extent of 90 percent of the project cost of the construction of a shelter house with a ceiling of Rs.25 lakhs including 10 percent contribution to be made by the NGOs. The amount is released to NGOs in two equal instalments for a maximum of Rs.11.25 lakhs for the items as mentioned in the common application for three NGO Schemes as mentioned above. During the last three years the Ministry has utilized Rs.12.08 crore for construction of 118 shelter houses.

The Planning Commission has approved an outlay of Rs.15.00 crore for the Ninth Five Year Plan ( 1997-2002). The details of approved outlay and expenditure are given below:-

(Rs. in Crore)

Year	Approved outlay	Actual expenditure
1998-1999	2.05	2.05
1999-2000	2.50	5.63
2000-2001	3.60	4.40
2001-2002	3.65	—

7.3 The Planning Commission has approved an outlay of Rs. 2.5 crore for the financial year 1999-2000 whereas the actual expenditure was Rs.5.63 crore during the year. Asked to explain the reasons for excess expenditure, the Committee was informed that the scheme, first of its kind, was implemented during the fag end of the year 1998-1999. There was rush of applications under the above mentioned scheme. NGOs working in the field came forward in large number to take up the scheme implemented by the Ministry. Thus the ultimate result was excess expenditure over and above the approved outlay of Rs.2.5 crore by reappropriations. The expenditure so incurred was with the approval of Planning Commission and Ministry of Finance (Department of Expenditure).

7.4 The Ministry has furnished the following statement showing the State-wise number of shelter houses sanctioned during 1998-99, 1999-2000 and 2000-2001:-

Sl. No.	States	Number of Shelter Houses Sanctioned		
		1998-99	1999-2000	2000-01 (upto 15.3.2001)
1	2	3	4	5
1.	Andhra Pradesh	1	1	3
2.	Assam	1	0	0
3.	Bihar	1	1	0
4.	Goa	0	2	0
5.	Gujarat	0	8	2
6.	Haryana	5	2	6
7.	Jammu & Kashmir	0	1	1
8.	Karnataka	3	1	3
9.	Madhya Pradesh	2	1	3
10.	Maharashtra	1	4	0
11.	Manipur	1	2	1

1	2	3	4	5
12.	Delhi	4	5	5
13.	Orissa	1	1	1
14.	Pondicherry	0	1	0
15.	Punjab	0	4	1
16.	Rajasthan	1	8	4
17.	Tamil Nadu	4	1	2
18.	Tripura	0	1	0
19.	Uttar Pradesh	1	5	5
20.	West Bengal	3	3	0
Total		29	52	37

7.5 The funds for construction of a shelter houses are released in two instalments. Sanctions for second instalment to complete the shelter houses have already been issued in 21 out of 52 cases sanctioned during 1999-2000. NGOs have been given a maximum time limit of 15 months to complete the construction of shelter houses. Since the time limit is yet to be over, they may require some more time to complete the construction work. The exact position will be available only after this period is over.

7.6 The Ministry in a written note furnished to the Committee has stated that out of 118 shelter houses sanctioned during the last three years 20 shelter houses till date have been completed and started functioning.

7.7 As per information furnished by the Ministry total Nos. of Shelter House sanctioned during 1998-99 and 1999-2000 is 81 Nos. (29+52) for which budgetary allocation made under Budget Estimate Rs.2.05 crore and Rs.2.50 crore for two financial years respectively. Whereas during the meeting of SFC held on 21.5.99, only 45 shelter houses have been approved including those already sanctioned during 1998-99. SFC further observed that no new proposal should be sanctioned. Thereafter, in the next meeting of SFC held on 13.7.99, on the request of the Secretary of the Ministry, the Planning Commission agreed to permit margin increase in the number of Shelter House already approved on 21.5.99 i.e. 45 Nos. The SFC in its meeting held on 24.12.99 approved the continuous of two scheme i.e. Shelter Houses and Ambulance Services.



7.8 The Committee note that the Planning Commission had allocated Rs.8.15 crore for the scheme for Shelter Houses for Animals in distress during the year 1998-99, 1999-2000 and 2000-2001, whereas the actual expenditure over three years is 12.08 crore which is much higher than the approved outlay. The arguments given by the Ministry for excess expenditure than allocated is due to rush of applications received from NGOs for construction of Shelter Houses during the fag end of 1998-99 is not acceptable to the Committee in view of the fact that out of 118 Shelter Houses sanctioned, only 20 have been completed so far. The Committee observe that the Ministry has released the funds for the scheme on war footing but have failed to monitor the scheme effectively. The Committee, therefore, recommend that the Ministry should ensure that all the sanctioned Shelter Houses should be constructed within the prescribed time of fifteen months from the date of release of funds so that large number of animals roaming around are provided proper Shelter and care.

## **CHAPTER VIII**

### **NGO DIVISION**

#### **Grants-in-aid to voluntary organisations**

8.1 It has been recognized that along side the efforts of the state, the services of the voluntary organization in assisting the target groups are indispensable. They supplement the efforts of the State in ensuring that the benefits reach the maximum number. In certain cases, it is the voluntary organisations that are in a better position to implement the schemes of the Govt. in a more efficient manner than Govt. itself. This is primarily attributable to the highly committed and dedicated human resources that are available with the voluntary organizations. Further, they often have better expertise and are more knowledgeable about the local conditions that make them a better delivery system than what the Govt. can put together. Therefore, increasing participation of the voluntary organisations in nation and society building is not only desirable but also crucial.

8.2 The Ministry informed the Committee that there are 2201 Non-Governmental Organisations to whom grants-in-aid are given for carrying out the various activities. The scheme-wise details of funds released and expenditure incurred during Ninth Plan Period is given below:—

Sl. No.	Name of the Scheme/ Project/ Programme	Ninth Plan outlay	1998-99		1999-2000		2000-2001		B.E. 2001-2002		
			Approved Outlay	Actual Exp.	Approved Outlay	Actual Exp.	Approved outlay	Anticipated Exp.			
1	2	3	4	5	6	7	8	9	10	11	12
					Shortfall if any indicating reasons in brief	Approved Outlay	Actual Exp.	Shortfall if any indicating reasons in brief	Approved outlay	Anticipated Exp.	
1.	Promote Voluntary Action for Persons with Disabilities	201.80	39.00	35.84	Non-receipt of adequate proposals supported by State	58.29	53.97	Non-receipt of adequate proposals supported by State Government recommendations and late receipt of recommendations	60.00	60.00	58.50
2.	Assistance to Disabled Persons for Purchase of Aids/ Appliances	109.78	22.00	23.99	Government recommenda- tions and late receipt of recommendations	30.00	28.42		28.0	28.70	42.41
3.	Prevention of Alcoholism & Substance (Drugs) Abuse	80.00	16.00	15.20		20.00	20.00		18.50	18.50	20.35
4.	Grant-in-Aid Programme for Assistance in the field for Social Defence	7.50							2.39	2.39	3.6
5.	Integrated Programme for Street Children	32.98	6.00	5.16		9.00	7.84		9.50	9.50	10.8

	1	2	3	4	5	6	7	8	9	10	11	12
6.		Integrated Programme for Older Persons	56.42	10.00	7.75		10.00	10.80		9.00	9.00	13.5
7.		Assistance to Panchayati Raj Insetts./ Vol. Orgns./Self Help Groups for construction of Old Age Homes/Multi Service Centres for Older Persons								1.00	1.00	1.14
8.		Grant-in-aid to Voluntary Orgns. Working for the Welfare of Scheduled Castes	118.03	18.00	18.01		30.00	25.47		26.00	26.00	30
9.		Scheme of Assistance to Vol. Orgns. Working for the Other Backward Classes	10.00	1.00	0.64		2.50	1.00		2.00	2.00	3.15
10.		Scheme of Pre-Examination Coaching for the Other Backward Classes	10.00	0.20	0.20		2.50	0.03		2.50	2.50	1.35
11.		Scheme of Pre-Examination Coaching for Weaker Sections based on Economic Criteria	10.00	2.00	2.24		2.50	2.46		2.50	2.50	2.5

8.3 It has been stated that out of total 2201 NGOs assisted by the Ministry, 632 NGOs were inspected by the Ministry's officials and other authorized agencies during 2000-2001. Asked to explain the major shortcomings noticed by the officials in the functioning of NGOs, the Committee was informed that the major shortcomings noticed include (i) poor maintenance of records on the financial management of the project, (ii) presence of lesser number of beneficiaries than what was sanctioned for the project, (iii) teachers and trainers not possessing the required qualification, (iv) honorarium paid lower than the rate at which was granted by the Ministry, (v) infrastructural facilities inadequate, (vi) materials for education inadequate, (vii) forward linkages like placement opportunities absent, (viii) lack of community involvement and participation, (ix) Inadequate networking with other government, voluntary and private organizations.

8.4 The Ministry has furnished the following List of NGOs for whom Grant has been suspended during the period 1998-2001.

Sl. No.	Name of Blacklisted NGOs
1	2
1.	Anjuman Madrasa Islamia, Urai, Jalaun (UP)
2.	Sarvodaya Gram Avam Mahila Vikas Sansthan, M. Rampur (UP)
3.	Ambedkar Shiksha Prasarak Samiti, Nilechal, Maharajganj (UP)
4.	Indian Institute of Rural Reconstruction and Social Change, Jahanabad (Bihar)
5.	Grameen Vikas Sangathan, Gaya (Bihar) (under Scheme for Special School for MR Children and Scheme for Rehabilitation Centre for Mentally retarded.)
6.	National Institute of Social Welfare, 5/13/43-B, behind Gurudwara, Khawaspura, Faizabad (UP)
7.	Nandini Bal Vikas and Gramin Gramodhyog Sewa Samiti, Vill. Parbati, P.O. Harwanshpur, Distt. Gonda (UP)
8.	Abhinav Sewa Sansthan, Dwarika Ganj, Sultanpur (UP)

1	2
9.	Shri Durga Education Society, D.No.17-105, Sundaraiyet Street, Chittoor (AP)
10.	Praja Abudya Seva Samiti, Plot No. 233, Durga Nagar Colony, Greams Pet, Chittoor (AP)
11.	Orissa Association of the Deaf, Plot No. 105/A, Palashpalli, Aerodrome Area, Bhubaneswar-751 009 (Orissa)
12.	Suprena Women Welfare Association, House No. 1-3-290, Vijay Nagar lay out MPCL, (Karnataka)
13.	Bhanu Education Society, No. 2, 1st Main, 11th Cross, 80 Feet Road, Kangery Satellite Town (Karnataka)
14.	Rashtriya Samaj Kalyan Sanstha, B-405, Gopal Tower, 50, Ram Tirth Marg, Lucknow (UP)
15.	Jan Kalyan Evam Nari Uthan Samiti, 104, Sahib Gunj, Faizabad Distt. (UP)
16.	Propkari Sansthan, LS-2/648, Sector-F, Janki Puram, Lucknow (UP)
17.	Abhinav Sewa Sansthan, Dwarika Ganj, Sultanpur (UP)
18.	Bhartia Grameen Kshetra Gramodyog Vikas Samiti, Jai Narayan Verma Road, Fatehgarh, Farukhabad (UP)
19.	Manav Shiksha Parsar Samiti, 280/69, Tilak Nagar, Baghambari Road, Allahabad (UP)
20.	Chetna Public School Shikshan Samiti, B-22, Sanjay Colony, Nehru Nagar, Jaipur
21.	Social Welfare Charitable Trust, 638-A, Barkat Nagar, Tonk Phatak, Jaipur (Rajasthan)
22.	Savitribai Jyotirao Phule Samaj Seva Sansthan, Tarhala, Taluk Magroolpir, Distt. Akola, Maharashtra
23.	Rajiv Gandhi Memorial Pre-Examination Coaching Centre, Near Ram Mandir, Bidar

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24.	Independent Pre-Examination Coaching Centre, 1—Muniyappa Layout, New Police Station Road, K.R. Puram, Bangalore (Karnataka)
25.	Asha Bhawan, Boa Vista Bastora, Goa-403 507
26.	Dr. Ambedkar Dalit Uthan and Shikshan Samiti, B-153, Harijan Basti, Gharauli Extension, Delhi
27.	Social Service Society for Poor People, 1/2909, Tharaka Ramapuram, Dharamavaram
28.	Centre for Rural Education and Development Society, D.No. 2-163-1, Chakalaveedi Gorantla, Anantpur (AP)
29.	Learning in the Field of Training (LIFT), Flat No. 302, Rocky Apartments, Venkartreddy Colony, Secunderabad (AP)
30.	Tharkarma Brahmani Mahila Mandal, D.No.16/260, C-3, Uma Nagar, Old Town, Anantpur Distt. (AP)
31.	Mercy Minority Educational Society, 13-2-668, Ist Cross, Ramchandra Nagar, Anantpur (AP)
32.	Adarsh Mahila Mandali, MIG-II, 50, APHB Colony, Anantpur Distt. 515 001 (AP)
33.	Cultural Action in Rural Development, Pamidi Anantpur Distt. (AP)
34.	Bal Vikas Avam Mahila Kalyan Parishad, Distt. Gonda (UP)
35.	Sangameshwara Educational Society, D.NO.11-292-A2-02, 4th Cross, Aravind Nagar, Anantpur Distt. (A.P)
36.	Avadh Samajik Uthan Samiti, 12/53, Indira Nagar Colony, Lucknow

8.5 Asked whether any legal action has been taken by the Ministry to check the misuse of funds provided to these Non-Governmental Organisations, the Committee was informed that action to stop future grants and to black list organization found to have misutilised funds released in the past are taken. District authorities are asked to recover the misappropriated amounts along with interest @ 6% as arrears of land revenue. In some cases, District Magistrates have also been asked to file FIRs against the management of the concerned NGO. The Ministry has also attempted to revise formats.

8.6 The Committee drew the attention of the Ministry to reply to Rec. Sl. No. 25, para 7.12 of the Fourth Report of the Standing Committee on Labour and Welfare on Demand for Grants for the year 2000-2001, wherein the Ministry has stated that appropriate steps have been taken to recover grants released to the fake NGOs. Asked about the funds recovered by the Ministry from the defaulting NGOs during the last financial year the Committee have been informed that out of Rs. 1.44 crore the Ministry has recovered so far Rs. 1,32,206.

8.7 The Committee note that out of 2201 NGOs assisted by the Ministry, 632 NGOs were inspected by the Ministry officials and other authorized agencies during 2000-2001. The major shortcomings noticed include: (i) poor maintenance of records on the financial management of the project, (ii) presence of lesser number of beneficiaries than what was sanctioned for the project, (iii) teachers and trainers not possessing the required qualification, (iv) honorarium paid lower than the rate at which was granted by the Ministry, (v) infrastructural facilities inadequate, (vi) materials for education inadequate, (vii) forward linkages like placement opportunities absent, (viii) lack of community involvement and participation, (ix) inadequate networking with other Government voluntary and private organizations. On the basis of inspection Report the Ministry has either suspended their grants or declared blacklisted if the deficiencies were of serious nature. During the last three years the Ministry has blacklisted 36 NGOs. From the increase in the number of such NGOs, the Committee conclude that there is no control and effective monitoring of the Ministry over the NGOs. The Committee, therefore, recommend that the Ministry should strengthen its monitoring over the NGOs and ensure that every NGO gets inspected by its own officials at least once in five years.

8.8 The Committee note with concern that despite their recommendation made in IV Report (Thirteenth Lok Sabha) on Demands for Grants for the year 2000-2001 to recover the grants from fake NGOs, out of Rs. 1.44 crore the Ministry could recover only Rs. 1,32,206/- i.e. less than 1% from the defaulting NGOs during the last year. The Committee are dissatisfied with the slow pace of recovery and recommend that the matter should be seriously taken up with the State Governments to initiate stringent legal action against the defaulters and recover the outstanding amount without further delay. The steps taken and progress achieved may be communicated to the Committee.

NEW DELHI;  
18 April, 2001  
23 Chaitra, 1923 (Saka)

DR. SUSHIL KUMAR INDORA,  
Chairman,  
Standing Committee on  
Labour & Welfare.



MINUTES OF THE SIXTH SITTING OF THE STANDING  
COMMITTEE ON LABOUR AND WELFARE HELD  
ON 18 APRIL, 2001

The Committee met from 15.00 hrs. to 17.00 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Sushil Kumar Indora—*Chairman*

MEMBERS

*Lok Sabha*

2. Shri Denzil B. Atkinson
3. Smt. Sandhya Bauri
4. Shri Manibhai Ramjibhai Chaudhuri
5. Shri Virendra Kumar
6. Shri Parsuram Majhi
7. Shri Raj Narain Passi
8. Shri Madhab Rajbangshi
9. Dr. Ram Lakhan Singh
10. Dr. N. Venkataswamy

*Rajya Sabha*

11. Shri B.P. Apte
12. Shri Ramachandra Khuntia
13. Shri Ka. Ra. Subbian
14. Ms. Frida Topno

SECRETARIAT

1. Shri Joginder Singh — *Joint Secretary*
2. Shri J.P. Sharma — *Deputy Secretary*
3. Shri B.D. Swan — *Under Secretary*



## STATEMENT OF RECOMMENDATIONS/CONCLUSIONS

Sl.No.	Para No.	Conclusions/Recommendations
1	2	3
1.	1.13	<p>The Committee have been informed that the Tenth Five Year Plan will begin from 1st April, 2002 and the exercise for formulation of plan documents for the next Five Year Plan will be done by the Steering Committees and Working Groups constituted by the Planning Commission. The Committee is well aware of the fact that the Ministry's majority of schemes are not running smoothly due to various problems such as not receiving utilisation certificates from States/NGOs, not getting matching share from the State Governments and not receiving adequate proposals from the States. The Committee are of the opinion that unless the aforesaid problems are properly addressed to and the deficiencies are removed, no useful purpose shall be served in making huge allocation of funds to the schemes.</p>
2.	1.14	<p>The Committee have been informed that the Ministry of Social Justice and Empowerment has taken active participation in the relief work to earthquake victims in Gujarat through their NGOs engaged in the field of Child Welfare, Old age homes, residential schools and hostels. The Ministry has released nearly Rs.5.5 crore for this purpose out of their own Budget. The Committee appreciate the efforts of the Ministry for</p>

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joining the relief work for the victims of earthquake in the State of Gujarat. Although the Ministry is having a scheme under Animal Welfare Division for relief to animals during natural calamities, yet there is no such scheme for providing relief to disabled, orphaned children and old aged persons affected by natural calamities such as floods, earthquake and cyclone etc. The Committee, therefore, recommend that the Ministry should establish a common Corpus Fund to meet the contingency of relief work to the disabled, orphaned children and aged persons affected by natural calamities.

**3.****2.8**

The Committee note that the Ministry had initially projected the requirement of Rs.33,000 crore for the Ninth Five Year Plan which was reduced by the Planning Commission to Rs.6608 crore. The arguments put forth by the Ministry for showing higher projection that higher quantum of interventions and the more coverage of beneficiaries which were subsequently scaled down, are not acceptable to the Committee. As per the information furnished to the Committee, the Ministry will be able to utilize during the current Five Year Plan a sum of Rs.5294.59 crore as against the allocated amount of Rs.6194 crore (excluding Rs.414.13 crore transferred to Ministry of Tribal Affairs), thereby leaving a gap of Rs.899.41 crore which clearly indicates lack of proper planning and commitment on the part of the Ministry to the cause of weaker and socially and economically deprived sections of the society. The Committee take a very serious view and desire that the Ministry should make realistic projection of their funds in the Tenth Five Year Plan.

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**4.****2.9**

The Committee note that although the Ministry has brought out a compendium and have been publishing their schemes through print and electronic media, the majority of SCs are still not aware about the schemes. The arguments put forth by the Ministry that they do not have enough funds to telecast their schemes and programmes on TV, is not acceptable to the Committee. In the opinion of the Committee the Ministry should prepare Audio/Video Cassettes in regional languages also highlighting the benefits and details of the schemes and programmes implemented by the Ministry for the welfare of the socially and economically disadvantaged sections of the society and broadcast/telecast on National/Regional Relay Stations so as to create optimum awareness among the masses. The Committee recommend that the Ministry might approach Planning Commission for allocation of sufficient funds for the purpose.

**5.****3.9**

The Committee note with distress that C&AG had pointed out certain irregularities in the scheme, namely, "Special Central Assistance to Special Component Plan for Scheduled Castes" during 1995-96 regarding misappropriation/diversion of SCA funds by States. Although the Ministry have taken up the matter with the State Governments and also modified their scheme in 1998 to make the schemes more effective, but the Ministry has not been able to evolve a foolproof mechanism to check diversion of

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funds by States. The Committee, therefore, recommend that the Government should impress upon the State Governments to maintain a separate account of SCA funds released and keep a constant watch on the utilisation of funds through periodical progress reports from implementing agencies.

**6.****3.10**

The Committee note that so far only 13 Central Ministries/Deptts. have formulated and implemented the Special Component Plan for SCs in their Annual Budgets whereas 20 more Departments whose activities have a bearing on the development of Scheduled Castes have been reviewed by Standing Tripartite Committee set up by the Planning Commission and National Commission for SCs/STs. The Committee observe that although the Ministry have made their efforts in this direction but a very little progress has been made during the last two years as only one Ministry/Department has been added to its tally of 12 Ministries/Departments recommended by the Committee in its Report during 1999-2000. The Committee, therefore, recommend that all the remaining Departments/Ministries which have direct bearing on the developmental activities of SCs should formulate their Special Component Plan in their Annual Budgets without further delay. Progress achieved in this regard may be communicated to the Committee.

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7.           3.18           The Committee note that the scheme of Post Matric Scholarship introduced in 1944 has grown up to become the largest scholarship scheme operated by the Government and the coverage is estimated to 15.2 lakhs students upto 2000-01. The Committee have been informed that the scheme is implemented by the State Governments who receive 100% Central assistance over and above their committed liability. The Committee feel that many of the State Governments are not able to meet their committed liability. The Committee, therefore, recommend that in order to cover more and more students under the scheme, the Central Government may share 50% of the committed liability of the State Governments also and hence approach the Planning Commission for increasing its allocation for the scheme in the Tenth Five Year Plan.
8.           3.19           The Committee note that the financial assistance to students who pursue their Post Matric courses is given at the rates which were fixed way back in 1995. Although the Government revised the income ceiling of the parents to be linked with consumer price index in 1998, but the Committee feel that the income ceiling of the parents is not realistic and they are not able to pursue the studies of their children. The Committee, therefore, recommend that the Government should simplify the procedure in such a way that there should be automatic revision of rates periodically. Also the amount of scholarship should be suitably revised and timely disbursed in two instalments, first
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in the beginning and the second in the middle of the year. The Committee further desire that the Ministry should approach the Planning Commission for increased allocation for the modified scheme.

9.           3.26           The Committee note with utter dismay that despite their earlier recommendation in 1999-2000, the Ministry has not been able to furnish the Committee so far the State-wise list of hostels actually constructed after availing Central assistance. Although the guidelines issued by the Ministry clearly stipulates that at the time of release of funds, the State Governments shall give a time frame of likely period of their completion which is not later than five years but the Ministry after releasing the funds has not bothered to verify whether the hostels have actually been constructed or not. In the opinion of the Committee, the Ministry is doing only the post office job by simply sanctioning and releasing funds to the States. The Committee, therefore, recommend that the Ministry should ascertain and inform the Committee the number of hostels for SC boys and girls actually constructed State-wise against the funds released during the last five years as also the hostels which could not be completed within the prescribed period of five years.
10.           3.27           The Committee note that under the scheme for hostels for SC boys and girls, financial assistance is provided to State Governments on 50:50 matching basis (100% to U.Ts). The Committee have been informed that the
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State Governments have expressed their difficulties in meeting 50% of their matching share on account of difficult financial position of the States. The Committee feel that the Government should evolve such mechanism which may not only lessen the burden of the States but also encourage them to take initiatives in construction of more and more hostels for SC boys and girls.

**11.****3.35**

The Committee feel that instead of transferring and merging the scheme of Special Education Development Programme for SC girls belonging to very low literacy levels with Kasturba Gandhi Swatantrata Vidyalaya (K.G.S.V.) scheme under the Ministry of Human Resource Development, the Ministry of Social Justice and Empowerment should have made their concerted efforts to run the scheme themselves by extending it to Vth class and covering areas where literacy level is below 10% instead of 2%. The Committee hope that the modified scheme would certainly do well as the same scheme is being run smoothly and successfully for tribals under the Ministry of Tribal Affairs.

**12.****3.43**

The Committee have been informed that the scheme mainly aims at assisting SC students in getting higher education abroad in areas for which facilities are not available in the country. The Committee are not happy with the state of affairs that the scheme was not in operation for the years 1995-96 to 1997-98 for which the Ministry has not given any valid reasons. The Committee

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observe that due to non-operation of the scheme for three years, the Ministry has deprived about 90 students belonging to SC/ST from the benefits of scholarship for higher studies abroad.

13.           3.44           The Committee are perturbed to note that for the courses in the field of Master's Degree, Ph.D. and Post Doctoral Research Programmes under the scheme, higher studies abroad two different criteria namely, first class or 60% for SCs and second class or 50% for STs have been prescribed. The Ministry has not given any justification for lowered criteria for the STs. In the opinion of the Committee, there should be uniformity in the eligibility criteria for SCs and STs.
14.           4.6           The Committee note that one of the hurdles in commercial utilisation of Wakf Properties is that such properties come under the purview of State Rent Control Act. The Committee have been apprised that 13 States/UT Governments have exempted the Wakf properties from the purview of their respective State Rent Control Act as a result of which commercial utilisation of Wakf properties have increased. The Committee, therefore, recommend that Ministry should take up the matter with the remaining States/UTs and persuade them to exempt Wakf properties from the purview of their Rent Control Act so that income of Wakf Boards is increased considerably.
15.           4.7           The Committee are surprised to note that there are more than 1500 Wakf properties from different States which are reported to
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have been either sold illegally or encroached upon by the unauthorized persons. Despite the fact that the Wakf Act 1995 was passed by the Parliament, no sincere efforts have been made by State Governments/UTs to restore the possession of such properties from illegal occupants. According to the Ministry, the main problem being faced by them for eviction of the said properties is non applicability of Public Premises Act on Wakf Properties. The Ministry have suggested that for eviction and restoration of Wakf properties from the illegal occupants, only remedy is that the State Wakf Boards should amend their law to provide for intervention of the District Administration in effecting the eviction. The Committee therefore, concur with the views of the Ministry and desire that the Ministry should pursue the matter with the States/ UTs and State Wakf Boards.

**16.****4.15**

The Committee are constrained to note that as against Rs. 400 crore allocated for the scheme by the Planning Commission for the Ninth Five Year Plan, the Ministry has utilized only Rs.191.50 crore upto 28 February, 2001. As per the guidelines, State Channelising Agencies should utilize the released funds within three months of its release from NBCFDC. The reasons for funds remaining unspent for a long period have been stated mainly—(i) inadequate infrastructure at grass-root level; (ii) States not providing their matching share; (iii) reluctance of the competent authority to issue income and caste certificates; and (iv) frequent transfer of Managing Directors

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of State Channelising Agencies. The Committee desire that the Ministry should make all out efforts to remove the aforesaid shortcomings on priority so that the benefits of the scheme might percolate to the poor sections of OBCs living below the poverty line.

17.           4.16           The Committee further note that neither the Ministry have an authentic data of persons belonging to OBCs living below the poverty line nor NSSO has accepted the request of the Ministry to conduct the survey. The Registrar General of India has also decided not to collect information on castes, sub-castes etc. in the census 2001. In the opinion of the Committee, unless the Ministry has an authentic data of OBCs living below the poverty-line, they will not be in a position to implement the scheme properly. The Committee, therefore, recommend that the Ministry should make sincere efforts for conducting the survey of OBCs living below the poverty-line by utilizing its machinery at State and District Administration level.
18.           5.8           The Committee have been informed that as per 1991 census nearly 16.15 million people in the country are suffering from visual, hearing, speech and locomotor disabilities. Out of them 5.21 million persons above the age of 5 years have the speech and hearing imparities. The Committee appreciates the efforts of the Ministry that they have taken several initiatives for the rehabilitation of Persons with Disabilities. The Ministry have so far covered 74 districts out of 576 districts under the NPPRD scheme. The Committee
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desire that the Ministry should continue their efforts to increase their coverage in phased manner so that all the districts might be covered in the Tenth Plan period.

**19.****5.9**

The Committee are happy to note that in pursuance of their earlier recommendation, the ban on recruitment of jobs affecting disabled has been removed by the Government and subsequently nearly 1500 posts in Government and Public Sector Undertakings suitable for persons with disabilities have been identified. The Committee express their satisfaction and desire that the Ministry should take up with the respective Departments/Public Sector Undertakings and request them to fill up these posts without further delay. The Committee also recommend that similar exercise should be made to identify posts for the disabled in the Private sectors so as to bring the persons with disability in the mainstream of the society.

**20.****6.8**

The Committee note that the Ministry could not utilise the entire fund under the integrated programme for street children during the last three years due to non-receipt of complete proposals in time, delay in submission of recommendations and inspection reports from the State Governments and non submission of proposals by the NGOs themselves. The Committee are happy to note that in order to overcome the above problems the Ministry have established an umbrella organisations *viz.* Child Line India Foundation headed by Secretary, Ministry

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of Social Justice and Empowerment whose activities will be to coordinate between Ministry and NGOs and to provide 24 hrs. help line services on telephone in 22 cities for children in distress. The Committee, therefore, hope that with the help of Child Line India Foundation, the monitoring of the Ministry over the scheme would be effective hence recommend that coverage of cities by CLIF might be increased annually.

**21.****7.8**

The Committee note that the Planning Commission had allocated Rs.8.15 crore for the scheme for Shelter Houses for Animals in distress during the year 1998-99, 1999-2000 and 2000-2001, whereas the actual expenditure over three years is 12.08 crore which is much higher than the approved outlay. The arguments given by the Ministry for excess expenditure than allocated is due to rush of applications received from NGOs for construction of Shelter Houses during the fag end of 1998-99 is not acceptable to the Committee in view of the fact that out of 118 Shelter Houses sanctioned, only 20 have been completed so far. The Committee observe that the Ministry has released the funds for the scheme on war footing but have failed to monitor the scheme effectively. The Committee, therefore, recommend that the Ministry should ensure that all the sanctioned Shelter Houses should be constructed within the prescribed time of fifteen months from the date of release of funds so that large number of animals roaming around are provided proper Shelter and care.

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**22.****8.7**

The Committee note that out of 2201 NGOs assisted by the Ministry, 632 NGOs were inspected by the Ministry officials and other authorized agencies during 2000-2001. The major shortcoming noticed include: (i) poor maintenance of records on the financial management of the project, (ii) presence of lesser number of beneficiaries than what was sanctioned for the project, (iii) teachers and trainers not possessing the required qualification, (iv) honorarium paid lower than the rate at which was granted by the Ministry, (v) infrastructural facilities inadequate, (vi) materials for education inadequate, (vii) forward linkages like placement opportunities absent, (viii) lack of community involvement and participation, (ix) Inadequate networking with other government, voluntary and private organization. On the basis of inspection Report the Ministry has either suspended their grants or declared blacklisted if the deficiencies were of serious nature. During the last three years the Ministry has blacklisted 36 NGOs. From the increase in the number of such NGOs, the Committee conclude that there is no control and effective monitoring of the Ministry over the NGOs. The Committee , therefore, recommend that the Ministry should strengthen its monitoring over the NGOs and ensure that every NGO gets inspected by its own officials at least once in five years.

**23.****8.8**

The Committee note with concern that despite their recommendation made in IVth Report (Thirteenth Lok Sabha) on

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**Demands for Grants for the year 2000-2001 to recover the grants from fake NGOs, out of Rs. 1.44 crore the Ministry could recover only Rs. 1,32,206/- i.e. less than 1% from the defaulting NGOs during the last year. The Committee are dissatisfied with the slow pace of recovery and recommend that the matter should be seriously taken up with the State Governments to initiate stringent legal action against the defaulters and recover the outstanding amount without further delay. The steps taken and progress achieved may be communicated to the Committee.**

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