

PUBLIC ACCOUNTS COMMITTEE (1978-79)

(SIXTH LOK SABHA)

HUNDRED AND TWENTY-EIGHTH REPORT

CENTRAL SOCIAL WELFARE BOARD

MINISTRY OF EDUCATION
AND SOCIAL WELFARE

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil)]



सत्यमेव जयते

Presented in Lok Sabha on the 23rd April, 1979

Laid in Rajya Sabha on the 24th April, 1979

**LOK SABHA SECRETARIAT
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| 156 | 6.196 | 8 | exclusive | exclusively |
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| 245 | " | 16-17 | 'from the inmates'. | |

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PART II*

Minutes of the Public Accounts Committee (1978-79) held on :

26-6-1978 (FN)
27-6-1978 (FN)
15-9-1978 (FN)
20-4-1979 (AN)

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(1978-79)

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1. Shri H. G. Paranjpe—*Joint Secretary*
2. Shri D. C. Pande—*Chief Financial Committee Officer*
3. Shri T. R. Ghai—*Senior Financial Committee Officer*

INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Hundred and Twenty-Eighth Report of the Public Accounts Committee (Sixth Lok Sabha) on paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil) on 'Central Social Welfare Board', relating to Ministry of Education and Social Welfare.

2. The Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil) was laid on the Table of the House on 4th April 1978. The Public Accounts Committee (1978-79) examined the paragraph relating to 'Central Social Welfare Board' at their sittings held on 26th and 27th June, 1978 and 15th September, 1978. The Public Accounts Committee (1978-79) considered and finalised this Report at their sitting held on 20th April, 1979. The Minutes of the sittings form part II* of the Report.

3. A statement containing conclusions and recommendations of the Committee is appended to this Report (Appendix V). For facility of reference these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of this paragraph by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the officers of the Ministry of Education and Social Welfare and the Central Social Welfare Board for the cooperation extended by them in giving information to the Committee.

NEW DELHI;
April 20, 1979

Chaitra 30, 1901 (S).

P. V. NARASIMHA RAO,
Chairman,
Public Accounts Committee.

*Not printed. One cyclostylyed copy laid on the Table of the House and five copies placed in Parliament Library.

CHAPTER I

REPORT

CENTRAL SOCIAL WELFARE BOARD

I. Introductory

Audit Paragraph:

1.1. The Central Social Welfare Board (hereafter Central Board), set up in August, 1953 by a resolution of the Government of India, was registered as a charitable company under Section 25 of the Companies Act, 1956 with effect from 1st April, 1969. According to its memorandum of association, the main objects of the Central Board, *inter alia*, are:—

- Study of the needs and requirements of social welfare organisations,
- provision of technical and financial aid to social welfare organisations in accordance with schemes|principles approved by Government; and
- co-ordination of assistance provided for social welfare activities by various ministries|departments of Central and State Governments with the programmes entrusted to the Central Board.

1.2. The General body of the Central Board consists of a chairman nominated by Government and 43 members comprising women representatives from State Governments|Union Territories, Social scientists, social welfare administrators, social workers etc. The administration of the affairs of the Central Board is vested in an executive committee. Its articles of association also provide for a State Social Welfare Advisory Board (hereafter State Board) in each of the States/Union Territories to perform such functions as are entrusted to it by the Central Board. There are 30 such State Boards functioning at present in various States|Union Territories, which were set up by notifications issued by the State|Union Territory Governments. The main functions of the State Boards are:—

- to act as media for exchange of information between the field agencies and the Central Board and *vice versa*,
- to supervise and report on the working of the aided voluntary institutions and of project implementation commit-

tees established for implementation of various programmes of the Central Board; and

- to coordinate the welfare and development activities of the State Governments and the Central Board to avoid duplication.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil) pp. 185-186]

(i) *Objectives of Social Welfare*

1.3. It is enshrined in the Directive Principles of the Constitution that:

“The State shall strive to promote the welfare of the people by securing and protecting as effectively as it may, a social order in which justice, social economic and political, shall inform all the institutions of the national life.”

1.4. The First Five Year Plan document envisaged that:

“The object of Social Welfare is the attainment of social health which implies the realisation of such objectives as adequate living standard, the assurance of social justice, opportunities for cultural development through individual and group self-expressions and re-adjustment of human relations leading to social harmony.”

1.5. The Second Five Year Plan defined the scope of social welfare as follows:—

‘A comprehensive social welfare programme would include— social legislation, welfare of women and children, family welfare, youth welfare, physical and mental fitness, crime and correctional administration, and welfare of the physically and mentally handicapped.’

1.6. The objectives of the Third Plan were modified on the recommendations of the Study Team on Social Welfare and Welfare of Backward Classes (Renuka Ray Team) constituted by the Committee on Plan Projects by the Planning Commission in 1958. In the Fourth Plan, there was no change in the scope of Social Welfare.

1.7. Thus, whereas services during first four Five Year Plans were mainly confined to the provision of relief to the handicapped and

under-privileged sections of the society, the Fifth Plan strategy has been to lay greater emphasis on the developmental programme of social welfare, integration between social and economic aspects of planning for the weaker sections, and extension of the basic health, nutrition, child care and functional literacy services. The focus of the social welfare programmes has gradually widened to make the programme family and house-hold-oriented in place of an individual.

(ii) *Constitution of Central Social Welfare Board*

1.8. The Central Social Welfare Board was set up on 12th August, 1953 by a Resolution of the Government with the objects of giving assistance to voluntary social welfare organisations in the country to maintain and develop their programmes and to dovetail them to the general pattern as laid down in the First Five Year plan.

Mainly, the following functions were assigned to the Central Social Welfare Board when it was first constituted:

- (a) to cause a survey of the needs and requirements of social welfare organisations;
- (b) to evaluate the programmes and projects of the aided agencies;
- (c) to promote the setting up of social welfare organisations on a voluntary basis in places where no such organisations exist;
- (d) to render financial assistance to deserving organisations to strengthen and to improve the quality of services; and
- (e) to coordinate the assistance rendered by various Ministries of Central and State Governments.

1.10. In 1960, the following additional functions were assigned to the Central Social Welfare Board on the recommendations of the Study Team on Social Welfare and Welfare of Backward Classes (Renuka Ray Team) constituted by the Committee on Plan Projects by the Planning Commission in 1958:

- (a) to organise a field counselling service;
- (b) to initiate the organisation of pioneering welfare services;
- (c) to promote setting up of rural welfare projects.

1.11. The main objects and objects incidental or ancillary to the attainment of the main object- of the Central Social Welfare Board

notified at the time of its reorganisation as a Company under the Companies Act, 1957 on 1 April, 1969 are given in Appendix I.

1.12. Since the basic objective of the Central Social Welfare Board is study of the needs and requirements of social Welfare organisations, the Committee desired to know the extent to which this objective of the Central Social Welfare Board had been attained. In a written note, the Department of Social Welfare, have stated:

“In pursuance of the objectives as mentioned at (a) and (e) of Para 1.9 above, the Board in its first meeting, constituted four panels, viz. (i) Child Welfare, (ii) Women Welfare, (iii) Welfare of the handicapped, and (iv) General Welfare and Coordination to advise the Board on the various aspects of its work. The Members of these panels went round the various States and visited various institutions. Based on their conclusions, the General Grants-in-Aid Programme was initiated. Under this programme, the Central Social Welfare Board renders financial assistance to voluntary social welfare organisations. Since the inception of the Board upto March 1978, 65,378 grants were sanctioned to voluntary organisations under the General Grants-in-aid programme involving an amount of Rs. 12.30 crores.”

1.13. In reply to a question whether financial assistance to the voluntary institutions was made available after conducting a specific survey of their needs and requirements, the representative of the Department of Social Welfare stated in evidence:

“We have studied the activities and needs of the institutions from time to time. Their needs are a part and parcel of the programmes administered by the Ministry. The studies may be of a different kind. We have done a number of reviews on the programmes. There we have highlighted the shortcomings.”

1.14. Asked to indicate the specific study or evaluation initially taken up for the purpose, the Department of Social Welfare have in a note stated:

“The needs and requirements of social welfare organisations are integrally linked with the requirements of the programmes which they implement. The evaluation of these programmes, therefore, reflects what their requirements are to strengthen/develop such programmes.

With this end in view the following studies/evaluations have been carried out:

1. Evaluation of Welfare Extension Projects—Central Social Welfare Board—conducted by Programme Evaluation Organisation, Planning Commission, (Smt. Irawati Karve)—1959.
2. Study Team on Social Welfare—Committee on Plan Projects, Planning Commission—(Smt. Reunka Ray)—1959.
3. Grants-in-aid Code Committee Report—Central Social Welfare Board—(Dr. J. F. Bulsara)—1961.
4. Committee on Child Care—Central Social Welfare Board—(Smt. B. Tarabai)—1962.
5. Review and Evaluation of the Programmes of CSWB—Central Social Welfare Board (Smt. Achamma J. Matthai)—1964.
6. Review of the Programmes—Central Social Welfare Board—(Smt. Neera Dogra)—1969.
7. Evaluation Committee on Family & Child Welfare Projects—Department of Social Welfare—(Shri P.P.L. Vaidyanathan)—1970.
8. Review Committee on Grants-in-aid Programme—Central Social Welfare Board—1973-74.
9. Review Committee on Condensed Courses of Education—Central Social Welfare Board—1973-74.
10. Review Committee on Socio-Economic Programme—Central Social Welfare Board—1973-74.
11. Review Committee on the Family & Child Welfare Training Centres—Central Social Welfare Board—1974.
12. Orphanages in India—A Study—Central Social Welfare Board—1974.
13. Voluntary Organisations for the Handicapped—A Study—Central Social Welfare Board—1974.
14. State Social Welfare Advisory Boards—A Study—Central Social Welfare Board 1974.
15. Committee on Pilot Project Field Counselling Service—Central Social Welfare Board—1974.

16. Working Group on the Programmes of the Central Social Welfare Board—Department of Social Welfare—1975-76.
17. Evaluation of Socio-Economic Programmes—Indian Co-operative Union—1975-76.
18. Study of the Family and Child Welfare Projects—Delhi School of Social Work—1976.

1.15. The Committee desired to know how the sectoral and *inter se* priorities and allocations between different social welfare programmes had been determined. In a note, the Department of Social Welfare have stated:

“...the programme of Grants-in-aid was started after the study of the needs and requirements of the Social Welfare Organisations by the expert panels. Priorities were determined as part of the National Plan Programmes. Child Welfare, Women Welfare, welfare of the handicapped and general welfare services were the order of priorities. Funds were allocated based on the on-going programmes of the Board and with reference to the requirements assessed by the State Boards. The Central Social Welfare Board allocates the funds provided by the Government of India to the States on the basis of their previous year's expenditure and their additional requirements for more services to be taken up by them within the overall budget of the Central Social Welfare Board.”

1.16. While emphasising the need for undertaking periodic surveys to assess the needs and requirements of voluntary organisations in the country for the promotion, expansion and development of programmes, the Committee set up for Review of Grants-in-Aid Programmes of the Central Board (1973-74) observed in their Report:

“More than two decades have elapsed but no comprehensive survey has been undertaken.”

1.17. Another equally important objective of the Central Social Welfare Board is to 'evaluate the programmes and projects of the aided agencies'. In this context, when asked to indicate whether the Central Social Welfare Board or the Department of Social Welfare had evaluated the programmes being implemented by them with a view to bring about the desired improvements, the Secretary, Central Social Welfare Board stated in evidence:

“A number of studies have been conducted. For instance Shrimati Ira Karve has conducted initial study in regard to welfare expansion project which was supported by the

Central Board. Mrs. Renuka Ray conducted the study which was very beneficial to the Board. We have had studies on Child Welfare work which was conducted by the Delhi School of Social Work. On the whole, the Board's organisational structure is under study by the Indian Institute of Public Administration and they are likely to give us the benefit of advice and we will be able to refashion or restrengthen the Board in a way that it delivers the services, within all the limitations which are known to this Hon. Committee to the best possible extent for the benefit of inarticulate sector of women and children."

1.18. The Coordination Committee of the Grants-in-Aid Programme Review Committee (1973-74), after taking into account the past achievements and shortcomings in the programmes of the Board highlighted the need for gearing up the machinery of the Central Social Welfare Board. In order to keep the Board's programmes under constant vigil for their effective implementation. In the above context, the aforesaid Coordination Committee assigned to themselves *inter alia* the following terms of reference:

- “(i) How far the objectives laid down for the Central Social Welfare Board (Company) in 1969 affected the functioning of the Board when compared with the earlier objectives under which the Board was functioning from 1953 onwards;
- (ii) whether the objectives are absolutely clear, and if so, what type of structure is required to achieve them and how far the Board was equipped under the present system;
- (iii) whether the activities of the Board were being conducted in terms of the objectives and what were the bottlenecks that hindered the smooth implementation of the programmes and to suggest remedial measures.”

1.19. Asked how far the objectives envisaged have been achieved, the representative of the Department of Social Welfare stated in evidence:

“The Articles of Association make it clear and a very general wide ranging set of objectives have been given to the Board. It is true that out of those objectives which had been outlined in the Articles of Association, the schemes that the Board had taken up are related to some of them, not all of them.”

1.20. An assessment of the contributions made by the voluntary agencies was considered relevant to have some background for planning social welfare services in the future. In view of this, the Planning Commission desired that a study of the working of the voluntary agencies in the field of social welfare be undertaken by their Programme Evaluation Organisation. The study team studied 66 sample organisations and presented their report in June 1978.

1.21. The Committee desired to know the steps contemplated pursuant to the findings and recommendations of the Study Team. In a note, the Department of Social Welfare have stated:

“In the first instance, the Central Board has supplied a copy of the summary of findings and conclusions as referred to above, to all the State Boards eliciting their views on the various points. The Board also proposes to analyse the observations and suggestions made in the Study in greater details so as to take appropriate action as may be necessary.”

1.22. The following extracts from the Study Report are relevant:

“.....some sort of evaluation of the selected programme of C.S.W.B. was attempted now and then through the appointment of Study Teams and Review Committees. The observations and range of field data collected by them tended to be limited and, therefore, could serve only a limited purpose....

As regards the evaluation in general and agency for evaluation of social welfare programmes, the observations and recommendations made by Renuka Ray Study Team on Social Welfare and Welfare of the Backward Classes (1959) are relevant even now. The team had proposed that the Programme Evaluation Organisation is the appropriate agency to undertake evaluation of social welfare programmes on a regular basis. Similarly, the Committee on the Welfare of Scheduled Castes and Scheduled Tribes in their twentieth report submitted in May, 1973 had recommended, that all the Generally sponsored schemes for the welfare of the scheduled castes and scheduled tribes should be evaluated objectively by the Programme Evaluation Organisation.”

1.23. In their 20th Report, presented in May 1973, the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes, made the following recommendation:—

“The Committee need hardly stress that to quicken the pace of upliftment of the Scheduled Castes and Scheduled Tribes, all the schemes started for their welfare have to be made result-oriented. The Committee are, therefore, firmly of the opinion that all the Centrally Sponsored Schemes for the welfare of Scheduled Castes and Scheduled Tribes should be evaluated objectively by the Programme Evaluation Organisation of the Planning Commission in collaboration with the Ministry of Home Affairs, so as to suggest ways and means to improve their working. The State Governments should also be advised to devise a machinery by which all the State Sector Schemes for the welfare of Scheduled Castes and Scheduled Tribes are similarly evaluated objectively.”

1.24. The Committee on the Welfare of Scheduled Castes and Scheduled Tribes also observed in their 45th Report (Fifth Lok Sabha) as under:

“Progress, evaluation and Coordination Cell should be set up in all those States where they have not been set up so far.”

1.25. In regard to achievement of yet another objective of the Central Board to coordinate assistance extended to Social Welfare activities by various Ministries in Central and State Governments, the Department of Social Welfare have in a note, furnished at the instance of the Committee have stated:

“Coordination is ensured at the Central level by the inclusion of representatives of the concerned Ministries/Departments, on the General Body and the Executive Committee of the Central Social Welfare Board. These Ministries/Departments are Finance, Social Welfare, Rural Development, Health, Education and Planning Commission. Similarly the concerned Departments of the State Governments are represented on the State Social Welfare Advisory Boards as Members. On specific Committees like that for Socio-Economic Programme, Condensed courses of Education etc. the Department of Industries and Department of Education of the State Governments are represented.

The Board is also represented on various Committees of the Department of Social Welfare, the Department of Family Welfare, Department of Rural Development etc. on the programmes being implemented by them.

There is thus a continuous benefit of a mutual exchange of views. The Government is made aware of the activities of the Board and the Board is able to appreciate and apprise itself of the programme and thinking of the Government."

1.26. Under the scheme for sponsorship of research studies, 98 research projects have been sanctioned since its inception in 1973-74. The following studies had been entrusted to the three Schools of Social Work in Bombay, Calcutta and Madras upto September, 1978:

| Title of the Study | Agency conducting the Studies. |
|---|---|
| 1 | 2 |
| 1. A Study of the Finances of Child Welfare Agencies in Greater Bombay. | Tata Institute of Social Sciences, Bombay. |
| 2. A Study of Social Welfare Man-power Requirements in Tamil Nadu. | Madras School of Social Work, Madras. |
| 3. A Study of Drug Abuse among College/ University Students in Bombay. | Tata Institute of Social Sciences, Bombay. |
| 4. An Evaluation of the Working of the schemes for Welfare of Children in need of Care and Protection in Maharashtra. | Tata Institute of Social Sciences, Bombay. |
| 5. An Evaluation of the working of the schemes for welfare of children in Need of Care and Protection in Tamil Nadu. | Madras School of Social Work, Madras. |
| 6. Study on the Level of Development of Social Welfare Services in the State of Sikkim. | Indian Institute of Social Welfare and Business Management, Calcutta. |
| 7. Study on the Level of Development of Social Welfare Services in the State of Maharashtra. | Tata Institute of Social Sciences, Bombay |
| 8. Study on the level of development of Social Welfare Services in the State of West Bengal. | Indian Institute of Social Welfare and Business Management, Calcutta. |
| 9. Study on the level of development of Social Welfare Services in the State of Tamil Nadu. | Madras School of Social Work; Madras. |

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2

- | | |
|--|---|
| 10. Study on the level of Development of Social Welfare Services in the State of Goa, Daman and Diu. | Tata Institute of Social Sciences, Bombay. |
| 11. Social Situation Report on the Aged. | Tata Institute of Social Sciences, Bombay. |
| 12. Study on Old Age Pension Scheme in West Bengal. | Indian Institute of Social Welfare and Business Management, Calcutta. |

1.27. A note on the Research, Evaluation and Statistics Division of the Central Social Welfare Board, furnished at the Committee's instance is reproduced below:

"A small Division of Research, Evaluation and Statistics was set up in the office of the Central Social Welfare Board in 1969 for the purpose of collection and compilation of the data in respect of agencies aided by the Board and also to undertake research studies. With this end in view, the Division collected the necessary data and brought out the following publications:—

- (i) Central Social Welfare Board and its Programmes—A Study (1953—69).
- (ii) Central Social Welfare Board and its programmes—A brief Analysis (1971).
- (iii) State Social Welfare Advisory Boards—A Study (1973-74).
- (iv) Orphan ages in India—A Study (1974).
- (v) Voluntary Social Welfare Organisations for the Handicapped—A Study (1974).
- (vi) C.S.W.B.—A statistical Booklet (1953—75).
- (vii) C.S.W.B.—A statistical Booklet (1953—78).
- (viii) Directories of Social Welfare Agencies in India in respect of the following States:—
 - (a) Tamil Nadu
 - (b) Assam
 - (c) Manipur
 - (d) Kerala

- (e) UP
- (f) Maharashtra
- (g) Gujarat
- (h) Pondicherry
- (i) Goa, Daman & Diu
- (j) Haryana
- (k) Bihar
- (l) Rajasthan
- (m) Madhya Pradesh
- (n) Tripura
- (o) Delhi
- (p) Punjab

1.28. The need to carry out evaluation studies and to evolve proper mechanism for monitoring the implementation of different schemes at the State level was stressed at the Conference of State Social Welfare Ministers and Secretaries held on 25th and 26th September, 1978. The following conclusion were *inter-alia* arrived at the said Conference:

“At the State Level, there should be a nodal point for coordinating all welfare activities, particularly those relating to women, children and the handicapped. There is need for improving administrative capability through strengthening of supervision and proper monitoring and evaluation. It was suggested that some Central support should be given for strengthening the administrative set-up at the State level, for effective utilisation of sizeable funds flowing under Central and Centrally sponsored schemes. Some specific steps required at State/U.T. level are:

- (a) establishment of machinery of programmes with statistics, monitoring and evaluation of programmes with focus on goal-achievement and not merely expenditure;
- (b) proper documentation on social welfare services and sharing of information.

1.29. The main object incorporated in the Memorandum of Association of the Central Social Welfare Board when it was registered as a company, under the Companies Act, 1956, with effect from 1 April 1969, is to ‘study the needs and requirements of social welfare organisations from time to time through surveys, research and eva-

luation in such manner as may be considered necessary'. The Committee find that some sort of evaluation of the selected programmes of the Central Social Welfare Board was attempted now and then through appointment of Study Teams and review committees. However, no comprehensive system of objective evaluation of the welfare services to meet the specified and surveyed needs of the voluntary organisations has been evolved. The Committee were informed during evidence that 'voluntary organisations are agencies which some times have a number of programmes' and, therefore, causing a survey to be made of the needs and requirements of social welfare organisations 'would not be very practical'. The Committee are unable to appreciate this argument. The Committee feel that it is essential to have a monitoring machinery to ensure efficient and correct implementation of the wide range of programmes and to assess their impact on the beneficiaries. The Committee recommend that a proper method of evaluating the implementation of the programmes of the Board and their impact on the society should be evolved.

(iii) *Status of the Central and State Boards*

1.30. The establishment of the Central Social Welfare Board on 12th August 1953 by a Resolution of the Government implied that it functioned more or less as a limb of Government. According to Government's standing orders, grant-in-aid could be given only to a body independent of Government and *not* to an organisation set up by Government resolution or an executive order, having no juridical personality. The anomaly of Government giving grants to a body which had no legal entity was repeatedly commented upon by the Public Accounts Committee and by the Ministry of Law. In their 52nd Report (Third Lok Sabha), the Public Accounts Committee (1965-66) suggested that this anomalous position should be remedied without further delays, and in this connection referred to their earlier recommendations contained in the 19th and 38th Reports (Third Lok Sabha) in favour of giving a statutory status to the Board.

1.31. As a result of the recommendation of the Public Accounts Committee, various alternatives to remedy the situation and to give the Board a juridical status were considered by the Government in consultation with the Ministry of Law and it was finally decided to register the Central Social Welfare Board as a Charitable Company under Section 25 of the Companies Act, 1956, with effect from 1st April, 1969.

1.32. At a later stage in 1971, various proposals to give a new status to the Central Social Welfare Board were considered by the Government in consultation with the Ministry of Law and the De-

partment of Company Affairs. As a result of this protracted consideration, it was decided to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted, which was then pending in the Parliament. However, due to dissolution of the Fifth Lok Sabha the Bill lapsed. In the result, the Government is now giving a new thought to the question of assigning a more suitable status to the Central Board.

1.33. In accordance with Article 9 of the Articles of Association of the Central Social Welfare Board, in each of the States| Union Territories there would be a State Social Welfare Advisory Board. The State Board performs such functions as are entrusted to it by the Central Social Welfare Board. Half the members of the State Social Welfare Advisory Board excluding the Chairman are nominated by the concerned State Government or Union territory Administration and the other half by the CSWB. The Chairman of the State Board is appointed by the State Government in consultation with the Chairman of the CSWB. The State Board is established by the respective State Government or UT Administration through a Resolution or Notification of the State Government. The employees of the State Boards are governed by the rules and regulations of the respective State Governments.

1.34. This being the position, the State Boards do not enjoy any juridical status and they have been treated just as a subordinate organisation of the State Government. Objections have therefore been raised from time to time by the Audit that the grants to a State Board as a subordinate office of the State Government cannot be given to it by the State Government or the Central Social Welfare Board on behalf of the Government of India. It is for the above reasons that the Government of India is considering the question of according a suitable juridical status to the State Boards.

1.35. Since the registration of the Central Social Welfare Board as a Charitable Company from 1st April, 1969, action was not simultaneously initiated to provide legal status to the State Social Welfare Advisory Boards, the Committee enquired into the circumstances under which it was not done. The Department of Social Welfare have, in a note stated:

“No such difficulty was experienced in the case of the State Social Welfare Advisory Boards and the PAC or any other body for that matter had not recommended consideration of the status of the State Boards also. It was for these reasons that initially only the question of providing the

suitable juridical status to the Board to overcome the difficulty faced in releasing grants by the Government to Central Social Welfare Board was considered and decided."

1.36. Clarifying the position, the representative of the Department of Social Welfare informed the Committee during evidence:

"...Government have been considering for a long time, giving the State Boards some kind of a regular status and not just leaving them as they are at the moment..."

He added:

"The difficulty that has been found is that their not being a body corporate, there is some difficulty; they are handling lots of money and the State Governments have been insistent that they should be given some kind of status. At the November meeting of the States Ministers of Social Welfare convened by our Education Minister here almost all of them were very emphatic on this question. They felt that it was high time that some kind of a regular footing was given to the State Social Welfare Boards."

He further added:

"As far as the Department is concerned, it has all along been clear that we would like the State Boards to be given a regular footing. There are one or two difficulties in this. One is, this subject is one on which the Central Government cannot legislate. It is not a subject under the purview of the Central Government. We have to persuade the State Governments. We can do another thing: we can draft a model legislation and they can adopt it and under that legislation, establish the State Boards. The other alternative is to register them as societies. Informally we understand that they do not like this idea. They say: 'we give assistance to registered societies and so why should we be a registered society? We should be given a regular status'. We cannot do anything on our own, unless the State Governments agree and take action."

1.37. In a written note, furnished subsequently, at the instance of the Committee, the Department of Social Welfare have stated:

"There is no difficulty in registering the State Boards as Societies under the Registration of Societies Act. However, such a step is not considered desirable as various

States have their own enactments with different provisions. Thus there will be lack of uniformity which would hamper funding by Central Social Welfare Board. Also if the State Boards are registered as societies, this would imply the funding being done from one society to another society, i.e., to the voluntary organisation implementing the Social Welfare Programme. This would not be a very desirable position."

1.38. Clarifying the position, the Department of Social Welfare have further stated:

"Grants are not only sanctioned by the Central Social Welfare Board on the recommendations of the State Social Welfare Advisory Boards but also by the State Boards under the powers delegated to them by the Central Board. In the case of Centralised Programmes, grants are released by the Central Board directly to the voluntary institutions and in the remaining cases, the grants are released by the State Boards. The State Boards have the powers to sanction grants in the case of the Decentralised programmes of the Central Board. It would, therefore, be appropriate if the sanctioning authority has a different status from the grantee institutions. However, there is at present no decision to register the State Boards as societies under the Societies Act."

1.39. The following is an extract from the summary record of the main conclusions/recommendations incorporated in the proceedings of the Conference of Social Welfare Ministers and Secretaries held on 28-29 October, 1977 on the subject of according legal status to the Social Welfare Boards:

"The Government of India should take an early decision in regard to the legal status to be accorded to Central and Social Welfare Boards and their *inter se* relationships and also their relationships with the Central and State Governments, consistent with autonomy and accountability."

1.40. Asked whether there has been any progress in the matter, the Department of Social Welfare have, in a note, stated:

"Discussions in this regard have been held with the officers of the Company Affairs and various possibilities of the juridical set up of the State Boards have been considered. On these lines the work in regard to the drafting of a

suitable model has now been undertaken and this will be placed before the State Governments."

1.41. In another note furnished subsequently, (December 1978), the Central Social Welfare Board have stated:

"The Government have since framed specific proposals in this respect and referred them to the State Governments for their comments and concurrence. As soon as these are received, the matter will be taken up for finalisation."

1.42. In paragraph 2.23 of their 52nd Report (Third Lok Sabha), the Public Accounts Committee (1965-66) had reiterated their earlier recommendation contained in their 19th and 38th Reports (Third Lok Sabha) and had observed that the Central Social Welfare Board had been in existence for the last 12 years but no final decision of placing it on a statutory footing had been taken. Finally, the Government registered the Central Social Welfare Board as a charitable company under the Companies Act, 1956, with effect from 1st April, 1969. However, views were expressed that the company status of the Central Social Welfare Board required reconsideration. After considering various proposals to give it a new status it was decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and Other Societies (Regulation) Bill, when enacted. This Bill however lapsed on the dissolution of Fifth Lok Sabha and Government is now giving a new thought to the question of assigning a more suitable juridical status to the Central Board. The Committee regret to note that no final decision has been taken in this matter which has been pending since 1971. As the future footing of the State Social Welfare Boards which also at present do not enjoy any juridical status revolves around the status that might be given to the apex body, i.e., the Central Board, the Committee urge that the long standing question of assigning a more suitable and adequate status to the Central Social Welfare Board should be finalised early and a suitable legislative measure brought before the Parliament in this regard without further delay.

(iv) *Composition of the Central Social Welfare Board*

1.43. As per Article 4 of the Articles of Association of the Central Social Welfare Board, the General Body of the Board consists of a Chairman nominated by the Government and 43 members from among the following:—

- (a) One woman representative each from the State Governments and three from all the Union Territories by rotation. The State Governments shall be requested to

| | |
|--|---------------|
| nominate their representatives from among those who had the experience of work with the State Social Welfare Board and Voluntary Social Welfare Organisations | 22 + 3 = 25. |
| (b) Two Social Scientists (Social Work Educators, two Social Welfare Administrators and five prominent social workers to be nominated by the Government of India | 2 + 2 + 5 = 9 |
| (c) One Chairman, preferably a woman to be nominated by the Government from among prominent social workers of all India status | 1 |
| (d) One representative each from the Ministries of Finance, Health, Community Development, Education and Social Welfare and one from the Planning Commission ; and | 6 |
| (e) Two members from the Lok Sabha—one Member from Rajya Sabha to be nominated by the Speaker, Lok Sabha and the Chairman Rajya Sabha respectively | 3 |
| TOTAL | 44 |

1.44. Under Article 10 of the Articles of Association, the administration of the affairs of the Central Social Welfare Board is vested in an Executive Committee. The Executive Committee consists of the Chairman of the Board, four Government representatives representing the Department of Social Welfare, Ministry of Finance, Department of Community Development (now Department of Civil Supplies and Co-operation) and the Ministry of Health and Family Welfare, and six other Members of the Board to be appointed by Government in consultation with the Chairman of the Board, one at least of whom shall be a Social Scientist (Social Work Educator), one a Social Welfare Administrator and one prominent Social Worker.

1.45. The Members of the present Executive Committee (non-officials) have been holding office from the dates shown against each of them as indicated below:—

| | |
|---|--|
| 1. Smt. Raksha Saran | From 1-4-69 to 31-8-76 and from 6-6-78 |
| 2. Smt. Ela Bhatt | From 6-6-78. |
| 3. Smt. Indira Miri | From 6-6-78. |
| 4. Begum Janab Sheikh Mohammad Abdullah | From 6-6-78. |
| 5. Smt. Ratna kala Menon | From 6-6-78. |
| 6. Dr. (Smt.) Satyawa Sinha ti | From 6-6-78. |

1.46. The term of the Executive Committee which was constituted on 6th June, 1978 is 'until further orders'.

1.47. Details of the positions held by each of the non-official members of the present Executive Committee in other organisations are given in Appendix II.

1.48. The Committee find that as per Article 4 of the Articles of Association of the Central Social Welfare Board the representatives from the State Governments and Union Territories on the General Body of the Board have necessarily to be women.

1.49. As regards the Executive Committee of the Board, it was noticed that all the non-official members were women. The Committee, therefore, wanted to know whether there was any provision that all the members of the Executive Committee except the Government nominees should be women. In reply, the representative of the Department of Social Welfare stated:—

“There is no stipulation as such, but it is a convention which has started right from the inception of the Board i.e. 1953.”

1.50. Asked whether there was any special advantage in appointing women on the Board, the Chairman of the Central Board stated:—

“We think women are more devoted to the work. They are more sympathetic. Man is usually working and he is earning money for his family. But the woman generally stays at home. She can, therefore, spare time.”

1.51. Asked whether women Members of the Board were not having any other gainful employment, the Chairman of the Central Board replied:—

“The General Body's meeting comes only once a year. If there are people who are engaged in other social work on their own, like I am engaged in eradication of leprosy Blood Bank, I do not give that up. I still continue that and work here additionally. Like that there are many members who have their own social work and they continue with that.”

(v) *Composition of State Social Welfare Boards*

1.52. With the launching of Rural Projects all over the country and gradual increase in the aided agencies, it became almost impossible to administer a country-wide programme without effective implementation machinery in the States which would advise and assist the Central Board in the administration of its aided schemes

Accordingly, the Central Social Welfare Board in one of its meetings (1954) passed the following resolution:—

“Resolved to request the State Governments to constitute State Social Welfare Advisory Boards for purpose of better co-ordination between the institutions in the State and the State Governments and the Central Social Welfare Board and also for a wider coverage and intensive study of the working of the institutions in the States and to follow up frequently their programmes and activities.”

1.53. In pursuance of the above resolution, State Social Welfare Advisory Boards were established in various States and Union Territories by executive orders issued by State Governments and Union Territory Governments|Administrations. At present there are 30 State level Zonal Welfare Advisory Boards.

1.54. Article 9 of the Articles of Association (as substituted by an amendment) stipulates that:—

“In each of the participating States|Union Territories, there would be a State Social Welfare Advisory Board. The State Board will perform such functions as are entrusted to it by the Central Social Welfare Board. Half the members of the State Social Welfare Advisory Board excluding the Chairman shall be nominated by the concerned State Governments|Union Territory Administration and the other half by the Central Social Welfare Board. The Chairman of the Board shall preferably be a woman social worker selected by the State Government in consultation with the Chairman of the Central Social Welfare Board.”

1.55. The State Social Welfare Board, besides carrying out the objects of the Central Social Welfare Board, performs the following functions:—

- (i) Act as media for exchange of information between the field and the Centre and *Vice versa*;
- (ii) Invite, receive, examine and recommend to the Central Social Welfare Board applications for the grant-in-aid from voluntary welfare institutions under different programmes,
- (iii) Supervise, inspect and report on the working of the institutions|projects to the Central Social Welfare Board;
- (iv) Advise and assist the Central Social Welfare Board in sponsoring new welfare programmes and activities ~~where~~ **ever they are needed within their State;**

- (v) Assist and advise in the welfare and development of activities undertaken by the various Departments of the State Government with a view to avoiding duplication;
- (vi) Undertake such other activities as may be conducive to the fulfilment of these objectives;
- (vii) Promote the growth of voluntary social welfare agencies, with special reference to development of welfare services in areas not so served at present;
- (viii) Assist the Central Social Welfare Board in providing a Field Counselling Service for aided agencies;
- (ix) Administer social welfare programmes in rural areas either sponsored by the Central Social Welfare Board or jointly initiated with the cooperation of the State Government;
- (x) Stimulate effective coordination among voluntary welfare agencies, at the State and local levels and between voluntary and statutory agencies, wherever feasible;
- (xi) Assist the Central Social Welfare Board and the State Government in the development of comprehensive welfare services so as to meet the essential needs of the people in various walks of life.

1.56. It will be seen from above that an important function of the State Boards is to coordinate the welfare and development activities of the State Governments and the Central Social Welfare Board to avoid duplication. Asked to indicate whether this coordination was upto the mark, the Department of Social Welfare have stated:—

“The State Social Welfare Advisory Boards are implementing the programmes of the Central Social Welfare Board. This question, therefore, appears to relate to coordination between the State Boards and the State Governments concerned.

The representatives of the concerned departments of the State Governments are nominated on the State Social Welfare Advisory Boards (as ex-officio Members) in order to ensure closer coordination.

At the operational level, by nomination of the Block Development Officers as the Treasurers of the Project Implementing Committees and also by involving the Primary Health Centres in the execution of the welfare programmes for women and children as regards their health, nutrition, etc.,

the setting up of the Welfare Extension Projects in the Community Development Blocks and later on, country-wide programme of Family and Child Welfare Projects, are instances of coordination of different agencies engaged in the field of social welfare and the involvement of the State Governments in the activities for the women and children in rural areas.

Coordination between the State Social Welfare Advisory Boards and the concerned departments of the State Government is available but it is felt that there is a scope for further improvement. It is hoped that with the vesting of an adequate status to the State Boards, coordination between them would be more effective."

1.57. The Committee desired to know whether the coordination between the Central Board and the State Boards was upto the measure expected, the Chairman, Central Social Welfare Board replied as under:—

"I would not say that they do not function, but the States are not willing to accept my nominations. They flatly refuse and they say that our job is to get on with them and try to solve their problems."

In the same context, the witness added:—

"Unfortunately though our programme Officers and the Welfare Officers do their best, but none of the members of the State Boards is taking trouble of going there, examining it and reporting the running of the grant to us. Where we render social services, they are not cooperating with us....."

She further added:—

"I have written letters to all the State Boards to give me a list of the Members who have visited places and how many institutions each one has visited. I got a reply only from three and according to that only one Member visited one institution."

1.58. At the Conference of State Social Welfare Ministers held in September 1977, the following recommendation was made in this connection:

“The State Departments of Social Welfare and the State Social Welfare Advisory Boards may function with a spirit of co-ordination, rather than duplication, so that the best results may be achieved with available resources. If this requires restructuring of the State Boards, this may be taken up, considering also the possibility of utilising the services of the State Director of Social Welfare, as ex-officio Secretary of the State Board. At the State level, there should be a nodal point for coordinating all welfare activities particularly those relating to women, children and the handicapped.....”

1.59. The above-mentioned recommendation being the direct concern of the State Governments has, according to the Department of Social Welfare, been sent to them for appropriate action.

1.60. In regard to difficulties encountered in the nomination of half the members of the State Boards by the Central Board, the Department of Social Welfare have stated:—

“Generally, no difficulties were encountered in the nomination of half the members on the State Boards by the Central Social Welfare Board. Instances of disagreement are settled through mutual consultations.”

The note further adds:—

“There were certain instances wherein the State Governments differed in accepting the nominees of the Central Social Welfare Board, as for example, in the case of the reconstitution of the State Boards of Punjab, Madhya Pradesh, Tamil Nadu, Pondicherry, Tripura, Haryana and Uttar Pradesh. The issues were settled through mutual consultations.”

1.61. In another note, the Department of Social Welfare have stated:—

“Legal opinion was sought informally on this issue by the Central Social Welfare Board. It was opined that as per Article 9 of the Memorandum and Articles of Association of the C.S.W.B., State Advisory Boards are required to have half the number of members nominated by the State

Governments|Union Territories and the other half by the Central Social Welfare Board.”

1.62. According to Article 9 of the Articles of Association, the Chairman of the State Social Welfare Advisory Board is selected by the concerned State Governments|Union Territory Administration in consultation with the Chairman of the Central Social Welfare Board. Asked about instances of difference of opinion in the appointment of the Chairmen of State Boards, the Chairman, Central Social Welfare Board stated in reply:—

“Some times there is, but not always.”

1.63. Asked to indicate instances wherein mutual agreement could be arrived at after protracted consultations or correspondence, the Department of Social Welfare have stated:—

“In the past there have been a few cases when the selection of the Chairmen of the State Boards was arrived at after correspondence or personal discussions between the State Government concerned and the Chairman of the Central Social Welfare Board.”

1.64. The tenure of a State Social Welfare Advisory Board, according to the Ministry, is usually two to three years at a time.

The following table shows the dates of constitution of the present State Social Welfare Advisory Boards alongwith the dates on which they were originally due for reconstitution:—

| S. No. | Name of the State | Date of Reconstitution of the present Boards | Date on which it was due for reconstitution | Remarks |
|--------|-------------------|--|---|------------------------------------|
| 1 | 2 | 3 | 4 | 5 |
| 1. | Andhra Pradesh | 1-3-1975 | 1-3-1975 | |
| 2. | Assam | 1-10-1975 | Had not | been specified |
| 3. | Bihar | 18-5-1976 | 18-5-1976 | |
| 4. | Gujarat | 12-8-1976 | 12-8-1976 | |
| 5. | Haryana | 1-1-1977 | 4-11-1977 | Chairman was changed on 30-9-1977. |
| 6. | Himachal Pradesh | 6-3-1978 | 14-2-1977 | |
| 7. | Jammu and Kashmir | 12-10-1977 | 31-8-1977 | |

| 1 | 2 | 3 | 4 | 5 |
|-----|--------------------------|-------------|--|---|
| 8. | Karnataka | 4-2-1976 | 4-2-1976 | |
| 9. | Kerala | 29-6-1977 | 18-2-1977 | |
| 10. | Madhya Pradesh. | 29-7-1978 | 25-4-1978 | Board was dissolved in Oct. '77 and reconstituted in July 1978. |
| 11. | Maharashtra . | 2-10-1976 | 2-10-1976 | |
| 12. | Manipur | 20-1-1977 | Had not been specified. | |
| 13. | Meghalaya | 16-12-1977 | 30-11-1977 | |
| 14. | Nagaland | 23-3-1978 | 27-10-1977 | |
| 15. | Orissa . | 31-10-1977 | 14-2-1977 | |
| 16. | Punjab | 24-8-1978 | 17-5-1978 | |
| 17. | Rajasthan | 10-5-1978 | 1-3-1976 | |
| 18. | Sikkim . | 27-10-1976 | Board was established on 27-10-1976 only. | |
| 19. | Tamil Nadu | 2-2-1978 | 28-7-1977 | |
| 20. | Tripura . | 31-7-1978 | 14-7-1978 | |
| 21. | Uttar Pradesh | 26-12-1977 | 30-8-1977 | |
| 22. | West Bengal . | 18-11-1977 | 21-5-1977 | |
| 23. | A. & N. Islands | 30-12-1975 | Board was re-established on 30-12-1975 only. | |
| 24. | Arunachal Pradesh | 22-6-1976 | Had not been specified. | |
| 25. | Chandigarh | 31-8-1977 | Board was re-established on 31-8-1977 only. | |
| 26. | Dadra and Nagar Haveli . | There is no | separate State Board. | |
| 27. | Delhi | 20-9-1977 | 8-6-1977 | |
| 28. | Goa, Daman And Diu | 16-9-1976 | 16-9-1976 | |
| 29. | Lakshadweep | 9-11-1976 | New Board. | |
| 30. | Mizoram | 18-2-1977 | Not specified | |
| 31. | Pondicherry | 25-5-1978 | Not specified. | |

1.66. It will be seen from the above that reconstitution of 11 State Boards on specified dates during the years 1977 and 1978 was not actually completed in time. The delay in the re-constitution of these Boards ranged between half a month and over 26 months. In the case of Assam, Manipur, Mizoram and Pondicherry, the tenure of the State Boards has not been specified.

1.67. The Committee desired to know far delay in the reconstitution of State Boards had contributed to their proper functioning. The Department of Social Welfare have stated:

“To a certain extent, the delay in the reconstitution of the State Boards effected the day-to-day functioning of the State Boards as well as the sanctions and releases of grants to the voluntary institutions under the various programmes.”

1.68. From the data pertaining to the position held by six non-official members nominated on the present Executive Committee of the Central Social Welfare Board from amongst Social Scientists (Social Work Educators), Social Welfare Administrators and prominent Social Workers, it is seen that they hold offices in more than one organisation. One Member is associated with as many as 16 organisations and three others with 8—10 organisations. One Member who held the Membership of the Executive Committee earlier from 1st April, 1969 to 31st August, 1976 has again got nomination from 6th June, 1978 and the term of the Executive Committee constituted on 6th June, 1978 is ‘until further orders’. Similarly, the Chairmen of State Social Welfare Advisory Boards of quite a few participating States or Union Territories as also some M.L.As. find representation as women representatives in the General Body of the Central Board. The Committee have a feeling that because of their Membership of various other organisations, the work of the Central and/or State Boards often gets affected and this tendency needs to be discouraged, if not wholly curbed.

1.69. Looking to the magnitude of the work which has been growing manifold since the inception of the apex body, namely, the Central Social Welfare Board, it is doubtful whether the lone Chairman of the Board would be able to administer and organise its affairs, much less consistently supervise the social services scattered over the country. In the circumstances, the Committee desire that Government may consider what positive steps should be taken to make the Central Board a dynamic and vigorous body capable of shouldering the increasing responsibility in the context of enlarged scope of welfare activities. In this connection, the Committee would like the Government to examine the feasibility of providing a whole time Vice-Chairman in the Central Board to share the increasing responsibilities of the Chairman.

1.70. The Committee would also like the Government to give a fresh look at the composition of the General Body of the Central Board and its Executive Committee to find out whether any structural change in their composition, especially in the representation of

non-official members, is called for in the best interest of the working of the Central Board, the State Boards, the various projects and units functioning under the Boards as also the varied segments of beneficiary group under various schemes and programmes implemented by the Board.

1.71. The Committee note with concern that though it is the prerogative of the Central Board to nominate half the Members of the State Social Welfare Advisory Boards, there have been instances where the State Governments differed in accepting the nominees of the Central Board, e.g. in the case of re-constitution of the State Boards of Punjab, Madhya Pradesh, Tamil Nadu, Pondicherry, Tripura, Haryana and U.P. The Committee have an apprehension that differences between the State Governments and the Central Board regarding persons to be nominated to the State Boards, arise due to extraneous considerations. The Committee need hardly emphasise the importance of nominating persons with solid social welfare background on the State Boards. The Committee would, therefore, like that the nominations to the State Boards are based on merit, also keeping in view balanced geographical representation.

1.72. The Committee also note that though under Article 9 of the Articles of Association, the Chairman of State Board is to be selected by the concerned State Government/Union Territory Administration in consultation with the Chairman of the Central Board, there have been some cases when selection of the Chairmen of the State Boards could only be arrived at after correspondence or personal discussions between the State Government and the Central Board. The suitability of persons appointed as Chairmen of State Boards is of paramount importance if the various social welfare schemes are to be implemented effectively. The Committee would therefore suggest that some criteria or guidelines should be laid down in the matter and these should be taken into consideration at the time of selecting persons for appointment as Chairmen of State Boards.

1.73. The Committee have been informed that the tenure of State Social Welfare Advisory Boards is usually 2 to 3 years at a time. It is seen that reconstitution of 11 State Boards due during the years 1977 and 1978 was not completed in time. In some cases the term of the State Boards was either extended or the Boards were reconstituted with the same Chairman and Members. In the case of Assam, Manipur, Mizoram and Pondicherry the tenure of the State Boards has not been specified. The representative of the Department of Social Welfare conceded that to a certain extent, the delay in the

reconstitution of the State Boards affected their day to day functioning as well as the sanction and release of grants to the voluntary institutions under the various programmes. The Committee are, therefore, of the view that the tenure of State Boards should be invariably specified by rules or in the notification or resolution regarding reconstitution of the State Boards. The Committee also feel that there should be a uniformity in the tenure of the State Boards and action should be initiated well in time to ensure that the State Boards are reconstituted by the due dates.

1.74. The Committee find that one of the important functions of the State Social Welfare Advisory Board is to coordinate the welfare and development activities of the State Government and the Central Social Welfare Board to avoid duplication. With the process of decentralisation in the working of the schemes and programmes with a view to achieving a greater measure of operational efficiency, the need for closer and broad-based functional coordination assumes added importance. Moreover, some of the welfare services are sponsored by more than one Ministry or Department. For instance, the nutrition programmes are sponsored by the Ministry of Agriculture and Irrigation and the Ministry of Health and Family Welfare apart from the Department of Social Welfare (through the Central Social Welfare Board), Family and Child Welfare has been the concern of the Ministry of Health and Family Welfare, the Department of Community Development and C.S.W.B. The Tribal Development Blocks are sponsored by the Ministry of Home Affairs and the department of Civil Supplies and Cooperation. The Ministry of Labour deals with Labour Welfare. Therefore, an effective coordination is of vital importance to avoid overlapping in the working of all the concerned Departments as also the voluntary agencies. The Committee have been informed that coordination between the State Social Welfare Advisory Board and the concerned Departments of the State Governments is available but there is a scope for further improvement.

1.75. The Committee recommend that a suitable procedure should be evolved so as to ensure that there is coordination between the social welfare agencies functioning under the Central or the State Governments and there is no duplication of effort at any level.

CHAPTER II

FINANCIAL AID BY GOVERNMENT AND EXPENDITURE

Audit Paragraph

The Central Board is financed by grants, both Plan and non-Plan, from Government. The administrative expenditure of the Central Board and the State Boards is met out of non-plan grants released by Government while the expenditure on welfare programmes is met out of Plan grants released by Government. Separate grants are also released for execution of certain specific programmes sponsored by the Department of Social Welfare

The grants received by the Central Board during 1971-72 to 1975-76 and expenditure incurred there from as follows:—

| Year | Amount of grant received | | Total | Expenditure | | Total | |
|---------|---|---|--------|--|---|--------|--------|
| | Non-Plan | Plan | | Non-plan | Plan | | |
| | Programmes included in the Board's budget | Programmes sponsored by Department of Social Welfare. | | Programmes included in the Board's budget. | Programmes sponsored by the Deptt. of Social Welfare. | | |
| 1971-72 | 27.59 | 267.00 | 30.11 | 27.54 | 251.70 | 29.69 | 308.93 |
| 1972-73 | 33.20 | 302.85 | 94.81 | 43.19 | 286.31 | 94.89 | 414.39 |
| 1973-74 | 34.59 | 270.00 | 81.69 | 34.23 | 269.96 | 81.57 | 385.76 |
| 1974-75 | 44.63 | 285.00 | 90.67 | 43.39 | 284.88 | 91.01 | 419.26 |
| 1975-76 | 52.00 | 333.00 | 100.63 | 51.22 | 333.00 | 100.63 | 484.85 |

(Rupees in lakhs)

(NOTE : The balances laying unutilised out of grants paid in a financial year were refunded to Government in the following year)

2.2 As provided in its articles of association, the accounts of the Central Board are audited by Chartered Accountants appointed by Government on the advice of the Comptroller and Auditor General of India. In addition, the accounts of the Central Board, which is substantially financed by Government, are also audited by the Comptroller and Auditor General of India under Section 14 of the Comptroller and Auditor General's (Duties, Powers and Conditions of Service) Act, 1971.

3. The following table shows the grants received by the Central Board during the years 1976-77 and 1977-78 and expenditure incurred therefrom:-

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(Rs. in lakhs.)

| Year | Amount of grant received | | Total | Expenditure | | Total | |
|---------|--------------------------|---|--------|---|---|----------------|--------|
| | Non-Plann | Plan | | Non-Plann | Plan | | |
| | | Program- mes inclu- ded in the Board's budget | | Program- mes inclu- ded in the Board's budget | Program- mes spon- sored by the Deptt. of Social Welfare | | |
| 1976-77 | 56.07 | 329.50 | 143.08 | 54.96 | 329.34 | 133.24 | 517.54 |
| 1977-78 | 58.12 | 429.87 | 145.29 | 56.36 | 429.64 | 154.32 | 640.32 |
| | | | | | | 9.23 | |
| | | | | | | <u>*642.51</u> | |

*Rs. 9.23 lakhs unspent balance of Nutrition Programme at the end of 1976-77 was allowed to be utilised during 1977-78 by the Government of India.

2.4. One of the main functions assigned to the Central Board is to render financial aid *when necessary* to deserving organisations or institutions on terms to be prescribed by the Board. The financial assistance under the general Grants-in-aid Programme (Schematic pattern) (1953-54) is available to the voluntary social welfare organisations for conducting the following types of activities:

I. WELFARE SERVICES FOR CHILDREN

(i) *Institutional Services.*

- (a) **Residential Institutions for Children:** Institutions for the care, protection and rehabilitation of socially handicapped children e.g. orphans, destitutes, foundlings, waifs and strays and children of unmarried mothers.
- (b) **Short Stay Homes:** Temporary homes for children from broken homes, children of unattached women workers employed or under training, uninfected children of leprosy and T.B. patients and the like.

(ii) *Crecnes:*

(iii) *Balwadis, Nursery or Pre-primary Schools;*

(iv) *Recreational Centres for children including Arts and Crafts, Libraries, Hobby Clubs, Play Centres, Children's Centres etc*

(v) *Guidance Centres for children including child guidance clinics.*

II. WELFARE SERVICES FOR WOMEN

Institutional Services.

- (a) **Residential institutions for women** including institutions for the reception, training, protection and rehabilitation of destitute women, widows and those in distress, and for Hostels for women released from correctional and non-correctional institutions;
- (b) **Short-stay Homes for women in difficulties;**
- (c) **Family Counselling including Pre-marital and Marriage Counselling services;**
- (d) **Maternity Centres in backward, border and hilly areas;**
- (e) **Institutions imparting training in Arts and Crafts activities and institutions conducting classes for training in mother-craft;**

- (f) Home Help Services;
- (g) Family Welfare Services;
- (h) Recreational Services and libraries for women.

III. WELFARE OF THE HANDICAPPED

- (a) Institutions providing welfare services to the physically and mentally handicapped, such as, care, maintenance, rehabilitation and recreation, clubs for the recreation of handicapped persons; homes for the care of physically and mentally handicapped persons and institutions for welfare activities, such as, assistance and guidance for the handicapped.
- (b) Hostels for working handicapped persons.

IV. WELFARE SERVICES IN MEDICAL INSTITUTIONS

Institutions providing welfare services to the poor patients in hospitals for purposes such as supply of medicines, books and journals and referral services, where necessary.

V. WELFARE SERVICES FOR THE AGED AND INFIRM.

VI. WELFARE SERVICES FOR NON-STUDENT YOUTH.

VII. REHABILITATION SERVICES FOR THE CARED LEPROSY & T.B. PATIENTS.

2.5. Two types of grants are available under the schematic pattern:

- (i) One-year Grants.
- (ii) Long Term Grants under Plan period.

The latter are sanctioned for a period of five years at a time to enable voluntary organisations to develop their programmes on a long range basis.

2.6. The Committee desired to know the percentage that the administrative expenditure bears to the expenditure on programmes. The representative of the Department of Social Welfare stated in evidence:

“87.3 per cent of the aid that we give and the plan expenditure that we incur on the actual operation of the programme and the 12.7 per cent represents the administrative cost that we incur in the process at the State Board level and also at the Central Board level.”

2.7. The following table compiled from the information furnished by the Department of Social Welfare shows the percentage of administrative expenditure on programmes and the percentage it bears to other expenditure on programmes for the years 1971-72 to 1977-78:

| Year | Expenditure on Programmes | Administrative Expenditure on CSWB (Headquarters). | Adm. Exp. on State Boards | | Total Adm. Exp. | Percentage of Adm. Exp. on programmes |
|---------|---------------------------|--|---------------------------|---------------|-----------------|---------------------------------------|
| | | | CSWB Share | State Govt's* | | |
| | | | (Rs. in lakhs) | | | |
| 1971-72 | 249.27 | 19.48 | 8.05 | 8.05 | 35.58 | 14.06 |
| 1972-73 | 328.87 | 21.96 | 11.22 | 11.22 | 44.40 | 13.50 |
| 1973-74 | 318.33 | 22.07 | 12.60 | 12.60 | 47.27 | 14.86 |
| 1974-75 | 325.62 | 28.81 | 14.59 | 14.59 | 57.99 | 17.84 |
| 1975-76 | 329.57 | 32.26 | 18.96 | 18.96 | 70.18 | 20.27 |
| 1976-77 | 346.80 | 34.31 | 20.65 | 20.65 | 75.61 | 21.79 |
| 1977-78 | 441.89 | 34.56 | 21.80 | 21.80 | 78.16 | 17.68 |

Percentage of administrative expenditure of the Central Social Welfare Board to the total budget provision of the C.S.W.B. from 1971-72 to 1977-78 after excluding the element of block one-year/long term grants under the general grants-in-aid programme is given in the statement below:—

| Year | Total budget provision of the CSWB (excluding provision for one year/long term grants) | (*Administrative expenditure of CSWB (including CSWB share on State Board's establishment) | Percentage. |
|----------------|--|--|-------------|
| (Rs. in lakhs) | | | |
| 1971-72 | 275.32 | 27.53 | 10.00 |
| 1972-73 | 378.32 | 33.18 | 8.77 |
| 1973-74 | 348.41 | 34.67 | 9.95 |
| 1974-75 | 370.15 | 43.40 | 11.72 |
| 1975-76 | 406.68 | 51.22 | 12.59 |
| 1976-77 | 447.35 | 54.96 | 12.59 |
| 1977-78 | 554.00 | 56.36 | 13.55 |

*The element of administrative expenditure incurred by Government is not included in the above break-up.

2.9. The break-up* of the administrative expenditure on the Central Board and on State Boards incurred by Central Board during 1977-78 is given below:

| | |
|--|-----------------|
| Central Board | Rs. 34.56 lakhs |
| Central Board's share of Administrative Expenditure on State Board | Rs. 21.80 lakhs |
| | Rs. 56.36 lakhs |

2.10. The administrative expenditure on State Boards incurred by State Governments not included in the aforesaid break-up aggregates Rs. 21.80 lakhs, raising the figures of total administrative expenditure to Rs. 78.16 lakhs during 1977-78.

2.11. The Committee desired to know whether the proportion of administrative expenditure to the grants-in-aid programme disbursements was rather on the high side. The Secretary, Department of Social Welfare stated in evidence:

"We cannot say that this wing of the Board is only for disbursing grants and, therefore it must be a small constituent of the Board. We are taking the Board as a whole. The entire outlay (for 1976-77) is 5.17 crores and the total administrative expenditure is 54 lakhs which is 10 per cent. I think, 10 per cent of administrative cost of running all the programmes including disbursement of grants cannot be viewed as alarming."

2.12. It is seen that the expenditure under head, 'non-plan' has shown a rising trend. The rise in administrative expenditure from Rs. 27.53 lakhs in 1971-72 to Rs. 56.36 lakhs in 1977-78 excluding non-plan expenditure incurred by State Governments, was stated to be due to the following:

- (i) Revision of the pay scales of the staff of the Central Social Welfare Board due to the recommendations of the Staff Inspection Unit of the Ministry of Finance, Government of India;
- (ii) Revision of pay scales of the staff of the Central Social Welfare Board as a result of the implementation of the recommendations of the Third Pay Commission and also of the State Boards staff corresponding to the Pay Commission recommendations of the State Governments;

*The element of administrative expenditure incurred by State Governments is *not* included in the above break-up.

- (iii) Extension of the benefit of gratuity to the staff of the Central Social Welfare Board;
- (iv) Upward revision of the Dearness Allowances from time to time;
- (v) Revision of T.A./D.A. Rates;
- (vi) General increase in prices particularly since 1973-74 on items such as Petrol, Oil and Lubricants, Stationery Articles, Furnitures etc.
- (vii) Increase in staff strength of the Central Social Welfare Board and the State Board offices.

2. 13. The Committee find that in 1971-72, the expenditure on programmes included in the Central Social Welfare Board's budget stood at Rs. 249.27 lakhs, and the administrative expenditure including its share of administrative expenditure on State Boards amounted to Rs. 35.58 lakhs. With the increase in expenditure on programmes in 1977-78 to Rs. 441.89 lakhs, the total administrative expenditure has risen to Rs. 78.16 lakhs thus representing 17.68 per cent of the expenditure on programmes. The Committee is of the view that administrative expenditure to the extent of 17.68 per cent of the total expenditure on programmes is on the high side. They would like the Board to effect economy in administrative expenditure.

2.14. In the draft Fifth Five Year Plan, a total outlay of Rs. 229 crores was originally provided for social welfare, which was later revised to Rs. 86.13 crores. Break-up of the outlays, both original and revised, in the Central and State Sectors are given below:

(Rs. in crores)

| Plan outlay | Centre | Centrally sponsored | State/ U. Trs. | Total |
|-----------------|--------|---------------------|----------------|--------|
| Original outlay | 53.00 | 147.00 | 29.00 | 229.00 |
| Revised outlay | 39.86 | 23.67 | 22.60 | 86.13 |

2.15. The following table furnished at the Committee's instance shows the scheme/programme-wise reductions (and increases) in the

original and the final outlays of the Fifth Plan (1974—79);

(Rs. in lakhs)

| Sl. No. | Scheme | Draft Fifth Plan Outlay | Final Fifth Plan Outlay | Reduction or Enhancement |
|---------|---|-------------------------|-------------------------|--------------------------|
| 1 | 2 | 3 | 4 | 5 |
| A. | <i>Central Schemes :</i> | | | |
| I. | <i>Family and Child Welfare Project</i> | 320.00 | 240.20 (—) | 79.80 |
| II. | <i>Women Welfare</i> | 2100.00 | 1465.39 (—) | 634.61 |
| | 1. Functional Literacy | 800.00 | 269.06 (—) | 530.94 |
| | 2. Condensed Courses | 400.00 | 289.52 (—) | 110.49 |
| | 3. Socio-Economic Programme | 400.00 | 399.61 (—) | 0.38 |
| | 4. Hostels for Working Women | 500.00 | 507.20 (+) | 7.20 |
| III. | <i>Welfare of the Handicapped</i> | 900.00 | 732.51 (—) | 167.49 |
| | 1. National Industries | 365.00 | 250.15 (—) | 114.84 |
| | 2. Scholarships, Research, Training etc. | 535.00 | 482.35 (—) | 52.68 |
| IV. | <i>Planning Research, Training and Evaluation</i> | 810.00 | 414.54 (—) | 395.46 |
| | 1. N.I.S.D. | 25.00 | 25.00 | .. |
| | 2. N.I.P.C.C.D. | 65.00 | 64.95 (—) | 0.05 |
| | 3. Social Work Education and Training | 670.00 | 271.26 (—) | 398.74 |
| | 4. P.R.E.M. | 50.00 | 53.33 (+) | 3.33 |
| V. | <i>Grants-in-aid through C.S.W.B.</i> | 800.00 | 932.00 (+) | 132.00 |
| VI. | <i>Grants-in-aid to All India Voluntary Organisations</i> | 350.00 | 182.24 (—) | 167.76 |
| | 1. Administrative Grants | | | |
| | 2. Creches | | | |
| VII. | <i>Education Work for Prohibition</i> | 20.00 | 19.50 (—) | 0.50 |
| | TOTAL—A | 5300.00 | 3986.38 (—) * | 1313.62 |

| 1 | 2 | 3 | 4 | 5 |
|------|------------------------------------|----------|-------------|----------|
| B. | <i>Centrally Sponsored Schemes</i> | | | |
| I. | <i>Child Welfare</i> | 14500.00 | 2209.05 (—) | 12290.95 |
| | 1. Children's Homes | 500.00 | 800.00 (+) | 300.00 |
| | 2. I.C.D.S. | 14000.00 | 739.99 (—) | 13260.01 |
| | 3. Special Nutrition Programme | | 669.06 (+) | 669.06 |
| II. | <i>Welfare of the Handicapped</i> | 200.00 | 57.39 (—) | 142.61 |
| | 1. Integrated Education | 150.00 | 40.85 (—) | 109.11 |
| | 2. Special Employment Exchanges | 50.00 | 16.50 (—) | 33.50 |
| III. | <i>Women Welfare (New Schemes)</i> | | 100.00 (+) | 100.00 |
| | TOTAL—B | 14700.00 | 2366.44 (—) | 12333.56 |
| | GRAND TOTAL A+B | 20000.00 | 6352.82 (—) | 13647.18 |

2.16. Revision of the allocation in the Fifth Five Year Plan was stated to be mainly due to:

- () In the draft Fifth Plan, it was envisaged to start about 1000 ICDS projects in a phased manner during the plan period for which an outlay of Rs. 140 crores was provided. It was later decided to take up only 33 projects on an experimental basis with a revised outlay of Rs. 7.40 crores. The other two schemes where there was major cut in the outlays are—(i) Functional Literacy and (ii) Social Work Education. Since the Functional Literacy centres were envisaged to be set up in the ICDS project areas, the original outlay of Rs. 8.00 crores for the programme was also brought down to Rs. 2.69 crores, to meet the needs only in these 33 experimental ICDS projects. Similarly, the training of functionaries for the ICDS projects, which was a major component included under 'Social Work Education' was also cut down from Rs. 6.70 crores to Rs. 2.71 crores. Thus the total reduction under these three schemes (ICDS and the two related schemes of Functional literacy and Training) would alone amount to Rs 141.90 crores.

- (i) Reduction as well increase of outlays in certain other programmes could also be attributed to the progress achieved in their implementation at the time of revision.

2.17. The following is an extract from the summary record of the meeting held in Planning Commission on 11 May, 1976 in connection with the finalisation of Fifth Five Year Plan outlay on Social Welfare:

“As regards the Integrated Child Care Services Schemes, Planning Commission had suggested expansion to the extent of starting 40 projects during 1978-79. The Department, however, felt that about 100 projects could be taken-up. After some discussion it was agreed that while the outlay of Rs. 739.99 lakhs as suggested by the Department of Social Welfare could be retained for the present, the number may be kept at 40 units the decision is revised based on a proper evaluation.”

2.18. In a note, the Department of Social Welfare have *inter alia* informed that:

“...The scheme of Integrated Child Development Services (33 experimental projects started in the Fifth Plan) was being evaluated by the organisation (*viz.*, the Programme Evaluation Unit of the Planning Commission), before its expansion in the Sixth Plan.”

2.19. The Committee note that originally an outlay of Rs. 200 crores on social welfare was proposed in the Central Sector during the Fifth Five Year Plan, but later on, this outlay was revised to Rs. 63.53 crores. The fact that the Draft Plan outlay was scaled down by Rs. 136.47 crores highlights the extent to which the original outlay was over-pitched. The wide gap between the original outlay and the revised provision, is indicative of the fact that adequate attention was not paid to careful and realistic framing of original estimates. The Committee consider it significant that such inflated original outlay on one sector tantamounts to depriving other equally needy sectors of the requisite funds and this tendency needs to be checked.

2.20. It has been stated that in the Draft Fifth Plan, it was envisaged to start about 1000 Integrated Child Development Services (ICDS) projects in a phased manner during the Plan period for which an outlay of Rs. 140 crores was provided. Later on, it was decided to take up only 33 projects during 1978-79 on an experimental

basis with a revised outlay of Rs. 7.40 crores. From the summary record of the meeting held in the Planning Commission on 11 May, 1976, it is seen that the number of projects to be started was to be kept at 40 until the decision was revised based on a proper evaluation. The Committee have been informed that the scheme of Integrated Child Development Services (33 experimental projects started in the Fifth Plan) was being evaluated by the Programme Evaluation Unit of the Planning Commission, before its expansion in the Sixth Plan. The Committee cannot resist the impression that the scheme of Integrated Child Development Services with an outlay of Rs. 140 crores for starting 1000 Integrated Child Development Services (ICDS) projects, was only one example of an attempt to launch an over-ambitious programme when looked at from the point of view of its practicability. The Committee would, therefore, like that the proposals initiated by the Central Board for starting new schemes or for expanding the existing schemes should take into consideration the availability of manpower and material resources for implementation of the schemes.

CHAPTER III

PROGRAMMES OF THE CENTRAL SOCIAL WELFARE BOARD

Audit paragraph:

3.1. The programmes implemented by the Central Board fall into three categories viz.:

- (i) Centralised programmes—In these cases, the Central Board sanctions grants, releases funds and exercises control over their utilisation.
- (ii) Decentralised programmes—In these cases, execution of the programmes is entrusted to the State Boards to which necessary funds are released by the Central Board.
- (iii) Partially decentralised programmes—In these cases, grants are sanctioned by the Central Board to individual institutions/project implementation committees but release of funds is made through the State Boards. Control over utilisation is watched by the Central Board except in respect of one programme (Serial No. 3 below) where the watch over utilisation is done by the State Boards.

3.2. The following table indicates the main social welfare programmes undertaken by the Board and grants distributed by the Board to end of 1975-76:

| Sl.No. | Name of the Scheme | When started | Expenditure incurred to end of March 1976 in lakhs of Rupees |
|--------|--|--------------|--|
| 1. | General grants-in-aid programme | 1954 | 937.55 |
| 2. | Welfare Extension projects and Mahila Mandals | 1954 | 1306.67 |
| 3. | Condensed courses of education for adult women | 1958 | 387.96 |
| 4. | Holiday camps | 1958 | 77.70 |
| 5. | Socio-Economic Programme | 1958 | 100.88 |
| 6. | Family and Child Welfare Projects | 1967 | |
| | Projects Centres | | 858.06 |
| | Training Centres | | 61.01 |
| 7. | Nutrition to pre-school children | 1971 | 379.01 |
| | TOTAL | | 4257.84 |

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77. Union Government (Civil), p. 188.]

3.3. The following table indicates the updated position of expenditure incurred on the main social welfare programmes undertaken by the Central Board upto March 1977 and March 1978:

| S.No. | Name of the Programme | Expenditure incurred upto end of March 1977 | Expenditure incurred to end of March 1978 |
|-------------------|--|---|---|
| (Rupees in lakhs) | | | |
| 1 | General Grants-in-aid Programme | 1082.80 | 1187.84 |
| 2 | Welfare Extension Projects and Mahila Mandals | 1475.94 | 1568.59 |
| 3 | Condensed Courses of Education for Adult Women | 442.96 | 522.96 |
| 4 | Holiday Camps | 84.13 | 96.27 |
| 5 | Socio-Economic Programme | 169.77 | 289.73 |
| 6 | Family & Child Welfare | | |
| | Project Centres | 801.56 | 911.43 |
| | Training Centres | 72.06 | 81.38 |
| 7 | Nutrition to Pre-school Children | 501.20 | 601.20 |
| TOTAL | | 4720.42 | 5259.40 |

3.4. The following table indicates the main social welfare programmes undertaken by the Central Board under category (iii) i.e. partially decentralised programmes and grants distributed by the Board till the end of 1977-78 thereon:

Partially decentralised schemes

(Rupees in lakhs)

| S. No. | Name of the Programme | Upto 1975-76 | 1976-77 | Progressive expenditure upto 1976-77 | 1977-78 | Progressive expenditure upto 1977-78 |
|--------|--|--------------|---------|--------------------------------------|---------|--------------------------------------|
| 1 | Family & Child Welfare Projects. | 858.06 | 33.50 | 891.56 | 19.87 | 911.43 |
| 2 | Welfare Extension Projects (O.P. & C.D.) | 853.37 | 13.84 | 867.21 | 19.00 | 886.21 |
| 3 | Condensed Courses of Education for Adult Women | 387.96 | 55.00 | 442.96 | 80.00 | 522.96 |
| 4 | Socio-Economic Programme (Dairy Units) | .. | .. | .. | 60.50 | 60.50 |
| 5 | Demonstration Projects | 36.07 | 10.00 | 46.07 | 11.00 | 57.07 |
| TOTAL | | 2135.46 | 112.34 | 2247.80 | 190.37 | 2438.17 |

3.5. The proportion of assistance under Centralised Schemes and Decentralised Schemes during the years 1971-72 to 1977-78 is given below:

| Year | Centralised Schemes | Decentralised Schemes | Ratio |
|-------------------|---------------------|-----------------------|-------|
| (Rupees in lakhs) | | | |
| 1971-72 | 29.39 | 81.11 | 1: 3 |
| 1972-73 | 33.29 | 141.19 | 1: 4 |
| 1973-74 | 32.51 | 129.68 | 1: 4 |
| 1974-75 | 45.61 | 155.24 | 1: 3 |
| 1975-76 | 94.15 | 195.68 | 1: 2 |
| 1976-77 | 107.41 | 210.52 | 1: 2 |
| 1977-78 | 114.60 | 204.54 | 1: 2 |

3.6. Asked to indicate the broad distinction between the centralised and decentralised programmes, the representative of the Department of Social Welfare stated in evidence:

“The centralised programmes are those where the Central Board sanctions the grants, releases the fund and exercises the control; the State Boards do not come into the picture. These are going directly to the institutions. Let us take socio-economic programme. The recommendations come to the Central Board through the State Boards for the Central schemes. The Central Board scrutinises them and releases the grant, but the recommendations come from the State Boards.”

He added:

“...the money is going directly from the Central Board to the grantee (institution) and the supervision is of the Central Board.”

3.7. When enquired about the broad criterion and rationale behind such classification of the programmes, the representative of the Department of Social Welfare stated:

“Largely speaking, schemes which involve a large amount of money are normally centralised schemes; here the individual grants would be fairly large. Take for instance the

socio-economic programmes; here the grants would be in excess of Rs. 30,000 or Rs. 40,000. Similar is the case with condensed courses for women."

3.8. The Secretary, Department of Social Welfare, supplementing the above statement, stated:

"If the programme is of a nature that it cannot be managed successfully at the Central level, then it is better if it is decentralised. This shows that the State Board is competent to take schemes and supervise them successfully."

He added:

"Over the last 25 years, the Board has experienced that in a number of instances, the Central Board is not able to ensure implementation of certain programmes, with the result that over the years some of the schemes have been decentralised; and they have been entrusted to the State Social Welfare Boards for implementation. All that they have to do is to render accounts for the grants issued by the Central Board...."

3.9. In a written note furnished subsequently, the Central Social Welfare Board have stated:

"These classifications have come about as a result of experience gained by the Board over a period of years keeping in view the capacity of the State Boards, in administering these programmes on behalf of the Central Social Welfare Board. The scheme of Holiday Camps, Mahila Mandal Programme and One-Year Grants fall in the category of decentralised programmes. These schemes have an annual feature and a prescribed schematic budget which is easier to administer at the State Board level with the infrastructure available with them."

3.10. The Committee desired to know whether the decentralised programmes were functioning in a better manner than the centralised programmes. The Central Board have, in reply, stated:

"No comparison or distinction in regard to the functioning of the centralised and decentralised programmes has been drawn in view of the fact that the very decentralisation of programmes has been effected from the point of view of its practical and functional efficacy. The intention is to run the programmes in the most effective manner."

3.11. Asked to indicate the reactions of the Department of Social Welfare in this context, the Committee have been informed in a written note:

"It would no doubt be an ideal situation to decentralise all the programmes of the Central Social Welfare Board, except a few prestigious programmes. This will, however, depend upon the various factors, such as the conferring of a suitable status to the State Boards, the restructuring of the staffing pattern of the State Boards, provision of senior level expert staff with them, etc."

3.12. However, in regard to the concept of decentralisation, the Secretary, Department of Social Welfare Board stated in evidence:

"The concept of decentralisation is a very good concept, very desirable one and my own feeling is that with a strong voluntary agency in the State, the decentralised programme is the best. From this remote place in this country, we cannot supervise to the extent that the local agencies can supervise. But at present some of the State Boards are not strong enough and State Governments have also to answer for the weakness of the Boards. If the State Boards were strong, in that proportion, the Central Board could offload many of the programmes and take something more pioneering in nature."

3.13. Clarifying the position further, the Secretary, Department of Social Welfare stated:

"It (decentralised programme) is in the same category as centrally sponsored schemes and central schemes. N.D.C. take exception to a large number of centrally sponsored schemes. My personal view is that the Central Board should show the way in the more difficult areas and leave it to the State Boards to implement schemes of a local nature on their own. But this division of labour and responsibility ought to be consistent with the principle of accountability for funds."

3.14. At present the following Centrally Sponsored Schemes are in the social welfare sector:

- (i) Integrated Child Development Scheme under which a package of services is given to children less than 6 years and to nursing and pregnant mothers;

- (ii) Welfare of children in need of care and protection under which assistance is given to voluntary organisations through State Governments for starting services for the care, education and training of destitute children;
- (iii) Integrated education of the handicapped to facilitate the placement of handicapped children in normal schools and thus bring them in the mainstream of educational development rather than set up exclusive schools for them which has been the policy in the past;
- (iv) Placement of handicapped through special employment exchanges and appointment of special officers in ordinary exchanges to facilitate the placement of physically handicapped candidates in open employment;
- (v) Welfare of Destitute Women and Children under which assistance is given to voluntary organisations for setting up training centres for women and the care of their children during the period of such training.

3.15. Asked in the above context to indicate whether there was any phased programme for decentralisation of the programmes, the Central Social Welfare Board have, in a note, stated:

“National Development Council through a working group is currently making an exercise to see to what extent the current Centrally Sponsored Schemes including those in the social welfare sector conform to the criteria laid down by the NDC for Centrally Sponsored Schemes at the time of the formulation of the Fourth Five Year Plan... It is the considered view of the Union Department of Social Welfare that these schemes are of Demonstrative and pilot nature and have overall significance from an all India angle.”

3.16. Explaining the rationale behind partially decentralised programmes, the Secretary, Department of Social Welfare stated in evidence:

“...These (programmes) are partially decentralised for better superintendence and better implementation locally. Still those institutions which are controlled by the Central Board, the Voluntary Welfare institutions, because of the fact that the grants are earmarked, we have to take extra care to see that these programmes are managed more carefully.....”

He added:

“This half way house is not a very happy state of affairs.”

3.17. Asked whether it would not be more appropriate either to fully centralise or fully decentralise a programme, the Central Board have stated:

“This aspect would be considered by the Board after taking into consideration the various factors such as the capacity of the State Boards, the availability of appropriate personnel, etc. to administer the programmes.”

3.18. The Audit paragraph points out that in respect of partially decentralised programmes, grants are sanctioned by the Central Board to individual institutions/project implementation committees, but release of funds is made through the State Boards. Control over utilisation is watched by the Central Board except in respect of one programme viz. Condensed Courses of Education for Adult Women, whose watch over utilisation is done by the State Boards. The Committee, therefore, enquired how the Central Board ensured that the schemes for which assistance was given were properly implemented and whether any periodical independent assessment had been conducted in respect of any of these programmes. In a written note, the Department of Social Welfare have, *inter alia*, stated:

“The Central Social Welfare Board has laid down procedure and issued instructions to the State Boards in regard to the implementation of decentralised programmes, according to which—

- (i) State Boards are required to sanction grants to the voluntary institutions on the basis of the Visiting Members' Report and send an authenticated list of sanctions to the Central Social Welfare Board;
- (ii) The State Boards are required to send statement of accounts in the prescribed proforma together with utilisation certificates to be issued by them on the basis of settlement of accounts of institutions;
- (iii) The Welfare Officers attached with the State Social Welfare Advisory Boards visit the institutions to see that the programme is implemented in accordance with the terms and conditions of the grants and to render counselling and advice to the institutions for improvement wherever necessary, etc.; and

- (iv) Besides, the grantee institutions are also visited by the Chairman and Members/Officers of the State Board.

No independent assessment has been conducted in respect of decentralised programmes. However, a Review and Evaluation of the General Grant-in-aid Programme was conducted in 1973-74, which included the programmes of One-Year Grants, Mahila Mandals, and Holiday Camps (decentralised programmes). Regarding Nutrition Programme, a study has been conducted by the National Institute of Public Cooperation & Child Development on behalf of the Department of Social Welfare, Government of India and the report is awaited. A Working Group was also constituted by the Department of Social Welfare in 1976 to review the various programmes of the Central Social Welfare Board which also included these decentralised programmes.....”

3.19. The Committee note that the partially decentralised programmes are, (i) Family and Child Welfare Projects; (ii) Welfare Extension Projects (O.P. & C.D.); (iii) Condensed Courses of Education for Adult Women; (iv) Socio-economic Programme (Dairy Units) and (v) Demonstration Projects. In these cases, grants are sanctioned by the Central Board to individual institutions/Project Implementation Committees but release of funds is made through the State Boards. Control over utilisation is watched by the Central Board except in respect of one programme (Condensed Courses of Education for Adult Women) where the watch over utilisation is done by the State Boards. About the rationale behind introducing partially decentralised programmes, the Secretary, Department of Social Welfare conceded during evidence that “this half-way house is not a very happy state of affairs”. In a subsequent note, the Central Board stated that the question of having either fully centralised or fully decentralised programmes would be considered by the Board after taking into consideration the various factors such as the capacity of the State Boards, the availability of appropriate personnel, etc. to administer the programmes. The Committee would, therefore, recommend that the working of partially decentralised programmes should be evaluated with a view to bringing about necessary changes for better superintendence and implementation of such programmes in future.

CHAPTER IV

UNSPENT BALANCES WITH THE STATE BOARDS

Audit Paragraphs

4.1. According to the report of the auditors (chartered accountants) on the accounts of the Central Board for the year 1974-75, the State Boards had an unutilised balance of grants released to them by the Central Board to the extent of Rs. 124.50 lakhs (including Rs. 76.13 lakhs in transit) as on 31 March 1975. The position of such balances as on 31 March 1976 as compiled by Audit amounted to Rs. 125.95 lakhs (including Rs. 34.87 lakhs in transit). In December 1976, the executive committee had been informed that out of Rs. 124.50 lakhs lying unspent with the various State Boards on 31 March 1975 a sum of Rs. 61.85 lakhs was still lying unspent with them on 1 September 1976. The position of such balances as on 31 March 1977, together with an analysis relating to their year-wise and programme-wise break-up, was called for from the Central Board (October 1977) but the latter could not furnish the information (December 1977). The Central Board stated (December 1977), however, that after taking into account all adjustments as well as refunds the balances with the State Boards relating to the period upto 31 March 1976 had been brought down to Rs. 17.38 lakhs in April 1977.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil), p. 191]

4.2. According to the Report of the Committee for Review of Grants-in-Aid Programmes of the Central Social Welfare Board (1973-74), the following steps were, *inter alia*, taken in order to improve and simplify the administrative procedures for release of grants by the Central Social Welfare Board:

“From the year 1970-71, the Central Board adopted the procedure of releasing advances in the last quarter of each year against the budget allocation for the following year. This was objected to by the Audit and this procedure has been discontinued. This matter was discussed with the officials of the Department of Social Welfare and from the current financial year (1973-74).

- (i) 1/6th of the budget allocation is being released to the State Boards in the first quarter;
- (ii) upto 50 per cent of the budget allocation is released on receipt of authenticated list of sanctions or statements of accounts from the State boards; and
- (iii) the balance amount is released to the State Boards on receipt of either of the two remaining documents.

This procedure will avoid delay in release of funds to the State Boards."

4.3. Asked whether the unspent balances with State Boards should have been refunded to Government at the close of the year, the representative of the Department of Social Welfare stated in evidence:

"...There is a certain amount of funds which are pending and which do not lapse and which they are allowed to keep."

4.4. The Committee enquired whether further releases of grants to State Boards are based on returns indicating utilisation of grants paid earlier and whether any system exists whereby surrender or refund or adjustment of unutilised grants at the close of the year is effected. In a note, the Central Social Welfare Board have stated:

"The grants are released to the State Boards on the basis of returns indicating the utilisation of grants. In this connection, it may be clarified that the Central Board administers various programmes through the State Boards. In respect of decentralised and partially decentralised programmes, the funds are placed at the disposal of the State Boards in instalments, the final instalment being released during the end of the year after adjusting the balances available with the State Boards. The State Boards, on their part, release the funds to institutions/projects in instalments. Since the final instalment to grantee institutions is to be released after completing certain formalities, such as receipt of audited accounts, utilisation certificate, etc. for the previous year, certain amounts remain with the State Boards at the end of the particular financial year. This aggregate amount constitutes the 'unspent balances' with the State Boards. Actually, this is not 'unspent amount' but amount lying 'on account'.

In the existing system, the State Boards are not required to surrender or refund the entire money lying with them at the end of a particular year but they are allowed to carry forward the balance for utilisation along with the releases made in the succeeding year from the Central Board. Therefore, in the present system, accumulation of certain amounts at the State Board level is inevitable. However, efforts are made to keep it at the minimum possible level."

4.5. According to the report of the Auditors, and compilations by Audit, the State Boards had unutilised balances of Rs. 48.37 lakhs and Rs. 91.08 lakhs as on 31 March 1975 and 31 March 1976 respectively. Yet, the Central Board released additional grants of Rs. 76.13 lakhs and Rs. 34.87 lakhs at the fag end of the financial years 1974-75 and 1975-76, i.e., March 1975 and March 1976 respectively, when there was little likelihood of the released amounts reaching the State Boards with the remotest possibility of their utilisation by lower formations. The Committee, therefore, desired to know the justification for adopting the above course. In a note furnished to the Committee (December 1978) the Central Social Welfare Board have stated:

"The final instalments of grants to the State Boards are released after the receipt of statements of accounts and verifying the position of funds available with the State Boards under each programme. Due to various reasons, there occurs delay in getting complete information necessary for the final release of funds and thus certain amounts get released towards the end of the financial year. However, this is not with a particular intention to avoid the refund of the balances by the Central Board to the Government, but due to the fact that the amounts are ultimately required to be released by the State Boards to the institutions/projects against the committed grants."

4.6. In respect of partially decentralised programmes grants sanctioned by the Central Board to individual institutions/Projects Implementation Committee were released through the State Boards. In the absence of any annual verification, it was not discernible how the Central Board satisfied itself that the amounts committed to the State Boards for further disbursement, had actually been disbursed by the latter to the institutions/project implementation committees and that no unspent balance was lying with them (State Boards) and the lower formations.

4.7 Explaining the factual position, the Department of Social Welfare have stated:

"In respect of partially decentralised programmes, the Central Board verifies at the time of release of final instalments, the balances available with the State Boards out of the releases made in the past.

So far as the programme of Condensed Courses of Education (which is a partially decentralised programme) is concerned, the Central Board satisfies itself from the annual accounts and list of releases to individual institutions which are received from the State Boards. The accounts in respect of each Course are finally accepted by the State Boards who watch the position of unspent balances, if any, with the institutions.

In so far as the Projects are concerned (which is also a partially decentralised programme) the amount disbursed and the utilisation are verified at the time of finalisation of the accounts by the Central Board.

The accounts of the State Boards and projects are audited by the State Accountants General."

4.8. According to Audit paragraph the information indicating the position of unspent balances as on 31st March, 1977 together with an analysis relating to their year-wise and programme-wise break-up called for by Audit could not be furnished by the Central Social Welfare Board (December, 1977). Asked how in the absence of the above information the Central Board kept a systematic watch over refund of unspent balances lying with the State Boards pertaining to the amounts remitted to them during earlier years, the Department of Social Welfare have stated:

"The Central Board has evolved a procedure for obtaining the monthly statements of accounts from each State Board showing the programme-wise break-up of unspent balance and these statements are analysed at the Central Board. The Central Board also secures refunds of amounts from the State Boards, i.e., those amounts which are not ultimately required to be utilised by the State Boards for any particular programme."

4.9. The Committee find that the State Boards had an unutilised balance of Rs. 48.37 lakhs out of grants released to them by the Central Board as on 31 March 1975. Yet, the Central Board released

grants of Rs. 76.13 lakhs to the State Boards at the fag end of the financial year 1974-75 i.e. in March 1975. Out of this total amount of Rs. 124.50 lakhs available in March, 1975 a sum of Rs. 61.85 lakhs was still lying unspent with them on 1 september 1976.. The explanation that "due to various reasons, there occurs delay in getting complete information necessary for the final release of funds and this certain amounts get released towards the end of the financial year" is not convincing as it does not justify retention of heavy unutilised balances. To some extent such accumulations only give rise to unhealthy tendency of diversion of funds. The Committee would like the Ministry to evolve a self-regulatory mechanism whereby release of 'on account' grants are related to the progress of expenditure and existence of unutilised funds is invariably taken into consideration. Release of grants should also be spread out during the year so that there is no rush for release of funds towards the end of a financial year. Further, Government should devise an inbuilt system whereby refund of unspent plus balances remaining after adjustments is effected within a reasonable period.

CHAPTER V

UTILISATION OF GRANTS

Audit Paragraph:

5.1. The Central Board generally follows the provisions of the financial rules of Government for sanction of grants and for watching of utilisation thereof. The Central Board obtains audited statements of accounts from the grantees and examines them but there was no system of issue of formal utilisation certificates by that programme divisions to its accounts or any other coordinating division.

5.2. Consequently there was no consolidated centralised record showing the grants in respect of which audited accounts were awaited even beyond the stipulated date (normally 18 months from the date of sanction).

5.3. The position of the outstanding audited accounts, as compiled (December 1977) by the Central Board, was as follows:

| Period | Programmes for which audited accounts are yet to be received and accepted by the Central Board | | Programmes for which audited accounts are yet to be received and accepted by the State Boards | | | |
|--------------|--|-----------------------|---|-----------------------|------------------|-----------------------|
| | Number of Grants | Amount (Rs. in lakhs) | Number of Grants | Amount (Rs. in lakhs) | Number of Grants | Amount (Rs. in lakhs) |
| 1961-66 | 276 | 7.19 | 157 | 5.43 | 433 | 12.62 |
| 1966-69 | 534 | 10.00 | 138 | 4.15 | 672 | 14.15 |
| 1969-74 | 1248 | 175.44 | 1008 | 22.54 | 2256 | 197.98 |
| 1974-75 | 375 | 99.45 | 830 | 21.62 | 1205 | 121.07 |
| 1975-76 | 614 | 127.72 | 798 | 21.94 | 1412 | 149.66 |
| TOTAL | 3047 | 419.80 | 2931 | 75.68 | 5978 | 495.48 |

5.4. The Central Board has appointed welfare officers to undertake periodical inspections of aided institutions and project implementation committees all over the country, to provide guidance in maintaining accounts, keeping records, etc. in a regular manner and to advise them in the effective working of aided programmes and improving the standard of services. While functional control on the work of these officers is exercised by the office of the Central Board, they are under the administrative control of the State Boards.

5.5. Welfare Officers were required to visit various institutions/projects once a year except those dealing with socio-economic programme which were to be visited more frequently. The number of inspections conducted by these officers during 1972-73 to 1975-76 were as follows:

| Year | Total number of Institutions/projects implementation Committees | Number of visits to institutions/projects implementation committees. |
|---------|---|--|
| 1972-73 | 9,143 | 3,718 |
| 1973-74 | 8,272 | 3,986 |
| 1974-75 | 9,767 | 4,378 |
| 1975-76 | 10,414 | 4,660 |

5.6. These officers were required to submit to the Central Board and the State Boards concerned reports on grants received by the institutions/project implementation committees under different programmes. The follow-up action on these reports was required to be taken by the State Boards in respect of all schemes and hence the Central Board (October 1977) had no information on the action taken on these reports.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil), pp. 189—191].

5.7. One of the steps taken to improve and simplify the administrative procedures, as indicated in the Report of the Committee for review of Grants-in-Aid programme (1973-74) was the requirement of furnishing unaudited statements of accounts for the previous year by the 30th of June and audited statements of accounts by 30 Septem-

ber. The relevant extract from the Report is reproduced below:—

“Grantee institutions had not been sending unaudited|audited statements of accounts well in advance to enable the Central Board and State Boards to release grants to them in time. To ensure timely release of funds to the institutions in suitable instalments, a clause is being added in the sanction letter to the effect that the institutions must send the unaudited statements of accounts for the previous year by the 30th of June and audited statements of accounts by 30 September.”

5.8. Asked whether any steps had been taken to ensure that audited accounts are sent in time by the grantee institutions to the Central Social Welfare Board and State Social Welfare Boards, as also the steps contemplated to reduce the outstandings, the Department of Social Welfare have, in a note, stated:

“Efforts have been made in the past, both by the Central Social Welfare Board and the State Boards, in asking the grantee institutions to render the audited accounts and they are reminded. The Central Social Welfare Board has also impressed upon the State Boards to ensure that the backlog of non-receipt of audited accounts is minimised. Out of the total number of 5978 cases as reported in para 5 of the Report, it has been possible for the Central Social Welfare Board and the State Boards to receive and accept accounts in the case of 1678 grants, amounting to Rs. 72.78 lakhs after December 1977; the time of reporting by Audit. The Central Social Welfare Board as well as the State Boards would continue to intensify their efforts to reduce the outstandings considerably.”

5.9. From the table given under the Audit paragraph it is seen that a large number of grants given from 1961—66 to 1975-76 (5978) involving an amount of about Rs. 3 crores remained to be accounted for upto December 1977, as the audited accounts in respect of these releases had not been received. In a note, furnished at the Committee's instance, indicating how this situation had been allowed to develop, the Department of Social Welfare have stated:

“Out of 5978 cases as reported by the Audit in December 1977, accounts in respect of 2902 grants involving Rs. 119.96 lakhs have been received and accepted between December 1977 and August 1978; thus reducing the outstandings to 3076 cases involving Rs. 375.52 lakhs. Out of 3076 cases, 1711

related to Demonstration Projects, Family and Child Welfare Projects, Border area Projects and Welfare Extension Projects (OP & CD) amounting to Rs. 327.18 lakhs, the accounts of which are audited by the respective State Accountants General. The accounts of these grants are available with the Projects/State Boards. Efforts have already been made to settle the outstandings in respect of these projects by sending special teams to the Projects/State Boards for finalisation of accounts on the spot. In the recent past, Central Board had deputed parties to various States as a result of which accounts were finalised.

The Board is administering a large number of grants under various programmes. It may be appreciated that the accounts have to be obtained from the voluntary institutions and projects spread all over the country. The institutions in receipt of smaller grants sometimes do not submit the accounts and even if they do so, they lack in several essential particulars. The Board had reviewed the position as far back as in 1975 and set up an Accounts Finalisation Cell which went round various parts of the country and finalised accounts in respect of 20 States amounting to Rs. 712.52 lakhs and 2710 accounts were settled. It can be assured that the Board is seized of this matter and most of these accounts would be settled in as short a time as possible."

5.10. The position of total receipt of audited accounts in respect of grants given upto 1975-76 (both in regard to Central and State Boards), as in June 1978 and as in December 1978 is given below:—

| Period | Programmes for which audited accounts are yet to be received and accepted by the Central Social Welfare Board. | | Programmes for which audited accounts are yet to be received and accepted by the State Boards | | Total | |
|-----------------------------|--|-----------------------|---|-----------------------|---------------|-----------------------|
| | No. of Grants | Amount (Rs. in lakhs) | No. of Grants | Amount (Rs. in lakhs) | No. of Grants | Amount (Rs. in lakhs) |
| <i>As on June 1978</i> | | | | | | |
| 1961-76 | 2697 | 379.57 | 1603 | 43.13 | 4300 | 422.70 |
| <i>As in December, 1978</i> | | | | | | |
| 1961-76 | 1887 | 354.02 | 1189 | 21.50 | 3076 | 375.52 |

5.11. It will be seen from above that as compared with the position obtaining in December 1977 (vide Audit para) audited accounts outstanding against 1978 grants, involving about Rs. 72.78 lakhs were liquidated by June 1978 and 1224 grants, involving about Rs. 47.18 lakhs by December 1978, thus bringing down the total number of audited accounts outstanding after 1975-76 to 3076, involving Rs. 375.52 lakhs. The break-up period-wise of outstandings as in December 1978 is given below:—

| Period | Total | |
|--------------|---------------|-----------------------|
| | No. of Grants | Amount (Rs. in lakhs) |
| 1961-66 | 273 | 6.07 |
| 1966-69 | 372 | 6.70 |
| 1969-74 | 1275 | 172.52 |
| 1974-75 | 411 | 87.96 |
| 1975-76 | 745 | 102.27 |
| TOTAL | 3076 | 375.52 |

5.12. Asked to indicate the reasons for non-receipt of audited accounts in respect of grants paid several years ago, the Department of Social Welfare have, in a note, stated:—

“The reasons for non-receipt of audited accounts may be grouped under the following:—

- (a) Institutions in receipt of grants more than Rs. 2,000 find it difficult to render accounts audited by Chartered Accountants especially in rural backward and tribal areas.
- (b) Institutions have wound up or become defunct for a variety of reasons.”

5.13. In this connection, the Chairman, Central Social Welfare Board stated in evidence:—

“These Mahila Mandals in the rural areas have to spend Rs. 2000—5000 to get an auditor. So we said that even a

Panch can sign the accounts or a government official can sign."

5.14. Explaining further the reasons for sudden and steep spurt in the accumulation of outstanding audited accounts from 1969 onwards, the Secretary, Central Social Welfare Board stated in evidence:—

"The figures shown against 1974-75 and 1975-76 consist of mainly family child welfare projects (F.C.W. projects) whose budget is of larger proportions and this number consists of those with more than Rs. 2,000 grants, but the number of institutions in receipt of Rs. 2,000 each as grants are mostly in the State Boards sector."

He added:—

"In the Central Schemes the constituent portion of such grants amounting to Rs. 2,000 is less as compared to the State Boards sector. But the fact remains that there is a sizeable number of institutions in receipt of grants upto Rs. 2,000 for which there is a difficulty of auditing."

5.15. In a note furnished subsequently, the Department of Social Welfare have stated:—

"Out of the outstanding audited accounts in respect of Central Board's Schemes numbering 3047 upto 1975-76 involving an amount of Rs. 419.80 lakhs, it may be stated that 2652 accounts involving an amount of Rs. 334.92 lakhs pertain only to two out of 9 programmes under the Central Sector. These two programmes are Demonstration Projects (Balwadis) and the Family and Child Welfare Projects numbering 2163 and 489 respectively. The accounts in respect of these projects are audited by the respective State Accountants General. Out of these 1212 audited accounts in respect of Demonstration Projects (Balwadis) and 465 in respect of Family and Child Welfare Projects are yet to be received from the State Boards.

"It may be added that the quantum of grants sanctioned in the case of Family and Child Welfare Projects alone is at an average of Rs. 60,000 per project. It is due to this reason that the amounts of outstandings in the case of the Central Board's schemes is higher than that of the State Schemes."

5.16. The average of outstandings per programme in respect of Central Board's grants comes to Rs. 13,382 per institution as against Rs. 2582 in respect of programmes administered by the State Boards. The Programme-wise and year-wise break-up of defaulting institutions in respect of grants administered by the Central and State Boards is as under:—

CENTRAL BOARD GRANTS

| S. No. | Name of the Programme. | 1961-66 | | 1966-69 | | 1969-74 | | 1974-75 | | 1975-76 | | Total |
|--------|---------------------------|---------|--------|---------|--------|---------|--------|---------|--------|---------|--------|-------------|
| | | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount | |
| 1 | Plan Period Grants | .. | .. | .. | .. | 33 | 0.92 | 25 | 0.70 | 69 | 2.43 | 127 4.05 |
| 2 | Demonstration Projects.. | 276 | 7.19 | 534 | 10.00 | 920 | 21.10 | 184 | 6.08 | 249 | 9.15 | 2163 53.52 |
| 3 | W. E. P. (OP) | .. | .. | .. | .. | 5 | 0.70 | 1 | 0.10 | 4 | 0.87 | 10 1.67 |
| 4 | W. E. P. (CD) | .. | .. | .. | .. | 10 | 2.06 | 36 | 10.41 | 44 | 11.39 | 90 23.86 |
| 5 | W. E. P. (Urban) | .. | .. | .. | .. | 1 | 0.03 | 1 | 0.04 | 2 | 0.13 | 4 1.20 |
| 6 | W. E. P. (BA.) | .. | .. | .. | .. | 2 | 0.94 | 7 | 2.27 | 19 | 8.92 | 28 12.13 |
| 7 | Socio-Economic Programme. | .. | .. | .. | .. | 11 | 1.04 | 43 | 6.60 | 169 | 35.25 | 223 42.89 |
| 8 | F. C. W. Projects. | .. | .. | .. | .. | 276 | 148.65 | 113 | 73.23 | 100 | 59.52 | 489 281.40 |
| 9 | Hostels for Working Women | .. | .. | .. | .. | .. | .. | 1 | 0.02 | 2 | 0.06 | 3 0.0 |
| | | 276 | 7.19 | 534 | 10.00 | 1258 | 175.44 | 411 | 99.45 | 658 | 127.72 | 3137 419.80 |

STATE BOARDS GRANTS

| | | | | | | | | | | | | |
|---|----------------------|-----|------|-----|------|------|-------|-----|-------|-----|-------|------------|
| 1 | One Year Grants | 63 | 0.61 | 88 | 0.81 | 282 | 2.68 | 249 | 2.37 | 263 | 3.03 | 945 8.90 |
| 2 | Holiday Camps | 18 | 0.56 | 8 | 0.17 | 59 | 1.29 | 38 | 0.90 | 74 | 1.23 | 197 4.15 |
| 3 | Mahila Mandals | 67 | 2.29 | 33 | 1.26 | 80 | 2.48 | 46 | 2.61 | 18 | 2.81 | 244 11.45 |
| 4 | Condensed Courses. | 9 | 1.97 | 9 | 1.91 | 27 | 5.23 | 22 | 4.75 | 11 | 3.16 | 78 17.02 |
| 5 | Nutrition Programme. | .. | .. | .. | .. | 560 | 10.86 | 475 | 10.99 | 432 | 11.71 | 1467 33.56 |
| | | 157 | 5.43 | 138 | 4.15 | 1008 | 22.54 | 830 | 21.62 | 798 | 21.94 | 2931 75.68 |

5.17. According to Audit paragraph, there was no consolidated centralised record showing the grants in respect of which audited accounts were awaited even beyond the stipulated date (normally 18 months from the date of sanction).

5.18. Asked to furnish statements of unutilised grants with the grantee institutions indicating year-wise analysis of unutilised grants, the Department of Social Welfare have, in a note, explained:

“In this connection, it is clarified that in respect of centralised programmes, the data regarding the audited accounts and utilisation certificates yet to be received is maintained in the office of the Central Social Welfare Board and in respect of decentralised and partially decentralised schemes, the data is maintained in the concerned State Boards. In view of the fact that the records are maintained in the concerned sections of the Central Social Welfare Board and the State Boards, the need for having a separate section for maintaining the consolidated centralised record was not felt necessary. . . .”

5.19. The Committee desired to know whether the existing procedure for obtaining reports of utilisation of grants was considered adequate and whether any improvements were proposed to be made therein. In a note, the Central Social Welfare Board, have stated:—

“The Central Social Welfare Board follows the procedure laid down in the General Financial Rules for obtaining reports of utilisation of grants. As there is a scope for further improvement in this system, the Board proposes to take the following steps:—

- (i) Adhering to a prescribed time schedule of audit of accounts and submission of utilisation reports by the Chartered Accountants|Local Fund Auditors|State Accountants General;
- (ii) Empowering the field staff of the Central Board to certify the utilisation of grants upto Rs. 5000 instead of Rs. 2000 as hitherto;
- (iii) Strengthening of the accounts machinery at the Central Board and State Board level.”

5.20. Clarifying the position in regard to delayed submission of audited accounts, the Chairman, Central Social Welfare Board stated in evidence:—

“This is regarding the accounts not being given. It is our responsibility. I am not denying it. But it is also the respon-

sibility of the Registrar of Societies. Why are they not asking the people—in the manner they are doing it in Bombay and Gujarat?"

The Chairman, Central Social Welfare Board added:—

"I think the Charity Commissioner which is there in Maharashtra and Gujarat—that system is stricter than the Societies Act. The Societies Act everywhere is lenient. If our accounts were not to go to the Charity Commissioner, at the end of the year he sends his own people to check our accounts. This is not being done under the Societies Act. It is very loose and five members of a family can make a society and there are other things also that are going wrong which I do not want to mention here which we cannot catch as we have no proof."

5.21. Thus from the evidence tendered before the Committee, it transpired that the accounting control in the case of voluntary agencies registered under the Societies Registration Act was rather lax and the observance of the rules and procedures poor.

5.22. Asked to indicate the extent of control exercised through audited reports by the authorities concerned (Registrars) under the Societies Registration Act the Department of Social Welfare have in a note stated:

"The Societies Registration Acts are legislations of the State Government and are enforced by them. The Department of Social Welfare is conscious that the provisions of most of the Acts are inadequate inasmuch as superintendence and control over the Societies is concerned.

The question of a Central legislation on the subject was examined. However, since the subject falls squarely within the purview of the States, the Central Government is not competent to legislate on it. The Department of Social Welfare has, however, felt that the provisions of the Bombay Trust Act and the West Bengal Societies Registration Act contains provisions which are salutary and conducive to a more effective control of registered societies.

Section 22 of the West Bengal Societies Registration Act, 1961 empowers the Registrar to call for information on the affairs of Society. Section 23 of the same Act empowers the State Government to appoint a competent person as

Inspector wherever a Society is found to be guilty of mismanagement. By virtue of Section 26, the Registrar can move the Court to dissolve a voluntary organisation.

Similarly the Bombay Public Trust Act 1950 contains certain provisions whereby the accounts have to be audited by an auditor and it is the responsibility of the auditor to send a copy of the audited accounts to the Charity Commissioner, Bombay.

Accordingly, the Department of Social Welfare has written to all the State Governments requesting them to examine the legislation in their States and initiate action to provide for similar powers of superintendence in the Registration of Societies Act, by suitable amendments if necessary."

5.23. Extracts from another note furnished by the Department of Social Welfare at the Committee's instance on the institution of Charity Commissioners is reproduced below:

"The Ministry of Law, Department of Legal Affairs have been consulted in this regard. According to the information available, it is not readily known as to how many States have the post of Charity Commissioners. However, in Bombay there is a Charity Commissioner appointed under Section 3 of the Bombay Public Trust Act, 1950. Section 3 of the said Act reads as under:

"The State Government may, by notification in the Official Gazette, appoint an officer to be called the Charity Commissioner, who shall exercise such powers and shall perform such duties and functions as are conferred by or under the provisions of this Act and shall, subject to such general or special orders as the State Government may pass, superintend the administration and carry out the provisions of this Act throughout the State'.

The provisions relating to the functions, control, etc. of the Charity Commissioner under the Bombay Public Trust Act, 1950 are reproduced below. These describe the vast powers available to this officer for an effective control over the registered institution:

The Charity Commissioner, the Deputy or Assistant Charity Commissioner or any officer authorised by the State Government by a general or special order shall have power—

* * * * *

to call for any return, statement, account or report which he may think fit from the trustees or any person connected with a public trust;....

On receipt of a report of the auditor under Section 34 (or of a report, if any, made by an officer authorised under Section 37) (or on receipt of a complaint in respect of any trust) the Deputy or Assistant Charity Commissioner to whom the report is submitted (or complaint is made) shall require the trustee or any other person concerned to submit an explanation thereon within such period as he thinks fit."

5.24. Conceding during evidence that the state of affairs was anything but happy, the representative of the Department of Social Welfare stated in evidence.

"This non-receipt of audited statements of accounts and utilisation certificates is a matter of concern to us. It is true that this is a very unhappy state of affairs."

5.25. The Report (June 1978) of the random study recently conducted by the Social Development Division of the Programme Evaluation Organisation of the Planning Commission reveals that a few of the selected voluntary agencies have reportedly indulged in misutilisation of the grant-in-aid inspite of the devices and checks provided through (a) operation of the joint account in the banks, (b) utilisation of grants for the purpose for which it was sanctioned, and (c) proper maintenance of various records and their periodic inspection by the officers of the State and Central Social Welfare Board.

5.26. The study accordingly recommended that "organisations which could not maintain minimum standard of services and those which indulged in various malpractices should not be given financial assistance by the Central Social Welfare Board or the State Government."

5.27. In this context, the Committee enquired whether the lever of withholding release of further grants to defaulting institutions indulging in misutilisation of funds, was exercised. In a note the Department of Social Welfare have stated:

"In case of institutions which have not utilised the grants properly or have not complied with the terms and conditions of the grants, the Board has not sanctioned any balance

due to them. State Boards/State Governments are also advised accordingly. Thus, though there is no black-listing as such of the voluntary institutions, they are debarred from further grants from the Board under its programme."

5.28. The Committee desired to know how it was ensured that the State Boards effectively supervised the utilisation of the funds given to them for decentralised as well as partially decentralised programmes. In a note, the Central Social Welfare Board have stated:

"In order to ensure effective supervision over the utilisation of funds by the State Boards, the Central Board has evolved a procedure for obtaining monthly statements of accounts from the State Boards in respect of each programme. Besides, the inspections of the State Boards are also undertaken from time to time.

Instructions have also been issued to the State Boards that they should not release the final instalments of the grants sanctioned to the institutions unless the institutions have rendered the accounts and utilisation certificates of the previous years' grants."

Inspections.

5.29. After the launching of the programme of Grants-in-aid in 1954, the Board realised that regular inspection played a very important part in any large scale grants-in-aid system. The Central Board had set up a cadre of Inspecting grants-officers at the Centre in May 1954, followed by the appointment of a team of Inspectors and Welfare Officers who were attached to the offices of State Boards. A 'Guide Book for Inspectors and Welfare Officers (1965)' was brought out to provide guidance material for them in their work of assessing the impact of financial assistance provided by the Board under its programmes. In this context, the relevant excerpts from the Guide Book are reproduced below:

"It is in the context of the growing volume of assistance given by the Board for various programmes and activities that the need for inspection and reporting on the agencies receiving grants-in-aid and giving them counselling and guidance should be realised. It was recognised that voluntary agencies should be left with a large measure of initiative in framing their programmes; but it was equally important to ensure that the grants given to them were

utilised properly and to the best advantage and a suitable machinery provided for inspection of aided agencies.”

5.30. The Audit paragraph indicates that about 41 to 45 per cent only of the total number of units were visited by the Welfare Officers yearly although every unit, except those dealing with socio-economic programmes which were to be visited more frequently, were required to be visited once a year. Thus about 60 per cent of the institutions/projects remained uninspected every year.

5.31. Asked to indicate whether all the institutions are now covered annually, the Department of Social Welfare stated in a note that “it has not been possible to cover all the institutions annually”. In a further note, the Department have stated:

“The inspection of grantee institutions/projects is not considered adequate. The Board has increased the strength of Welfare Officers from 48 to 61 and even this strength is not sufficient to cover all the grantee institutions which are on the increase. The Board is taking steps to increase further the number of Welfare Officers in view of the increase in the number of grantees and also in view of the new programmes taken over by the Board.”

5.32. The position of inspections conducted during the years 1976-77 and 1977-78 is given below:

| Year | Number of grants sanctioned to institutions/projects | Number of visit to institutions/projects. |
|---------|--|---|
| 1976-77 | 10,925 | 4855 |
| 1977-78 | 13,015 | 4742 |

5.33. One of the conditions prescribed for eligibility for assistance under general grants-in-aid programme since its inception, viz., in 1953 is its sound financial position and capability for raising additional funds by the recipient institutions. At least in the case of Centralised and Centrally Sponsored Schemes, the applications for grants on prescribed forms have to be forwarded by the concerned State Board to the Central Board with their recommendations along with e Visiting Members' Report.

5.34. One of the reasons indicated by the Department of Social Welfare for non-receipt of audited accounts is that some institutions

had wound up or become defunct for a variety of reasons. The Committee, therefore, desired to know how the financial position of a unit was assessed. In a note, the Department of Social Welfare have stated:

“The financial position is assessed on the basis of audited/un-audited statements of accounts of the institutions for the last three years, which are generally attached with the applications for grants.”

5.35. Asked whether the impact of the condition of eligibility *viz.*, sound financial position, had been assessed in respect of defaulting units, the Department of Social Welfare have, in a note, stated:

“There are a combination of factors for the units becoming defaulters. Sometimes, lack of adequate financial support by private fund raising may also be a contributing factor. As such, it has not been felt necessary to make an assessment of this particular condition.”

5.36. The Committee desired to know the number of cases wherein the institutions had become defunct or had been wound up with their break-up and the constituent portion of such outstandings on Centralised Schemes and those administered in the State Boards Sector. In a note, the Department of Social Welfare have stated:

“Under the Centralised Schemes administered by the Central Social Welfare Board, one institution has become defunct and the amount involved is Rs. 4000. In the State Board Sector, 243 institutions have become defunct/wound up involving an amount of Rs. 4.13 lakhs. The break-up of such cases programme-wise is given below:

(Rupees in lakhs.)

| Sl. No. | Programme | 1961-66 | | 1966-69 | | 1969-74 | | 1974-75 | | 1975-76 | | 1976-77 | | Total | |
|---------|-----------------------------------|-----------|-------------|-----------|-------------|-----------|-------------|-----------|-------------|----------|-------------|----------|-------------|------------|-------------|
| | | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount | No. | Amount |
| 1 | One Year Grant | 28 | 0.25 | 22 | 0.15 | 48 | 0.60 | 11 | 0.11 | 7 | 0.11 | | | | |
| 2 | Supplementary Nutrition Programme | .. | | | | 12 | 0.36 | .. | .. | | | | | | |
| 3 | Holiday Camp | 6 | 0.16 | 5 | 0.14 | 3 | 0.07 | 1 | 0.02 | 1 | 0.03 | 1 | 0.02 | | |
| 4 | Mahila Mandals. | 45 | 0.89 | 27 | 0.74 | 21 | 0.32 | 5 | 0.16 | | | | | | |
| | TOTAL | 79 | 1.30 | 54 | 1.03 | 84 | 1.35 | 17 | 0.29 | 8 | 0.14 | 1 | 0.02 | 243 | 4.13 |

5.37. Asked about the point of time when the institutions had become defunct and the action taken to recover the outstandings in those cases, the Department of Social Welfare have, in a note, stated:

“So far as the institution which closed down its activities in the Central Sector is concerned, it was reported that the institution stopped its activities after March 1974. As regards the institutions falling under the State Board Sector, the information regarding the date from which institutions became defunct/wound up is not readily available. However, the Board usually takes the following steps to recover the amount or assets created out of the Board's grant in such cases:

- (i) Contact the institutions personally through our field staff to find out whether the amount of the grant given by us was utilised and, if so, obtain the Utilisation Certificates and audited accounts. If the same are available, the matter is settled.
- (ii) Notices are issued to the office bearers of such institutions to refund the amount and the help of the district authorities is also sought in this regard.
- (iii) The parent bodies of the branches to whom the grants are sanctioned are also approached to account for the amount of grant sanctioned to them.”

5.38. The Committee regret that despite the simplification of procedure in 1973-74 in regard to the furnishing of unaudited statements of accounts for the previous year by the 30th of June and of the audited statements of accounts by 30th September and the setting up of an Accounts Finalisation Cell in 1975, there had not been any perceptible improvement in the receipt of audited accounts. They note that as in December 1977 audited accounts were outstanding in respect of 5,978 grants involving a sum of Rs. 495.48 lakhs. That the machinery was galvanised into action only after the issue was highlighted by Audit, is evident from the fact that audited accounts outstandings against 1678 grants involving about Rs. 72.78 lakhs were liquidated by June 1978 and 1224 grants involving about Rs. 47.18 lakhs by December 1978, thus bringing down the total number of audited accounts outstanding upto 1975-76 in respect of 3076 grants, involving Rs. 375.52 lakhs. However, taking into account the outstandings further accumulated for 1976-77, numbering 1264 grants involving a total sum of Rs. 121.06 lakhs, the items for which

audited accounts were still to be received by December 1978 was 4340, involving an amount of Rs. 496.58 lakhs. It is disconcerting to note that the problem of liquidation of old outstandings pertaining to earlier period, i.e., 1961—66 has yet to be given the attention that it deserves because 273 items, involving Rs. 6.07 lakhs still remain outstanding as in December 1978. The Committee take a serious view of the casual treatment given by Government in liquidating the outstandings. They would like the Central Board to draw up a crash programme for liquidation of outstanding accounts and follow up this programme scrupulously.

5.39. The Committee find that the average of outstandings per programme in respect of Central Board's grants comes to Rs. 13,382 per institution as against Rs. 2,582 in respect of programmes administered by the State Boards. From the break-up of outstanding audited accounts, it is seen that in the Central Sector, the Demonstration Projects (Balwadis) and Family Child Welfare Projects numbering 2163 and 489 involving an amount of Rs. 53.52 lakhs and Rs. 281.40 lakhs respectively, constitute the two major components in respect of which the outstandings are to be liquidated. In the grants administered by State Boards, bulk of the arrears pertain to Nutrition Programme, wherein 1467 items involving Rs. 33.56 lakhs are outstanding. The Committee have elsewhere in the Report commented upon the misutilisation of grants particularly under Nutrition Programmes and the inadequacy of the devices and checks provided. The matter of non-receipt of utilisation certificates in these programmes assumes added importance as the Central Board does not have adequate supervisory inspecting agency and accepts the utilisation certificates upto Rs. 5,000 from the field staff and 'Panchas' and the number of institutions not rendering utilisation certificates having become defunct or wound up in States Boards Sector being as high as 243. Moreover, the quantum of grants sanctioned in the case of family and child welfare projects alone is at an average of the order of Rs. 60,000 per project.

5.40. The Committee have been informed that the Central Board accepts the utilisation reports from Chartered Accountants/Local Fund Auditors etc. as the sole evidence of proper utilisation. This procedure, the Committee feel, is not fool-proof. The Committee suggest that the Board should, besides strengthening its own supervisory inspecting agency, send out small teams for physical verification on a sample basis, at least in the case of major grants, so as to ensure that the funds released by the Board are utilised for the specified purpose.

5.41. The Committee find that the West Bengal Societies Registration Act 1961 empowers the Registrar to call for information on the affairs of a Society. Similarly, the Bombay Public Trust Act, 1950 contains certain provisions whereby the accounts have to be audited by an auditor and it is the responsibility of the auditor to send a copy of the audited accounts to the Charity Commissioner, Bombay. However, according to the information available with the Department of Social Welfare, it is not readily known as to how many States have the post of Charity Commissioners. The Committee have been informed that the Department of Social Welfare have addressed all the State Governments requesting them to examine the legislation in their States and to initiate action to provide for similar powers of superintendence in the Registration of Societies Act, by suitable amendments, if necessary. The Committee trust that the matter would be pursued with the State Governments to its logical conclusion so that the Audited Accounts are sent by voluntary institutions to the authorities concerned in time.

5.42. The Committee find that necessary data regarding receipt of audited accounts and utilisation certificates and their acceptance was maintained only in the concerned Divisions of the Central Board and in the State Boards in respect of programmes for which the State Boards accept the account. The Committee were informed that to have a consolidated centralised record would not only be time-consuming but may also tend to duplicate the efforts. Since the Central Board follows the procedure laid down in the General Financial Rules for obtaining reports of utilisation of grants, utilisation certificates have necessarily to be furnished by the authority sanctioning the grants to the Finance/Audit Officer, for which a centralised system of watching the issue of utilisation certificates is essentially required. The Committee desire that this question should be considered by the Department and a suitable arrangement worked out for streamlining the checks on outstanding utilisation certificates.

5.43. The Committee have been informed that in the case of institutions which have not utilised the grants or have not complied with the terms and conditions of the grants, the Central Board does not sanction further grants to such institutions and also withholds any balance due to them. State Boards are also advised accordingly. The Committee trust that in case of recalcitrant institutions, their applications for grants under all the programmes are summarily rejected and those found to have indulged in malpractices are served with notices to refund the amounts already sanctioned. The

Committee have dealt with this aspect in greater detail in the subsequent chapter.

Diversion of Funds

5.44. According to the rules and procedures adopted by the Central Social Welfare Board, funds released for a particular purpose for a prescribed period are required to be utilised by the grantee institutions for that specific purpose and within the stipulated period, and the unutilised balance refunded to the Central Board.

5.45. Reports received by Audit (September 1978) in respect of 4 States, viz., Karnataka, U.P., West Bengal and Maharashtra, however, indicated that there had been cases where funds received by the State Boards for specified schemes had been utilised by them for other schemes. At least, in one case of West Bengal, diversion from the Central Schemes to the State Schemes aggregated to Rs. 4.86 lakhs as on 31 March 1976 and Rs. 2.84 lakhs as on 31 March 1977. However, as on 31 March 1978, there had been no diversion.

5.46. Further more, according to Audit, in the case of Gujarat and West Bengal, reports indicated that diversion of funds due to delay in getting the States' share had affected the implementation of the Central schemes of Special Nutrition Programme and Womens' Training Programme, respectively.

5.47. The Committee desired to be apprised of the specific instances wherein constraint of resources or delay in release of the share by State Governments led to delayed implementation of the projects, especially those which stand decentralised under execution by the State organisations during the year 1977-78. The Department of Social Welfare have stated, in a note, as under :

“In the case of decentralised programmes such as One-Year Grants, Holiday Camps and Mahila Mandals the entire expenditure is met by the Central Board. In the case of W.E.Ps. where the State Governments have to share the expenditure in a certain given proportion, there have been instances of delay affecting implementation of the programmes.

In the case of Family & Child Welfare Projects, which stand transferred to State Governments after completion of 5 years, the entire financial responsibility for their maintenance rests with the State Governments concerned; there have been some instances of delay.”

5.48. Some instances of delay in the payment of share by the State Governments concerned towards Welfare Extension Projects (including Border Area Projects) and their full share in respect of Family and Child Welfare Projects, thus affecting the implementation of the programme are indicated below :

| S. No. | Name of the State | Type of Project | Remarks |
|--------|-------------------|-------------------------------------|--|
| 1 | Bihar | FCW Projects & W.E.P. (CD) | The State Government's share was received by the State Board in March, 1979 resulting in delay in payment of salary to the staff and affecting implementation of the projects. |
| 2 | Haryana | FCW Projects | Nearly 1/3rd of the required fund from the State Governments was received in the month of April 1978 causing delay in the payment of salary and affecting implementation of the programme. |
| 3 | Nagaland | W.E.P. (OP) & Boarder Area Projects | Funds were received in October 1977 and March 1978 resulting in delay in payment of salaries to the Projects staff and also affecting the programmes |

Conceding that instances of temporary diversion of funds had come to the notice of the Central Board, the Department of Social Welfare have, in a note, stated :

"Instances of temporary diversion of funds by the State Boards from one programme to another programme, as a result of non-receipt of timely funds from the State Governments, had come to the notice of the Central Board. The Central Board had pointed out to all the State Boards in May, 1975 that funds earmarked for a particular programme should not be diverted. The Central Board as well as the Department of Social Welfare have also requested the State Governments to ensure timely release of funds to the State Boards as their share to the State Boards in order to avoid such contingencies."

5.49. In a note, furnished to the instance of the Committee on diversion of projects/programme funds for meeting the administrative expenditure of the State Boards, the Department of Social Welfare have stated :

“There have been occasions when the State Governments have not been releasing their share of grants to the State Boards in time. In order to pay the salaries of the State Board's staff, the State Boards had to utilise temporarily the funds available with them at that time.”

5.50. From the information compiled by Audit (September 1978) respect of 11 States, it has been noticed that in 10 States, viz., Gujarat, Andhra Pradesh, Haryana, U.P., West Bengal, Orissa, Rajasthan, Maharashtra, Kerala and Karnataka, there had been cases of diversion of funds received from the Central Social Welfare Board by S.S.W.A. Boards for payment of salaries of their staff, pending receipt of matching grants in respect of expenditure on salaries from the State Governments. Exact information readily ascertainable in respect of two specific cases in Karnataka is summarised below :

1. The Central Board released grants of Rs. 38,500 for 1975-76 in February 1976 and April 1976 for a scheme but the matching share was received only in March 1977 from the State Government. Consequently, Central Board funds were diverted to meet the States share of expenditure.
2. During 1977-78 grants received from the Central Board amounted to Rs. 1,10,850, but the matching grant received from the State Government was only Rs. 18,850. Consequently, Central Board funds were diverted to meet the State's share of expenditure. The State Government is yet to pay the amount (July 1978).

5.51. In the context of inordinate delay in the payment of salaries to the project staff, the Financial Adviser, Department of Social Welfare clarified in evidence :

“I must correct the impression that because of the non-receipt or delay in the receipt of the State Government's share of the administrative expenditure there is non-payment of salaries to the State Board staff. This would not be a correct presumption because the ways and means position of the State Boards includes all the grants they receive from the Central Board. This will be clear from the Audit para itself. This ways and means position enables the State Boards in order that they will be able to disburse salaries to the State Board staff even if there is some delay in the receipt of the State Government's share of the expenditure.”

5.52. In this context, the representative of the Department of Social Welfare stated in evidence :

"I would only submit that the competence of Social Welfare Department in the Government of India would be definitely limited to writing to the State Governments to release their monies in time. We can request them to do so, but we cannot ask the State Governments to explain to us why there is delay in releasing their own funds."

5.53. Asked about the steps taken to ensure that the release of State Government's share of the grant synchronises with the release of funds by Central Government, the Secretary, Department of Social Welfare stated in evidence :

"In a number of instances matching grants by State Governments did not come for one reason or the other. If the budgetary provision is not adequate, this is indicated in the remarks column. The Board's anxiety is to see that matching contribution of States also get synchronised with Central contribution."

5.54. In this context, the text of the latest communication dated 24 July 1978, addressed to the State Governments by the Department of Social Welfare are reproduced below :

"I am directed to say that in every State/UT State Social Welfare Advisory Boards have been created by the respective State/UT Government. According to the pattern of expenditure in vogue since their inception, the entire expenditure on the various welfare programmes of the State Boards is met by the Central Social Welfare Board but the expenditure on their establishment is share on 50:50 basis between the respective State Government and the Central Social Welfare Board. Complaints have been received from time to time from the various Associations of the State Board staff that they do not receive their salaries in time. Enquiries made reveal that in many cases, the State Boards do not receive the share of expenditure on establishment charges from the State Governments concerned in times, which results in delayed payment of salaries. This matter also came up for discussion during the course of examination of this Department by the Public Accounts Committee of Parliament in their sitting on 26 and 27 June, 1978. The PAC emphasised on the need of timely release of funds to the State Boards

both by the State Government and the Central Social Welfare Board.

In view of the above position, I am to request that necessary steps may kindly be taken by the State Government to ensure timely release of their share of assistance to the State Social Welfare Advisory Board so that recurrence of delayed payment of salaries to the State Board employees may be avoided. The State Government's co-operation in this respect will be very much appreciated."

5.55. In the same context, a relevant extract from the summary of conclusions and recommendations made at the Conference of Social Welfare Ministers held in September, 1978 is also reproduced below:

"The State Social Welfare Advisory Boards may be strengthened by timely release of grants by States and..."

5.56. From the information collected by Audit (September 1978) in respect of 11 States, it is seen that there had been cases of delay in payment of salaries of the staff of the units functioning under the State Boards in 8 States. The delay in payment of salaries in these cases ranged from 20 days to 33 months. The table given below shows the extent of delay in payment of salaries :

| S. No. | Name of the State | Extent of delay | Remarks |
|--------|-------------------|--|--|
| 1 | Karnataka | Salaries payable during April '78 to June '78 paid in July 1978. | Salaries of the staff of Family and Child Welfare Projects paid late due to delay in receipt of funds from State Govt./Board which bears the entire expenditure. |
| 2 | Gujarat | Delay ranged from 20 to 60 days on 26 occasions during 1976-77 and 1977-78. | Do. |
| 3 | Haryana | Delay ranging from 1 to 7 months occurred in 6 out of 9 field units. | The units did not receive fund from the State Board in time. |
| 4 | Uttar Pradesh | 3 to 5 months in 35 cases during 1974-75 to 1976-77; 6 to 11 months in 1 case during 1974-75; 12 months and more in 2 cases during 1974-75 to 1976-77. | |

| Sl. No. | Name of the State | Extent of delay | Remarks |
|---------|-------------------|---|---|
| 5 | Madhya Pradesh | Salary (Rs. 50,064) not paid in four Family and Child Welfare Projects during periods ranging from December 1976 to March 1977. | Due to inadequate allotment funds to individual units by the State Board. |
| 6 | West Bengal | Delay of one to two months, generally April and May, in 1975-76 and 1976-77. | First instalment of grant was placed at the disposal of the concerned units by the State Board only in May, June or July. |
| 7 | Orissa | (i) Salaries for period from July 1972 to February-May 1975 amounting to Rs. 36,070 for a centre were not paid by March 1975. Dues since paid upto May 1978. (ii) 25% of salaries of staff of one centre for period April 1976 to August 1976 (Rs. 2,678) not paid in time. Dues since paid upto May 1978. | .. Due to failure to raise the matching grant (25%) salary was not paid. |
| 8 | Rajasthan | Delay ranging from 1 to 4 months occurred in 4 centres in 1977-78. | Same remarks as for Sl. Nos. 1 and 2 above. |

5.57. An analysis of the table given overleaf shows that delay ranging between 20 days and 33 months occurred in the case of 8 States viz., Karnataka, Gujarat, Haryana, Uttar Pradesh, Madhya Pradesh, West Bengal, Orissa and Rajasthan. In the case of Orissa salaries for the period from July 1972 to February—May 1975 amounting to Rs. 36,070 for a Central were not paid by March 1975. In the case of Madhya Pradesh, salaries amounting to Rs. 70,064 were not paid in four Family and Child Welfare Projects between December 1976 to March 1977 owing to inadequate allotment of funds to individual units by the concerned State Social Welfare Advisory Board. These cases were specifically brought to the notice of the Department of Social Welfare, who explained the reasons in a note as under :

“In the case of Project, State Governments are to release their share to the State Boards. Instances of inordinate delay in the release of funds by the State Governments have come to the notice of the Central Board, and the Central Board as well as the Department of Social Wel-

fare have requested the State Governments to ensure that their share should be released to the State Boards in time so as to enable the State Boards to pay the salaries and to avoid hardship to the staff. The matter has been taken up vigorously with the State Governments. This matter has also been brought to the notice of State Social Welfare Ministers at the Conference of Social Welfare Ministers and Secretaries of Social Welfare of all State Governments, held in September 1978. Besides, the Minister has already written to the State Governments."

5.58. The Committee note that according to the procedure adopted by the Central Board, funds released for a particular purpose for a prescribed period are required to be utilised by the grantee institutions for that specified purpose and within that period and the unutilised balance refunded to the Central Board. The Department of Social Welfare has conceded that 'instances of temporary diversion of funds by the State Boards from one programme to another programme had come to the notice of the Central Board'. That the diversion of funds continues unabated even after the impropriety had been pointed out by Central Board to State Boards in May 1975, is evident from the information compiled by Audit (September 1978), which reveals that at least four States viz., Karnataka, U.P., West Bengal and Maharashtra had reported that there had been cases where funds received by the State Boards for specified schemes had been utilised by them for other schemes. In the case of West Bengal, the diversion from the Central Schemes to the State Schemes aggregated to Rs. 4.86 lakhs as on 31 March 1976 and Rs. 2.84 lakhs as on 31 March 1977. Furthermore, in the case of Gujarat and West Bengal, the reports received by Audit indicated that diversion of funds due to delay in getting States share of the grant had affected the implementation of the Central Sector Schemes of Special Nutrition Programme and Womens' Training Programme respectively. The Department of Social Welfare have also conceded that in the case of F.C.W. projects and W.E.P. (CD) and Border Area projects, in the States of Bihar, Haryana and Nagaland, the delay in the release of States' share affected the implementation of the programmes. The Committee have been informed that the aspect of strengthening the control mechanism in order to ensure that the funds released for a specified purpose are utilised by the State Boards for the intended purpose, is under the consideration of the Central Social Welfare Board. The Committee hope that in future diversion of funds would be totally curbed.

5.59. The Committee take an adverse view of the inordinate delay ranging upto 33 months in the payment of salaries to project staff, In this context, the Committee take special note of the explanation offered during evidence by the representative of the Department of Social Welfare that 'the competence of the Department in the Government would be definitely limited to writing to the State Governments'. They also note that in a communication dated 24 July 1978 addressed to the State Governments, the Department of Social Welfare had pointed out delayed payment of salaries to the State Board employees. The Committee desire that since delay in payment of salaries inevitably causes hardship and has a demoralising effect on the project staff, earnest endeavours should be made by the authorities concerned to ensure timely payment of salaries to the staff of the units functioning under the State Boards.

CHAPTER VI

A. TEST CHECK OF SOME PROGRAMMES OF THE CENTRAL BOARD

Audit Paragraph:

A test-check of the programmes financed by the Central Board disclosed the following:

(1) Nutrition Programme

The main object of the programme is to supply supplementary nutrition to children, 3-5 years in age, from families in the lower economic group for their proper growth and development and to combat the high mortality and morbidity rate among them. The actual execution of the programme is done through balwadis run by voluntary institutions/project implementation committees.

6.2. This is a decentralised programme of the Central Board and grants to voluntary institutions/project implementation committees are sanctioned and released by the State Boards out of funds made available by the Central Board.

6.3. The scheme provides for setting up of separate standing committees for coordination, supervision and implementation of the programme at the Central, State and Block levels.

6.4. According to the scheme, the committee at the Central level is to consist of the representatives of the Central Board, Indian Council of Child Welfare, Harijan Sewak Sangh and Adim Jati Sewak Sangh with the Secretary, Department of Social Welfare as the Chairman; further, the central committee is to meet every three months to review the progress made.

6.5. The Central Board stated (September 1977) that as far as it was concerned no such central committee had been formed.

6.6. The Department of Social Welfare stated (January 1978), however, that the Central Coordination Committee for nutrition set up at the central level in August 1975 for implementation of Fifth Five Year Plan nutrition programmes had been entrusted with

functions of the standing committee at the central level envisaged in the scheme. It was, however, noticed in audit that the coordination committee had none of the non-Government representatives mentioned earlier.

6.7. The Department also stated (January 1978) that co-ordination committees on nutrition had already been set up in most of the States.

6.8. The following table shows the funds released by the Central Board to the State Boards during 1971-72 to 1975-76 and the number of balwadis and beneficiaries for whom these were released:

| Year | Amount released (Rs. in lakhs) | Number of balwadis | Number of beneficiaries |
|---------|--------------------------------|--------------------|-------------------------|
| 1971-72 | 29.69 | 4,156 | 1,50,292 |
| 1972-73 | 94.89 | 4,527 | 1,68,847 |
| 1973-74 | 81.57 | 4,527 | 1,69,047 |
| 1974-75 | 82.01 | 4,305 | 1,67,852 |
| 1975-76 | 90.85 | 3,928 | 1,81,097 |

6.9. The grants paid to the various State Boards under the programme during the years 1971-72 to 1975-76 varied between Rs. 4.55 lakhs and Rs. 94.58 lakhs as per particulars given below:

| | (Rs. in lakhs) | | (Rs. in lakhs) |
|-------------------|----------------|------------------------------------|----------------|
| 1. Gujarat | 94.58 | 2. Maharashtra | 78.43 |
| 3. Karnataka | 34.12 | 4. Uttar Pradesh | 20.14 |
| 5. Madhya Pradesh | 19.55 | 6. West Bengal | 14.85 |
| 7. Orissa | 13.91 | 8. Rajasthan | 12.93 |
| 9. Tamil Nadu | 12.90 | 10. Kerala | 10.35 |
| 11. Assam | 9.78 | 12. Andhra Pradesh | 8.74 |
| 13. Bihar | 8.16 | 14. Punjab & Chandigarh | 6.95 |
| 15. Haryana | 4.55 | 16. Other States/Union Territories | 29.10 |

6.10. The Central Board stated (June 1977) that the Statewise allocation was made keeping in view the available number of agencies in each State, their capacity to undertake the programme and their past programme performance.

6.11. In order to ascertain if the terms and conditions of the programme had been fully observed by the grantees, the Central Board was requested (April, 1977) to furnish details of instructions issued to the State Boards in this regard but the relevant papers were not made available to Audit (December, 1977). It was noticed from other records, however, that one of the main requirements of the programme was that the institutions implementing it would make arrangements for health checks of the beneficiaries, maintain menu charts and furnish monthly progress reports to the State Boards. The latter were, in turn, required to consolidate these reports and forward them to the Central Board at the end of each quarter.

6.12. No such progress reports were received by the Central Board since the inception of the programme.

6.13. The Central Board stated (September, 1977) that the State Boards had skeleton staff to deal with the nutrition programme, that due to decentralisation of various programmes the work load had increased in the State Boards and that they had consequently not been able to send quarterly progress reports.

6.14. During 1975-76, the Welfare Officers had visited 830 out of 3,928 balwadis implementing this programme. A test-check of the inspection reports of 802 Balwadis revealed that:

- (i) In 182 Balwadis arrangements for health check existed whereas in 290 Balwadis health check was not being done. In regard to the remaining 330 Balwadis, the Welfare Officers had not in their reports made any mention of health check.
- (ii) In 135 balwadis menu charts were maintained whereas in 250 balwadis no such records were kept. In regard to the remaining 417 Balwadis, the Welfare Officers had not made any mention in their reports of menu charts.

6.15. Central Board stated (September, 1977) that the reports of the Welfare Officers were for action by the concerned State Boards, this being one of the decentralised programmes, and that proposals for additional staff in the Central Board for this programme had been submitted to Government sometime in 1976.

[Paragraph 26 of the Advance Report of the Comptroller & Auditor General of India for the year 1976-77, Union Government (Civil) pp. 191—193].

(a) Objectives

6.16. Nutrition programme was started by the Department of Social Welfare in 1970-71. The Programme aims at providing supplementary food which would supply approximately $\frac{1}{4}$ of the daily caloric requirements and $\frac{1}{2}$ of the daily protein requirement of the child. The programme is extended to the children in the age group of 3 to 5 years.

6.17. This programme ever since it was entrusted to the Board during 1971-72 is being implemented by the Central Social Welfare Board on behalf of the Department of Social Welfare. Under this programme, financial assistance is given for supplementary nutrition to children of the Balwadis which are being run by the voluntary welfare organisations. The programme is implemented through the State Social Welfare Advisory Boards. It was decentralised in favour of State Boards in 1971.

6.18. The objectives, programme content, pattern of assistance and procedure for applications for Nutrition Programme are detailed below:

OBJECTIVES

- (i) To provide supplementary food to children in the age group of 3 to 5 years.
- (ii) To improve the health of child.
- (iii) Helping children of parents earning less than Rs. 300/- p.m.
- (iv) Immunisation of children.
- (v) Environmental sanitation.

II. Programme Content

Each Unit consists of 25 to 40 children who are provided supplementary nutrition and facilities like health care, immunisation and cleanliness etc. through Balwadis and Day Care Centres.

III. PATTERN OF ASSISTANCE*

- (i) Supply of nutritious food at the rate of 20 paise per child per day for 300 days.
- (ii) Helper's salary at Rs. 35/- p.m.

N.B. A reference has been made to the Government of India to raise 20 paise per child per day to 50 paise per day, helper's salary from Rs. 35/-p.m. to Rs. 50/-p.m. and for provision of equipment to old Balwadis @ Rs. 1000/- per Balwadi.

- (iii) Trained teacher's salary for the new Balwadis at Rs. 150/- p.m. and that of untrained teacher's at Rs. 120/- p.m.
- (iv) Equipment at Rs. 1000/- per new Balwadi.

IV. PROCEDURE FOR APPLICATIONS

The programme is implemented through State Boards. The State Boards sanction the grants to Institutions taking into consideration the performance and standing of the Institutions. Each Institution is eligible for a grant for one unit or more according to the needs of the area and implementing capacity of the Institution.

(b) *Evaluation:*

6.19. It is seen that an evaluation of the nutrition programme had not been undertaken by either the Central Board, State Boards or any outside agency in any year since its inception. The Committee, therefore enquired how, in the absence of such an evaluation, the Central Board could vouchsafe whether the programme was going on satisfactorily. In reply, the Department of Social Welfare have stated:

“The nutrition programme is run through Balwadis. An evaluation study of the Balwadis run with assistance from Central Social Welfare Board was entrusted to National Institute of Public Cooperation and Child Development in 1975-76. The report of the evaluation study will be received shortly. Satisfactory performance of the programme is ensured by Central Social Welfare Board through reports of field officers visiting the balwadis, visits by State Board Chairman and Members, instructions issued from time to time, utilisation certificates and audited statements of accounts.”

6.20. In the above context, the Chairman, Central Social Welfare Board, stated in evidence:

“We help the Government and the State Governments in their programmes since they don't have the machinery.... For instance, this nutrition programme study was done by the State Governments and the Central Government and we were asked to take up this programme. That is why we

have not gone into it in depth. We have been sending our programme officers and welfare officers to these institutions to find out whether they are run properly or not. I have myself visited certain institutions in Delhi where I found that money was being taken out. So we stopped our grants and told them to improve themselves or otherwise. We will not give any grants."

6.21. Apart from the Study of the Family and Child Welfare Projects conducted in 1976 under the auspices of the Delhi School of Social Work, which included the Nutrition Programme, the Indian Council of Medical Research and the National Institute of Public Cooperation and Child Development had also been entrusted with a study of the Nutrition Programme in 1976 and 1978. Asked whether this tends to duplicate the efforts of the two agencies, the representatives of the Department of Social Welfare stated in evidence: . . .

"This a Coordination Committee; a separate report may be there."

He added:

"The Standing Committee review the work that is being done and it is quite likely that on the basis of the I.C.M.R. report the Committee could consider and perhaps take corrective action."

6.22. In a note furnished subsequently at the Committee's instance, the Department of Social Welfare have stated:

"Indian Council of Medical Research mostly conducts nutritional studies in the country through National Institute of Nutrition (NIN), Hyderabad. It's main fields of activities are concerned with clinical studies on malnutrition, nutritive value of foods, food toxins, minerals and folic acid deficiencies for study of anaemia and nutrition and other correlated items, infections, drug metabolics, mental development etc. NIN through its 9 regional units of the National Nutrition Monitoring Bureau conducted study in the field of dietary information, anthropometry and other clinical studies related to malnutrition. Thus it can be seen that ICMR and NIN are mostly engaged in academic studies in nutrition related to clinical health. .

Department of Social Welfare is implementing Nutrition Feeding Programmes and sponsoring research projects in the field

of nutrition. These are mainly sociological studies and, therefore, are quite apart from the clinical studies conducted by ICMR/NIN."

6.23. In a further note, the Department of Social Welfare have stated:

"The National Institute for Public Cooperation and Child Development has recently evaluated Balwadi Nutrition Programme run by the Central Social Welfare Board and Indian Council for Child Welfare and has submitted first Draft report. The final report is likely to be available shortly."

6.24. Asked to indicate whether any studies had been conducted in the recent past on the benefits derived by the beneficiaries as a result of the implementation of the nutrition programme and the results that ensued, the Department of Social Welfare have stated that Special Nutrition Programme has not been evaluated at national level. However, some studies conducted in this connection in the recent past are mentioned below:

In 1970-71 Government of India launched Special Nutrition Programme as a crash project to benefit pre-school children, pregnant women and nursing mothers. Simultaneously, it launched a programme for the benefit of the children in the age group of 3-5 years in voluntary sector and implemented through Day Care Centres and Balwadis run by the four National Level organisations, namely, Indian Council for Child Welfare, Central Social Welfare Board, Harijan Sewak Sangh and Bhartiya Adimjati Sevak Sangh.

Special Nutrition Programme (SNP) has not been evaluated at national level. However, some studies conducted in recent past are as follows:

"(A) *Special Nutrition Programme*

- | | | |
|---|---|------|
| 1. The Special Nutrition Programme in Delhi A case study of benefit delivery & utilisation. | National Institute of Public Co-operation & Child Development, New Delhi. | 1976 |
| 2. Special Nutrition Programme in Delhi A Do-No-Vo Evaluation Study. | National Institution of Public Co-operation and Child Development, New Delhi. | 1976 |
| 3. Report on Evaluation of SPN in the tribal development blocks of Maharashtra State. | Tribal Research and Training Institute, Poona. | 1976 |

The NIPCCD's De-Novo-Study has found out that coverage of the programme has expanded a great deal since its inception catering to the need of lower socio-economic groups. Even then a large number of needy children and mothers are still deprived of the benefit due to limited resources. The food distributed is being utilised fully. However, the method of food distribution requires improvement. 70 per cent of respondents admitted that it had benefited the community and 57 per cent feel that if this scheme was discontinued, they would be adversely affected.

The findings of Maharashtra study are that the programme has been widely welcomed; parents feel the improvement of health status of the supplemented children, the food served under the programme was generally found to be good, tasty and acceptable.

(B) Balwadi Nutrition Programme

| Name of the Evaluation Study | Conducted by | Year |
|---|--------------------------------|------|
| 1. Evaluation of Balwadi Nutrition Programme run by Harijan Sevak Sangh and Bharatiya Adimjati Sevak Sangh. | Council for Social development | 1976 |
| 2. Evaluation of Balwadi Nutrition Programme run by CSWB and ICCW | NPCCD | 1978 |

Balwadi Nutrition Programme being implemented by Bharatiya Adimjati Sevak Sangh and Harijan Sevak Sangh have been evaluated by Council for Social Development, New Delhi. Its findings are (i) that regarding dietary supplementation the main proteins and calories derived by children from food provided in Balwadi appears to fulfil one sixth of the daily requirements of pre-school children. The reason for this was stated to be that allocation of 20 paise per child was insufficient to provide adequate quantity of nutritious foods, like milk, vegetables etc. (ii) The honorarium of the Balsevikas was inadequate and about 57 per cent of them were found untrained and (iii) when Balwadis were classified as interesting, fairly interesting and not interesting on the basis of their activities, it was observed that most of the balwadis were rated as fairly interesting.

National Institute of Public Cooperation and Child Development has recently evaluated Balwadi Nutrition programme of the Central Social Welfare Board and Indian Council for Child Welfare. It has submitted first draft of the report. It observed that Balwadis organised by CSWB are functioning satisfactorily. On an average there were

about 63 children on roll per Balwadi. Almost all the children in 72 per cent of the Balwadis were properly dressed. Balwadis had fair representation of the children from the weaker sections. Feeding programme was being run in majority of the Balwadis and it was cent per cent in Gujarat, Karnataka and West Bengal and 90 per cent in Maharashtra and Tamilnadu. Balwadis also provided activities for physical, mental and social development of children. 9 out of 10 respondents affirm that Balwadis were beneficial. The majority of the teachers in Gujarat, Karnataka and Tamilnadu have noticed the difference regarding easy learning by children of Balwadis."

6.25. It is seen that CARE assistance is available for the programmes related to child welfare and nutrition programmes. In a note furnished at the Committee's instance, the Department of Social Welfare have stated:

"CARE operates in India since 1958 under an Agreement signed between President of India and CARE. This organisation provides assistance for the following programmes:—

- (i) Supplementary Feeding Programmes.
- (ii) Food-for-Work Programme.
- (iii) Development Programme related to child welfare and nutrition.

Government of India have now agreed to avail of assistance from CARE for the above mentioned programme upto 1982-83.

During the year 1978-79 CARE has programmed to supply food for about 169 lakhs pre-school and school beneficiaries with food assistance of 2.57 lakh tonnes. This programme is being implemented in 13 States 78.5 MT of wheat is also made available by CARE for Food-for-Work Programmes.

CARE-assistance for development project is admissible for the programmes related to child welfare and nutrition programmes. Proposals received from the State Governments are cleared after obtaining clearance from the administrative Ministry, Ministry of Home Affairs, Ministry of External Affairs and Department of Economic Affairs.

Department of Food is the nodal Department for other voluntary organisations."

(c) Coordination:

6.26. It is seen that three types of nutrition programmes have been in operation, viz. (1) Special Nutrition Programme, (2) Balwadi Nutrition Programme and (3) Applied Nutrition Programme. Naturally apart from the international agencies like UNICEF, WHO, FAO and CARE who assist the Supplementary Feeding Programmes and A.N.P., the Ministry of Food and Agriculture, Ministry of Education, erstwhile Department of Community/Rural Development, (now Department of Cooperation), Ministry of Health and Family Welfare etc. are associated with these programmes. Some national and local level bodies have also over the years developed programmes on similar pattern.

6.27. A study of the Family and Child Welfare Projects undertaken by the Delhi School of Social Work (1974-1976) at the request of the Department of Social Welfare, Government of India has, while highlighting the extent and quality of coordination achieved with the key agencies in its review, observed:

"Taking an overall view of the entire coordination programme from the level of the Central Social Welfare Board to that of the Functional Committee appears, by and large, to be a very general and ambitious scheme, practical only in theory but not practicable in the field. The gap is still somewhat wide and there is much to be desired.

The separate Coordination Committees set up for each programme functioning at various levels and under the patronage of various ministries or departments appear to have a very limited scope for the programme and have hardly any inter-sectional linkages to achieve a concerted and final result. The Coordination Committees at the Central and the State levels, except for the purpose of reviewing the programme, are casual and cursory, as no one is prepared to be genuinely involved in the programme. This observation, disappointing as it is, is amply corroborated in our previous chapters where the frequency of visits by the different officials at various levels has been discussed in detail. Without proper visits, and constructive comments on the field programmes by the responsible representatives of these Coordination Committees, it is hardly possible for officials at a lower level to have the urge to understand the programmes and their proper functioning. It appears at times that they have just a nodding acquaintance of what is happening in the various Projects.

The absence of coordination at higher level surely reflects on the coordination at Project level, ultimately affecting the programme profoundly. The officials even at district and project level, who owe allegiance to the Departments of Agriculture, Health and Education, are found wanting in so far as effective participation in their normal duties is concerned. The responsibility for coordination thus falls on the underdogs, especially the Mukhya Sevika, who is unfortunately accorded a low status in the administrative hierarchy and is thus chronically beset with insurmountable difficulties to solicit the cooperation of the various officials. These officials, in quite a few States, are not even members of the Functional Committee even when their services are firmly located within the vicinity of the Projects. Those officials who are members of the Functional Committee attend very few meetings, and are found to be ill-acquainted with the Project programme. The consequences are that services which are supposed to spread out far and wide, benefitting the rural population, get stagnated and the integrated nature of the scheme falls far short of its objectives.

The foregoing analysis presents our findings regarding the extent and quality of coordination achieved with the key agencies, cooperation obtained from them, problems encountered in this direction, and will point out the limiting drawbacks."

6.28. During the State Social Welfare Ministers' Conference on 28/29 October, 1977, the need for coordination among various Departments which now handle the nutrition programmes was stressed.

6.29. The following excerpts from the summary record of the main conclusions, recommendations of the Ministers' Conference are relevant:

"The Conference stressed the importance of Nutrition Programmes but suggested that it was necessary to build the health inputs into them, so that they can be made more effective. The need for coordination among the various Departments which now handled the nutrition programmes was stressed and in this context it was emphasised that the Coordination Committee at the State level and at the Central level can play an active role in bringing about the necessary coordination.

The importance of nutrition intervention for the more vulnerable age-group upto 3 years was also stressed. The method of delivery to reach this age-group as also the special type of food to be given to this age-group children was emphasised. The need to consider the special requirements of certain areas was also stressed. The importance of nutrition education particularly through women's organisations in rural areas was mentioned."

6.30. In this context, when asked to denote whether the existing arrangements for coordination were considered satisfactory, the representative of the Department of Social Welfare stated in evidence:

"In so far as the Central Welfare Board is concerned, we have representatives from all the Ministries concerned on the Board as also on the Executive Committee. In any major programme, the Ministries at a very high level are kept in the picture and it is with their assistance that the programmes are finalised. For example for nutrition programme, we have got an inter-ministerial group, we have got coordination committee. Recently, a coordination committee for women's welfare has run up."

He added:

"As far as the Department is concerned, we have several coordinating Committees. These Committees function by meeting regularly."

6.31. It is seen from the Audit paragraph that as planned, a separate Standing Committee for coordination, supervision and implementation of the nutrition programme at the Central level was not set up till 1975, even though the programme was stated in 1971. It has been stated that the Central Coordination Committee set up in 1975 for implementation of Fifth Five Year Plan nutrition programme was entrusted with the functions of the Standing Committee. However, the four non-official organisations viz., Central Social Welfare Board, Indian Council of Child Welfare, Harijan Sevak Sangh and Adim Jati Sewak Sangh who were implementing the scheme, were not represented on the Central Coordination Committee. The Committee desired to know the reasons for the Central Board and other voluntary agencies not being represented on the Central Coordination Committee. The Secretary, Department of Social Welfare stated in evidence:

"This was an inter-ministry coordination committee and since the Department of Social Welfare is represented on the

Central Board, there is a dynamic link between the two and the Coordination Committee is for all the Ministries so that nutrition programmes, whether they are applied nutrition or supplementary nutrition or school feeding, all of them being inter-ministry, they are put together in the coordination committee."

He added:

"We can make it more broad-based and include the voluntary effort. Initially it was inter-ministry coordination Committee."

6.32. Asked whether the Central Social Welfare Board should not have been represented on the Central Coordination Committee, the Department of Social Welfare have stated:

"The Central Coordination Committee on Nutrition Programme has since been re-constituted *vide* Department of Social Welfare Notification No. 1-26/76-NT dated 2-5-1978. In the reconstituted Committee, the Chairman, Central Social Welfare Board has also been included."

6.33. The above notification provided that 'the Chairman, may co-opt representatives of the State Governments, international organisation, voluntary organisations and others as members as and when necessary'.

6.34. The revised composition of the Central Coordination Committee is given below:

| | | |
|-----|---|------------------|
| 1. | Shri Saran Singh Secretary, Department of Social Welfare. | Chairman |
| 2. | Department of Health and Family Welfare | Member |
| 3. | Department of Economic Affairs. | Member |
| 4. | Department of Food | Member |
| 5. | Department of Rural Development | Member |
| 6. | Department of Education | Member |
| 7. | Planning Commission | Member |
| 8. | Adviser (Nutrition), DGHS | Member |
| 9. | Integrated Financial Adviser, Department of Social Welfare | Member Member |
| 10. | National Institution of Nutrition. | Member. |
| 11. | Central Social welfare Board. | Member |

6.35. Explaining briefly the functions of the State Coordination Committee on Nutrition Programme the Department of Social Welfare have stated:

"At the instance of the Department of Social Welfare, State Level Coordination Committees have been constituted by the concerned State Governments to ensure effective co-ordination amongst the various Departments and the delivery of a package of services under the ICDS Programme. Besides the Committee also supervises the day to day functioning of the project. The detailed composition varies from State to State. In most of the States, the Minister of Social Welfare is the Chairman and representatives of concerned Departments and some non-officials are members."

6.36. When asked to indicate whether the various voluntary agencies should have been represented as Members on the Committee, the Department of Social Welfare have stated that 'it is under consideration'.

6.37. The Central Board had informed the Audit (September 1977) that no such Central Committee had been formed. Asked why a Standing Committee was not set up till 1975 at the Central level, the Department of Social Welfare have stated:

"An Advisory Committee for the Special Nutrition Programme was constituted on 25th January, 1971. This Committee reviewed the working of the special nutrition programme and the balwadi nutrition programme (which is the subject of the paragraph) from time to time. In addition, meetings of the representatives of the 4 organisations (Central Social Welfare Board, Indian Council for Child Welfare, Bharatiya Adimjati Sewak Sangh, Harijan Sewak Sangh), through which the Balwadi Nutrition Programme is being implemented, were convened as and when necessary."

6.38. When pointedly asked to indicate how many meetings of the four organisations viz., Central Social Welfare Board, Indian Council of Child Welfare, Bharatiya Adimjati Sewak Sangh and Harijan Sewak Sangh were held during the period between 1971 and 1976, the Department of Social Welfare have stated:

"The Central Coordination Committee on Nutrition was constituted on 6th August, 1975 and during the period from 1975 to 1976, three meetings were held."

6.39. To a question whether such meetings were considered inadequate for the membership of the four voluntary agencies on the Central Coordination Committee, the Department of Social Welfare have replied:

“In the meetings, coordination of all Nutrition Programmes was discussed.”

6.40. In regard to arrangement whereby functions of the Standing Committee concerning Nutrition Programmes were entrusted to the Central Coordination Committee set up for implementation of Fifth Five Year Plan, the Department of Social Welfare have sought to explain that in the Fifth Plan, the approach to Child Nutrition had undergone change and therefore, the need for working out a scheme for Integrated Child Care Services was felt in 1972. Accordingly, 8 inter-Ministerial Study Teams were constituted by the Planning Commission and a scheme of Integrated Child Development Services was included in the Fifth Plan. In a written note furnished in June, 1978, the Department of Social Welfare have stated:

“.....a Committee was set up in January, 1971. Reconstituted from time to time, it was functioning in the IV Plan. In the V Plan, the approach to Child Nutrition has undergone change. Experience showed that supplementary nutrition to children below 6 years of age under the Special Nutrition Programme and the Balwadi Nutrition Programme did not make full impact on the child health and nutrition because other supportive services like health care, education to mothers and referral services were lacking. The need for working out a scheme for integrated child care services was felt in 1972. Accordingly, 8 inter-ministerial study teams were constituted by the Planning Commission on the basis of whose studies a proposal for Integrated Child Development Services was made for pre-school children (below 6 years of age) covering Supplementary nutrition, immunisation, health check-up, referral services, nutrition, and health education to mothers and non-formal pre-school children education for children in the age group 3-5 years. A scheme of Integrated Child Development Services was, therefore, included in the Fifth Plan. The I.C.D.S. scheme provides for an integrated package of the aforesaid services to children below 6 years of age; some of these services like supplementary nutrition and health care are also meant for pregnant women and nursing mothers. In the Fifth Plan, the

Special Nutrition Programme (which was started in 1970-71) was placed in the State Sector. The State Governments have to provide supplementary nutrition component of the I.C.D.S. package from the State Sector SNP budget. The ICDS project area is a rural community development block or a tribal development block or a group of wards or slums in a city. The scheme envisages intensive coverage of the project area and includes necessary provision for organisational infrastructure coordination, monitoring and evaluation. The health set up in the project areas is required to be brought to conform with the Minimum Needs Programme pattern under the State Sector and further strengthened from the ICDS budget. ICDS is further supplementary with Functional Literacy for Adult Women and the Applied Nutrition Programme, which are funded separately. Efforts are also made for securing the coverage of the rural water supply programme in the project area. Coordination forums have been established at the Central, State, District and project levels in the ICDS projects. The projects are closely monitored through an information system which provides monthly feed back from each project.

Because this integrated approach to child health and nutrition was adopted in the Fifth Plan, it was decided not to expand the Balwadi Nutrition Programme. At the same time, it was decided that the existing limit of activity under the Balwadi Nutrition Programme should be continued. Accordingly the programme is being continued from year to year at the existing level. In due course, as the ICDS project covers larger areas, the nutrition programme through balwadis will get merged in ICDS. For the continuance of the Balwadi Nutrition Programme at the existing level during the Fifth Plan, constitution of separate committees at different levels has not been considered. Over seeing of this programme at the limited level through the existing arrangements of feed backs from field officers, progress reports and utilisation certificates/audited statements of accounts has been considered adequate. In the mean time, an effort has been undertaken to explore the possibilities for improvement in this programme by taking up an evaluation study through National Institute of Public Cooperation and Child Development the report of which is expected shortly.

The Central Coordination Committee (set up in August, 1975) at the National level has had 4 meetings (September 1975, February 1976, June 1976 and March 1978). Coordination Committees on nutrition programmes at the State/Union Territories level have been set up in 16 States and 7 Union Territories."

(d) Beneficiaries Group and Impact

6.41. The grants under this programme are meant to provide Nutritional diet to the children of low income group families in Balwadi and Day-care centres of the age-group of 3—5 years and are made available to:

- (i) The already aided balwadis;
- (ii) Balwadis under the sponsored programmes of the Board;
- (iii) Balwadis in existence but not aided by the Board; and
- (iv) New Balwadis set up in slum and congested areas.

6.42. The scheme as formulated in 1971 envisaged coverage of 4,60,000 children at 10,400 Balwadis and Day-care centres during the Fourth Plan. This programme was based on a study conducted earlier of the Balwadis promoted by national social welfare organisations which had indicated that there existed 5801 balwadis which included 2956 Balwadis run by voluntary organisations with the help of grants-in-aid, 1800 run directly by the Board under the programme of Family and Child Welfare with the help of local, rural communities and 1045 under the programme of Coordinated Welfare Extension projects promoted by the Board with the cooperation of Community Development Administration. In addition, 109 Balwadis and Day Care centres were being run by the Indian Council of Child Welfare, 100 Balwadis by Harijan Sevak Sangh and 50 by Adimjati Sevak Sangh, with the help of their branches and affiliated organisations. The total number of Balwadis and Day-care centres promoted by the Social Welfare organisations came to 6060 throughout the country.

6.43. By the end of November, 1971, grants were sanctioned to 3091 Balwadis in 16 States/Union Territories, covering 109937 children. 754 existing Balwadis covering 25,526 children and some Balwadis for 21,593 children were to be covered later on.

6.44. As per guidelines, the implementation of the programme was to be taken up in two distinct phases *viz.*,

- (i) During the first phase, ending June 1971, it was proposed to sanction grants to the already aided Balwadis, under

one-year-grant programme, Mahila Mandals, W.E.P. (Urban) Border Area Project, W.E.P. (CD), WEP (OP), and Demonstration Projects Programmes of the Boards.

- (ii) During the second phase commencing October, 1971, grants were to be sanctioned to Balwadis under Plan Period Grant institutions, aided centres under family and child welfare programme, Balwadis run by Voluntary institutions but not previously aided by the Board for lack of finances and also to set up new Balwadis situated in slum and congested areas in cities and towns, economically backward areas and particularly in the rural areas. Institutions conducting recreational activities and creches were also to be considered.

6.45. At a later stage (August 1971) in the second phase only (i) existing Balwadis conducted by institutions receiving plan period grants and (ii) for setting up a few new Balwadis through branches of selected All India Institutions could be covered. As such, grants for aided centres under the family and child welfare projects and to Balwadis run by voluntary institutions but not aided previously by the Board for lack of finances had to be deferred.

6.46. In regard to involvement of other agencies, the State Boards were informed that the institutions in the urban areas where Modern Bakeries are located could get the supplies of protein rich bread and rusks from them, as arrangements with Modern Bakeries were made for these supplies.

6.47. The funds released by the Central Board during 1971-72 to 1977-78, the number of Balwadis and the number of beneficiaries for whom these were released are given in the following table:

| Year | Amount released (Rs. in lakhs) | Number of balwadis | Number of beneficiaries |
|---------|-----------------------------------|--------------------|-------------------------|
| 1971-72 | 29.69 | 4,145 | 1,50,292 |
| 1972-73 | 94.89 | 4,527 | 1,68,847 |
| 1973-74 | 81.57 | 4,527 | 1,69,047 |
| 1974-75 | 82.01 | 4,305 | 1,67,852 |
| 1975-76 | 90.85 | 3,928 | 1,81,097 |
| 1976-77 | 122.19 | 4,511 | 1,91,585 |
| 1977-78 | 100.00 | 6,584* | 2,11,776 |

*The correct figure is 4873

6.48. In a written note furnished, the Department of Social Welfare have stated:

"In the information submitted...the number of Balwadis shown during 1977-78 was 6584. There was a mistake in the totalling and the correct figure of 4873 was already reported against....The marginal increase of 362 Balwadis is within the existing level of budgetary allocation."

6.49. According to 1971 census, the number of children in the age group 0—3 years was 61.4 millions and the number in the age-group 4—6 years was 53.3 millions. From the figures indicated in the above table, it is seen that the scheme, though in operation for more than a decade, has covered in its fold 2.11 lakh children. Asked how far could this coverage be considered adequate by any norms with due regard to the country's infant population, the Department of Social Welfare have stated:

"It is true that the coverage under this programme is not considered adequate. However, the Balwadi Nutrition Programme is being maintained at the Fourth Plan level out of Non-plan budget of the Department. There is, therefore, no scope for its expansion."

6.50. It has been reported in a leading newspaper of 15th October, 1978 that an operational evaluation carried out by the National Institute of Public Cooperation and Child Development in Delhi slums (referred to earlier) showed that neither community awareness nor response to the Special Nutrition Programme is satisfactory. Further, the Evaluation Study points out that in a large number of cases the food supplement, collected not by the beneficiaries directly but by elder members of the family, is shared among all the members. This points to the scope for better delivery to ensure that the programme covers the people for whom it is meant.

6.51. According to Dr. C. Gopalan, Director, I.C.M.R. no significant dent on the problem of nutrition has been made. His views on the utility of expensive feeding programmes and coverage of health care are reproduced below:

"The improvement of the nutritional status of our people cannot be achieved as a purely "public-health operation" or through *ad-hoc* feeding programmes. There have been several supplementary feeding programmes and "crash" feeding programmes in the last few years. We have witnessed the failure of these programmes, which, in spite of enormous inputs, produced no lasting impact on the community. *Ad-hoc* feeding programmes, expensive as they

are, can at best bring about only a temporary amelioration of malnutrition. They can never be a permanent answer to the problem of mal-nutrition. It is doubtful if a supplementary feeding programme for rural children on a countrywide scale will at all be possible. . . . A really meaningful programme which will make a significant impact on the health and nutritional status of vast segments of our rural population can be implemented only if we succeed in radically reorienting the existing public health infrastructure. In the present situation large sections of our rural population do not enjoy the benefits of even rudimentary health care. Nearly, 75 per cent of the inputs in the field of health are currently deployed for the benefit of less than 20 per cent comprising the urban population and the rural elite. The Primary Health Centre which is the basic health unit is now able to cover at best only 15 per cent of the total population in a block. More than 80 per cent of our population living in rural areas do not have the benefit of even basic minimal health care."

6.52. In another newspaper, it has been stated that leaving apart the coverage and impact of the Nutrition Feeding Programmes, much of programmes for the production of Nutrition food, sponsored by the Union Government for the benefit to the poor have been found benefiting the rich. In a recent review of the nutrition programmes, a working group in the Department of Food also observed that 'most of the schemes are yet to start or have remained half way through, because of financial constraints or "half hearted" implementation by involved agencies like the Modern Bakeries, Food Corporation of India and the Food and Nutrition Boards'.

6.53. Again, an assessment of the Ministry of Health, detailed in a special paper discussed at the National Seminar on Special Nutrition Programme at Srinagar (October 19—22, 1978) organised by the National Institute of Public Cooperation and Child Development in collaboration with the Department of Social Welfare and the UNICEF points out that 'the Special Nutrition Programme would have to improve its coverage and content to achieve its objective of fulfilling a basic need of the weaker sections'.

6.54. According to Dr. V. Balagopal Raju, Director, Institute of Child Health, Egmore (Madras) 'a plethora of supplementary nutrition, health education and health umbrella, provided by Government and the other agencies had confused the rural poor and urban slum-dwellers' and that 'several of these programmes ran

parallel in the same segment of population; often duplicating and even nullifying the effect of one another'.

6.55. Thus it is evident that on the impact of nutrition programmes on the target group of beneficiaries, some studies have been conducted in the recent past by various organisations including the Indian Council of Medical Research. It is learnt that the Indian Council of Medical Research has come out with a finding that about less than 50 per cent of the benefit goes to the children and the balance is incurred by way of administrative expenditure, transportation cost, storage charges, cooking expenses etc. In the scheme formulated for Balwadi Nutrition Programme, it was indicated that according to the practice prevalent under the School Feeding Programme promoted by the erstwhile Ministry of Education and Youth Services, a provision of 3 paise per child per day was required for transport and other charges. On the Committee enquiring about the steps taken to reduce the expenditure on administrative heads, the Secretary, Department of Social Welfare stated in evidence:

"...we have ensured that this 20 paise no longer includes the administrative cost. This is only for the raw material which is provided for eating. Utensils, fuel, supervision and all those things are provided by the Panchayat or by the local voluntary agencies. 20 paise is only the intake for the child. There are two aspects of the programme. Wherever it has been possible to get assistance from the local community, the total intake has been supplemented. But we do realise that this programme needs to be stepped up and secondly, the overheads must be completely isolated from the direct intake for the child."

6.56. Asked to furnish details of the proposal for upward revision of the per capita rate of 20 paise per child per day for 300 days under the nutrition programmes, the Department of Social Welfare have stated in December 1973:

"The proposal for upward revision of the per capita rate of 20 paise per child per day as well as salary/honorarium to Balsevika/Helper is being processed with the Integrated Finance Division of the Ministry of Finance. There was no need to approach the Planning Commission as it was a Non-Plan Scheme."

6.57. In another note furnished at the instance of the Committee, the Department of Social Welfare have stated:

“There is need for upward revision in the pattern of assistance of teachers’ salary as well as Balwadi equipment.”

(e) *Inequitable distribution of grants:*

6.58. The following table shows the State-wise allocation and releases for nutrition programme to Balwadis and Day Care centres during the year 1977-78:

| S.No. | State | No. of Units | | No. of Children | | Allocation (Rs. in lakhs) | Amount Released (Rs. in lakhs) |
|-------|--------------------|--------------|-----|-----------------|-------|---------------------------------|---|
| | | Old | New | Old | New | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1. | Andhra Pradesh | 113 | 10 | 4,172 | 362 | 2.60 | 2.60 |
| 2. | Assam . | 213 | | 7,455 | | 4.31 | 3.64 |
| 3. | Bihar . | 143 | 29 | 4,445 | 1,080 | 3.05 | 2.02 |
| 4. | Gujarat | 826 | 105 | 54,880 | 5,430 | 38.35 | 21.00 |
| 5. | Haryana . . . | 20 | | 1,600 | | 1.58 | 1.34 |
| 6. | Himachal Pradesh . | 21 | .. | 588 | .. | 0.41 | 0.42 |
| 7. | Jammu & Kashmir | 13 | 6 | 515 | 313 | 0.72 | 0.40 |
| 8. | Karnataka . | 281 | 42 | 8,438 | 1,970 | 9.80 | 7.36 |
| 9. | Kerala . . . | 148 | 7 | 4,991 | 190 | 3.98 | 4.16 |
| 10. | Madhya Pradesh . | 358 | | 6,683 | .. | 9.44 | 4.28 |
| 11. | Maharashtra . . | 900 | 93 | 38,281 | 4,216 | 30.28 | 24.00 |
| 12. | Manipur | 19 | | 637 | | 0.46 | 0.50 |
| 13. | Meghalaya | 29 | | 1,135 | | 0.68 | 0.34 |
| 14. | Nagaland | 15 | .. | 525 | .. | 0.02 | 0—31 |
| 15. | Orissa . | 148 | 32 | 6,012 | 1,280 | 4.87 | 2.42 |
| 16. | Punjab . | 75 | 31 | 2,062 | 1,040 | 3.50 | 1.79 |
| 17. | Rajasthan | 137 | 23 | 5,480 | 750 | 6.33 | 3.00 |
| 18. | Tamilnadu . | 126 | 22 | 4,720 | 1,200 | 4.23 | 2.93 |
| 19. | Tripura . | 32 | 9 | 1,210 | 335 | 0.84 | 0.79 |
| 20. | Uttar Pradesh | 367 | .. | 12,030 | | 8.52 | 5.22 |
| 21. | West Bengal . . | 221 | 8 | 7,422 | 315 | 5.90 | 3.93 |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
|---------|--------------------|-------|-----|----------|--------|--------|--------|
| 22. | A & N Islands | 5 | | 284 | | 0.11 | 0.05 |
| 23. | Arunachal Pradesh. | 22 | | 1030 | .. | 0.66 | 0.33 |
| 24. | Delhi . | 146 | 11 | 6,647 | 600 | 4.60 | 5.37 |
| 25. | Goa, Daman and Diu | 63 | .. | 1,575 | | 3.58 | 1.74 |
| 25. | Mizoram | | | | | 0.80 | |
| 27. | Pondicherry . . | 2 | 2 | 100 | 100 | 0.07 | 0.06 |
| TOTAL : | | 4,443 | 430 | 1,82,917 | 19,181 | 149.38 | 100.00 |

6.59. The table given under the Audit paragraph showing grants paid to various State Boards under the programme during the years 1971-72 to 1975-76, indicate large variation *inter se* between States ranging from Rs. 4.55 lakhs to Haryana to Rs. 94.58 lakhs to Gujarat. Gujarat and Maharashtra alone had received together Rs. 173 lakhs against the total allocation of Rs. 375 lakhs made during the above period. Asked to indicate the norms applied for allocating the funds, the Department of Social Welfare have, in a written note stated:

"It is true that the allocations among the States under the various programmes show considerable variations. This is largely due to the fact that the funds allocated by the Government of India under the Nutrition Programme have to be utilised during the year through the existing Balwadis. In the case of Maharashtra and Gujarat, the number of voluntary institutions already aided by the Board under different schemes, especially under One Year Grant, is much higher as compared to other States and the grants under the Nutrition Programme were given to those institutions which were already running Balwadis.

The Nutrition Programme was entrusted by the Government of India to the Central Social Welfare Board in 1971. The allocation under this programme was made by the Board to the existing Balwadis operating all over the country. It so happened that the number of Balwadis functioning in Gujarat and Maharashtra was much larger than in other States. As such, there was no option but to sanction grants to the existing balwadis on the basis of funds provided by the Government of India."

6.60. As will be seen from the above table that the imbalance in allocation of funds in the case of Maharashtra and Gujarat has also persisted during the year 1977-78.

6.61. Asked to indicate whether the backward areas had been given any special consideration or weightage in deciding the allocation, the Department of Social Welfare have stated:

“As the Nutrition grants were sanctioned to the existing Balwadis which were operating at the time of introduction of the programme in 1971, separate allocation of funds for urban, rural and backward areas could not be possible.”

6.62. The Committee desired to know the criteria followed in the initial selection of Balwadis under the Nutrition programme. The Secretary, Department of Social Welfare informed the Committee during evidence:

“These 4,000 balwadis are distributed throughout the country. The reason for unevenness, which has come to your notice is that—voluntary agencies make application to the Board and receive the assistance through balwadis for nutrition programmes. Some areas have shown more activities in this field whereas others have not. I think this requires a lot of publicity at the local level by the State Boards so that more areas and more voluntary agencies can take part. If we are to plot these 4,000 balwadis in the map of India, it will show many areas which are blank and the reason is that the voluntary agencies do not exist there.”

He added:

“.....There is no doubt that there is a lot of difference and unevenness about the assistance given. If I may say so, this is partly due to the infrastructure available in that State being able to earmark certain grants. It happens that the more advanced States have been able to absorb more assistance, because they have the administrative organisation in the field to take more assistance.”

He continued:

“.....But the other areas are not covered because the funds are not available. I am told by the Chairman that the number has been frozen at 4,000 because of lack of funds. This programme has become a Non-Plan one and so we

do not get additional funds. We cannot have more Balwadis though we would like to cover areas which are unserved..... This programme was going on from 1971. At the end of the Fifth Plan it ceased to be Plan scheme and it became Non-Plan and so we have to keep the funds at the same level.....”

(f) *Health-care*

6.63. As pointed out in the Audit paragraph, the details of instructions issued by the Central Board to the State Boards on implementation of the nutrition programme were not made available to Audit (December 1977). Asked how, in the absence of those instructions, the Central Board ensured that the State Boards followed the instructions issued to them in regard to implementation of the programme, the Department of Social Welfare have, in a note stated:

“At the time of audit the main file under which the instructions were issued to the various State Boards was not traceable. It was later reconstructed. These instructions were issued by one Section of the Central Social Welfare Board which is also responsible for monitoring the programme.

The administration of this programme is done by the State Boards who are in receipt of the various instructions issued by the Central Social Welfare Board. The Board ensures the implementation of this programme through the receipt of authenticated list of sanctions, statement of accounts and utilisation certificates as also inspection reports from the field inspection machinery.”

6.64. The objectives of the nutrition programme through Balwadis include: (i) to improve the health of the child and (ii) immunisation of children. Furthermore, an institution is eligible for grant under this programme according to its implementing capacity. One of the main recommendations of the Study of the Family and Child Welfare Projects (1976) envisaged that Balwadi programme needed to be strengthened by improved Health and Nutrition Programme and referral service for the children.

6.65. The Conference of Social Welfare Ministries and Secretaries held in September, 1977 also referred to poor implementation of the nutrition programme and its inadequate impact on the beneficiaries in the following words:

"Nutrition programme is not a mere feeding programme. As early as in 1975, the State Governments were requested to build into the Nutrition Programme health care of the children and mothers. But the progress so far made in this direction is woefully inadequate. The actual progress made in the provision of Health inputs has not been indicated in the progress reports sent by most States. States are requested to ensure that a comprehensive system of health care of the beneficiaries of this programme, is introduced immediately."

6.66. As pointed out in the Audit paragraph, one of the main requirements of the programme was that the institutions implementing it would make arrangements for health checks of the beneficiaries, maintain menu charts and furnish monthly progress reports to the State Boards, who in turn were required to consolidate these reports and forward the same to the Central Board at the end of each quarter. But no progress reports have been received by the Central Board since the inception of the programme. Further, according to Audit paragraph, during the year 1975-76, the Welfare Officers had visited 830 out of 3,928 balwadis implementing the nutrition programme. A test-check by Audit of the inspection reports of 802 balwadis revealed that:

- (i) in 182 balwadis arrangements for health check existed, whereas in 290 balwadis health check was not being done. In regard to the remaining 330 balwadis, the Welfare Officers had not in their reports made any mention of health check.
- (ii) In 135 balwadis menu charts were maintained whereas in 250 balwadis no such records were kept. In regard to the remaining 417 balwadis, the Welfare Officers had not made any mention in their reports of menu charts.

6.67. Asked to elaborate how far it was justifiable to dole out grants to the institutions lacking capacity for implementation, the Chairman, Central Social Welfare Board stated in evidence:

"The doctors and nurses visit the place. We do not have the doctors attached to each balwadi."

The witness added:

"I won't say doctors do not come. But they say that they will come tomorrow, next week and so on. It is for the Health

Ministry to send orders that these doctors should visit the balwadis."

6.68. Supplementing the above statement, the representative of the Department of Social Welfare stated in evidence:

"These balwadis are organised by voluntary organisations. Many tie up medical check up with that institution. Others do not have that kind of arrangement."

6.69. The Committee desired to know the reasons why only 830 balwadis out of 3928 balwadis were covered by the Welfare Officers for visits. In a note, the Department of Social Welfare have stated:

"In view of the large number of institutions added under various schemes and the limited number of Welfare Officers, it has not been possible for them to visit all the Balwadis during a year."

6.70. In this context, the Secretary, Department of Social Welfare added in evidence:

"My information is that the 48 existing Welfare Officers are assigned to specific States and it is based on how heavy are the programmes and the workload of the Board of a particular State. And also they have to be assigned the areas where they can communicate with the people directly. Apart from the fact when the job of training comes, they are able to supervise the programmes in their respective areas and acquire a certain amount of problem oriented knowledge so that they are able to guide the Social Welfare Boards. Now, we have problems where the Central Social Welfare Board are taking initiative and withdrawing the officers who are not functioning in a satisfactory manner and reassigning them to another area. By and large, they are at the disposal of the State Boards."

6.71. Asked to indicate the reasons for not mentioning about maintenance of menu charts in the reports, the Secretary, Central Social Welfare Board stated in evidence:

"We have a proforma. This whole proforma has been revised in which all these components have been included."

He added:

"We have issued a circular dated 3 June, 1978 in which we have given detailed instructions. I will certainly take

note of your instructions that those who do not comply, should be pulled up."

6.72. Elaborating further, the Secretary, Department of Social Welfare stated in evidence:

"A regular inspection report is received by the Central Social Welfare Board periodically and we have to analyse them and then instructions are sent back to the State Boards. There have been instances where the Central Board found that the problems did not relate only to the local organisation but there were certain shortcomings in the State Government Organisation and we have informed the Ministry about this. The Ministry wrote to the Department of Social Welfare asking them to look into those shortcomings and see that they are rectified in the interest of the programmes."

6.73. The Committee desired to know how in the absence of consolidated progress reports, the existing arrangements of feed back from field Officers and audited accounts could be considered adequate. In a written note, the Department of Social Welfare have stated:

"Instructions regarding feed-back information were adequate, but in actual practice the inspection reports of the Welfare officers were deficient in certain details for which necessary instructions have since been issued by the Central Board."

6.74. Asked whether the Board received reports on implementation or progress of scheme other than inspection reports, the Department of Social Welfare have, in a note, stated:

"The Board receives annual progress reports from the institutions/projects who are sanctioned grants alongwith the accounts for the year. The letter of sanction pertaining to each grant lays down procedure and periodicity of furnishing reports to the Central/State Boards. The reports received from the grantee institutions are dealt with in the concerned files pertaining to that institution in the Central Board as well as in the State Boards and necessary action taken there n."

6.75. Some of the irregularities which have come to notice through the Audit Reports/Inspection Reports are listed below:

- (i) Expenditure not incurred strictly in accordance with the approved items of the grant;

- (ii) Employment of untrained staff instead of trained staff for delivery of the services;
- (iii) Shortfall in the approved number of beneficiaries;
- (iv) Managing Committee not meeting regularly;
- (v) Non-maintenance of the records in the prescribed manner.

6.76. According to Audit paragraph, proposals for additional staff in the Central Board for Nutrition programme had reportedly been submitted to Government sometime in 1976. Asked whether the proposals have since been finalised, the Department of Social Welfare have, in a note stated:

“The question of additional staff for the Central Social Welfare Board was under constant review of the Department of Social Welfare. While no additional staff was considered necessary for the Balwadi Nutrition programme in view of the decision to maintain the programmes at its existing level, it was decided to go into the staff structure and the additional staff requirements of the Central Social Welfare Board, in respect of implementation of all the programme (including Nutrition Programme). A Study has been taken up in this regard by the Indian Institute of Public Administration, New Delhi on behalf of the Central Social Welfare Board.”

6.77. The Committee find that the Nutrition Programme was included in the Fourth Five Year Plan with a provision of Rs. 6 crores. To initiate the programme during 1970-71, a provision of Rs. 20 lakhs had been made in the annual budget of the Department of Social Welfare. The scheme as formulated was sent to the State Social Welfare Advisory Boards in February, 1971. The Committee are of the view that Nutrition programme is yet another instance of an ambitious programme launched without advance planning, leaving a considerable leeway in its implementation and could hardly be expected to make an impact on the beneficiaries. The observation of the Committee is supported by the fact that hardly an year had elapsed since the introduction of the Nutrition programme, when in 1972, the need for working out another scheme for integrated child care services was felt. Accordingly, a scheme of Integrated Child Development Services was included in the Fifth Plan, providing for an integrated package of services to children, pregnant women and nursing mothers. The Ministry has conceded that experience showed that supplementary nutrition to children below

6 years of age under the Special Nutrition Programme and the Balwadi Nutrition Programme did not make full impact on the child health and nutrition because other supportive services like health care, education to mothers and referral services were lacking. In due course, as the Integrated Child Development Services project covers larger areas, the nutrition programme through Balwadis will get merged in I.C.D.S. The Committee trust that taking lessons from the findings of earlier evaluations, earnest endeavours would be made to avoid repetition of distortions creeping in the Integrated Child Development Services Scheme.

6.78. The Committee note that the scheme provided for setting up of separate Standing Committees for co-ordination, supervision and implementation of the programmes at the Central, State and block levels. According to the scheme, the Committee at the Central level was to consist of the representatives of the Central Board, Indian Council of Child Welfare, Harijan Sevak Sangh and Adim Jati Sewak Sangh with the Secretary, Department of Social Welfare as the Chairman. The Committee have been informed that an Advisory Committee for Special Nutrition Programme was constituted on 25 January, 1971 which reviewed the working of Special Nutrition Programme and Balwadi Nutrition Programme from time to time. In addition, meetings of the representatives of the four voluntary organisations were convened as and when necessary. It is not known how many times such meetings were held between 1971 and 1976. The Committee have further been informed that because of an integrated approach to child health and nutrition through Integrated Child Development Services having been adopted in the Fifth Five Year Plan, whereby Balwadi Nutrition Programme was not to be expanded and was being continued at the existing level, constitution of separate committees at different levels has not been considered necessary.

It is seen from the foregoing paragraph that there was lamentable lack of functional coordination. This is most regrettable. The Committee hope that looking to the multiplicity of the agencies and their inter-sectional/departmental linkages, the strategy for effective functioning of the programme in future should lie in coordinating their functions to avoid wastage in efforts by eliminating duplication and overlapping.

6.79. The Committee also find that a Central Coordination Committee on Nutrition Programme was constituted at the Central level on 6 August, 1975 for implementation of the Fifth Five Year Plan Nutrition Programme. This Committee came into existence in 1975,

i.e. four years after the inception of the Nutrition Programme in 1971. It had none of the non-Government representatives of the Central Social Welfare Board, Indian Council of Child Welfare, Harijan Sevak Sangh and the Adimjati Sevak Sangh thereby limiting its scope in the in-built chain of overall coordination, envisaged in the scheme. The Committee learn that the Chairman of the Central Social Welfare Board has since been included in the Central Coordination Committee reconstituted on 2-5-1978 and the question of giving adequate representation to voluntary All India Institutions is still under consideration of the Government. The Committee urge that the Government should initiate action in this regard forthwith so that the Central Coordination forum could be made more effective and broad-based so as to include voluntary effort.

6.80. The Committee note that the scheme visualised coverage of 4,160,000 children at 10,400 Balwadis and Day-care centres by services with the help of Social Welfare organisations during the Fourth Five Year Plan. However, the number of Balwadis added at the end of the Fourth Plan in 1974 was 4,527 with 1,69,047 beneficiaries. In 1977-78, the number of Balwadis was 4873 covering 2,11,776 beneficiaries. When looked at from the point of country's infant population of 11.47 crores in the age group 0-6 years, according to 1971 census, the coverage by any norms cannot be considered adequate. Because of the integrated approach to child health and nutrition adopted in the Fifth Plan the Nutrition Programme is being maintained at the Fourth Plan level and in due course it will get merged in the Integrated Child Development Services scheme. While the integration of the programme under I.C.D.S. is welcome, the Committee trust, it will be possible to assess how much has been the coverage under Nutrition Programme.

6.81. The Committee regret to observe that the method of nutrition food distribution was far from satisfactory. According to an operational evaluation carried out by the National Institute of Public Cooperation and Child Development, the food supplement collected by elder members of the family is shared among all the members. The Committee cannot but deplore such malpractices and suggest that the Central Board should devise foolproof delivery system to ensure that the programme actually and only coers the beneficiaries for whom it is evolved. Further according to a study conducted by the Indian Council of Medical Research, about 50 per cent of the benefit under the scheme goes to the children and the balance is incurred by way of administrative expenditure, transportation cost, storage charges, cooking expenses etc. The representative of the Department conceded during evidence that the "over-

heads must be completely isolated from the direct intake for the child." The Committee would, therefore, like a study to be made of the component of administrative cost per child of providing nutrition to children through Balwadis. The Committee would also like the Government to ensure that administrative costs involved in the supply of nutrition food are reduced and at the same time, the participation of voluntary agencies in providing various facilities for implementing the scheme is secured. The Committee would like Government also to ensure necessary checks over distribution of protein-enriched bread and other nutritious foods, so that the target group for whom these are intended, may derive benefit from the scheme.

6.82. The Committee find that one of the main requirements of the Nutrition Programme was that the institutions implementing it would make arrangements for health checks of beneficiaries maintain menu charts and furnish monthly progress reports to the State Boards, who in turn were required to consolidate these reports and forward the same to the Central Board at the end of each Quarter. The Committee are distressed to note that since the inception of the programme, no such progress reports have been received by the Central Board. The Committee have been informed that the Board receives annual progress reports from the institutions/projects on sanctioned grants alongwith accounts for the year. Some of the irregularities which have come to the notice through the Audit Reports/Inspection Reports are:

- (i) Expenditure not incurred strictly in accordance with the approved items of the Grants.
- (ii) Employment of untrained staff instead of trained staff for delivery of the services.
- (iii) Shortfall in the approved number of beneficiaries.
- (iv) Managing committee not meeting regularly.
- (v) Non-maintenance of the records in the prescribed manner.

The inadequacy of the inspection visit by Welfare Officers has been conceded during evidence. The Committee feel that in the absence of consolidated quarterly progress reports from the State Boards and complete inspection reports from Welfare Officers, proper and effective utilisation of grants released for the Nutrition program-

me by grantee institutions and maintenance of standards of services could have hardly been possible. The Committee desire that in future effective supervision of the programme should be exercised and the officials found lacking in this function should be suitably dealt with. The Committee would like the Ministry to devise, in consultation with the health and medical authorities, ways and means to ensure regular periodical health check ups and immunisation of the beneficiaries and maintenance of menu charts, which are an essential ingredient of the programme.

(2) FAMILY AND CHILD WELFARE PROJECTS:

Audit Paragraph:

6.83. The programme of family and child welfare projects was started in November 1967. During the period 1967-68 to 1972-73, 244 projects already existing under other programmes of the Central Board were brought under this programme and 37 new projects were started.

6.84. Initially the expenditure on the programme was shared by the Central Board and the State Governments in the ratio of 3:1. From 1st April 1969, the programme was converted into a centrally sponsored programme and the entire expenditure was borne by the Central Board initially for a period of five years. Equipment and vehicles required for the projects were provided by the UNICEF.

6.85. After completion of five years of functioning, the projects were to be transferred to the State Governments. 222 projects were accordingly transferred during 1974-75 and 1975-76, four projects were closed as the State Government (Jammu & Kashmir) did not agree to take these over and the Central Board was left with 55 projects in 1976-77.

6.86. The annual schematic budget (approved in 1967) for each project varies between Rs. 50,550 and Rs. 70,000, including Rs. 11,850 for providing supplementary nutrition to children, Rs. 4,500 for feeding charges for women trainees and Rs. 2,500 for recreational and educational material, the balance being for pay and allowances of the staff, contingencies etc.

6.87. A scrutiny of the accounts of 75 projects for 1973-74, 29 projects for 1974-75 and 22 projects for 1975-76 revealed substantial shortfall in expenditure on supplementary nutrition to children, feed-

ing charges for women trainees and recreational and educational material, as per statement below:

| Year | Number of Projects' accounts test - checked. | Expenditure on supplementary feeding charged for women trainees and recreational & educational material. | Percentage of actual expenditure to that in schematic budget |
|-------------------|--|--|--|
| | | Provisio in schematic budget (Rupees in lakhs) | |
| | | Actual | |
| 1973-74 | 75 | 14.14 | 7.22 |
| 1974-75 | 29 | 5.47 | 2.43 |
| 1975-76 | 22 | 4.14 | 2.13 |
| | | | 51.06 |
| | | | 44.4 |
| | | | 51.45 |

6.88. According to the schematic budget, each project was required to organise 10 camps in a year, each camp being of 15 days duration for training 15 women.

6.89. The number of training camps for women trainees actually organised against the envisaged targets during the period 1971-72 to 1975-76 was as follows:—

| Year | Number of camps as envisaged in the programme. | Number of camps actually organised |
|------------------|--|------------------------------------|
| 1971-7 | 2,260 | 1,083 |
| 1972-7 | 2,810 | 1,558 |
| 1973-7 | 2,810 | 1,790 |
| 1974-7 | 2,377 | 1,657 |
| 1975-7 | 2,190 | 1,593 |

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil), pp. 197-198.]

6.90. The Family and Child Welfare Project launched in November, 1967 was actually a modification of earlier welfare services which were started by Government.

6.91. The first welfare service for women and children in rural areas was initiated by the Central Social Welfare Board in the middle of 1954 and was named the Welfare Extension Projects. Its

objectives were to provide maternity and child care services, educational and recreational activities for children, training for women and also adult education.

6.92. In 1957, the Ministry of Community Development and the Central Social Welfare Board set up Welfare Extension in a co-ordinated manner sharing the cost of the Projects. This was done on the realisation that the Ministry of Community Development was also organising programmes for rural women and children in the community development blocks. The services offered by the Welfare Extension Projects of the Coordinated Pattern were the same as those of Welfare Extension Projects of the original pattern launched by the Central Social Welfare Board. The only significant differences were in the increase in Project coverage and the strengthening of the organisational and staff structure. But this new pattern did not work for long as the evaluation studies of the Welfare Extension Projects supported the idea of recasting the scheme so as to make it composite programme of Family and Child Welfare where the family was to be looked upon as the unit of development.

6.93. The Family and Child Welfare Project was consequently started in November 1967 by converting the Welfare Extension Projects to the new model. The Integrated Child Care Service Demonstration Projects which were started in the country on an experimental basis were also converted into the Family and Child Welfare Projects before they could make any impact. The Integrated Child Care Services had aimed at providing various types of services starting with immunisation to education, and vocational training for all children, in the age-group of 0 to 17 years, who resided in that Project area.

6.94. As pointed out in the Audit paragraph, during the period from November 1967 to March, 1973, 244 projects existing under other programmes of Central Board were converted into Family and Child Welfare Projects and 37 new projects were initiated, thus making a total of 281 such projects.

6.95. The objectives in general of the Family and Child Welfare Projects are as follows:—

- (i) Initiate and develop a network of basic social services for the family and child within the wider frame of community development in rural areas.
- (ii) Strengthen, improve and extend through cooperation and coordination between governmental and non-governmental agencies at various levels, social welfare services designed to promote health physical, mental, emotional and social

growth of all children and youth including those who may be deprived of the opportunities of a normal home and family life.

- (iii) Give necessary support to the family as the basic unit of the community.

6.96. The Family and Child Welfare Programme was originally classified as a Centrally sponsored programme. In July, 1968, however, the National Development Council decided to re-classify this as a Central Programme with the provision that after 5 years of existence, the Projects would be made over to the State Governments concerned.

6.97. The Committee on Field Counselling Service had in their Report (1974) observed that "frequent changes in structure, functions and personnel have interfered with the process of much needed consolidation of the programme" (Family and Child Welfare Projects). It stated:

"It will be observed that the Rural Welfare Programmes have been a major programme of the State in structure, staffing, financial out-lay etc. When in 1957, Welfare Extension Projects of coordinated C.D. pattern were introduced, the original projects were handed over to Mahila Mandals or voluntary organisations. The move was desirable and yet, such a conversion presented problems of coordination between the staff of the Board with that of the community development blocks, at grassroot levels. Much before this second phase was completed, the Rural Welfare Extension Projects were to be converted into Family and Child Welfare Projects. This process is not even completed and the next move is to develop Integrated Child Welfare Projects. Such frequent changes in structure, functions, and personnel have interfered with the process of much needed consolidation of the programme."

6.98. As pointed out in the Audit paragraph, 222 projects were transferred to State Governments concerned during 1974-75 and 1975-76, whereas 4 projects were closed down as the concerned State Government did not agree to take over and the Central Board was left with 55 projects in 1976-77 out of a total of 281 projects. Asked to state the reasons for the State Government concerned not

agreeing to take over the four projects, the Department of Social Welfare have stated:

“...On completion of 5 years, the matter was also taken up with the State Governments/Union Territory Administrations and all States except Jammu & Kashmir had agreed to take over the Projects. In the J&K, the Projects were closed as the State Government refused to take them over.

In view of above, the position was quite clear that after completion of 5 years the Projects would be taken over by the respective State/Union Territories. The State Government did not agree to take over these Projects due to the difficulty of resources. In this connection, it may be mentioned that the expenditure on the continuance of such Projects by the State Governments had been taken into account by the Sixth Finance Commission in their scheme of devolution.”

6.99. A scrutiny of the accounts by Audit of 126 projects for 1973-74 to 1975-76 revealed substantial shortfall in expenditure on supplementary nutrition to children, feeding charges for women trainees and recreational and educational material. Against the provision in schematic budget of Rs. 14.14 lakhs for 1973-74, the actual expenditure amounted to Rs. 7.22 lakhs representing 51.06 per cent of the allocation. Similarly, against the provision for Rs. 5.47 lakhs and Rs. 4.14 lakhs for 1974-75 and 1975-76 respectively, the actual expenditure was Rs. 2.43 and 2.13 lakhs, representing 44.42 and 51.45 per cent of the allocation respectively. The Committee desired to know the reasons for such a substantial shortfall in the direct expenditure on welfare activities, as also the steps taken by the Central Board to bring these activities to the level envisaged in the schematic budget. In a note, the Department of Social Welfare have stated:

“The shortfall in the expenditure on welfare activities, viz., supplementary nutrition to children, feeding charges for women trainees and recreational and educational material had occurred mainly in the Projects located in the backward areas. The performance of the Projects in a few States like Gujarat, Maharashtra has been comparatively satisfactory, where the expenditure on some of the items has also exceeded the schematic provision. Where substantial shortfall in the expenditure had occurred, the Central Board had brought it to the notice of the concerned State Boards advising them to ensure that the expenditure is incurred according to the budget.”

6.100. The following table shows the allocation and actual expenditure during the Five Year Plans under Social Welfare Sector:

| Plans | Outlay | Expenditure | |
|-----------------------|---|----------------|----------|
| | | Rs. in crores | |
| First Plan | 4.00 | 1.60 | (40 %) |
| Second Plan | 19.00 | 13.40 | (71 %) |
| Third Plan | 31.00 | 19.40 | (61 %) |
| Fourth Plan | 41.41 | 48.36 | |
| Fifth Plan | 229.72 (Revised to 86.13) | 43.52 20.11 | } (74 %) |
| | 1974-78 (Anticipated outlay for 1978-79) | | |

6.101. It is seen that inspite of progressively increasing trend in allocation, the actual expenditure on social welfare accounted for 40 per cent of the outlay during the First Plan, 71 per cent during the Second Plan and 61 per cent during the Third Plan. The anticipated expenditure upto 1977-78 was Rs. 43.52 crores with an outlay of Rs. 20.11 crores for 1978-79, representing 74 per cent of the outlay for Fifth Plan.

6.102. As pointed out in the Audit paragraph, according to the schematic budget, each project was required to organise 10 camps in a year, each camp being of 15 days duration for training 15 women. However, the number of training camps actually organised for women trainees against the envisaged targets showed less coverage to the extent indicated below:

| Year | Number of camps envisaged in the programme | Number of camps actually organised |
|-------------------|--|------------------------------------|
| 1971-72 | 2,260 | 1,083 |
| 1972-73 | 2,810 | 1,558 |
| 1973-74 | 2,310 | 1,790 |
| 1974-75 | 2,290 | 1,593 |

6.103. The Committee desired to know whether the training camps were actually organised, as envisaged in the later years viz., 1976-77

and 1977-78. In a note, the Department of Social Welfare have stated:

"It is submitted that the data regarding the number of camps actually organised during the years 1976-77 and 1977-78 would not be readily available as the information is to be collected from the respective State Boards. It is also submitted for information that under this Programme, the Family and Child Welfare Projects are handed over to the State Governments for continued implementation, after five years of their existence. The projects which were functioning during the years 1976-77 and 1977-78 with the assistance of the Central Social Welfare Board have all been handed over to the State Governments except 4 which would also be handed over during the current year 1978-79."

6.104. To a question about the steps taken to bring about improvements suggested by the Delhi School of Social Welfare in their study of the Family and Child Welfare Projects in 1976, the Department of Social Welfare have in a note *inter alia* stated:

"This Study highlights the organisational and administrative problems connected with the operation of the Family and Child Welfare Projects and has made certain suggestions for bringing about improvements in the working of the Projects. Since most of the Projects had been taken over by the State Governments by then, copies of the Study Report were forwarded by the Department of Social Welfare, Government of India, to all the State Governments/U.T. Administrations as it was considered that the Report would serve as a useful guideline to the State Governments in respect of the scheme of Family and Child Welfare Projects. The Central Social Welfare Board had also forwarded copies of the report to the Chairmen of the State Boards in April, 1977 requesting them to send a copy of the report to each of the Family & Child Welfare Project and it was suggested that the Chairman/Vice-Chairman of the Functional Committee and other officials and functionaries of the Project may go through the Study and make improvements in the working of the Project. It was also impressed upon them that where organisational changes or modifications in the schematic pattern were found necessary in order to improve the programme contents, the points may be analysed and taken up with the respective State Governments. It may be added here that

all the Family & Child Welfare Projects stand transferred to the concerned State Governments/U.T. Administrations."

6.105. The Committee note that the Family and Child Welfare Project Scheme started in November 1967 was actually modification of the earlier Welfare Extension Projects, both original and coordinated pattern as well as urban. The Committee have been informed that all the Family and Child Welfare Projects now stand transferred to the concerned State Governments and/or Union Territory Administration as proposed. In principle, the Committee disapprove frequent shifts in structure, scope, emphasis and pattern of programmes, which reflects only piece-meal approach at the formulation stage. They feel that merger of one scheme into another at later stage and overlapping of their contents, poses difficulties in assessing their impact on the beneficiary group. The Committee need hardly emphasise that frequent modifications in schemes should normally be avoided since these tend to interfere with the process of much-needed consolidation of social welfare programmes.

6.106. The Committee find that in Family and Child Welfare Projects there was substantial fall in the expenditure on welfare activities viz., supplementary nutrition to children, feeding charges for women trainees and recreational and educational material in Family and Child Welfare Projects successively for three years from 1973-74 to 1975-76. The shortfall had occurred mainly in the projects located in the backward areas, whereas the expenditure incurred on some of the items had exceeded the schematic provision in the projects in a few States like Gujarat, Maharashtra etc. The Committee have further been informed that expenditure on the continuance of such projects by the State Governments had been taken into account by the Sixth Finance Commission in their scheme of devolution. At this stage, when the Family and Child Welfare Programmes have been transferred to the State Governments and have to be financed by the State Governments in future, the Committee would only like to point out that had the Central Social Welfare Board kept a close watch on the progress of the schemes, in the past, the achievements in this programme would have been far more impressive than what actually have been.

Schemes to cater for the composite family

6.107. Apart from the Special Nutrition Programmes and Applied Nutrition Programmes for Children, Mahila Mandals and Social economic Projects/Units for needy women are other programmes

directed for children and women. Besides, the Social Welfare Programmes financed by the Central Social Welfare Board cover the following welfare schemes concerning child and women's welfare:

Child Welfare:

1. Creches and Day Care Centres.
2. Balwadis
3. Orphanages
4. Recreation programmes for children
5. Holiday Homes
6. Infant health centres (Anti-natal and post-natal services)
7. Children homes
8. Child Guidance clinics etc.

Women's Welfare

1. Crafts classes
2. Social Education classes
3. Women's homes
4. Resque Homes
5. After-care Homes
6. Maternity and health services
7. Marriage and Family consulting services, etc.

6.108. The percentage of the expenditure during the first three Plan periods incurred on welfare programmes for women and children sectors is given below:

| Plan period | Percentage of expenditure on welfare programmes for women and children |
|-------------|--|
| First Plan | 80 |
| Second Plan | 85 |
| Third Plan | 82 |

6.109. It is seen that apart from the substantial outlays in the Integrated Health, Maternity and Child Health Care, Family Planning Programmes and Nutrition Services on the basis of the strategy outlined in the draft Fifth Plan, the revised Fifth Plan outlay provided for Nutrition Programmes in all the sectors other than social

welfare sector has been of the order of Rs. 115.67 crores as is evident from the following Table:

| <i>Nutrition Programmes</i> | | (Rs. crores), | | | |
|--|---------------------------|----------------------------------|--|---------------------------------------|------------------------------------|
| Scheme | Sector | Draft Fifth five year plan | 1974-77 Antici- pated expendi- ture. | 1977-78 Recomm- ended outlay | Revised Fifth Plan outlay |
| 1. Minimum needs @ programme | States union territories. | 330.00 | 44.24 | 43.94 | 88.18 |
| 2. Subsidiary nutrition schemes of the union deptt. of food. | Central | 50.00 | 6.53 | 7.97* | 14.50 |
| 3. Schemes of the union deptt. of rural development applied nutrition programme. | Centrally sponsored | 20.00 | 4.48 | 8.51 | 12.99 |
| 4. Total | | 400.00 | 55.25 | 60.42 | 115.67 |

NOTE: @Supplementary Family Programmes i. e., Mid-day meals Programme for the School going children and Special Nupetration Programme for the children in the age group of 0-6 years and

* Rs. 6.70 crores for production of Nutritions foods.

Rs. 1.27 crores for schemes like fortification of food stuffs, nupetration, education through mass media, Pilot Research Projects etc.

6.110. The Fifth Plan envisages a change in the approach and strategy in as much as it regards the family rather than the individual, as a unit of development. But it is seen that the activities of the Central Social Welfare Board are mainly confined to women and children. Although the objectives of the Central Social Welfare Board cover the whole spectrum of social welfare, including welfare of the socially handicapped, mentally retarded, aged and infirm, the destitutes and general welfare of the vulnerable sections of society yet from its very inception it placed emphasis and earmarked 80—85 percent of its outlay on the welfare of children and welfare of women. The study of the Family and Child Welfare Projects (1976) points out that:—

“There is no attempt at involving the menfolk, and no activity covers the entire family. Welfare interests of the entire family could have been better harmonised with the scheme, for example by involving the parents in the rearing and development of children; and home visits and monthly meeting of parents for discussions on problems

and development of children could have been organised to involve the whole family. As such the term "Family and Child Welfare" is a misnomer, and a more appropriate title would have been "Women and Children's Welfare services".

6.111. In this context the Secretary, Department of Social Welfare stated in evidence:

....The responsibility devolves not only on the Central Board, not only on the State Board or voluntary agencies but also on Government in a democratic set up. There is a problem of malnutrition among the children especially from birth to 3 years. This is such a critical situation that we have a long way to go. The needs are tremendous. There is no proper survey conducted throughout the country. Recently, we have brought out a document on the status of women and it makes a revealing reading. I hope the hon. Members must have come across the (ICSSR) document about the status of women in India. They have brought out that for the last 30 years, a situation with reference to women; whether it is education, enrolment in schools, malnutrition and also employment, has deteriorated. The position of women has deteriorated *vis-a-vis* the men. This is the study which has been done. Therefore, the Central Board's attempt is, if I may say so, to create interest, to stimulate interest, to carry out certain pilot schemes in a limited way; those limitations come from the budgetary limitations and from the organisational and man-power limitations. This is the effort which was started before the Social Welfare Department came into existence."

He added:

"When we take a particular target group, then the most needy group must be taken up first within the funds of the organisation already available. It is apparent from the Board's history to concentrate on women as the main target group because that sector was the needy in the neediest sector, whether it is SC or slums usually in the town. It is the women and children who suffer from various disabilities; and it is better that they concentrate on that area most needful of attention and then turn their efforts over women. The experience has been that if a

... woman is receiving some welfare and socio-economic benefits, then the family gains.”

6.112. The I.C.S.S.R. Study on Critical Issues on the Status of Women (1977) highlighting the national neglect of women's health education and employment, has drawn the following conclusions:

“Since 1975 the ICSSR has sponsored a good deal of research on the life and problems of women and on the factors contributing to changes in their status and conditions. This research has revealed an alarming trend of continued deterioration in both their conditions and status; and even more disturbing is the fact that the process of deterioration has accelerated in the last three decades. Independence brought the promise of equality of opportunity in all spheres to the women of this country; and laws guaranteeing them equal rights of participation in the political process and equal opportunities and rights in education and employment were enacted. The object of these laws was to widen women's participation in all areas of social activity-economic, social and political. But unfortunately the developments in the years since independence have produced the opposite results in actual practice. It must also be pointed out that the Government sponsored developmental activities have benefited only a small section of women, mainly of the urban middle classes. The large majority of women have not benefited from development; on the other hand, there is now indisputable evidence of steady decline in the value of women in society.”

6.113. The Committee find that ever since its inception, the Central Social Welfare Board has not accorded due priority and attention to general social welfare services oriented to the vulnerable and economically depressed sections of society viz., the mentally handicapped, socially maladjusted, the destitutes, the aged and infirm and the needy men. The schemes formulated by the Central Board over the years have catered mostly to the needs of women and children and those of the Department of Social Welfare were directed at the welfare of the handicapped. The Plan outlay on schemes oriented for the welfare of the children and women during successive plan periods ranged between 80 and 85 per cent of the total outlay on social welfare sector. The basic goal of the Family and Child Welfare Scheme is to provide welfare services to the entire family as an integral unit, but the men-folk in the family were not

involved at any stage. Similarly, under the socio-economic programmes, the assistance provided for setting up Self-Production Units, Agro-based Units and Border Area Projects, was confined only to needy and deserving women. The recent floods affected all categories alike, but all the production-units covered only one target group, viz. needy women, ignoring destitute children and aged and infirm men rendered homeless, for whom separate schemes were not launched by this Department. Similarly, in the Border Area Projects which had been launched in 1962 with a view to promoting emotional and cultural integration of the border area population with the rest of the country, its services are confined to women and children through schemes like Balwadis, craft training, maternity services etc.

6.114. While the Committee appreciate the added emphasis placed on schemes oriented to serve two sections of the vulnerable population viz. women and children, they disapprove the total lack of an integrated approach towards the needs of equally needy men along with that of women and children. The Committee feel that the Family and Child Welfare schemes and the Socio-economic programmes should necessarily cater to the needs of the different categories of family members so as to fulfil the aim of development of the family as a whole, of course from amongst most vulnerable and economically depressed sections of society so that they catch up with the rest of other sections of the population. The Committee, therefore, consider it essential that inter-sectoral priorities should be re-established and the Central Social Welfare Board through its counterparts in States should extend assistance to hitherto neglected sectors by setting up proper institutional infrastructure. The Committee need hardly emphasise that the initial scrutiny of applications for financial assistance should provide necessary checks and balances so that there is a balanced growth of welfare services as a whole and disparities between different segments of the target group and the resultant inequilibrium in the social services inter se is narrowed down, if not wholly curbed.

(3) MAHILA MANDALS

► *Audit Paragraph:*

6.115. The activities under this programme were multi-purpose in nature and included balwadis for children, craft activities, social education, etc. The programme is implemented since 1961 through

mahila mandals in rural areas, which are formed locally by the State Boards as voluntary institutions. The grant by the Central Board is limited to 75 per cent of the approved expenditure and the remaining 25 per cent is to be raised from local sources. The amounts of grants released during 1971-72 to 1975-76 were as follows:—

| Year | Number of Institutions | Amount (Rs. in lakhs) |
|-------------------|------------------------|-----------------------|
| 1971-72 | 451 | 25.81 |
| 1972-73 | 442 | 25.69 |
| 1973-74 | 444 | 23.45 |
| 1974-75 | 433 | 37.31 |
| 1975-76 | 428 | 43.00 |

6.116. It was observed that the number of institutions executing the programme declined from 624 during Third Five Year Plan to 427 during 1975-76. The Central Board stated (September 1977) that the number of institutions executing this programme was coming down every year on account of weeding out of mahila mandals, the performance of which was not satisfactory.

6.117. The last evaluation of the programme was conducted in 1964 and no evaluation had been undertaken thereafter to assess its working though a sum of Rs. 364.97 lakhs had been spent during 1964-65 to 1975-76.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77 (pp. 188-189)]

6.118. The Mahila Mandals provide multipurpose welfare services for women and the children. The activities conducted by the Mahila Mandals are Balwadis for children and Craft activities, social education, cultural activities and maternity services for the needy women.

6.119. The Central Social Welfare Board started Welfare Extension Projects in the rural areas as early as in 1954. These projects were formed by the Board and separate Project Implementing Committee were constituted for the supervision and implementation of the programme. It was decided in 1961-62 that these activities which were started in the rural areas be taken over by the voluntary institutions. Thus with the taking over of the activities, the programme came to be known as Mahila Mandal Programme.

6.120. The following table shows the updated position of the number of Mahila Mandal institutions and the grants released to them during the period 1971-72 to 1977-78:—

| Year | Number of Institutions | Amount (Rupees in lakhs) |
|-----------|------------------------|--------------------------|
| 1971-72 . | 431 | 25·81 |
| 1972-73 . | 442 | 25·69 |
| 1973-74 . | 444 | 23·45 |
| 1974-75 . | 433 | 37·31 |
| 1975-76 . | 427 | 43·00 |
| 1976-77 . | 423 | 42·99 |
| 1977-78 . | 406 | 43·92 |

6.121. In the context of varied nature of activities of the Mahila Mandals, the Chairman, Central Social Welfare Board stated in evidence:—

“They can take up any programme that they wish to. For instance, we have given some grant to Maharashtra. Mahila Mandals are sending out dabas for lunch and dinner by employing poor women to cook food. That is doing extremely well. This was started only last year. Then, they have care-well baby clinics; they have competitions for the best child of the year; they undertake socio-economic programmes for women, like sewing, embroidery and things like that. They can take up blood bank work also by getting voluntary donors to donate blood; they can take anti-leprosy work. They can take any kind of programme that they like.”

6.122. In a note furnished by the Department of Social Welfare, the reasons for decline in the number of Mahila Mandals over the years are stated to be:—

“Since the activities of the erstwhile Welfare Extension Projects (OP) are continued by the voluntary institutions, there has not been any expansion of the Mahila Mandal Programme. Wherever the working of the Mahila Mandal was not found satisfactory, those were closed down and hence the number of Mahila Mandals has gradually declined. Another reason for the weeding out of the Centres

was that some of the voluntary institutions were not able to raise the matching contribution (25% of the budget) for the successful continuation of the programme.”

6.123. The Audit paragraph points out that the last evaluation of the programme was conducted in 1964 and no evaluation had been undertaken thereafter to assess its working. A sum of Rs. 364.47 lakhs had been spent during 1964-65 to 1975-76 on the programme. explaining the position about evaluation carried out and the results ensuing therefrom, the Department of Social Welfare have stated:—

“The Mahila Mandal programme was not exclusively evaluated after 1964. In 1977, the Working Group of the Department of Social Welfare, Government of India, which reviewed all the programmes of Central Social Welfare Board, examined the functioning of this particular programme also and suggested that these Mahila Mandals be maintained in their existing form till such time as the areas in which they are operating would be covered by ICDS programmes.”

6.124. To ensure efficient implementation of the programme and to assess its impact on the beneficiaries, monitoring and evaluation of the programme is very essential. The Committee desired to know why evaluation of the programme was not specifically carried out since 1964 with a view to devise ways and means to improve the performance of these institutions. In a note, the Department of Social Welfare, have stated:

“Though evaluation of the Mahila Mandal programme exclusively was not conducted after 1964, it may be stated that one of the Committees which was set up by the C.S.W.B. in 1973, for review of Grants-in-Aid programme, observed that as the scheme of Functional Literacy was being launched and the Mahila Mandals were to be covered under that programme, it was not necessary to review the Mahila Mandal programme. Subsequently, in 1977, the Working Group for review of the Programme of the C.S.W.B. set up by the Government of India, has suggested that certain programmes of the Board including Mahila Mandal Programme may be allowed to be continued in their present form till the areas in which they are operating would be covered under the I.C.D.S. Programme.”

6.125. The Working Group on the programmes of the Central Social Welfare Board, in its Report (1977) had suggested that the

following programmes might be allowed to be continued in their present form till they got eventually absorbed by the Integrated Child Development Services Programme.

- (a) Welfare Extension Projects (old pattern).
- (b) Welfare Extension Projects (Coordinated pattern).
- (c) Welfare Extension Projects (Urban).
- (d) Mahila Mandals.
- (e) Border Area Projects.

The Group further suggests that as and when these programmes are integrated with the ICDS programmes, the services of the existing staff should be fully utilised under the new programme."

6.126. In 1977-78, the total number of Mahila Mandal institutions functioning was 406 with 1,098 centres. The total sanctioned outlay on the programme during the same year was Rs. 53,49,820 against which the actual releases were Rs. 43,92,961. The following table indicates the budget allocation, sanctioned outlay and amount released State-wise for the year 1977-78:—

| Sl. No. | Name of the State | Budget allocation (Rs. in lakhs) | No. of Institutions | No. of centres | Amount sanctioned | Total Amount released |
|---------|-------------------|-------------------------------------|---------------------|----------------|-------------------|-----------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1 | Andhra Pradesh | 3.10 | 17 | 35 | 4,90,246 | 4,54,039 |
| 2 | Assam | 2.50 | 16 | 39 | 2,58,048 | 2,49,000 |
| 3 | Bihar | 1.00 | 5 | 21 | 96,791 | 57,000 |
| 4 | Gujarat | 6.90 | 38 | 243 | 8,97,449 | 7,96,998 |
| 5 | Haryana | 1.15 | 4 | 19 | 1,40,325 | 1,13,510 |
| 6 | Himachal Pradesh | 2.50 | 5 | 46 | 2,92,476 | 2,73,320 |
| 7 | Karnataka | 1.20 | 52 | 65 | 1,29,295 | 1,10,408 |
| 8 | Kerala | 2.70 | 55 | 57 | 2,88,480 | 2,93,02 |
| 9 | Madhya Pradesh | 1.80 | 11 | 32 | 1,21,663 | 1,15,75 |
| 10 | Maharashtra | 2.88 | 75 | 100 | 2,60,365 | 1,30,00 |
| 11 | Meghalaya | 0.65 | 5 | 12 | 70,086 | 32, |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|-----------------|-------------------------|-------|-----|-------|-----------|-----------|
| 12 | Orissa | 3.40 | 12 | 80 | 3,61,600 | 3,77,000 |
| 13 | Punjab | 4.00 | 13 | 66 | 4,30,697 | 3,54,350 |
| 14 | Rajasthan | 2.50 | 10 | 49 | 2,76,062 | 2,20,000 |
| 15 | Tamil Nadu | 1.15 | 15 | 35 | 1,31,610 | 1,22,500 |
| 16 | Tripuraj | 0.90 | 5 | 9 | 1,03,244 | 98,867 |
| 17 | Uttar Pradesh | 4.00 | 21 | 100 | 4,43,705 | 2,74,700 |
| 18 | West Bengal | 3.85 | 43 | 64 | 4,44,600 | 2,35,000 |
| 19 | Delhi | 0.85 | 4 | 16 | 1,13,078 | 85,000 |
| TOTAL | | 47.00 | 406 | 1,098 | 53,49,820 | 43,92,961 |

6.127. The Committee desired to know whether the Mahila Mandals were functioning in urban areas or rural areas. The Secretary, Department of Social Welfare stated in reply:

“These are the addresses of the district and taluk headquarters from where we are getting reports. The Central Social Welfare Board does not have a direct link with these institutions. We are communicating with the centres which are supervising their work. May be, some of them are in towns which are taluk headquarters, but in major cities.”

6.128. Asked whether it is desirable to restrict the coverage in the interior of villages, the Secretary, Department of Social Welfare stated:

“I quite agree that we should make sure that they serve the group you have in mind.”

6.129. The Committee find that a total assistance of Rs. 451.88 lakhs had been provided during the period 1964-65 to 1977-78 on the Mahila Mandal programme. Yet the Government had not carried out any specific evaluation of this programme to assess its impact on the target group of beneficiaries or to improve its performance. The Committee have been informed that one of the Committees which were set up by the Central Social Welfare Board in 1973, for review of Grants-in-Aid programme had observed that as the scheme of Functional Literacy was being launched and the Mahila Mandals were to be covered under that programme, it was not necessary to review the Mahila Mandal Programme. The Committee does not agree to this contention. The fact remains that the programme was not evaluated since its inception in 1964. Consequently, it is difficult

to know what really useful work has been done by the Mahila Mandal programme during the last 14 years, how grants have been utilised, what has been the contribution of voluntary agencies and what has been the impact of the programme on the beneficiaries. At this stage, when there is a move to merge it under the Integrated Child Development Services programme, extending it to cover the areas in which Mahila Mandals are operating, the Committee would only like to point out this as another instance of lapse in evaluation and monitoring of programmes so vital to ensure their efficient implementation.

6.130. The Committee find that there has been a considerable disparity in the quantum of grants sanctioned and released to various States, as also further distribution among various centres inter se. Thus, whereas Andhra Pradesh, having 17 institutions and 35 centres was released Rs. 4,54,030 during 1977-78. Tamilnadu having 15 institutions and an equal number of 35 centres, got Rs. 1,22,500 and Assam with 16 institutions and 39 centres got a release of Rs. 2,49,000. The Committee have been informed that there is limitation inherent in schematic pattern so evolved contribution to a wide disparity in release of grants to an almost equal number of institutions and inter se between different centres owing to its origin in varied activities taken up by Mahila Mandals, with a combination of one or more services in respect of Balwadis, Maternity services and/or craft training and the matching contribution according to schematic pattern. The Committee have also been informed that since the number of grants depends upon the number of institutions that come forward for assistance and therefore, it has not been possible to maintain uniformity or equitable regional distribution. The Committee appreciate the above limitation. Even so, they feel that in any scheme of this nature, effort should be made to ensure that, while giving financial assistance, some balance is maintained in the growth of social welfare services in different regions.

6.131. The Committee are distressed to note that the number of Mahila Mandals executing the programme had declined from 624 during Third Five Year Plan to 406 during 1977-78. The Ministry has stated in this connection that wherever the working of the Mahila Mandals was not found satisfactory these were closed down and that another reason for the weeding out has been that some of the voluntary institutions were not able to raise the matching contribution for the successful continuation of the programme. Considering the large number of Mahila Mandals that have been closed during the period of 5 to 6 years, it would appear that grants are

being paid under a scheme in which the interest has been steadily waning. The extent of grant given to the Mahila Mandals has, however, increased from Rs. 25.81 lakhs in 1971-72 to Rs. 43.92 lakhs in 1977-78, since the extent of financial assistance rendered to the Mahila Mandals annually is considerable despite the steady decrease in number, the utility of continuation of this programme which seems to be losing hold would need to be thoroughly looked into. It is hoped that Government would take suitable action in this regard.

(4) SOCIO-ECONOMIC PROGRAMME

Audit Paragraph:

6.131. Under the Socio-economic programme started in 1958, the Central Board provides financial assistance to voluntary welfare institutions and co-operative societies for setting up small production units wherein needy women are given initial training and are subsequently provided with employment opportunities in the units.

6.132. The amounts of grants released for setting up various units alongwith their employment potential since the inception of the scheme in 1958 upto 31st March, 1976, as given in the annual reports of the Central Board, are indicated below:—

| Category | Number of units approved | | Employment No of beneficiaries, as envisaged in the units approved between 1958 & 1975 | Potential No. of beneficiaries, as envisaged in the units approved during 1975-76 | Amount released | |
|---|--------------------------|----------------|---|--|---------------------|----------------|
| | Between 1958 & 1975 | During 1975-76 | | | Between 1958 & 1975 | During 1975-76 |
| (in lakhs of Rupees) | | | | | | |
| Small scale industries units | 135 | 127 | 2,529 | 2,394 | 28.68 | 21.17 |
| Units ancillary to large industrial co-operatives | 6 | 3 | 635 | 102 | 13.90 | 1.61 |
| Handloom units | 26 | 4 | 1,045 | 54 | 3.60 | 0.22 |
| Dairy units | 29 | 174 | 310 | 1,755 | 4.25 | 25.17 |
| Handloom Unit | 22 | 6 | 800 | 94 | 10.06 | 0.68 |
| Handloom employment units | .. | 12 | .. | 152 | .. | 0.64 |
| TOTAL | 218 | 326 | 5,319 | 4,551 | 60.39 | 49.4 |

6.133. Against 218 units approved till 31st March 1975, 197 units had been started upto 31st March 1975, six units in 1975-76, one unit in 1976-77, one unit in 1977-78 and in the case of seven units no grants were released to the institutions. As regards the remaining six units, the position was still to be ascertained by the Central Board (December 1977).

6.134. The Central Board had not made (September 1977) any assessment of the actual number of persons employed in different units set up under this programme. A statement of actual number of beneficiaries employed in 109 units, compiled (October 1977) by the Central Board at the instance of Audit, indicated that in 108 units, 1,663 persons were employed against employment potential of 2,424. In one unit dealing with Koragrass mat weaving, which was assisted by the Khadi and Village Industries Board also, the number of beneficiaries was stated to be 1,140 as against employment potential of 90. Similarly data in respect of the remaining units were not furnished (December, 1977).

The welfare officers were required to visit the units under the socio-economic programme more than one a year. The number of inspections of the units conducted by these officers during 1972-73 to 1975-76 was, however, as follows:—

| Year | Total number of socio-economic units | No. of units inspected by the welfare officers during the year |
|---------|--------------------------------------|--|
| 1972-73 | 116 | 67 |
| 1973-74 | 132 | 48 |
| 1974-75 | 218 | 80 |
| 1975-76 | 544 | 184 |

6.135. The grantee institutions were required to submit periodical progress reports, annual audited accounts and also statements of assets valuing more than Rs. 1,000 each created out of the grants from the Central Board.

6.136. No consolidated record had been maintained by the Central Board to watch the receipt of progress reports and annual audited accounts.

6.137. A review of the working of different units as on 31st March, 1976 made during 1976-77 by the Central Board revealed that out of

197 units started before 31st March 1975, 51 units had become defunct.

6.138. These defunct units involved a capital outlay of Rs. 16.35 lakhs and employment potential of 1,361. Out of 146 units started upto 31st March, 1975 and still functioning (September 1977), records relating to 24 units were test-checked and it was observed as follows:—

- (i) Progress reports|audited accounts had not been received to the extent indicated below:—

| Year from which awaited | No. of units for which progress reports were not received | No. of units for which audited accounts were not received |
|----------------------------------|---|---|
| 1970-71 | 1 | 2 |
| 1971-72 | 1 | 1 |
| 1972-73 | 1 | 2 |
| 1973-74 | 5 | 4 |
| 1974-75 | 2 | 3 |
| 1975-76 | 4 | 5 |
| Total number of units in arrears | 14 | 17 |

- (ii) In the case of six units, block accounts of assets valuing more than Rs. 1,000 each has not been received.
- (iii) In the case of four units, inspections has not been conducted by welfare officers for periods ranging from four to six years.
- (iv) Eighteen units had incurred accumulated losses amounting to Rs. 2.04 lakhs against grants amounting to Rs. 4.63 lakhs paid by the Central Board.
- (v) Three units had been closed in August 1971, March 1975 and September 1975 respectively.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil), pp. 193—196.]

Genesis

6.139. The genesis of the Socio-Economic Programmes (SEP) can be traced to the year 1953 when the CSWB sponsored the Urban Family Programme with the object of providing supplementary income to needy women belonging to the families of low-income group. Under this programme, Industrial Co-operatives were organised at Delhi, Poona, Hyderabad, Vijaywada and Nagpur during the period 1954—58.

6.140. In pursuance of the recommendations made by the two Committees on "Social and Moral Hygiene" and "After-care Programme" appointed by the C.S.W.B. in 1954, it was also decided to set up a number of After-Care Homes in the different States and to attach a production unit to each of them.

6.141. These recommendations were implemented from 1958 onwards on all India basis.

(b) Nature of the Programme

6.142. Independent production units of different types like Small Scale Industries, units ancillary to large scale industries, Handloom-cum-Production Units, Handicrafts Production and Procurement Units and Agro based Units like diary etc., were set up during the first four Plans to provide opportunity for "work and wage" to needy destitutes women and physically handicapped persons. These units provided full or part-time work to beneficiaries. It was envisaged that, as far as possible, this programme would enable the beneficiaries to earn wage while working at home so as not to cause any dislocation to their domestic life.

6.143. In the Fourth Plan, the programme was extended to the rural areas through Family and Child Welfare Projects and in urban areas through Welfare Extension Projects (Urban) and other selected institutions. The rehabilitation of war widows was also brought within the scope of this programme and a few agro-based pilot projects particularly under the Dairy Scheme were set up in rural areas.

6.144. The contents of the programme, pattern of assistance, conditions of eligibility, procedure for application for grants etc. are given in Appendix III.

6.145. The Committee known as the Wankhede Committee (1974) had in their Report suggested strengthening of the programme. It stated:—

While a lot has been done, compared to the magnitude of the problem a lot more remains to be done. The programme

should, therefore, be strengthened further in the Fifth Plan to achieve the objective of increased employment of low income groups and eradication of poverty."

6.146. A sum of Rs. 4 crores was provided by the Planning Commission for this programme for the Fifth Five Year Plan. Scheme-wise break-up is given below:—

| | (Rs. in crores) |
|---|-----------------|
| (i) Units to be set up under Small Scale Industries including sheds (200) | 1.20 |
| (ii) Units to be set up as ancillary to large industries (100) | 0.60 |
| (iii) Production units (in collaboration with the Handicrafts Board) to be set up in rural areas as part of the intensive development programme in Family and Child Welfare Projects. | 1.00 |
| (iv) Production Units with Agricultural background (500) | 1.00 |
| TOTAL | 3.80 |

6.147. Thus, the size of the Socio-economic programme to be implemented during the Fifth Plan has been of a considerable dimension viz., Rs. 400 lakhs. An expenditure of Rs. 50 lakhs during 1975-76 and Rs. 60 lakhs during 1976-77 was incurred as compared to Rs. 60.42 lakhs incurred from the inception of the programme in 1958 upto the end of 1974-75. During the year 1976-77, 212 institutions were sanctioned grants amounting to Rs. 52.79 lakhs, against which an amount of Rs. 56.45 lakhs was released towards the grants. Besides this, an expenditure of Rs. 1.35 lakhs had been incurred towards arranging Trade Shows|Exhibitions for sale and display of the articles produced in the production units.

6.148. As already observed earlier in Chapter I of the Report, in the absence of assessment of the needs and requirements of the voluntary institutions, it is not discernable on what basis the funds were allocated between various schemes. In this context, the Department of Social Welfare have in a note stated:—

".....Funds were allocated based on the on-going programmes of the Board and with reference to the requirements assessed by the State Boards. The Central Social Welfare Board allocates the funds provided by the Government of India to the State Boards on the basis of their previous year's expenditure and their additional requirements for more welfare services to be taken up by them within the overall budget allocation of the Central Social Welfare Board. The allocation for the various programmes of the|

Central Social Welfare Board is determined in the Annual Plan discussions held in the Planning Commission with the Department of Social Welfare, Government of India."

6.149. According to the information made available to the Committee, the break-up of the institutions sanctioned grants under the socio-economic programme shows that 756 institutions were assisted during 1977-78 as against 212 during 1976-77. The Committee desired to know the reasons for the rise in the number of institutions during 1977-78. In a note, the Department of Social Welfare, *inter alia*, stated:—

"The number of grants sanctioned to the institutions under the Socio-Economic Programmes has been higher due to increase in the financial outlays for the programme. The outlay was Rs. 60 lakhs during 1976-77 and Rs. 120 lakhs during 1977-78."

6.150. An evaluation study of the 'Socio-Economic Programmes' was sponsored by the department of Social Welfare through the Indian Cooperative Union (September, 1975) to suggest, among others, guidelines for the formulation of the policy for a more effective and dynamic performance of 'Socio-economic Programmes' during the Fifth Five Year Plan. The project was completed by November, 1976. The study has brought out that in the perspective of national requirements, the programme has made but little impact, though it has been functioning for early two decades. It recommended the Plan allocation of the following order:—

"If the package of suggested measures is acceptable to Government, we would recommend a substantial expansion of the programme. For extending employment opportunities to every 1000,000 women a plan outlay of Rs. 30 crores will be necessary on the basis of an average investment of Rs. 3,000 per worker. (which is nearly double that of the previously obtained average). It is for the Planning Commission and the Government to set the employment target but we would recommend a minimum employment target of 100,000 women."

6.151. The Working Group constituted by the Department of Social Welfare (1977) also endorsed this strategy to cover a target of providing employment for at least 1,00,000 needy women under this programme for the Sixth Plan with necessary funds to meet this target. In this context, the Committee desired to know the action

target. In this context, the Committee desired to know the action taken on this recommendation of the Working Group. The representative of the Department of Social Welfare stated in evidence:—

“.....The Working Group consists of social workers, specially people who have been in the field of social welfare; they study and submit reports from time to time, on the basis of which certain programmes are adopted.”

He added:—

“.....The suggestion was that we should cover in a Five Year Plan period in the socio-economic programmes something like 6,000 units. This was suggested by the Working Group.”

He continued and added:—

“The extent to which we can cover depends upon the funds available for a programme in any particular year. We would certainly admit firstly that the funds we make available are not anywhere near adequate in any sense at all. But, I would respectfully submit to the distinguished Committee another fact. If we take the total resources of the Central Social Welfare Board or even if we take the total resources of the Department of Social Welfare, we can never hope to make an impact. Considering the magnitude of the programme, I say that this has necessarily to be selective.”

6.152. During the year 1977-78, 650 institutions were sanctioned grants and the total expenditure under the programme was Rs. 119,95,358 as against the physical target of 530 institutions and the provision of Rs. 120 lakhs. The following statement shows the scheme-wise distribution of total units, from inception upto 31st March, 1978, amount sanctioned and amount released during the year 1977-78:—

Scheme-wise distribution of Units from inception to 31-3-1978.

| S.No. | Categories of Schemes | Number of Units approved | Employed potential (No.) | Amount sanctioned (Rs. in lakh) | Amount Released (Rs. in lakh) |
|-------|---|--------------------------|--------------------------|---------------------------------|-------------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. | Small Scale Industrial Units. | 385 | 7419 | 110·24 | 78·17 |
| 2. | Units as Ancillary to large Industries. | 11 | 427 | 11·63 | 9·56 |
| 3. | Industrial Cooperatives. | 3 | 520 | 8·55 | 8·55 |
| 4. | Handloom Units | 50 | 1278 | 18·52 | 13·22 |

| 1 | 2 | 3 | 4 | 5 | 6 |
|----|--|------|-------|--------|--------|
| 5. | Handicrafts Units. | 43 | 1460 | 8.24 | 4.65 |
| 6. | Self-Employment Units. | 27 | 364 | 3.10 | 1.46 |
| 7. | Agro-based Units. | | | | |
| | (i) Dairy | 675 | 5804 | 142.49 | 128.84 |
| | (ii) Piggery | 16 | 95 | 2.24 | 2.12 |
| | (iii) Poultry | 1 | 5 | 0.07 | 0.06 |
| | (iv) Goat Rearing. | 2 | 15 | 0.22 | 0.2 |
| | (v) Sheep Breeding | 1 | 5 | 0.14 | 0.12 |
| 8. | Special Programmes in Cyclone affected areas (Andhra Pradesh, Tamil Nadu, Kerala, Pondichery). | | | | |
| | (i) Dairy Units. | 95 | 1085 | 26.17 | 24.74 |
| | (ii) Self-employment Units (Sewing Machines & Handloom) | 97 | 953 | 11.43 | 11.01 |
| 9. | Exhibition, Trade Shows, Training, Field Level Machinery, Establishment etc. | .. | .. | 7.59 | 7.59 |
| | TOTAL | 1406 | 19430 | 350.03 | 290.30 |

(c) *Employment Potential and beneficiary group*

6.153. The Audit paragraph points out that the Central Board had not made (September 1977) any assessment of the actual number of persons employed in different units set up under this programme. Asked to specify the reasons therefor, the Department of Social Welfare have, in a note, replied:—

“The actual number of persons employed in each unit is already given in the progress reports submitted by the institutions which are available in the individual file pertaining to that institution. No consolidated data for all the units was maintained. The maintenance of a consolidated data in respect of the actual number of persons which is a varying factor was not found necessary. Wherever it was found that the number of persons employed was less than the number envisaged in the scheme originally approved, the concerned institutions have been advised to increase the production and sale and thereby to increase the number of workers in the unit.”

6.154. Upto 31 March 1976, a total of 544 units had been established under the Socio-Economic programmes to provide employment

opportunities for about 9870 women. However, on the basis of data readily compiled by the Central Board (October, 1977) at the instance of Audit, the actual number of beneficiaries employed in 108 units aggregated to 1663 persons, against an employment potential of 2424.

6.155. An Evaluation Study on the basis of the most representative sample made by the Indian Cooperative Union (June 1977), sponsored by the Department of Social Welfare shows the following employment trends:

“Approximately 30 per cent of the surveyed units (for which employment data is available) employ less than 10 workers on the average; about 40 per cent of the units employ an average of 10—30 workers. Only one-sixth of the units employ more than 60 workers, of which one unit alone employ 975 persons in 1974-75.”

6.156. The Working Group on the programmes of the Central Social Welfare Board (1977) had worked out the *per capita* investment as follows:—

“The Unit cost for providing employment to 15 women works out to about Rs. 25,000/-. In other words, the *per capita* investment required to provide employment for a needy woman under this programme works out to about Rs. 1600/-.”

6.157. Even on the basis of figures of employment potential of 19,430 for 1406 units, which were sanctioned Rs. 350.63 lakhs upto 31-3-1978, the unit cost for providing employment to 15 women works out to Rs. 24,938 and the *per capita* investment to provide employment for a needy woman works out to about Rs. 1,662/-.

6.158. According to Audit paragraph, of the 218 units approved till 31 March 1975, the position about functioning or otherwise of 6 units had yet to be ascertained by the Central Board (December 1977). Asked why was the position unascertainable even after a lapse of 2 years and 9 months of their approval, the Department of Social Welfare have, in a note, replied:

“The six units pertain to the following institutions and their present position is indicated below:

| S. No. | Name of institution | Date of starting | Remarks |
|--------|---|------------------|--|
| 1 | 2 | 3 | 4 |
| (i) | Rup Jyoti Jubak Sangha, Kamrup (Assam) | Distt. 2-10-1975 | Information regarding date of starting was available in the files of these institutions. |

| 1 | 2 | 3 | 4 |
|-------|---|-----------------|--|
| (ii) | Family & Child Welfare Project, Puepam, Goa. | 26-9-1976 | Information regarding date of starting was available in the files of these institutions. |
| (iii) | Oragadam Anna Anadhilam Ambathur, Madras. | 11-2-1974 | Do. |
| (iv) | Myllem Seva Sadan, Moti Nagar, Shillong, Meghalaya. | April, 1977 | Information was received after December, 1977. |
| (v) | Family & Child Welfare Project, Illhas, Goa. | April, 1975 | The unit functioned from 1-4-1975 to 30-4-77, and thereafter the Unit was discontinued with the taking over of the Project by the State Government. |
| (vi) | Balasore Distt. Nari Sangha, Balasore | Not yet started | The institution requested for revision of the scheme in view of increase in the cost of machinery/equipment and also financial assistance for construction of a workshop for housing the unit. A revised proposal has been submitted by the institution and the matter is under correspondence with the Orissa State Social Welfare Advisory Board for submission of a revised scheme and their recommendations. |

6.159. The Audit paragraph further points out that in one unit dealing with Koragrass mat weaving, which was assisted by the Khadi and Village Industries Board also, the number of beneficiaries was stated to be 1140 as against employment potential of 90. Asked to clarify how this was possible, the Department of Social Welfare, have stated:

"The unit referred to herein is the Kora Grass Mat Weaving Unit set up by the Vimala Welfare Centre, Ernakulam, Kerala, for which a grant of Rs. 18.400 was sanctioned in 1964. This institution was subsequently able to obtain a loan of Rs. 1.83 lakhs from the Kerala Khadi & Village Industries Board and also raised about Rs. 1.72 lakhs from its own resources and thereby extended its activities to a considerable extent resulting in providing employment to 1140 workers as against 90 envisaged in the original scheme."

6.160. It is seen that the Board seeks the help and cooperation of various organisations like the small Industries Service Institutes, All India Handicrafts Board, All India Handloom Board, Industries

Departments and Annual Husbandry Departments of the State Governments etc., for implementation of this programme.

6.161. In this context, the Committee enquired as to how it was ensured that the activities of the Central/State Boards in the execution of Socio-Economic Programmes, do not encroach upon the sphere of Khadi and Village Industries Commission. The Department of Social Welfare, in a written note, stated:

“The object of the Socio-Economic Programme of the Central Social Welfare Board is to secure Socio-Economic rehabilitation to the needy women, such as widows, destitutes, deserted, etc. and the physically handicapped. The group of beneficiaries under this programme is, therefore, quite distinct; and this programme, therefore, does not encroach upon the sphere of the Khadi & Village Industries Commission. On the other hand, technical assistance and help of the agencies such as Khadi & Village Industries Commission, Handloom/Handicrafts Boards, Small Industries Service Institutes etc. are sought by the Board for the implementation of the Socio-Economic Programme.”

6.162. Asked to indicate the steps that have been taken to ensure that the centres started with the Central Board's aid get established and stand on their own legs, the Department of Social Welfare have stated:—

“The Institutions sanctioned grants under the Socio-Economic Programme have set up separate Sub-Committees for the proper functioning of the Unit; and such Committees also include representatives from the Small Industries Organisation or the Industrial Board or the Animal Husbandry Board, as the case may be. In addition, the Assistant Project Officers (SE) appointed exclusively for the Socio-Economic Programme, as also the Welfare Officers, visit these Units and render necessary guidance.

Besides, programmes for training of Supervisory staff and workers of the units are also organised from time to time, such as those organised for the Units in Gujarat, Delhi and Karnataka.”

6.163. As pointed out in the Audit Paragraph, a review of the working of different units as on 31 March 1976 made by the Central Board during 1976-77 revealed that out of 197 units started before 31 March 1975, 51 units had become defunct. The percentage of

defunct units thus works out to over 25. These defunct units involved a capital outlay of Rs. 16.35 lakhs and employment potential of 1361 persons.

6.164. The main factors which contributed for the units becoming defunct, according to the Department of Social Welfare, have been:—

- (i) Lack of technical know-how with the voluntary organisations; L
- (ii) Lack of availability of raw-material in required quantity and at economical/competitive price;
- (iii) Inadequate marketing facilities either because of depression in the market or the quality of the product not being competitive in the market; and
- (iv) Inability of the voluntary institutions to raise funds in the event of the units becoming uneconomical.

6.165. Asked to indicate the steps taken to revive the sick units as also to avoid more units becoming defunct, the Department of Social Welfare have, in a note, stated:

“Steps were taken by the Board to restart some of the Units and out of the 51 have now been revitalised. Efforts are also being made to revitalise more units or transfer their equipment to some other organisations for restarting the units. In addition, a Coordination Committee for the Socio-Economic Programme of the Board has been constituted in 1977, and the Committee has suggested certain measures for restructuring the pattern of financial assistance, method of implementation, extending technical and marketing support etc. and strengthening the administrative and supervisory machinery at the Central and State level.”

6.166. The test-check by Audit of the 24 units further revealed that 3 units had been closed in August, 1971, March, 1975 and September, 1975 respectively. However, at the time of review of the functioning of the units conducted in 1976-77, those units were not considered defunct. Explaining in a note, the reasons for not treating the units as defunct, the Department of Social Welfare have stated:—

“In regard to the three units referred to herein, it is clarified that although the activities of these three units had stop-

ped. these units were not treated as finally defunct since the matter was under correspondence with the State Boards. In this connection, it may be stated that one of the three units (set up by Nari Sahakari Udyog Kendra, Ahmedabad), which had temporarily closed down its activities, has since revived its functioning. In regard to the other two units as well the matter is being pursued."

6.167. Of the 24 units test checked by Audit, 18 units had incurred accumulated losses amounting to Rs. 2.04 lakhs against grants amounting to Rs. 4.63 lakhs paid by the Central Board. Asked to state what steps were taken by the Board to improve the working of those units, the Department of Social Welfare have in a note, stated:

"In the case of units which have shown losses, the institutions are pointed out about the loss and they are advised to increase the production and sales of the unit and to make such improvements as are necessary. The field staff during their visit, also provided the necessary guidance to them for effecting improvements in the working of the unit. Out of the eighteen units referred to here, the working of five units have since shown improvement in the subsequent years. Four units subsequently ceased working and action for either revival or taking over their assets is being taken.

6.168. Wankhede Committee (1974) had in their Report, while dealing with poorly run units recommended:—

"Where a unit is running at a loss due to negligence on the part of the Managing body of the agency, its equipment should be taken over and handed over to some other agency or its managing committee should be reconstituted with more active members to ensure its successful functioning....."

6.169. It has been stated that one of the steps taken by the Department of Social Welfare to recover the amounts from the defunct or wound up units is as under:

"Notices are issued to office bearers of such institutions to refund the amount and the help of the district authorities is also sought in this regard."

In this context, the Committee desired to know the number of cases in which notices were issued to the office bearers of the defunct

units to refund the amount or to account for the assets created since March 1974 and the results ensuring therefrom. The Department of Social Welfare have stated:

"In the case of defunct units, the Board does not, ordinarily, issue notice to the office bearers of the defunct units, but communications are addressed to the concerned institutions which receive the grants from the Board, to refund the amount or to account for the assets. Such communications were addressed in 28 cases since March, 1974."

6.170. A list of cases where irrecoverable amounts were written off by the Central Board, furnished at the instance of the Committee is reproduced as Appendix. IV. The total write off has been of the order of Rs. 1,18,494/- (approx.) in respect of 93 institutions, the maximum amount written off in a single case being Rs. 17,617.00. In another note it is, *inter alia*, stated:

"The pattern of assistance prescribed for production units under the Socio-Economic Programme does not provide withdrawal of grant sanctioned to an institution after the unit has become self-supporting. The question of making any assessment in this respect, therefore, does not arise..."

6.171. In this context, it is seen from the observation made in the Report of the Indian Cooperative Union (1977) that:

"the arrangements for sanction of loan by the Board did not materialise because the Board neither have the legal status to execute loan deeds, arrangement etc. nor a proper machinery to effect the recoveries. Even in cases of defalcation it would be difficult for the Board to recover the money through long court procedure."

6.172. A committee to review the programme set up by Central Social Welfare Board in the later half of 1973 (Wankhede Committee) in their report presented towards the end of 1974 had recommended that "Institutions should start units as far as possible in their own buildings or in rented buildings" and "if the units were working satisfactorily grant for work-shed or for alteration/addition to the existing buildings should be considered."

6.173. A project evaluation of the Socio-Economic Programme by the Indian Cooperative Union (June 1977), sponsored by the Department of Social Welfare, revealed that on the basis of a representa-

tive sample, the break-up of expenditure on three major items, viz., on land and buildings, equipment and working capital available for 19 units showed the following trends:

Structure of investment

| | No. of Units. | Percent. |
|----------------------------|---------------|----------|
| Land & Buildings | 7 | 37 |
| Equipment | 6 | 32 |
| Working Capital | 5 | 26 |
| Others. | 1 | 5 |

Land and Buildings: The expenditure on land and buildings ranges between approximately 20 per cent to 95 per cent of the total. In about 37 per cent units the expenditure is more than 50 per cent of the total. In one case the expenditure on this head is as much as 93.8 per cent.

Equipment: The variation between units is tremendous. On the one hand one unit uses up its entire resources and another about 95.8 per cent on machinery. On the other hand, one unit spends only 6.1 per cent of its total resources on machinery.

On the whole, 50 per cent units spend more than 50 per cent of their resources on machinery. Of these 6 units 4 are small scale industry units, 1 Agro and 1 RMG. The nature of the product explains the high percentage of expenditure on machinery. Handicraft and Handloom units spend less than 20 per cent on machinery.

6.174. A test-check by Audit of the 24 units revealed *inter alia* that in the case of six units, block accounts of assets valuing more than Rs. 1000 each had not been received by the Central Board. On the Committee enquiring about the reasons therefor and the steps taken by the Board to get those accounts, the Department of Social Welfare have, in a note, stated:

“The institutions are required to submit the statement of assets in the prescribed form and there has been delay in the submission of this information by the institution despite the Board pointing this out to the institutions. In such cases, where this has not been received, the matter is pursued.”

6.175. Reviewing the role of the development agencies participating in the formulation and implementation of the programme, the

following extract from the Field Report of assessment which covers survey of 45 sample units by Indian Cooperative Union (June, 1977) reveals that:

"The three voluntary institutions are well established and are engaged in many other major activities (such as Balwadis condensed course, nutrition programmes, etc. financed by the CSWB) apart from the socio-economic units. One of these institutions is located in a village another in some urban area and the third in the state capital. Among the activities, the school for Girls up to High School level is run by all the three institutions. However, executive authority has not been delegated to any persons other than the main office-bearers who run the institutions."

(d) Technical Aid and nature of supervision

6.176. One of the primary objectives of the Central Social Welfare Board is to render technical guidance when necessary, to deserving institutions or organisations including Panchayati Raj Institutions in accordance with the schemes/principles approved by Government. The Committee desired to know the nature of technical guidance as rendered to the voluntary organisations and the basis therefor. In a note, the Department of Social Welfare have stated:

"Technical guidance is provided to the voluntary social welfare organisations by the Board in the following manner:

- (i) Maintenance of minimum standards in welfare activities within the Board's purview;
- (ii) Purchase of equipment suited to the activities;
- (iii) Employment of trained teachers/instructors in the institutions for normal as well as handicapped children and other groups of beneficiaries;
- (iv) Selection of beneficiaries according to the prescribed norms;
- (v) Guidance in the preparation of the programme of studies for the trainees of Condensed Courses and Vocational Courses;
- (vi) Guidance in the purchase of machinery and equipment, suggestions for increasing the production as well as guidance in marketing methods, purchase of raw-material on competitive rates etc.

(vii) Maintenance of records and accounts.

In the case of training-cum-production units set up under the Socio-economic Programme of the Board, necessary technical assistance is also made available to the voluntary organisations from the Small Industries Service Institutes of the Ministry of Industry and regional and other offices of the Handloom Board, Handicrafts Board and Khadi & Village Industries Commission. In the case of dairy and agro-based units, technical assistance from the Animal Husbandry and Veterinary Departments of the State Governments is also made available.

The Board has a Field Counselling and Inspectorate Division consisting of one Programme Officer and 3 Inspecting Officers. This Division organises Seminars, Workshops, Conferences, etc. for the benefit of the social workers and the activities undertaken by the voluntary organisations aided by the Board. Group Counselling Workshops are arranged to equip the staff working under the various programmes of the Board, with the latest techniques adopted for bringing improvement in the implementation of the programmes. There are 48 Welfare Officers in the field attached to the State Boards (the strength is being augmented to 61) and 20 Assistant Project Officers (SE). These officers render necessary technical guidance during visits to the voluntary organisations.

As for strengthening the Board's field machinery—the job structure, the work-load and other allied matters relating to the Welfare Officers, these have been examined by the Internal Work Study Unit of the Department of Social Welfare. Based on their report, the strength of the field officers has been increased. Another study by the Indian Institute of Public Administration, New Delhi, is also in progress, which is looking into the organisational structure and staff requirements of the Board including the Field Counselling and Inspectorate Division.”

6.177. The Inspecting Officers are required to visit the units under the Socio-Economic Programme more than once a year. However, though the number of socio-economic units has gradually increased from 116 in 1972-73 to 544 in 1975-76, the percentage of number of

units inspected by the Welfare Officers from year to year has come down as will be seen from the following table:—

| Year | Total No. of Units | No. of units inspected during the year | |
|---------|--------------------|--|---------|
| 1972-73 | 116 | 67 | (57.8%) |
| 1973-74 | 132 | 48 | (36.4%) |
| 1974-75 | 218 | 80 | (36.3%) |
| 1975-76 | 544 | 184 | (33.8%) |

6.178. Asked about the adequacy or otherwise of the visits, the Department of Social Welfare have, in a note, stated:—

“It is because that the number of visits made by the Welfare Officers was not considered adequate that steps as explained (below) were taken:

Twenty posts of Assistant Project Officers (Socio-economic) were sanctioned in 1975-76 exclusively for Socio-Economic Programme and recruitment made in 1976. These officers are attached with the State Boards. Instructions have been issued to them to inspect each Socio-Economic Unit under their charge, and thirteen additional posts of Welfare Officers have also been approved recently and recruitment is being made. Therefore, these steps will naturally lead to the reduction in the number of units not visited.”

6.179. A test check by Audit of the 24 units revealed that in the case of 4 units, inspections had not been conducted by supervisory officers for periods ranging from four to six years. Asked to indicate the circumstances in which the units remained uninspected for several years, the Department of Social Welfare have, in a note, stated:

“The units could not be inspected because of the lack of adequate field staff. Inspection machinery has since been strengthened by appointment of Assistant Project Officers (SE) and they have been instructed to see that all units sanctioned are inspected regularly.”

6.180. Asked to indicate how in the absence of annual inspection of each unit, it was ensured by the Central Board that all the units

were functioning satisfactorily, the Department of Social Welfare have in a note stated:—

“The performance of the units is watched through the progress reports received from the units and the audited statement of accounts/annual accounts. Instructions have been issued to all the Assistant Project Officers (SE) to see that all the units aided by the Board are inspected.”

6.181. It is seen from the Audit paragraph that the test-check conducted by Audit of 24 units for the years 1970-71 to 1975-76 revealed that the number of units for which progress reports were not received was 14 and similarly as many as 17 units did not furnish their audited accounts during the same period.

6.182. The Committee desired to know the reasons for the number of outstanding progress reports and audited accounts being so high and whether the Central Board pursued the matter with the concerned units. In a note, the Department of Social Welfare have stated:

“The institutions are required to furnish progress reports and audited accounts in time. Where these are not received, the Board reminds the institutions. Even so, certain delay occurs in the submission of the report and audited accounts by the institutions. The matter is vigorously pursued.”

6.183. As pointed out in the Audit paragraph, no consolidated records had been maintained by the Central Board to watch the receipt of progress reports and annual audited accounts. Explaining, the reasons for non-maintenance of consolidated records to watch the receipt of progress reports and the annual audited accounts, the Department of Social Welfare have stated as under:

“Although the consolidated records were not maintained, the receipt of progress reports and annual audited accounts was being watched in each case through the concerned files of the units. It may, however, be stated that the consolidated record to watch the receipt of the audited accounts and progress reports is being maintained now from 1977-78 onwards.”

6.184. The Committee note that the principal aim of the Socio-Economic Programme is to provide gainful employment to needy women, such as destitutes, widows etc. and the physically handicapped. The Central Social Welfare Board have fostered 1408

units with an employment potential of 19,430 from inception of the programme in 1958 upto the end of March, 1978. The Committee find that based on a moderate assessment made by the working Group on programmes of the Central Social Welfare Board (1977), the per capita investment required to provide employment for a needy woman works out to about Rs. 1600. According to an evaluation made by the Indian Cooperative Union, when viewed in the proper perspective of national requirements, the programme as a whole has made little impact though it has been functioning for nearly two decades and has been able to serve only a small number of beneficiaries—less than 5,000 (March, 1975). The socio-economic background of the units included in the representative field survey showed that about 17 per cent of the beneficiaries belong to families whose income is above Rs. 500 per month, 45 per cent belong to families having a total income of upto Rs. 200 per month and 5 per cent of the families having income over Rs. 1000 per month. Again 44 per cent of the families had two earning members each and 14 per cent 3 of more earning members. The Committee are inclined to believe that in the absence of well defined criteria for the selection of target group/beneficiaries, the programmes were in actual practice extended to quit a few who are not the sole earners in the families and the family income of earning members cannot be considered 'low', taking the average national per capita income in 1974-75 at current prices (1975-76) of Rs. 85/- per month. The extension of Socio-Economic Programmes in an indiscreet manner without identifying prospective beneficiaries of the target group, is only one illustration of how some less deserving elements could take advantage of the schemes launched by the Board with laudable goals in view, thereby depriving the really needy and deserving sections of the society.

6.185. The Committee desire that a well-defined criteria for the selection of target group in consonance with the principal aims of the programme should be laid down and information on essential socio-economic background of the prospective beneficiaries and their families should be gathered through surveys, so as to ensure that the bulk of the beneficiaries conform to the basic criteria.

6.186. According to the field study made by Indian Cooperative Union out of 45 surveyed units three voluntary institutions are well established and are engaged in many other major activities, (such as Balwadis, nutrition programme, condensed course etc., financed by the Central Board), apart from the socio-economic units. Among the activities, the schools for girls upto High School level are run by all the three institutions. The Committee feel that involvement

in too many activities by too few a people is apt to result in the neglect of the socio-economic units, which naturally get relegated to low priority. The Committee would like the Central Social Welfare Board to carry out a systematic review of the existing units set up with grants from the Central Board Voluntary agencies running common social services such as schools and libraries, hospitals and dispensaries etc., should be discouraged to enter the field of Socio-Economic Programmes of the Board.

6.187. The Committee note that one of the conditions of eligibility for assistance under the programme is that the organisation should have a good management and be financially sound with a capacity for successfully implementing the scheme on commercial lines. It is too much to expect a voluntary institution to implement the scheme on commercial basis. A review of the working of different units as on 31 March, 1976 made during 1976-77 revealed that out of 197 units started before 31 March, 1975, as many as 51 units had become defunct. These units involved a capital outlay of Rs. 16.35 lakhs with an employment potential of 1,361 persons. Eight of these units are stated to have been revitalised. A test check by Audit of 24 units showed that as many as 18 had incurred accumulated losses amounting to over rupees two lakhs against grants amounting to Rs. 4.63 lakhs paid by the Board. In the face of such evidence, the Committee find it hard to appreciate how the Board satisfied itself that the selected institutions fulfilled one of the main criteria of selection viz., of possessing 'the necessary capacity to work out and successfully implement the scheme under the programme'. The Committee desire that the Board should devise some mechanism, whereby the project proposals formulated are subjected to techno-economic scrutiny and appraisal before these are approved.

6.188. The Committee are informed that in the case of defunct or wound up units the Board writes to the concerned institutions which receive the grants, to refund the amount or to account for the assets. Such communications were addressed in 28 cases since March, 1975. It is, however, not known in how many cases recovery of amount was effected. The Committee find that in the initial stages of the commencement of the Socio-Economic Programme in 1958, the grants for units as ancillary to large industries and for handloom units were sanctioned by the erstwhile Ministry of Commerce and Industry and the All India Handloom Board. The pattern of assistance for ancillary units and production units of Handloom was in the form of grant and loan. However, the Central Board

is now giving outright grant limited to Rs. 1.00 lakh per unit to these categories of units. The bulk of financial assistance for Agro-based units (Dairy units of 5 beneficiaries) comprising Rs. 11,000 is provided as 'non-recurring loan to be given by the grantee agency to the beneficiaries'. The Committee find from the report of the Indian Cooperative Union that 'the arrangements for sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements etc., nor a proper machinery to effect recoveries.' It is also seen that 'even in cases of defalcation it would be difficult for the Central Board to recover the outstanding amounts through lengthy court procedures. The Committee regard it a serious matter that a legal lacunae of this nature has been allowed to persist so long, with the result that in agro-based units, loans could be further advanced by the grantee institutions to the beneficiary projects. The Committee would like the Central Board to examine how far it is desirable for them to give grants instead of loans to the tune of Rs. 1 lakh per unit to units of small industries, units as ancillary to big industries, handicrafts units, handloom units khadi and village industries units, colr spinning and weaving units and other service oriented units towards purchase of machinery, equipment and tools as also grants limited to Rs. 25,000 for construction of work-shed or additions and alterations to the existing buildings.

6.189. The Committee note that the institutions are required to furnish block accounts of assets valuing more than Rs. 1,000/- created out of financial assistance provided by the Board. The Department of Social Welfare though conceding that 'there had been delay in the submission of statement of assets in the prescribed form despite the Board pointing this out to the institutions', has reconciled itself to the position that it is 'pursuing the matter'. The Committee desire that centralised accounts should be maintained for the purpose in the Central Board and the proforma prescribed for submission of a certificate of inventories of permanent and semi-permanent assets created or acquired wholly or mainly out of the grants given by the Board, should inter alia include that these were being maintained and had not been encumbered or disposed of and that they had been utilised for the object for which assistance was given.

6.190. The Committee are informed that 'efforts are being made to transfer equipment of defunct units to some other organisations for restarting other 'sick' units'. The Committee desire that speedy follow-up action should be taken in the matter. The Committee are constrained to note that large amounts involving as many as 93 institutions had to be written off, being irrecoverable. The Com-

mittee would like the Central Social Welfare Board to analyse these cases to find out the extent of defalcations involved and to take deterrent action so that it may serve as a lesson to others. They would also like the Department to fix responsibility for contributory negligence on the part of official members and other officials.

6.191. The Committee find that in a test check conducted by Audit of 24 Units, progress reports had not been received from 14 Units and audited accounts had not been received from 17 Units. It may reasonably be concluded that if the check of other Units is carried out, the trend in the proportion of defaulting units would be no better. Further more, the fact that more than 50 per cent of the test checked units defaulted in sending progress reports and audited accounts clearly shows that the supervision exercised by the Board over the programmes either through its Inspecting Officers or Welfare Officers or through regular progress reports has been lax. The Committee would like that the role of Inspecting Officers as well as Welfare Officers for inspection of units and for expediting submission of progress reports should be clearly redefined for overall accountability. The Committee need hardly point out that for dealing with recalcitrant institutions, the Board should use the lever of withholding grants to such institutions.

6.192. One of the functions of the Central Social Welfare Board is to render technical guidance when necessary to deserving institutions in accordance with the schemes/principles approved by Government. The Committee find that the Central Social Welfare Board has a Field Counselling and Inspectorate Division consisting of one Programme Officers and 4 Inspecting Officers. Besides, there are in the field 48 Welfare Officers (the strength was to be augmented to 61) and 20 Assistant Project Officers (Socio-Economic). The Committee have been informed that a study by the Indian Institute of Public Administration, New Delhi is in progress, which is looking into the organisational structure and staff requirements of the Board including the Field Counselling and Inspectorate Division. The Committee suggest that completion of the study should be ensured without delay. The Committee have been informed that technical assistance has hitherto been obtained from Small Industries Service Institutes, Handloom Board, Handicrafts Board and Khadi and Village Industries Commission etc. for the formulation of the projects. They suggest that the initial proposals and selection of projects should be subjected to strict scrutiny to ensure that the projects formulations conform to the basic objectives of providing employment opportunities to needy and deserving women.

(e) Regional Imbalances:

6.193. The following table shows the break up of the voluntary organisations assisted by the Central Social Welfare Board upto 1975-76:

| Name of the State/Union Territory. | Total No. of Projects/ Units assisted any through voluntary organisations upto 1975-76. |
|--|---|
| 1 | 2 |
| 1. Andhra Pradesh | 321 |
| 2. Assam | 227 |
| 3. Bihar. | 211 |
| 4. Gujarat | 787 |
| 5. Haryana | 122 |
| 6. Himachal Pradesh. | 82 |
| 7. Jammu and Kashmir. | 52 |
| 8. Karnataka. | 508 |
| 9. Kerala. | 415 |
| 10. Madhya Pradesh | 379 |
| 11. Maharashtra. | 817 |
| 12. Manipur. | 48 |
| 13. Meghalaya | 34 |
| 14. Nagaland | 8 |
| 15. Orissa. | 253 |
| 16. Punjab | 154 |
| 17. Rajasthan | 373 |
| 18. Sikkim | .. |
| 19. Tamil Nadu | 434 |
| 20. Tripura. | 36 |
| 21. U. P. | 485 |
| 22. West Bengal. | 589 |
| 23. Andaman & Nicobar Islands. | 6 |

6.194. The working Group on the programmes of the Central Social Welfare Board while reviewing the distribution of the units (as on 31 March 1976) made the following observation in their Report (1977):

“A review of the present distribution of the units under the Socio-economic programme shows considerable regional imbalance. Compared to States like Andhra Pradesh, Assam, Gujarat, Kerala, Maharashtra, Tamil Nadu and West Bengal, the progress achieved in States like Jammu and Kashmir, Manipur, Meghalaya, Nagaland, and Tripura is rather poor. Further, location-wise, the units are for the most part situated in urban centres, although the programme is also intended for rural areas. This position requires immediate correction.”

6.195. The Working Group made the following suggestion:

“Special efforts should be made to remedy regional imbalances in the implementation of the programme by according higher priority to areas which are socially and economically backward.”

6.196. Likewise, the Study Report of the Programme Evaluation Organisation of the Planning Commission on the working of the Aided Voluntary Agencies in Social Welfare Programme noticed uneven development of the welfare services in the sample districts. On the area of operation the Report states:—

“As for the area of operation, a majority of them (68.5 per cent) were functioning exclusively in the urban areas while only a small percentage was operating exclusive in rural areas. Remaining however, were covering both the population groups.”

6.197. From the table given under paragraph 6.193, it is seen that 317 voluntary institutions were assisted by the Board in Maharashtra, followed by 787 in Gujarat, together (1604) accounting for nearly 24 per cent of the total of 6613 institutions assisted till 1975-76. On the other hand, the number of institutions assisted in thickly populated states of Bihar and U.P. was only 211 and 485 respectively. The Committee desired to know the steps taken or contemplated for equitable distribution of assistance to the various regions through

voluntary organisations. In a note, the Department of Social Welfare has stated:

"The Board is aware of the inequitable distribution of assistance in various States. This matter was also looked into by the Working Group set up by the Department of Social Welfare to examine the programmes of the Central Social Welfare Board. In pursuance of its recommendations the Board took up the following steps:—

- (i) Certain all-India Voluntary Organisations were encouraged to open their branches in uncovered areas.
- (ii) The State Social Welfare Advisory Boards were also requested to promote voluntary action by setting up institutions formed out of their active members in the State Boards and getting them registered.
- (iii) Meetings and Conferences were held in these backward areas to acquaint the social workers with the various programmes of the Board and encourage them to come forward for taking up welfare activities. Mention may be made of the Workshops held in Manipur, Meghalaya, Lakshadweep, Himachal Pradesh, etc. during the recent past."

6.198. The following table shows the State-wise distribution of grants sanctioned to the units under the socio economic programme during the year 1977-78:

6.199. STATE-WISE LIST OF GRANT SANCTIONED DURING 1977-78

| S. No. | State | Agro-based Scheme (Dairy etc.) | Production Units. | Self-employment units |
|--------|----------------------------|--------------------------------|-------------------|-----------------------|
| 1 | 2 | 3 | 4 | 5 |
| 1. | Andhra Pradesh | 68 | 5 | 67 |
| 2. | Assam | 11 | 6 | .. |
| 3. | Bihar | 14 | 6 | .. |
| 4. | Gujarat | 4 | 1 | .. |
| 5. | Haryana | .. | .. | .. |
| 6. | Himachal Pradesh | 1 | 1 | .. |
| 7. | Jammu & Kashmir | 1 | 2 | .. |
| 8. | Karnataka; | 14 | 3 | .. |

| | | | | |
|--------------------------|-----------------------------|------|-----|-----|
| 9. | Kerala | 31 | 26 | 9 |
| 10. | Madhya Pradesh. | .. | .. | .. |
| 11. | Maharashtra. | 25 | 12 | 1 |
| 12. | Manipur | 6 | 2 | .. |
| 13. | Meghalaya | 3 | .. | .. |
| 14. | Nagaland | .. | 1 | .. |
| 15. | Orissa | 11 | 4 | .. |
| 16. | Punjab | 1 | 2 | .. |
| 17. | Rajasthan | 1 | .. | .. |
| 18. | Sikkim | .. | .. | .. |
| 19. | Tamilnadu | 185 | 1 | 22 |
| 20. | Tripura. | .. | 4 | 1 |
| 21. | Uttar Pradesh. | 21 | 10 | .. |
| 22. | West Bengal. | | 14 | .. |
| <i>Union Territories</i> | | | | |
| 23. | A & N Islands. | 10 | 1 | .. |
| 24. | Arunachal Pradesh. | nil. | .. | .. |
| 25. | Chandigarh; | .. | .. | .. |
| 26. | Delhi | 2 | 3 | 8 |
| 27. | Goa; | nil. | .. | .. |
| 28. | Lakshadweep | .. | 1 | .. |
| 29. | Mizoram | 13 | | .. |
| 30. | Pondicherry | 15 | .. | .. |
| 31. | Dadra-Nagar Haweli. | .. | .. | .. |
| | | 437 | 015 | 108 |

6.200. A further break up of the Self-Employment Unit sanctioned during 1977-78 is given below:—

| S.No. | State | No. of Units. | Amounts sanctioned (Rs. in lakhs.) | No. of beneficiaries. |
|-------|----------------|--|--|---------------------------|
| 1. | Andhra Pradesh | 1 (Packed Lunch) @ 360 (Handloom) @ 63 (Sewing machines) | 0.14 } 12.44 6.00 } 12.44 6.30 } | 7 } 300 } 937 630 } |

| 1 | 2 | 3 | 4 | 5 |
|-----------------|---|---|------|------|
| 2. Delhi; | . | 1 (Tonga reda) | 0.02 | 1 |
| 3. Maharashtra. | . | 2 (i) Tailoring, Spinning & packed lunches. | 0.19 | 24 |
| | | (ii) Tailoring and packed lunch. | | |
| 4. Tripura. | . | 1 (Soap making) | 0.09 | 10 |
| 5. Tamil Nadu | . | @20 (Handloom) | 2.00 | 100 |
| | | @21 (Sewing machines) | 2.00 | 210 |
| | | 41 | 4.00 | 310 |
| 6. Kerala. | . | @5 (Handloom) | 0.50 | 25 |
| | | @4 (Sewing machines) | 0.40 | 40 |
| | | 9 | 0.90 | 65 |
| 7. Pondicherry | . | @ 2 (Handloom) | 0.20 | 10 |
| | | 2 (Sewing Machines) | 0.20 | 20 |
| | | 4 | 0.40 | 30 |
| TOTAL | | 182 | 18.4 | 1377 |

@ Under special programme for Cyclone affected areas.

6.201. Asked to indicate whether any study or projection had been made of the needy war widows in the country for purposes of rehabilitating them, the extent of coverage in this field and whether the scheme was extended to other needy women after ascertaining that the needy war widows, were reasonably covered under the scheme, the Department of Social Welfare have, in a note, stated:

"The Central Social Welfare Board has not undertaken a study or projection in regard to the rehabilitation of war widows in the country. The Dairy Scheme of the CSWB was initiated on an experimental basis with a view to extending financial assistance to voluntary organisations for the rehabilitation of war widows at a time when this problem was very much in the fore front. It may be stated in this connection that the Government of India had taken various steps for the rehabilitation of the war widows. At the same time it was considered desirable to cover the needy and deserving women as beneficiaries of

the Dairy scheme under the Socio-economic programme of the Board. Therefore, though the Dairy Scheme was initially taken up as a scheme to help in the rehabilitation of the war widows, it is now a major component of the Socio-Economic Programme of the Board for the benefit of needy and deserving women."

6.202. It is also seen that out of total grants of Rs. 168.65 lakhs to dairy units on 1-4-1978, the units in Andhra Pradesh, Karnataka, Kerala and Tamil Nadu secured total releases of Rs. 92.37 lakhs. Some States like Haryana, Punjab, Rajasthan and U.P. accounted for a total of Rs. 20.97 lakhs. In another note furnished at the Instance of the Committee, explaining the reasons for such large variations and outlining the steps contemplated to remove the regional imbalances, the Department of Social Welfare have stated:

"As explained above, the number of grants depend upon the number of institutions that come forward for assistance and, therefore, it has not been possible to maintain uniformity or equitable regional distribution. In regard to the States where the applications are not received in sufficient numbers, the State Boards have been advised to make special efforts to locate capable institutions and entuse them to take up the Dairy units. In this connection, it may also be stated that from experience it is found that the Dairy Scheme is more popular in the States in the Southern parts of India than in States like Punjab and Haryana in the North."

6.203. The Committee find that there is inequitable distribution of assistance extended to various States almost in all the programmes. The State-wise break-up of projects or units assisted upto 1975-76 shows that the Board assisted through grants 817 units in Maharashtra and 787 in Gujarat, together (1604) accounting for nearly 24 per cent of a total of 6613. On the other hand only 211 and 485 projects or units were assisted in thickly populated States of Bihar and Uttar Pradesh during the same period. According to studies conducted by a Working Group of the Central Social Welfare Board and the Programme Evaluation Organisation of the Planning Commission, a majority of the units were functioning in urban areas and only a small percentage was operating exclusively in rural areas. It was explained by the Department of Social Welfare that grants under the programme are sanctioned to institutions which seek financial assistance and the number of grants depends upon the

number of applications received from the institutions in different States.

The Committee regret to note that there has been inequitable distribution of fostered units and considerable disparity in the quantum of assistance released to various regions. Also a majority of the aided institutions are functioning in urban areas which is indicative of the fact that the rural areas which need greater attention have largely remained neglected. The Committee would like the Central Board to give serious consideration to this problem of growing regional imbalances in the release of grants between different regions and areas and lay down new guidelines for removing the existing glaring disparities.

6.204. The Committee note that in the Fourth Plan the rehabilitation of war widows was brought within the scope of the Socio-economic Programme from 1973-74, namely Dairy Unit Scheme. This scheme was later on extended to other groups of needy women. Out of a total of 770 units which were granted assistance to the tune of Rs. 168.65 lakhs, only 11 units assisted are for the benefit of war widows. The Committee are led to believe that the needy war widows have not been reasonably covered under the scheme and no projections have been attempted by the Department of Social Welfare of the needs of war widows. The Committee would like that feasibility studies for setting up self-employment units like tailoring, grants for providing sewing machines etc., should be explored to cover needy war widows.

6.205. The Committee observe that in the totality of the information furnished and evidence tendered, it is generally noticed that the evolution of Socio-Economic Programme in its present form provides one more illustration of how the undefined scope and content of the programme gets enlarged covering in its fold diversified services. In 1953, the Urban Family Programme for providing supplementary income to needy women belonging to families of low-income group was sponsored by the Central Social Welfare Board under which industrial co-operatives were organised at Delhi, Poona, Hyderabad, Nagpur and Vijaywada during the period 1954-58. In pursuance of the recommendations made by two Committees, one on 'Social and Moral Hygiene' and the other on 'After-care Programme', it was decided to set up a number of After-Care homes in different States on an all-India basis and to attach a production unit to each of them. Though it was initially a preventive service, at a subsequent stage curative and rehabilitative services were brought in its purview. In the Fourth Plan, the Programme was extended

to the rural areas through Family and Child Welfare Projects and in urban areas through Welfare Extension Projects (Urban) and other selected institutions. The rehabilitation of war widows was brought in its fold when a Dairy Scheme was introduced on an experimental basis from 1973-74. Service-oriented units and self employment units were brought within its spectrum in 1975-76. During 1977-78 other types of agro-based units such as piggery, sheep-breeding and goat rearing were also taken up on pilot basis, and the continuation of these would be considered on the basis of their performance. In 1977-78, a special programme for Agro-based and Self-employment units was launched in the cyclone affected areas of Andhra Pradesh, Tamil Nadu, Kerala and Pondicherry. In this context, it is significant that in the initial stages of the commencement of the programme in 1958 the grants for units as ancillary to large industries and for handloom units were sanctioned by the then Ministry of Commerce and Industry and the All India Handloom Board. Surprisingly, the units are eligible for grant limited upto Rs. 1.00 lakh towards working capital and capital assets, even though funds are raised by them from other sources like Nationalised Banks and State Khadi and Village Industries Boards etc. In this connection, it is seen from the information furnished to the Committee that under the Self-Employment Units, aimed at providing employment to needy women and the handicapped at their homes, assistance to the Tonga-reda Unit has been evolved. The Committee are of the view that indiscriminate diversification of the schemes of the Board and limited funds and manpower resources available with the Board, resulted in the Board not having been able to make any impact on the society in any specific direction. The Committee desire that social welfare schemes should be launched initially after proper survey of the needs and requirements and clearly defined group of needy and deserving persons. Further, the schemes launched on pilot/experimental basis should be properly evaluated and based on the results thus demonstrated, further coverage should be considered.

VI-B. SELECTED PROGRAMMES OF THE DEPARTMENT OF SOCIAL WELFARE

6.206. The Social Welfare Services covered by the Central Welfare Board through its programmes have been discussed elsewhere in the Report. Some other activities as covered by the programmes administered by the Department of Social Welfare are:

- (i) Grants to voluntary organisations for the physically handicapped;
- (ii) Scholarships to physically handicapped;
- (iii) Integrated Child Development Services and Functional Literacy;
- (iv) Services for children in need of care and protection;
- (v) Working Women's Hostels;
- (vi) Functional Literacy for Adult Women;
- (vii) Centres for the rehabilitation of destitute women;
- (viii) Training of manpower;
- (ix) Assistance for Social Defence Programmes implemented through voluntary organisations;
- (x) Integrated Education for the Handicapped; and
- (xi) Special Employment Exchanges for the Handicapped.

6.207. The programmes which are sponsored by the Department of Social Welfare, and are being implemented by the Central Social Welfare Board but not included in its budget programmes are under:

(i) *Nutrition Programme for Pre-school Children.*

This programme is being implemented by the Central Social Welfare Board on behalf of the Department of Social Welfare, Government of India, since 1971. Under this programme, financial assistance is given for supplementary nutrition to children of the Balwadis which are being run by the voluntary welfare organisations. The programme is implemented through the State Social Welfare Advisory Boards.

(ii) *Family and Child Welfare Training Centres.*

There are 6 Family & Child Welfare Training Centres, at Allanabad, Gandhigram, Baroda, Indore, New Delhi and Sriniketan, functioning since 1967 onwards. These Centres undertake training programmes of the personnel of the

Family & Child Welfare Projects, Mahila Mandals, and other sponsored programmes of the Central Social Welfare Board, and also of the Integrated Child Development Services Programme. The entire expenditure on these training centres is met from grant given by the Government of India.

(iii) *Scheme of Assistance to Voluntary Organisations for Creches for Working and Ailing Women's Children.*

This scheme has been transferred to the Central Social Welfare Board for implementation on behalf of the Government of India in 1977. Under this programme, voluntary organisations are assisted to provide creches facilities to the children of working and ailing mothers in the age-group of 0—5 years.

6.208. In a note indicating the reasons for the transfer of the scheme of creches for the children of working and ailing mothers, and the supplementary Nutrition Programme through Balwadi and Day-care Centres, from the Department of Social Welfare to the Central Board the Department of Social Welfare have stated:

(i) *Scheme of Creches for the Children of Working and ailing mothers:*

The Scheme was transferred to the Central Social Welfare Board with effect from 1-4-1977. The Scheme was started in 1974-75 and was administered by the Department of Social Welfare upto 1976-77. After ensuring the stability of the scheme, it was deemed proper to transfer it to the Central Social Welfare Board for further implementation as it would, on the one hand, relieve the Department from day-to-day routine work of administering the scheme, such as sanction of grants etc. and on the other hand, it would enable the Department to engage itself in more important matters of policy etc. Moreover, the Scheme could be better supervised by the Central Social Welfare Board with its field machinery all over India in the form of State Social Welfare Advisory Boards. Further, the Central Social Welfare Board was already assisting voluntary organisations in the matter of establishment of creche through their grants-in-aid programme and, therefore, it was considered that the transfer of the Scheme would ensure better coordination. It may also be mentioned here that the transfer of the Scheme was also in accordance with the recommendations of the Working Group appointed by the Government of India to review the programmes of the Central Social Welfare Board.

(ii) *Supplementary Nutrition Programme through Balwadi and Day-care Centres.*

These schemes were also transferred to the Central Social Welfare Board for the same reasons as stated above. The programme of Supplementary Nutrition was introduced in 1970-71, and the Central Social Welfare Board was entrusted with the administration of this Programme on behalf of the Department of Social Welfare. The scheme of training of rural women in Public Cooperation was transferred to the Central Social Welfare Board in 1977-78.

6.209. The Committee desired to know whether there was any duplication of effort as a result of overlapping of some of the schemes. The Department of Social Welfare, have in a written note, replied:

“The contents of the programmes and the pattern of financial assistance under these programmes implemented by the Central Social Welfare Board and those implemented by the Department of Social Welfare are quite different and, therefore, in fact no duplication arises. Besides, in all grants sanctioned by the Central Social Welfare Board, one of the conditions incorporated is to the effect that the institutions should give an undertaking that it has neither received/nor it is likely to receive any grant for the same purpose from any other Department of the Government of India.”

6.210. However, in a Working Group Report (1977), the following comment has been made:

“The Group has noted that there are a few schemes being implemented directly by the Department of Social Welfare through the agencies of voluntary organisations. Some of these schemes overlap with similar schemes being implemented by the Central Social Welfare Board. The Group is of the view that all central sector schemes of grants-in-aid to voluntary organisations for provision of welfare services should, as far as possible, be implemented through the agency of the CSWB. At best the schemes could be tried on a pilot basis by the Department initially for a year or two. As soon as the schemes attain some stability, it would be a better strategy to pass them on to the Central Social Welfare Board, which has a certain field organisation of its own for further implementation. Besides,

it would not be expedient for the Department of Social Welfare to burden itself with the day-to-day administration of sanctioned schemes, involving considerable routine work."

6.211. The Committee find that there is overlapping in some of the schemes implemented by Central Social Welfare Board and those administered by the Department of Social Welfare. The Committee would like the Department to examine the working of the schemes now being administered directly by the Department and transfer those which could be implemented through the agency of the Central Social Welfare Board more efficiently and effectively.

Working Women Hostels.

6.212. The scheme of maintenance grants started in the Second Plan to provide financial assistance to voluntary organisations for the purpose of maintenance of hostels for working women earning up to Rs. 500/- p.m. has since been extended to women whose monthly income does not exceed Rs. 800 per month and is implemented by the Central Social Welfare Board. Under this scheme, the grant not exceeding Rs. 10,000 is sanctioned for providing facilities for about 100 women or below but not less than 10 for one year, *inter alia* to meet the deficit in rent *viz.*, the difference between rent paid by the institutions for the building and rent realised from the inmates. Maintenance grants during the year 1975-76 were of the order of Rs. 1,85,460 for 45 such hostels. Besides, the Department of Social Welfare has been assisting voluntary organisations for the construction/expansion of building for locating hostels for working women in various State capitals and cities with population exceeding 2 lakhs.

6.213. An analysis of the location of hostels shows that the following towns/cities with population of two lakhs and above do not have provision of such facility:

| | Population in lakhs. (1971 census) |
|---------------------------|---------------------------------------|
| 1. Vishakhapatnam (A.P.) | 3.63 |
| 2. Dhanbad (Bihar) | 4.34 |
| 3. Ranchi (Bihar) | 2.55 |
| 4. Kolhapur (Maharashtra) | 2.67 |
| 5. Sangali (Maharashtra) | 2.01 |

| Population in lakhs (1971 census) | |
|---|------|
| 6. Thana (Maharashtra) | 2.07 |
| 7. Ulhasnagar (Maharashtra) | 3.96 |
| 8. Bikaner (Rajasthan) | 2.04 |
| 9. Jodhpur (Rajasthan) | 3.17 |
| 10. Kota (Rajasthan) | 2.12 |
| 11. Agra (U.P.); | 6.34 |
| 12. Aligarh (U.P.) | 2.52 |
| 13. Bareilly (U.P.) | 3.26 |
| 14. Saharanpur (U.P.) | 2.23 |
| 15. Varanasi (U.P.) | 6.06 |
| 16. Moradabad (U.P.) | 2.72 |
| 17. Howrah (West Bengal) | 7.37 |
| 18. Asansol (West Bengal) | 2.41 |
| 19. Durgapur (West Bengal) | 2.06 |
| 20. Bhatpara (West Bengal) | 2.04 |
| 21. South Suburban (West Bengal ; | 2.72 |

6.214. On the other hand it is seen that hostels have been sanctioned in cities/towns with population of less than two lakhs. The details are given below:

| | Population (in lakhs) | No. of hostels. |
|-----------------------------------|--------------------------|--------------------|
| 1. Perambaroor (Kerala) | 0.21 | 2 |
| 2. Kottayan (Kerala) | 0.60 | 1 |
| 3. Abohar (Punjab). | 0.59 | 1 |
| 4. Bhat nnda | 1.31 | 1 |
| 5. Patiala | 1.51 | 1 |
| 6. Rourkela | 1.72 | 1 |

6.215. The criterion of minimum of 2 lakh population has been done away with and the Working Women's Hostel scheme has been liberalised so as to allow a hostel wherever there is a minimum of 25 working women needing accommodation. The scheme has further

been liberalised so as to provide financial assistance to local bodies or cooperative institutions, in exceptional cases, where there are no voluntary organisations working in the field of women's welfare. The provisions as liberalised are reproduced below:

1. Financial assistance shall be provided for undertaking the construction of new buildings for working women's hostels in cities where there is a minimum of 25 working women as certified by the State Government or which are the capitals of the State/Union Territories.
2. Financial assistance will be given on a sharing basis. The grant-in-aid from the Central Government shall not exceed 75 per cent of the total estimated cost of construction/expansion the remaining expenditure being borne by the State Government and/or the institution/organisation concerned. No grant will be admissible for a building providing for less than 20 inmates.
3. The organisation/institution will charge from the inmates reasonable rent not exceeding 10 per cent of their total emoluments in the case of single bed rooms and 5 per cent in the case of dormitories.

6.216. The pattern of assistance for maintenance grants through Central Social Welfare Board is as under:

Under this scheme the grant not exceeding Rs. 10,000/- is sanctioned for providing hostel facilities for about 100 or below but no less than 10 for one year for meeting the following expenditure:

- (i) For the pay of the matron or supervisor.
- (ii) For providing recreational facilities.
- (iii) To meet the deficit in rent viz. the difference between rent paid by the institution for the building and rent realised from inmates. The grant should not be utilised for providing hostel facilities for students training and research scholars.

6.217. The Committee enquired how effective supervision was exercised over construction and management of working women's hostels. The Secretary, Department of Social Welfare stated in evidence:

"The construction of women's hostels is now a scheme directly under the Department of Social Welfare. Supervision is

made and the grants are released. Their maintenance is the responsibility of the Central Social Welfare Board, and the Welfare Officers are expected to see that the Working Women's Hostels are run satisfactorily and that only people entitled to take advantage of such hostels reside there. Also, if there are any problems in receiving grants, they expedite them with the help of the Central Board."

6.218. In a note furnished subsequently (December 1978), the Department of Social Welfare have stated:

"For exercising effective supervision over the construction of Working Women's Hostels, the following conditions have been attached to the grant:

- (i) The organisation shall ensure that the hostel is thrown open to inspection by the officers of the State P.W.D. or of the Central Public Works Department or any other officer designated for the purpose by the Central Government or State Government or both during the period of construction as well as after the construction is completed and it shall be the duty of the organisation to carry out any instructions that may be given to it in this behalf by the Central Government or State Government.
- (ii) The accounts shall always be open to check by an officer of the Central or a State Government deputed for the purpose and shall also be open to test check by the Comptroller and Auditor General of India at his discretion.
- (iii) The organisation shall execute a bond in the approved form for an amount equal to Government grant, securing to the Govt. of India a prior lien on the building for the recovery of the amount paid as grant if the building cases to be used as a hostel for working women.
- (iv) Quarterly progress report on construction and expenditure will also be sent to this Department regularly."

6.219. The following recommendation concerning supervision for construction of Working Women's Hostels was made at the Conference of Social Welfare Ministers held in September, 1977:

"It was observed that since most of the voluntary organisations lack the services of technical personnel inframing their plans and technical supervision for construction of Working Women's Hostels, such facilities may be provided by the State Governments concerned."

6.220. There has been criticism of the misuse of facilities provided by the Department of Social Welfare or the Central Social Welfare Board. Even the evaluation surveys through independent field projects have highlighted that in the absence of well laid criteria for admissions to the Working Womens Hostels, Creches, Children's Houses etc. such facilities are availed of by quite a few residents or inmates, who do not conform to the intended beneficiary group.

6.221. Commenting that the social welfare movement in the country needs to be placed on a sounder footing, a leading daily newspaper sums up the position on 2-10-1976 as under:

"There are complaints that many of them (voluntary institutions) exist only in name, while some deserving ones are rebuffed when they seek official grants. While the services of some professional workers are not being put to the best use, quite a few of those claiming to be volunteers are nothing more than social climbers. The Central Social Welfare Board and similar agencies at the State level will do well therefore to concentrate on making the movement for more effective."

6.222. The Committee enquired what had been the experience of the Department of Social Welfare in regard to maintenance and functioning of the Working Women's Hostels. In a written note, the Department of Social Welfare have stated:

"The Working Women's Hostels are generally working satisfactorily."

6.223. In another note furnished subsequently at the instance of the Committee, the Department of Social Welfare have stated:

"No survey has been made about the number of working women with low-income and their proportion to the total female population of the same age-group."

6.224. The Committee find that under the scheme of Hostels for working women, the Department of Social Welfare provides financial assistance to voluntary organisations to meet the cost of construction/expansion of buildings for use as hostels for working women. Till March, 1978, 130 hostels were sanctioned for about 8400 working women with an allocation of Rs. 568.60 lakhs. This is apart from the annual maintenance grants released by the Central Social Welfare Board limiting it to Rs. 10,000/- per hostel. During the year 1975-76, a sum of Rs. 1.85 lakhs was sanctioned by the Board to 45 such hos-

Hostels. The scheme has been further liberalised so as to allow a hostel wherever there is a minimum of 25 working women needing accommodation, and the initial criterion of minimum of 2 lakh population of the city has also been done away with. Another liberalisation has been that the grants will be admissible for a building providing for 20 inmates or above

6.225. The annual maintenance grants up to Rs. 10,000/- are granted by the Central Social Welfare Board inter alia to meet the deficit in rent i.e. the difference between the rent paid by the institution for the building and rent realised from the inmates. The institution is required to charge from the inmates reasonable rent from the inmates not exceeding 10 per cent of their total emoluments in the case of single-bed and 5 per cent in the case of dormitories. The scheme has been extended to working women with an income not exceeding Rs. 800/- per month.

The Committee appreciate that there is need for providing hostel facilities to working women in bigger towns and cities. The Committee, however, regret to note that huge amounts have been sanctioned by the Department of Social Welfare for construction of new hostel buildings or expansion of existing buildings and by the Central Social Welfare Board for maintenance of such hostels, but no appraisal has been made as to how the hostels are functioning. The Committee are not satisfied with the reply of the Department that these hostels are "generally working satisfactorily".

6.226. The Committee recommend that looking to the huge investments, a cost-benefit analysis of the facility of Working Women's Hostels should be got done with a view to examine the extent to which the cost of this service is justifiable and whether the benefits accruing therefrom have reduced the vulnerability of the weaker sections.

CHAPTER VII

PURCHASE AND DISTRIBUTION OF VEHICLES

Audit Paragraph

7.1. The Central Board purchased 642 vehicles at a cost of Rs. 79.92 lakhs during the period 1954—76 and distributed these, except two retained by it for its own use, to the various State Boards (547) and voluntary institutions (93) for utilisation on welfare programmes. These were, however, not accounted for as assets in the balance sheet as on 31 March, 1976 of the Central Board on the ground that these were registered in the name of the Government of India and their ownership did not vest with the Central Board. It was also noticed in Audit (September, 1977) that no report regarding the use of these vehicles by the voluntary institutions had been called for by the Central Board at any time.

7.2. In response to an enquiry by Audit in January, 1976 regarding the condition and the utilisation of the vehicles allotted to various State Boards and voluntary institutions, the Central Board instructed the State Boards in March, 1977 to undertake a review and intimate the position. The information furnished by the State Boards was stated to be under reconciliation (December, 1977). It was noticed in a audit from the information furnished by the State Boards however, that 107 vehicles had been lying unserviceable and awaited condemnation and disposal (September, 1977). No information regarding the dates from which these vehicles were unserviceable was given by the State Boards except one State Board. In this case, the State Board stated that it had sent proposals for condemnation of six vehicles five to eleven years ago to the Central Board. The Central Board stated (December, 1977) that the proposals for condemnation of these vehicles were being sent to Government on the basis of complete information now furnished by the State Board. Further, 49 vehicles, had been transferred by six State Boards to various departments/organisations of Central/State Governments between 1961 and 1968 but the question of recovery of the cost of these vehicles had either not been taken up or not finalised (December, 1977).

[Paragraph 26 of the Advance Report of the Comptroller & Auditor General of India for the year 1976-77, Union Government (Civil)]

7.3. The Audit Paragraph points out that the vehicles purchased by the Central Social Welfare Board were registered in the name of the Government of India. The Central Board was registered as a Company with effect from 1-4-1969. Explaining the reasons for adopting the above course of action, the Department of Social Welfare have, in a note stated:

"After the Central Social Welfare Board became a company, the question of registering the vehicles in the name of the Central Social Welfare Board was considered and it was decided to continue the procedure of registering the vehicles in the name of the Government of India. It has, however, now been decided by the Government of India to register the vehicles in the name of the Central Social Welfare Board, and action is being taken accordingly."

7.4. The Audit had noticed (September, 1977) that no report regarding the use of the 93 vehicles by voluntary institutions had been called for by the Central Board at any time. In this context, the Secretary, Department of Social Welfare stated in evidence:

"The Central Board, having assigned the vehicles, has got the full registers about all these 642 vehicles; we know to whom they have been assigned. The State Boards also have registered with regard to their whereabouts. All that I am suggesting is that we will update this position and come up to the PAC secretariat to say that the unserviceable vehicles have been condemned and the rest have been transferred to the State Boards in respect of ownership, etc., so that they are able to do the registration and they are fully responsible. Log books are kept by the organisations to which the vehicles are assigned."

He added:

"...I have suggested to the Board that, in the next few months, the census should be taken and it should be ensured that those which are unserviceable are duly condemned according to the rules."

7.5. Asked to give a break-up of the 93 vehicles allotted to various voluntary organisations, together with dates of transfer, the Department of Social Welfare have, in a note furnished subsequently stated:—

"The exact number of vehicles distributed to voluntary Institutions, after full reconciliation, is 83 and not 93. A list of the 83 institutions is given in the enclosed statement*."

*Not reproduced.

It has not been possible to ascertain the dates on which each vehicle was allotted in all cases. Wherever it has been possible to obtain the date of allotment, it has been given in the statement."

7.6. The Committee pointed out that since the vehicles were purchased and distributed by the Central Board, they should have kept a complete record of the distribution. This was necessary to keep a proper track of the vehicle. Moreover, there would have arisen no need to carry out a census to find out the position of each vehicle from the institutions and to reconcile the same, if a complete record was maintained.

7.7. To this, the Secretary, Department of Social Welfare stated in evidence:—

"We have not lost track. The State Boards have records about which agency was allotted a particular vehicle. The Board is now making a total census, arising from PAC's directions, and is ensuring that all the vehicles which are unserviceable and are to be condemned are disposed of and those which can be put in working order are put in working order and transferred bodily to the State Boards, so that the Centre does not have any further worry on this."

7.8. In a note furnished subsequently, the Department of Social Welfare have stated:—

"The record of distribution of vehicles among the different States has been kept by the Central Social Welfare Board. However, as there had been different agencies and transfer among States depending upon the actual requirements, the Board had undertaken review of vehicles with each State Board in February, 1969 and again in May, 1974. A further review was undertaken in March, 1977 to find out the position in respect of each vehicle. This work has since been completed. Apart from the periodical reviews, as mentioned above, the utilisation of the vehicles is also watched by the State Boards and the field staff as well as by the officers of the Central Board during their visits to the Projects/Welfare Institutions. Instructions have also been issued to all the State Boards to send half-yearly reports on the Utilisation of the vehicles under their control."

7.9. When asked to indicate how the Central Board ensured that the vehicles allotted to voluntary institutions were maintained properly, the Department of Social Welfare have stated:

"Vehicles are given to voluntary institutions for use with the condition that they will be responsible for the upkeep and maintenance of the vehicles. The State Boards furnish information on the condition and use of these vehicles given to the voluntary institutions. When the vehicles become unserviceable, action for their condemnation and disposal is taken through the Central Social Welfare Board."

7.10. The Committee desired to know the procedure adopted for condemnation and disposal of unserviceable vehicles. In a note, the Department of Social Welfare have stated:

"Out of 115 vehicles which were unserviceable 101 vehicles have been condemned and disposed of with the approval of the Government of India. Action in the remaining cases is also being pursued."

7.11. The Audit has pointed out that it took the Central Board five to eleven years to finalise the proposal received from one State Board for condemnation of six vehicles. The reasons for the inordinate delay have been explained during evidence by the Secretary, Department of Social Welfare as under:

"The report is that 107 vehicles are unserviceable. They have to be condemned in accordance with the procedure. We depend on the Motor-Vehicles Inspector to inspect each vehicle in whatever area it is lying. Since it is unserviceable, it cannot be brought over to the district headquarters for inspection. That is taking a lot of time."

7.12. In a note furnished subsequently, the Department of Social Welfare have stated:

"Due to procedural difficulties involving other agencies, such as State Road Transport Authority over which the Central Board have no control, the proposals for condemnation and disposal of the vehicles could not be finalised. The Board is actively considering simplification of the procedure to eliminate such delays in future."

7.13. It is learnt that of a total of 49 vehicles transferred to various organisations|Departments of Central and/or State Governments between 1961 and 1968, as many as 13 vehicles were transferred as far back as 1963. However, no action was initiated to recover the cost

of these 13 vehicles. The Department of Social Welfare have explained in a note:

"The 13 vehicles were transferred to various organisations/ Departments of Central/State Governments with the approval of the Government of India for use by them. Since these vehicles were transferred for use by the concerned organisations/Departments and returnable on demand, the question of recovery of cost did not arise."

7.14. As the question of recovery of the cost of the remaining 36 vehicles had also not been finalised till December 1977, the Department of Social Welfare have explained the reasons for delay as under:

"Out of 36 vehicles, 17 were given to Tamilnadu Government, 18 to Kerala Government and one to Himachal Pradesh.

Consequent to the integration of the Tamilnadu State Social Welfare Board with the Social Welfare Department of the State in 1961, these 17 vehicles were taken over by the Government of Tamil Nadu. Similarly, consequent to the abolition of the Kerala State Board, 18 vehicles were taken over by the Government of Kerala for their use. As regards the remaining one vehicle, it was given for use by the Home Guards Departments of Himachal Pradesh. As such, the question of recovery of the cost of the vehicles did not arise as they were given/taken over for use only, and were not formally transferred.

In regard to 17 vehicles with the Tamilnadu Government, the Government of India has since accorded the approval for payment of the vehicles, by the State Government @ Rs. 1,490/- per vehicle. Regarding 18 vehicles with the Government of Kerala, the matter is linked with the settlement of the assets and liabilities of the former State Board, which is being pursued with the State Government concerned. As regards the vehicle with the Home Guards Deptt. of Himachal Pradesh, the vehicle has since been taken over from the State Govt. by the State Board and action for its disposal is now being taken."

7.15. Asked to state as to how proper utilisation of the vehicles was ensured and whether the method evolved for the purpose provided necessary checks against their misuse, the Secretary, Department of Social Welfare replied in evidence:

".....log-books are kept by the organisation to which the vehicles are assigned."

He added:

"These details would be shown in the log-books. This will have to be entrusted to the State Boards. It is for them to give a certificate that the purposes for which the vehicles have been used are consistent with purpose of allocation of the vehicle."

7.16. Regarding maintenance of log books for vehicles with the State Boards, the Chairman, Central Social Welfare Board stated:—

"Where the vehicle is taken and by whom are entered in the log-book, and every time our officers go from here, they examine these log-books. The Chairman and Secretary of the Board also see the log-book."

She added:

"The Driver maintains it (log-Book). where he goes and when he comes back etc., are checked by the Secretary. No body takes the jeep on their own."

7.17. Asked whether the log-books are countersigned, by those who use the vehicles regularly on completion of the journeys, the Chairman, Central Board stated:

"I am not absolutely sure, but I think they are maintaining it."

7.18. In regard to the upkeep of maintenance and utilisation of vehicles by the voluntary institutions, the Secretary, Department of Social Welfare stated:

"In case of voluntary organisations, these 83 organisations have to run it on their own propulsion and the maintenance costs are paid by that organisation. It is only the initial contribution on the vehicle that we make. All the same they are expected to maintain a log book. But if you were to suggest that the log books may also serve as a measure of how reliable those people are and if anybody wants to misuse the vehicle, they can cook the log book and there will be nothing to show that it was misused. But we can ensure that a log book is maintained and there is a regular supervision and counter signature of such a book made by the superior officers."

7.19. The Committee consider it basically wrong that the vehicles purchased by the Central Social Welfare Board and distributed to various State Boards and voluntary institutions should have been registered in the name of the Government of India even after the

Board was registered as a Company with effect from 1-4-1969 with the apparent result that these were not accounted for as assets in the Balance Sheet of the Company as on 31-3-1976. The Committee take adverse note of this lapse in accounting. They would like to be informed whether necessary action for transferring/registering of the 642 vehicles purchased by the Board during the period 1954-76 has been taken and whether these, as also other vehicles that may have been purchased subsequently, have been accounted for as assets in the Balance Sheet of the Company.

7.20. The Committee have been informed that the only watch on use of vehicles is by State Boards through field visits, the inadequacy of which has been recognised. They have further been informed that instructions have been issued to all the State Boards requiring them to furnish half-yearly reports on the utilisation of vehicles under their control. The Committee feel that the checks exercised on probable misuse of vehicles are neither regular nor adequate. They would suggest that apart from organising random surprise checks by field units of the Board, some fool proof method should be devised to constantly ensure proper watch on the maintenance and utilisation of the vehicles. In this connection, the Committee would suggest that the Central Board should keep index card for each vehicle in a cabinet form, wherein the details of each vehicle, periodical utilisation of the vehicles, repairs, carried out from time to time etc., should be filed in. These index cards should be up-dated carefully on the basis of the half-yearly reports received from the allottees of the vehicles.

7.21. From the information furnished to the Committee they are convinced that proper account of the vehicles especially those with voluntary institutions and those retransferred was not maintained by the Central Social Welfare Board. This realisation flows from the fact that necessity for periodical review of the positioning of vehicles with each State Board arose in 1969, 1974 and 1977. The Committee have elsewhere in this report recommended that a centralised register of block account of assets acquired from out of Central Board assistance should be maintained in the Central Board. The vehicles provided by UNICEF for Family and Child Welfare Projects should also be accounted for. The register should invariably contain information about the date of initial allotment and transfer. The Committee also find that the date of allotment has been indicated only against 25 vehicles in the statement of 83 vehicles with voluntary institutions. They would like that the date of allotment is ascertained in the remaining 58 cases, so as to update the records.

7.22. The Committee regard it as unfortunate that it took the Central Board five to eleven years to finalise the proposals for condemnation of six vehicles lying unserviceable with one of the State Boards. The Department has attributed the delay to procedural difficulties involving other agencies over which the Central Board have no control. The Committee have no doubt that had the Central Board taken prompt action, to secure cooperation of the State Road Transport Authority or the Motor Vehicles Inspector of the concerned State, the delay in the condemnation and disposal of vehicles could have been minimised if not altogether eliminated. The Committee need hardly emphasise the need to ensure condemnation of unserviceable vehicles with expedition, since keeping such vehicles for longer duration is bound to result in loss due to depreciation in value. The Committee suggest that to overcome these difficulties it should be so arranged that the unserviceable vehicles with the voluntary institutions are collected and placed centrally in the charge of the Director of Social Welfare of the State concerned and expeditious action should be taken for their disposal.

7.23. The Committee have been informed that consequent to the integration/abolition of Tamilnadu/Kerala State Social Welfare Boards, 35 vehicles (17 to Tamilnadu and 18 to Kerala) were taken over by the respective State Governments. The Committee would like the Central Board to secure settlement of the assets and liabilities of the former Kerala State Welfare Advisory Board with the State Government concerned with expedition. They further desire that formal transfer of capital assets acquired or owned, with the funds of the Central Board should, in future be secured as a matter of course. The Committee would also like the Government to re-examine the criteria for valuation of on-road vehicles so transferred, so that the recoveries or book adjustments carried out correspond to the market value of the relative period.

CHAPTER VIII

CONTRIBUTORY PROVIDENT FUND

Audit Paragraph:

8.1. The rules of the Central Board do not provide for preparation of annual accounts of the contributory provident fund of the employees of the Central Board. As a result, the account of the fund had not been subjected to audit so far, nor had the position in regard to these accounts been brought to the notice of the executive committee. It was stated by the Central Board (December 1977) that the question of getting the accounts of the contributory provident fund audited separately was under examination.

[Paragraph 26 of the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil) p. 200].

8.2. In terms of Article 13(c) of the Articles of Association of the Central Social Welfare Board, "the Executive Committee shall reserve for the decision of the Government, rules of the Company governing conditions of service of the employees, provident fund and other rules." It is, however, seen that the rules of the Central Board do not provide for the preparation of annual accounts of the Contributory Provident Fund of the employees of the Central Board. In the absence of annual accounts of the contributory Provident Fund, it is not ascertainable whether the assets of the fund were sufficient to meet its liabilities. The Committee, therefore, desired to know the latest position in this regard. The Department of Social Welfare have stated:

"The Board has initiated action for preparation of the annual accounts of the Contributory Provident Fund. It will take some more time for the Board to complete the accounts. On completion of the accounts, steps will be taken to ensure that the assets of the Fund are sufficient to meet the liabilities.

It may, however, be added that individual ledger accounts of the employees and broad sheets of Contributory Provident Fund Accounts are audited by the Government Auditors during the annual audit of the Board. The amounts

in the Contributory Provident Fund stand invested in accordance with instructions issued by the Government of India, Ministry of Finance, from time to time."

8.3. The matter regarding extension of C.P.F. benefits to the Project employees in various States came up for discussion at the Conference of State Social Welfare Ministers in September 1978. It is seen that though the staff of the State Social Welfare Advisory Board had been extended CPF benefits in 1963, subject of course, to concurrence of the State Governments concerned to contribute their share, the Project staff do not enjoy the same benefit in quite a few States. It is further observed that the matter has been pending for a long time. The notes on the subject discussed at the said Conference are reproduced below:

"In these circumstances, it is fair and equitable that the same benefit should be extended to the Project staff who have put in long years of service in the organisation. It is all the more necessary because the Project employees do not have any financial security against want in the event of death of a Project employee. The Government of India are prepared to share their 50 per cent expenditure on the additional expenditure which will be incurred as a result of the extension of CPF benefit to the Project employees. Accordingly, the State Government concerned also may kindly agree to meet their share of 50 per cent expenditure on this proposal. Since this matter has been pending for a long time now, it may be discussed in the Conference of the State Social Welfare Ministers so as to reach an early decision."

8.4. The Committee note that the annual accounts of the Contributory Provident Fund of the staff of the Central Board had not been subjected to audit, nor had the position in regard to these accounts been brought to the notice of the Executive Committee. The Committee are informed that the Central Board has now initiated action for preparation of the annual accounts of the Contributory Provident Fund but it is likely to take some more time to complete the same. The Committee are constrained to find that such an important and vital matter has been left unattended so long with the result that it is not ascertainable whether the assets of the Fund are sufficient to meet the liabilities. The Committee need hardly emphasize that the rules of the Central Board ought to have taken care to provide ab-initio for the preparation and audit of annual accounts of

the C.P.F. and presentation thereof before the Executive Committee and submission to Government. The Committee desire that necessary provision should be incorporated in the rules without further delay. The Committee also desire that preparation of annual accounts of C.P.F. in respect of employees of the State Social Welfare Advisory Boards who were extended C.P.F. benefits since 1963, may also be taken care of, if not done earlier.

8.5. The Committee would like that the proposal of extension of C.P.F. benefits to project staff, which has been pending for a long time, should be finalised soon in consultation with the State Governments concerned.

CHAPTER IX

PUBLIC PARTICIPATION

9.1. A major strategy in the development of social welfare programmes has all along been the promotion of voluntary effort. The draft Fifth Five Year Plan assigned a high place to the role of voluntary organisations in such programmes. It envisaged that:

“Such organisations will be encouraged by providing grant-in-aid with the increasing emphasis on the improvement of standards and expansion of welfare services rendered by them. For deriving maximum benefits from the existing organisational machinery, citizens’ participation, use of community resources and intensive workers’ cooperation will be enlisted at various levels.”

9.2. An assessment of the contribution made by the voluntary agencies was considered relevant to have some background for planning social welfare services in the future. Accordingly the Planning Commission through its Programme Evaluation Organisation got conducted a study of the working of the voluntary agencies in the field of social welfare. The genesis of the study (1978) is given below:

“...The Five Year Plans have all along regarded the activities of the voluntary sector as an integral constituent of the strategy for social welfare, not only because these supplemented the efforts of the Government agencies but also because these provided means of mobilising people’s cooperation and participation in these programmes. While there could be no objection, in principle, to the role assigned to voluntary agencies, there were difficulties in determining the extent to which this reliance was justified in the light of their actual contribution. In this context, apart from the absence of reliable information regarding the extent to which the patterns in vogue for grant-in-aid had helped in strengthening and consolidation the efforts of the voluntary agencies, there was also a growing impression that with the establishment of CSWB, voluntary organisations had tended to depend more and more on grants-in-aid from governmental sources and were, therefore, not making concerted efforts to raise adequate pub-

lic contribution to maintain their voluntary character and mobilise public participation. Besides, the standard of service in a number of voluntary welfare institutions was said to be far from satisfactory."

9.3. The Committee desired to know the extent to which the Central/State Boards had been successful in securing public participation in the voluntary effort. In reply, the Secretary Department of Social Welfare stated in evidence:

"There are something like 60,000 voluntary workers throughout the country. They have all come up because of the stimulation and the advocacy provided by the Board and a number of new agencies have sprung up with the help of the Board and I hope it is not a mushroom growth, there is quite a considerable growth of voluntary agencies, all of which are started by the public depending on the type of work they are doing in the social welfare sector. It is reasonable that the reach of the Board has not been adequate in large area of the country."

9.4. Asked to state whether any assessments had been made in the past on public participation, the Department of Social Welfare have stated:

"The Central Social Welfare Board and the State Boards have been able to enlist public participation by way of representation of non-official voluntary social workers on them as members. The voluntary institutions/projects are also mainly managed by non-official voluntary social workers. Their participation has been quite successful. In consideration of the self-less devoted services rendered by the public in support of the programmes of the Board, the money invested on the development of welfare services is negligible. Experience has shown that a little over 1/3rd of the income of the institutions is secured from statutory sources and the remaining expenditure is met by the institutions from their own resources by way of public contribution."

9.5. The Committee desired to know how many well-known institutions are being fostered by the Central Board. The Department of Social Welfare have, in a note, informed:

"There are over 13,000 grants sanctioned under the various programmes of the Central Social Welfare Board to the

Institutions/Projects spread all over the country. There are institutions of All India character having branches in many States such as All India Women's Conference, Kasturba Gandhi National Memorial Trust, Rama Krishna Mission, Indian Council for Child Welfare, Indian Council for Social Welfare, Bharatiya Grammen Mahila Sangh, Bharatiya Adim Jati Sevak Sangh, Mahila Imdad Committee, Harijan Sevak Sangh, Y.W.C.A., Y.M.C.A., Association for Social Health in India etc. etc., which have been aided by the Board under its various programmes. Similarly, there are well known State level institutions such as Andhra Mahila Sabha, Hyderabad; Guild of Service, Madras; Children Aid Society, Bombay; NSD School for the Blind, Bombay; Saket Home for the Orthopaedically Handicapped, Saket, Chandigarh; All Bengal children's Home and Saroj Nalini Dutt Memorial Home, both of Calcutta; Kangla Tongbi Orphanage, Imphal; Assam Hindu Mission, Gauhati; School for the Blind, Nauganj; etc. etc., which have been receiving grants under the various programmes of the Central Social Welfare Board."

9.6. Before the activities of the erstwhile Welfare Extension Projects were brought under the Mahila Mandal Programme, the pattern of assistance was 50 per cent by the Central Board, 25 per cent by the State Government and 25 per cent by local contribution. As the Mahila Mandals came under the General Grants-in-Aid Programme, for which there is no sharing pattern by the State Governments, the portion of the State Government share was also required to be met by the Central Board. Thus the pattern of assistance was 75 per cent by the Central Board and 25 per cent by local contribution.

9.7. Asked to indicate whether voluntary contribution on matching basis was forthcoming, the Department of Social Welfare have stated:

"The Board has experienced instances where contributions on the part of the institutions/Mahila Mandals are not coming forth to the expected level which can be attributed to the drying up of resources through voluntary contributions and fund raising limitations. The Board, therefore, had to relax the condition of matching share by the grantee institutions, particularly in the case of institutions situated in the remote, border, tribal, hilly, backward and rural areas."

9.8. The Committee desired to know if the Board was aware of any instances where the institutions were unable to raise their requisite part of 25 per cent of matching share. In a note, the Department of Social Welfare have stated:

“There have been instances where the institutions were not able to raise 25 per cent matching share. In regard to the Mahila Mandals in areas which have been affected by floods, draught, cyclone etc. and also in backward, hilly and tribal areas, the Board had made relaxation partly or wholly in respect of the matching share by the institutions.”

9.9. The economics of voluntary action lies in people's support through contributions and participation. The Planning Commission's study of 66 voluntary organisations and 62 welfare institutions (in 16 States) completed in 1978 came out with the following finding:

“This evaluation of the voluntary agencies involved in social welfare programmes was taken up with a view to studying their structure and other organisational characteristics and generally appraising the extent to which these were geared to perform the role assigned to them. It could perhaps be said with justification that the study has not provided a definite answer to “how much” the voluntary agencies have contributed to the social welfare in quantitative and qualitative terms. Nevertheless, through this evaluation study, we now know that to a great extent the growth of voluntary agencies has been nurtured by the policies adopted by the Government and by now, a large network of voluntary institutions has come to be established all over the country, in rural as well as in urban areas. It is also clear, at the same time, that a very large number of these institutions do not have a local base and their existence itself may be endangered if there is any diminution in the flow of grants, etc., from the Central Government, the Central and State Social Welfare Boards or the State Governments. Another interesting finding of this study is that quite a sizeable proportion of office-bearers of the voluntary bodies at the local level consists of people who derive their status and prestige from the activities and positions outside the realm of welfare work. They are inducted into these organisations because they increase

the standing of these organisations and in the process make it easier for them to get grants and other assistance from government departments. It has further been brought out that a majority of the voluntary organisations are concerned chiefly with urban areas and such of these as are concerned with rural areas have been engaged in certain stereotyped activities which have been sponsored by the government departments. However, the evidence available also seems to indicate that within the limited areas covered by them, these organizations have been performing useful functions."

9.10. The Evaluation Study Report made the following suggestions:

"The managing committee should preferably be constituted through election. Efforts should be made to include active and enthusiastic members with a sense of devotion to social welfare work. The beneficiaries of the voluntary organisations should also be given representation in the executive bodies.

* * * * *

Central Social Welfare Board, State Social Welfare Boards, and other bigger voluntary organisations may try to enrol enthusiastic social workers in the area and may form a pool of such workers to be utilised for different social welfare schemes.

* * * * *

Efforts should be made by the Central Social Welfare Board and State Social Welfare Boards to mobilise more public contributions from the business houses, sacred centres, etc., and ensure, their involvement in social welfare work."

9.11. The Committee find that reliable information regarding the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies, is not available. According to evaluation study of voluntary organisations, the State Social Welfare Departments and Central/State Boards continue to be two main sources of receiving financial assistance by the voluntary agencies and a very large number of these institutions do not have a local base. The Committee need hardly emphasise that the voluntary organisations have to raise adequate public contributions to maintain their voluntary character and mobilise public

participation. The Committee would like that an evaluation of sources of income of the voluntary institutions to whom grants are sanctioned by the Central and/or State Social Welfare Boards and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contributions and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Government sources. On the basis of result of such an evaluation, the Government should plan its grant-in-aid schemes so as to ensure that such grants are channelised through those deserving institutions who continue to make their own contributions and render selfless social service.

9.12. The Committee have not been able to examine some of the aspects commented upon in the Audit Paragraph included in the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil). Special mention may be made of the Border Area Projects, Holiday Camps for Children, Balwadis in Demonstration Projects, Condensed Courses of Education for Adult Women etc., implemented by the Central Social Welfare Board as also the schemes for the welfare of the handicapped, the aged and infirm, Centres of Rehabilitation of Destitute women, Functional Literacy for adult women, Relief Operations in cyclone/flood affected areas etc., and Training of Manpower administered directly by the Department of Social Welfare. However, the Committee expect that the Ministry of Education and Social Welfare will take due note of the observations of the Audit so as to take remedial action, wherever necessary.

NEW DELHI;

April 20, 1979

Chaitra 30, 1901 (Saka).

P. V. NARASIMHA RAO,

Chairman,

Public Accounts Committee.

APPENDICES

APPENDIX I

(Vide Paragraph 1.11)

OBJECTS OF THE

CENTRAL SOCIAL WELFARE BOARD (COMPANY)

I. *The main objects for which the Company is established are as follows:*

- (a) to take over as agreed upon the assets and liabilities of the Central Social Welfare Board as created by the Government of India in Resolution No. F. 2-6/53. D. II dated the 12th August, 1953 and having its office at New Delhi as on the date of registration of this Company;
- (b) to study the needs and requirements of social welfare organisations from time to time through surveys, research and evaluation in such manner as may be considered necessary;
- (c) to evaluate the programmes and projects of the aided agencies;
- (d) to co-ordinate assistance extended to Social Welfare Activities by various Ministries in Central and State Governments in the programmes entrusted to the Central Social Welfare Board;
- (e) to promote the setting up of Social Welfare Organisations on a voluntary basis in places where no such organisations exist and to promote additional organisations wherever necessary;
- (f) to render technical and financial aid, when necessary, to deserving institutions or organisations including Panchayati Raj Institutions in accordance with the schemes/principles approved by Government of India;
- (g) to promote social welfare activities intended for the general welfare of the public such as welfare of the family, women, children and the handicapped and assistance in cases of unemployment, under employment, old age, sickness, disablement and other cases of undeserved want;

- (h) to organise or promote programmes of Training in Social Work as and when required and also to organise and work pilot projects whenever necessary; and
- (i) to organise through its machinery emergency relief in cases of calamity, national, natural or otherwise, wherever deemed fit or necessary.

II. The objects incidental or ancillary to the attainment of the main objects for which the Company is established are as follows:

To take all such steps as are necessary for the fulfilment or any of all of the aforesaid objects and without prejudice to the generality of the premises:—

- (i) to purchase, take on lease or otherwise acquire, hold, manage, let, sell, exchange, mortgage, or otherwise dispose of, real and personal property of any tenure and for any interest and to act as trustees to hold and to mortgage the land and buildings belonging to the Central Social Welfare Board and its organisations, if any, and to apply the money raised by means of such mortgage for the purpose of the Company;
- (ii) to enter into any arrangements with the Government of India or with any State Government or with authority local, municipal, or otherwise in pursuance of the objects of this Company and to obtain from and such Government or authority all rights and concessions and privileges that may seem conducive to the objects or any of them;
- (iii) to construct, maintain and run any buildings or works necessary or convenient for the purposes of the Company;
- (iv) to sell, improve, manage, develop, exchange, loan, sublet, mortgage, dispose of, turn to account, or otherwise deal with all or any part of the property of the Company;
- (v) to enter into contract for carrying out objects of the Company;
- (vi) to act as trustees of the Provident Fund of the employees of the Company and its organisations;

- (vii) to receive grants, loans, advances or other moneys or deposits or otherwise from State or Central Government subject to the conditions imposed by such Governments besides Companies, Trusts or Institutions or individuals with or without allowances or interests thereon;
- (viii) to draw, make, accept, endorse, discount and execute negotiable instruments;
- (ix) to deposit and/or invest the money of the Company in any securities approved in this behalf by the Indian Government;
- (x) to borrow and raise money in such manner as the Company may think fit;
- (xi) to create any depreciation, reserve, sinking and insurance or any special or other fund and to transfer any such fund or part thereof to any of the other funds;
- (xii) to accept any subscription or donation in cash or kind and take any gift of property whether subject to any special trust or not for promoting any one or more of the objects of the company;
- (xiii) to undertake and execute any trust which may seem directly or indirectly conducive to any of the objectives of the Company;
- (xiv) to subscribe to any local or any other charity and to grant donation for any public purposes other than donations or contributions to any political party or for political purposes as may be decided by the Board;
- (xv) to collect, disseminate and utilise statistical and other informations pertaining to the activities of the Company;
- (xvi) to hold or participate in any seminar, conferences and such other meetings for dissemination or discussion on subjects pertaining to the activities of the Company;
- (xvii) to promote or join in promoting or conduct, undertake or participate in national and international exhibitions, museums, seminars, conferences and conventions;

- (xviii) to subscribe to become a member of or otherwise cooperate with any other associations or Company whether incorporated or not whose subjects are either wholly or in part similar to those of the Company or which would promote the interest of the Company;
- (xix) to have power to establish, regulate or discontinue branches, offices, or agencies within India or appointing representatives or agents or Advisory Committees consisting among other representative of the State Governments|Union Territories there in order to carry out objects of the Company;
- (xx) to manage or superintend the management of all estates and hereditaments which the Board shall become seized or possessed of, or entitled to and erect, pull down, reconstruct, repair and maintain houses or other buildings thereon, and to collect premia, rents or dues and where necessary, to evict tenants from the lands or buildings belonging to the Board;
- (xxi) to execute and to do all such assurances and things as may be requisite to project or complete any instrument or documents whatsoever and to register the same and to authorise any office or officers of the Company to execute and register all assurances and documents in this behalf; and
- (xxii) generally to do all such other lawful things as are incidental or conducive to the attainment of the above objects provided that the Company shall not support with its funds or endeavour to impose and/or procure to be observed by its members or others any regulations or restrictions, which would tend to make it a Trade Union.

APPENDIX II

(Vide paragraph 1.47)

Details of the positions held by each of the non-official members of the present Executive Committee of the Central Social Welfare Board in other organisations.

(i) Smt. Raksha Saran:

1. Patron, All India Women's Conference and Worked as volunteer and later as a member etc., since 1920.
2. National Council of Women in India, Vice-President since February 1978. President from February 1975 to February 1978.
3. Delhi Women's League, Daryaganj, President for many years and a member since 1934.
4. Member, Delhi State Council of Women since 1973.
5. Sunder Nagar Women's Welfare Association, Member since 1959.
6. Chairman of the Governing Body of the Janaki Devi Mahavidyalaya.
7. Member of the Governing Body of the Lady Irwin College for about eight years.
8. Chairman, Delhi Mahila Kalyan Samiti.
9. Member, Executive Committee of Aditya Jha Hostel.

(ii) Smt. Ela Bhatt:

1. Textile Labour Association, Ahmedabad, as Head of the Women Wing since 1968.
2. Self Employed Women's Association, as General Secretary since 1972.
3. Mahila Sewa Sahakari Bank, Ahmedabad, as a Managing Director since 1974.
4. Agriculture Labour Association, Ahmedabad, as Vice-President since 1978.
5. SOS Children's Village, Ahmedabad, as a Member since 1965.
6. Gujarat State Coop. Union, Ahmedabad, as a Member since 1976.
7. Gujarat State Drama Censor Board, Gandhinagar, as a Member since 1975.

8. Gujarat State Equal Remuneration Committee, Ahmedabad since 1977.

(iii) Smt. Indira Miri:

1. President, Yuva Nivas Sanstha, Gauhati, Assam from 1975.
2. Vice-President, Kanya Mahavidyalaya (Degree College) Gauhati, Assam, from October, 1977.
3. Hony. Professor, Banikanta College of Teacher Education, Gauhati, from 1976.
4. Life Member of Srimanta Sankar Kristi Bikas Samity (Socio-religious organisation) Assam.
5. Member, Advisory Committee, Buddhist Organisation, Assam.
6. Associated with:
 - (a) Ramakrishna Mission.
 - (b) Kasturba Ashram.
 - (c) Rotary Club.
 - (d) Lions Club.
7. Member, State Advisory Board of Education, Assam.
8. Member, State Selection Committee for College Teachers from 1977.
9. President/Member of several colleges and Schools of Gauhati.
10. Members Executive Council of the Dibrugarh University, Assam.

(iv) Akbar Jehan Begum (Begum Janab Sheikh Mohammad Abdullah):

1. Member Parliament, Lok Sabha.
2. Vice-Chairman, J&K State Social Welfare Advisory Board for the Dev. of Gujjar and Bakarwals.
3. President, All India Women's Conference, Kashmir Branch.
4. Chairman, Women's Cricket Association.
5. President, Family Planning Association of India, Kashmir Branch.
6. President, Ahbedananda Home for Blind, Deaf, Dumb and handicapped, Srinagar.

(v) Smt. Ratnakala S. Menon:

1. Life Member of the Indian Red Cross Society from 1959 and Member of the Executive Committee of the District

- Branch of the Indian Red Cross Society from 1962.
2. Member of the Advisory Committee for the Suppression of Immoral Traffic in Women & Girls from 1968 (Govt nomination).
 3. Member of the District Family Planning Advisory Committee from 1970 (Govt. nomination).
 4. Member of the District Advisory Committee for National Savings from 1970.
 5. Hony. Joint Secretary of the District Council for Child Welfare from 1968.
 6. Executive Committee Member of the District Jawans' Welfare Committee from 1971.
 7. Vice-President & Member incharge of Family Welfare, Kerala Council of Women from 1956.
 8. Member of the District Development Council from 1971 (Govt. nomination).
 9. Vice-President of the All India Women's Conference and Member incharge of Family Planning from 1971.
 10. Member of the District Hospital Advisory Welfare Committee from 1973 (Govt. nomination).
 11. Member of the Ernakulam District Advisory Committee for Rationing and Allied matters from 1973.
 12. Member of the State Committee of the Indian Red Cross Society representing Ernakulam District from 1975.
 13. Member of the Advisory Board of the Association of the Handicapped of Cochin and all Kerala State Branch.
 14. Member, State Level Government Committee for Food, Rationing and Allied matters from 1974.
 15. Member of the State Level Committee for the celebrations of International Women's Decade.
 16. Member of the State Social Welfare Coordination Committee from 1976.

(vi) Dr. (Smt.) Satyawati Sinha:

1. Chairman, Roorkee Cooperative Bank Ltd., since Nov., 1973.
2. Member-Mahila Kala Kendra, Roorkee, since 1961.
3. Founder Member-Adarsh Bal Niketan, Roorkee University, since 1956.
4. Delegate-Consumers Co-operative Store, Roorkee, since 1974.
5. Member-Arya Kanya Inter College, Roorkee, since 1974.

APPENDIX III

(Vide paragraph 6.144)

SOCIO-ECONOMIC PROGRAMME OF THE CENTRAL SOCIAL WELFARE BOARD

I. CONTENTS OF THE PROGRAMME

The various categories of schemes are mentioned below:—

(i) *Production Units of Small Industries attached to voluntary Welfare Institutions*

There are a number of suitable small industrial items, the manufacture of which involves simple operations and processes, which could be taken up by the voluntary institutions. This group of small industries offers a wide scope for providing opportunities for full-time or part-time employment to the needy women and the handicapped.

(ii) *Units as ancillary to large industries*

There are a number of large scale Public/Private undertakings which require a regular supply of various components and parts. Some of the components and parts required by them can be manufactured by women.

(iii) *Handicrafts Units*

In the field of handicrafts also, production units, training centres and procurement units could be organised. These items are suitable to provide work to the women-folk at their homes.

(iv) *Handloom Units*

The handloom industry also provides good scope for employment of needy women and the handicapped.

(v) *Khadi and Village Industries Units*

There are various items under the Khadi and Village Industries such as spinning, weaving, fibre making, papad making etc. which afford good scope for providing employment to needy women and the handicapped.

(vi) Coir, Spinning and Weaving Units

Coir, Spinning and Weaving Units and Coir Fibre Industries afford good scope for women particularly in costal areas.

(vii) Service Oriented Units

There are small service oriented units which do not require technical knowhow, involving small capital outlay which are suitable to be taken up under this Programme. For example, setting up of canteen units, laundry units, etc.

(viii) Self-Employment Units

There are quite a few items which can be taken up by the needy women and the handicapped at their homes which afford good scope for self-employment. Groups of needy person can be assisted through voluntary institutions under this category; for instance, tailoring, spinning, weaving, papad making, masala grinding etc.

(ix) Agro-based Units—Dairy, Poultry, Piggery, Sheep breeding, Goat rearing

These types of Units such as Dairy, Poultry, Piggery, Sheep Breeding, Goat Rearing are particularly suitable for needy women in the rural areas without uprooting their family life, by maintaining the cattle at their homes.

II. PATTERN OF ASSISTANCE

Under the Socio-economic Programme, grants are sanctioned to voluntary institutions for setting up various types of units. The grants for units of small industries, units as ancillary to large industries, Handicrafts Units, Handloom Units, Khadi & Village Industries Units, Coir Spinning and Weaving Units and Service Oriented Units are determined on the basis of the schemes which are approved by the Small Industries Service Institutes, the Handloom Board, the Handicrafts Board etc., as the case may be. The total grant amount for the Unit is limited to Rs. 1.00 lakh and the grant is given for the following purposes:—

- (i) Towards purchase of Machinery, equipment and tools.
- (ii) Training expenditure (wherever necessary).
- (iii) Working capital for the unit.

- (iv) Construction of work-shed or for additions and alterations to the existing building (wherever necessary)—limited to Rs. 25,000/-

Pattern of Assistance for Agro-based Units

The pattern of financial assistance for a Dairy Units of 5 beneficiaries is given below:—

| | | |
|--|------------|---|
| (i) Non-recurring loan to be given by the grantee agency to the beneficiaries. | Rs. 11,000 | Includes cost of buffaloes and miscellaneous expenses on milk pan, feeding vessels etc. |
| (ii) Working Capital for 2 months (as grant) | Rs. 1,150 | Includes cost of fodder and miscellaneous items. |
| (iii) Administrative Expenses for 12 months (as grant) | Rs. 1,800 | Includes salary of an Organisor-cum-part-time accountant and miscellaneous items. |
| TOTAL | Rs. 13,950 | (or say Rs. 14,000) |

NOTE.—Grant can be given to an institution for more than one Unit depending upon the availability of number of needy women, within the overall ceiling of Rs. 1.00 lakh.

Assistance to voluntary institutions for setting up other types of agro-based Units such as piggery, sheep-breeding, goat rearing and poultry are based on the schemes approved by the Animal Husbandry Departments of the State Governments and on pattern of assistance similar to Dairy Units. These Units were sanctioned on pilot basis during 1977-78 and the continuance of these would be considered on the basis of their performance. In regard to Self-Employment Units also, the pattern of assistance is on the model of Dairy Units, whereby the assistance given for the equipment is as loan and for working capital and administrative expenses as grant.

III. CONDITIONS OF ELIGIBILITY

The assistance under the Socio-Economic Programme is given to voluntary institutions. The institutions should fulfil the conditions of eligibility to receive grants from the Board under the General Grants-in-aid Programme. The important conditions of eligibility are:—

- (i) It should be registered under an appropriate Act or be a regularly constituted branch of a registered welfare organisation.

- (ii) It should be well established and engaged in the field of social welfare activities.
- (iii) It should also have a properly constituted Managing Committee with its powers, duties and responsibilities clearly defined and laid down in a written constitution.
- (iv) It should have been normally engaged in social welfare work for a minimum period of three years. Relaxation can, however, be made (a) in the case of institutions in hilly, remote, border and backward areas, (b) in the case of those who propose to provide work and wage to needy/destitute women in rural areas where similar services are not available and (c) in the case where the need for starting the Socio-Economic Programme is recognised by the State Board. This does not apply to old well established organisations which have started or propose to start Socio-Economic services in the areas where they are most needed.
- (v) It should have facilities, resources, personnel, managerial skill, and experience to initiate the activity for which the grant is required.
- (vi) It should have a good management and be financially sound with a capacity for successfully implementing the scheme on commercial lines.
- (vii) It should be open to all citizens of India without any distinction of religion, race, caste, or language.

IV. PROCEDURE FOR APPLICATION FOR GRANTS

The institutions desirous of obtaining assistance under the Socio-Economic Programme are required to submit their applications to the State Social Welfare Advisory Board of the State. The application should be accompanied with the following documents:—

- (a) Copy of the registration certificate.
- (b) Constitution/Memorandum of Association and Rules and Regulations of the institution.
- (c) Audited accounts for the last 3 years.
- (d) Annual Progress report.
- (e) Scheme for setting up Production Unit duly approved by the concerned technical authority *e.g.* like SISI, Handicrafts Board and the Handloom Board etc. In the case of an application for a Dairy Scheme, list of beneficiaries,

eligibility certificates, list of the proposed sub-Committee for implementing the programme as laid down in the scheme are required. The application should be addressed to the Chairman of the concerned State Social Welfare Advisory Board and an advance copy be sent to the Central Social Welfare Board, for information.

V. CHANGES THAT HAVE BEEN BROUGHT ABOUT IN THE SCHEME SINCE ITS INCEPTION

Under the various categories of schemes for which assistance is given to the voluntary institutions, a new scheme *viz.* Dairy Unit Scheme was introduced from 1973-74 under which needy women are supplied with buffaloe/cow. This scheme was started initially for war widows and later on extended to other groups of needy women as it was found to be suitable, particularly in the rural areas.

2. The Board also introduced service oriented Unit and Self-Employment Units since 1975-76. These schemes were taken up as they are of non-technical nature involving a modest capital outlay.

3. During 1977-78, other types of agro-based units such as piggery, sheep breeding and goat rearing were also taken up on pilot basis, on the model of the Dairy Unit. These units were set up on the basis of schemes prepared by the Animal Husbandary Departments of the State Governments concerned on the lines of the Dairy Scheme. These units were found to be suitable in the States of Jammu & Kashmir and in the Eastern Region since the dairy scheme was not found to be suitable in those areas.

4. In regard to the pattern of financial assistance, the changes made were:—

- (i) The ceiling of the grant was raised from Rs. 50,000/- to Rs. 1.00 lakh per unit from 1961-62;
- (ii) In the initial stages of the commencement of the Socio-Economic Programme in 1958, the grants for units as ancillary to large industries and for handloom units were sanctioned by the then Ministry of Commerce and Industry and the All India Handloom Board. The pattern of assistance for ancillary units was in the form of grant and loan (grant to cover non-recurring expenditure and half the portion of the working capital and the remaining half of the working capital as loan). In the case of

Handloom Units, the grant for a 30 loom training unit was upto Rs. 70,000/- and in the second year when the unit functioned as a Production Unit, the assistance was in the form of grant and partly as loan (100 per cent expenditure on salary of staff and 75 per cent of the expenditure on equipment as grant and remaining 25 per cent of the expenditure on equipment and 100 per cent of the amount required as working capital as loan). The ceiling limit for grants for these categories of units is upto Rs. 1.00 lakh, since the Board is giving grant for such categories as well, as stated in the para III above.

5. Grant for construction of a work-shed or for additions or alterations to the existing building was upto Rs. 15,000/- in the initial stages. The ceiling has been raised to Rs. 25,000/ from 1961-62 in consideration of the rise in the cost of construction.

APPENDIX IV

(Vide paragraph 6.170).

Irrecoverable Grants Written off in the Central Board's Meeting

| Sr.No. | Name of the Institution | Programme | (Rupees) Amount written off |
|--------|---|---------------------|-----------------------------------|
| 1 | 2 | 3 | 4 |
| 1. | Vidyarthi Bhavan, Bratacharigrand, P. O. Joka, 24- Parganas, W. Bengal. | Grants-in-aid. | 300.00 |
| 2. | Silpasri, Rangahathpur, Barisha, Calcutta-8. | Do. | 1000.00 |
| 3. | Silpayatan, P.O. Joka, 24- Parganas, West Bengal. | Do. | 2000.00 |
| 4. | Samaj Seva Niketan Jagrem Ludhiana, Punjab. | Do. | 240.00 |
| 5. | Binapani Library, Ranakuchi, Tihu, Kamrup, Assam | Do. | 150.00 |
| 6. | Grama Sevini Mahila Samajam, Tottapalli, Kerala. | Do. | 91.00 |
| 7. | Kasturba Vanitha Samajam, Pallipadu, Kerala. | Do. | 200.00 |
| 8. | 79 cases of defunct Institutions upto the end of March, 1961. | Do. | 69287.5 |
| 9. | Mahila Mandal Hiron-Khodi, Distt. Sahars, Madhya Pradesh. | Mahila Mandal. | 3093.19 |
| 10. | Nav Yuvak Sangh, Pokar Bihar. | Condensed Courses; | 9314.66 |
| 11. | Adarsh Saraswati Vidyalaya, Dehradun. | Do. | 122.27 |
| 12. | P. I. C. Ajaygarh. | W. E. P. (G.D.) | 3000.00 |
| 13. | Association for Moral and Social Hygiene, Bihar Branch, Patna. | Condensed Courses. | 4071.72 |
| 14. | F. & C. W. Project, Chaper (Assam). | F. C. W. Projects. | 8006.68 |
| 15. | Seva Hospital, Gudiveda (A. P.) | Plan Period Grants. | 17 617.00 |

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APPENDIX V

Conclusions/Recommendations

| Sl. No. | Para No. | Ministry Concerned |
|---------|----------|--------------------|
|---------|----------|--------------------|

4

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|----|------|--|---|
| 17 | 1.29 | Education & Social welfare (Dept of Social Welfare) | <p>The main object incorporated in the Memorandum of Association of the Central Social Welfare Board when it was registered as a company, under the Companies Act, 1956, with effect from 1st April, 1969 is to 'study the needs and requirements of social welfare organisations from time to time through surveys, research and evaluation in such manner as may be considered necessary'. The Committee find that some sort of evaluation of the selected programmes of the Central Social Welfare Board was attempted now and then through appointment of Study Teams and review committees. However, no comprehensive system of objective evaluation of the welfare services to meet the specified and surveyed needs of the voluntary organisations has been evolved. The Committee were informed during evidence that 'voluntary organisations are agencies which some times have a number of programmes' and, therefore, causing a survey to be made of the needs and requirements of social welfare organisations 'would not be very practical'. The Committee are unable to appreciate this argument. The Committee feel that it is essential to have a monitoring machinery to</p> |
|----|------|--|---|

ensure efficient and correct implementation of the wide range of programmes and to assess their impact on the beneficiaries. The Committee recommend that a proper method of evaluating the implementation of the programmes of the Board and their impact on the society should be evolved.

2 1.42 Education & Social Welfare
(Deptt. of Social Welfare)

In paragraph 2.23 of their 52nd Report (Third Lok Sabha), the Public Accounts Committee (1965-66) had reiterated their earlier recommendation contained in their 19th and 38th Reports (Third Lok Sabha) and had observed that the Central Social Welfare Board had been in existence for the last 12 years but no final decision of placing it on a statutory footing had been taken. Finally, the Government registered the Central Social Welfare Board as a charitable company under the Companies Act, 1956, with effect from 1st April, 1969. However, views were expressed that the company status of the Central Social Welfare Board required re-consideration. After considering various proposals to give it a new status it was decided in 1971 to register the Central Social Welfare Board as a Central Society under the Central and other Societies (Regulation) Bill, when enacted. This Bill however lapsed on the dissolution of Fifth Lok Sabha and Government is now giving a new thought to the question of assigning a more suitable juridical status to the Central Board. The Committee regret to note that no final decision has been taken in this matter, which has been pending since 1971. As the future footing of the State Social Welfare

Boards which also at present do not enjoy any juridical status revolves around the status that might be given to the apex body, i.e., the Central Board, the Committee urge that the long standing question of assigning a more suitable and adequate status to the Central Social Welfare Board should be finalised early and a suitable legislative measure brought before the Parliament in this regard without further delay.

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From the data pertaining to the position held by six non-official members nominated on the present Executive Committee of the Central Social Welfare Board from amongst Social Scientists (Social work Educators), Social Welfare Administrators and prominent Social Workers, it is seen that they hold offices in more than one organisation. One Member is associated with as many as 16 organisations and three others with 8—10 organisations. One Member who held the Membership of the Executive Committee earlier from 1st April, 1969 to 31st August, 1976 has again got nomination from 6th June, 1978 and the term of the Executive Committee constituted on 6th June, 1978 is 'until further orders'. Similarly, the Chairmen of State Social Welfare Advisory Boards of quite a few participating States or Union Territories as also some M.L.As find representation as women representatives in the General Body of the Central Board. The Committee have a feeling that because of their Membership of various other organisations, the work of the Central and/or State Boards often gets affected and this tendency needs to be discouraged, if not wholly curbed.

4 1.69 Education and Social Welfare
of
Department
Social Welfare)

Looking to the magnitude of the work which has been growing manifold since the inception of the apex body, namely, the Central Social Welfare Board, it is doubtful whether the lone Chairman of the Board would be able to administer and organise its affairs, much less consistently supervise the social services scattered over the country. In the circumstances, the Committee desire that Government may consider what positive steps should be taken to make the Central Board a dynamic and vigorous body capable of shouldering the increasing responsibility in the context of enlarged scope of welfare activities. In this connection, the Committee would like the Government to examine the feasibility of providing a whole time Vice-Chairman in the Central Board to share the increasing responsibilities of the Chairman.

5 1.70 -do-

The Committee would also like the Government to give a fresh look at the composition of the General Body of the Central Board and its Executive Committee to find out whether any structural change in their composition, especially in the representation of non-official members, is called for in the best interest of the working of the Central Board, the State Boards, the various projects and units functioning under the Boards as also the varied segments of beneficiary group under various schemes and programmes implemented by the Board.

The Committee note with concern that though it is the prerogative of the Central Board to nominate half the Members of the State Social Welfare Advisory Boards, there have been instances where the State Governments differed in accepting the nominees of the Central Board, e.g. in the case of re-constitution of the State Boards of Punjab, Madhya Pradesh, Tamil Nadu, Pondicherry, Tripura, Haryana and U.P. The Committee have an apprehension that differences between the State Governments and the Central Board regarding persons to be nominated to the State Boards, arise due to extraneous considerations. The Committee need hardly emphasise the importance of nominating persons with solid social welfare background on the State Boards. The Committee would, therefore, like that the nominations to the State Boards are based on merit, also keeping in view balanced geographical representation.

The Committee also note that though under Article 9 of the Articles of Association, the Chairman of State Board is to be selected by the concerned State Government/Union Territory Administration in consultation with the Chairman of the Central Board, there have been some cases when selection of the Chairman of the State Boards could only be arrived at after correspondence or personal discussions between the State Government and the Central Board. The suitability of persons appointed as Chairmen of State Boards is of paramount importance if the various social welfare schemes are to be implemented effectively. The Committee would therefore suggest that some criteria or guidelines should be laid down in the matter and these should be taken into considera-

tion at the time of selecting persons for appointment as Chairmen of State Boards.

- 8 1.73 Education and Social Welfare (Department of Social Welfare) The Committee have been informed that the tenure of State Social Welfare Advisory Boards is usually 2 to 3 years at a time. It is seen that reconstitution of 11 State Boards due during the years 1977 and 1978 was not completed in time. In some cases the term of the State Boards was either extended or the Boards were reconstituted with the same Chairman and Members. In the case of Assam, Manipur, Mizoram and Pondicherry the tenure of the State Boards has not been specified. The representative of the Department of Social Welfare conceded that to a certain extent, the delay in the reconstitution of the State Boards affected their day to day functioning as well as the sanction and release of grants to the voluntary institutions under the various programmes. The Committee are, therefore, of the view that the tenure of State Boards should be invariably specified by rules or in the notification or resolution regarding reconstitution of the State Boards. The Committee also feel that there should be a uniformity in the tenure of the State Boards and action should be initiated well in time to ensure that the State Boards are reconstituted by the due dates.

The Committee find that one of the important functions of the State Social Welfare Advisory Board is to coordinate the welfare and development activities of the State Government and the Cen-

tral Social Welfare Board to avoid duplication. With the process of decentralisation in the working of the schemes and programmes with a view to achieving a greater measure of operational efficiency, the need for closer and broad-based functional coordination assumes added importance. Moreover, some of the welfare services are sponsored by more than one Ministry or Department. For instance, the nutrition programmes are sponsored by the Ministry of Agriculture and Irrigation and the Ministry of Health and Family Welfare apart from the Department of Social Welfare (through the Central Social Welfare Board), Family and Child Welfare has been the concern of the Ministry of Health and Family Welfare, the Department of Community Development and C.S.W.B. The Tribal Development Blocks are sponsored by the Ministry of Home Affairs and the Department of Civil Supplies and Cooperation. The Ministry of Labour deals with Labour Welfare. Therefore, an effective coordination is of vital importance to avoid overlapping in the working of all the concerned Departments as also the voluntary agencies. The Committee have been informed that the coordination between the State Social Welfare Advisory Board and the concerned Departments of the State Governments is available but there is a scope for further improvement.

The Committee recommend that a suitable procedure should be evolved so as to ensure that there is coordination between the social welfare agencies functioning under the Central or the State Governments and there is no duplication of effect at any level.

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11 2.13 Education and Social Welfare (Department of Social Welfare)

The Committee find that in 1971-72, the expenditure on programmes included in the Central Social Welfare Board's budget stood at Rs. 249.27 lakhs, and the administrative expenditure including its share of administrative expenditure on State Boards amounted (to Rs. 35.58 lakhs. With the increase in expenditure on programmes in 1977-78 to Rs. 441.89 lakhs, the total administrative expenditure has risen to Rs. 78.16 lakhs thus representing 17.68 per cent of the expenditure on programmes. The Committee is of the view that administrative expenditure to the extent of 17.68 per cent of the total expenditure on programmes is on the high side. They would like the Board to effect economy in administrative expenditure.

12 2.19

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The Committee note that originally an outlay of Rs. 200 crores on social welfare was proposed in the Central Sector during the Fifth Five Year Plan, but later on, this outlay was revised to Rs. 63.53 crores. The fact that the Draft Plan outlay was scaled down by Rs. 136.47 crores highlights the extent to which the original outlay was over-pitched. The wide gap between the original outlay and the revised provision, is indicative of the fact that adequate attention was not paid to careful and realistic framing of original estimates. The Committee consider it significant that such inflated original outlay on one sector tantamounts to depriving other equally needy sectors of the requisite funds and this tendency needs to be checked.

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It has been stated that in the Draft Fifth Plan, it was envisaged to start about 1000 Integrated Child Development Services (ICDS) projects in a phased manner during the Plan period for which an outlay of Rs. 140 crores was provided. Later on, it was decided to take up only 33 projects during 1978-79 on an experimental basis with a revised outlay of Rs. 7.40 crores. From the summary record of the meeting held in the Planning Commission on 11th May, 1976, it is seen that the number of projects to be started was to be kept at 40 until the decision was revised based on a proper evaluation. The Committee have been informed that the scheme of Integrated Child Development Services (33 experimental projects started in the Fifth Plan) was being evaluated by the Programme Evaluation Unit of the Planning Commission, before its expansion in the Sixth Plan. The Committee cannot resist the impression that the scheme of Integrated Child Development Services with an outlay of Rs. 140 crores for starting 1000 Integrated Child Development Services (ICDS) projects, was only one example of an attempt to launch an over-ambitious programme when looked at from the point of view of its practicability. The Committee would, therefore, like that the proposals initiated by the Central Board for starting new schemes or for expanding the existing schemes should take into consideration the availability of manpower and material resources for implementation of the schemes.

The Committee note that the partially decentralised programmes are, (i) Family and Child Welfare Projects; (ii) Welfare Extension Projects (O.P. & C.D.); (iii) Condensed Courses of Education for

Adult Women; (iv) Socio-economic Programme (Dairy Units) and (v) Demonstration Projects. In these cases, grants are sanctioned by the Central Board to individual institutions. Project Implementation Committees but release of funds is made through the State Boards. Control over utilisation is watched by the Central Board except in respect of one programme (Condensed Courses of Education for Adult Women) where the watch over utilisation is done by the State Boards. About the rationale behind introducing partially decentralised programmes, the Secretary, Department of Social Welfare conceded during evidence that "this half-way house is not a very happy state of affairs". In a subsequent note, the Central Board stated that the question of having either fully centralised or fully decentralised programmes would be considered by the Board after taking into consideration the various factors such as the capacity of the State Boards, the availability of appropriate personnel, etc to administer the programmes. The Committee would, therefore, recommend that the working of partially decentralised programmes should be evaluated with a view to bringing about necessary changes for better superintendence and implementation of such programmes in future.

15. 4.9 Education and Social Welfare (Department of Social Welfare)

The Committee find that the State Boards had an unutilised balance of Rs. 48.37 lakhs out of grants released to them by the Central Board as on 31st March, 1975. Yet, the Central Board released grants of Rs. 76.13 lakhs to the State Boards at the fag end of the financial

year 1974-75, i.e., in March, 1975. Out of this total amount of Rs. 124.50 lakhs available in March 1975, a sum of Rs. 61.85 lakhs was still lying unspent with them on 1st September, 1976. The explanation that "due to various reasons, there occurs delay in getting complete information necessary for the final release of funds and thus certain amounts get released towards the end of the financial year is not convincing as it does not justify retention of heavy unutilised balances. To some extent such accumulation only give rise to unhealthy tendency of diversion of funds. The Committee would like the Ministry to evolve a self-regulatory mechanism, whereby release of 'on account' grants are related to the progress of expenditure and existence of unutilised funds is invariably taken into consideration. Release of grants should also be spread out during the year so that there is no rush for release of funds towards the end of a financial year. Further, Government should devise an inbuilt system whereby refund of unspent plus balances remaining after adjustments is effected within a reasonable period.

16 5.38

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The Committee regret that despite the simplification of procedure in 1973-74 in regard to the furnishing of unaudited statements of accounts for the previous year by the 30th of June and of the audited statements of accounts by 30th September and the setting up of an Accounts Finalisation Cell in 1975, there had not been any perceptible improvement in the receipt of audited accounts. They note that as in December, 1977 audited accounts were outstanding in respect of 5,978 grants involving a sum of Rs. 495.48 lakhs. That the machinery was galvanised into action only after the issue was highlighted

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by Aud^{ts}, is evident from the fact that audited accounts outstanding against 1678 grants involving about Rs. 72.78 lakhs were liquidated by June, 1978 and 1224 grants involving about Rs. 47.18 lakhs by December 1978, thus bringing down the total number of audited accounts outstanding upto 1975-76 in respect of 3076 grants, involving Rs. 375.52 lakhs. However, taking into account the outstanding further accumulated for 1976-77, numbering 1264 grants involving a total sum of Rs. 121.06 lakhs, the items for which audited accounts were still to be received by December 1978 was 4340, involving an amount of Rs. 496.58 lakhs. It is disconcerting to note that the problem of liquidation of old outstanding pertaining to earlier period, i.e., 1961-66 has got to be given the attention that it deserves because 273 items, involving Rs. 6.07 lakhs still remain outstanding as in December, 1978. The Committee take a serious view of the casual treatment given by Government in liquidating the outstanding. They would like the Central Board to draw up a crash programme for liquidation of outstanding accounts and follow up this programme scrupulously.

17 5.39 Ministry of Education and Social Welfare (Department of Social Welfare)

The Committee find that the average of outstanding per programme in respect of Central Board's grants comes to Rs. 13,382 per institution as against Rs. 2,582 in respect of programmes administered by the State Boards. From the break-up of outstanding audited accounts, it is seen that in the Central Sector, the Demonstration Projects (Balwadis) and Family Child Welfare Projects numbering

2163 and 489 involving an amount of Rs. 53.52 lakhs and Rs. 281.40 lakhs respectively, constitute the two major components in respect of which the outstandings are to be liquidated. In the grants administered by State Boards, bulk of the arrears pertain to Nutrition Programme, wherein 1467 items involving Rs. 33.56 lakhs are outstanding. The Committee have elsewhere in the Report commented upon the misutilisation of grants particularly under Nutrition Programmes and the inadequacy of the devices and checks provided. The matter of non-receipt of utilisation certificates in these programmes assumes added importance at the Central Board does not have adequate supervisory inspecting agency and accepts the utilisation certificates upto Rs. 5,000 from the field staff and 'Panchas' and the number of institutions not rendering utilisation certificates having become defunct or wound up in States Boards Sector being as high as 243. Moreover, the quantum of grants sanctioned in the case of family and child welfare projects alone is at an average of the order of Rs. 60,000 per project.

The Committee have been informed that the Central Board accepts the utilisation reports from Chartered Accountants/Local Fund Auditors etc. as the sole evidence of proper utilisation. This procedure, the Committee feel, is not fool-proof. The Committee suggest that the Board should, besides strengthening its own supervisory inspecting agency, send out small teams for physical verification on a sample basis, at least in the case of major grants, so as to ensure that the funds released by the Board are utilised for the specified purpose.

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Ministry of Educational and Social Welfare (Department of Social Welfare)

The Committee find that the West Bengal Societies Registration Act, 1961 empowers the Registrar to call for information on the affairs of a Society. Similarly, the Bombay Public Trust Act, 1950 contains certain provisions whereby the accounts have to be audited by an auditor and it is the responsibility of the auditor to send a copy of the audited accounts to the Charity Commissioner, Bombay. However, according to the information available with the Department of Social Welfare, it is not readily known as to how many States have the post of Charity Commissioner. The Committee have been informed that the Department of Social Welfare have addressed all the State Governments requesting them to examine the legislation in their States and to initiate action to provide for similar powers of superintendence in the Registration of Societies Act, by suitable amendments, if necessary. The Committee trust that the matter would be pursued with the State Governments to its logical conclusion so that the Audited Accounts are sent by voluntary institutions to the authorities concerned in time.

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The Committee find that necessary data regarding receipt of audited accounts and utilisation certificates and their acceptance was maintained only in the concerned Divisions of the Central Board and in the State Boards in respect of programmes for which the State Boards accept the account. The Committee were informed that to have a consolidated centralised record would not only be time-con-

suming but may also tend to duplicate the efforts. Since the Central Board follows the procedure laid down in the General Financial Rules for obtaining reports of utilisation of grants, utilisation certificates have necessarily to be furnished by the authority sanctioning the grants to the Finance|Audit Officer, for which a centralised system of watching the issue of utilisation certificates is essentially required. The Committee desire that this question should be considered by the Department and a suitable arrangement worked out for streamlining the checks on outstanding utilisation certificates.

21 5.43

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The Committee have been informed that in the case of institutions which have not utilised the grants or have not complied with the terms and conditions of the grants, the Central Board does not sanction further grants to such institutions and also withholds any balance due to them. State Boards are also advised accordingly. The Committee trust that in case of recalcitrant institutions, their applications for grants under all the programmes are summarily rejected and those found to have indulged in malpractices are served with notices to refund the amounts already sanctioned. The Committee have dealt with this aspect in greater detail in the subsequent chapter.

22 5.58

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The Committee note that according to the procedure adopted by the Central Board, funds released for a particular purpose for a prescribed period are required to be utilised by the grantee institutions for that specified purpose and within that period and the unutilised balance refunded to the Central Board.

The Department of Social Welfare has conceded that 'instances of temporary diversion of funds by the State Boards from one programme to another programme had come to the notice of the Central Board'. That the diversion of funds continues unabated even after the impropriety had been pointed out by Central Board to State Boards in May 1975, is evident from the information compiled by Audit (September 1978), which reveals that at least four States viz., Karnataka, U.P. West Bengal and Maharashtra had reported that there had been cases where funds received by the State Boards for specified schemes had been utilised by them for other schemes. In the case of West Bengal, the diversion from the Central Schemes to the State Schemes aggregated to Rs. 4.86 lakhs as on 31 March 1976 and Rs. 2.84 lakhs as on 31 March 1977. Furthermore, in the case of Gujara and West Bengal, the reports received by Audit indicated that diversion of funds due to delay in getting States share of the grant had affected the implementation of the Central Sector Schemes of Special Nutrition Programme and Womens' Training Programme respectively. The Department of Social Welfare have also conceded that in the case of F.C.W. projects and W.E.P. (CD) and Border Area projects, in the States of Bihar, Haryana and Nagaland, the delay in the release of States' share affected the implementation of the programmes. The Committee have been informed that the aspect of strengthening the control mechanism in order to ensure that the funds released for a

specified purpose are utilised by the State Boards for the intended purpose, is under the consideration of the Central Social Welfare Board. The Committee hope that in future diversion of funds would be totally curbed.

23 5.59

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The Committee take an adverse view of the inordinate delay ranging upto 33 months in the payment of salaries to project staff. In this context, the Committee take special note of the explanation offered during evidence by the representative of the Department of Social Welfare that 'the competence of the Department in the Government would be definitely limited to writing to the State Governments'. They also note that in a communication dated 24 July 1978 addressed to the State Governments, the Department of Social Welfare had pointed out delayed payment of salaries to the State Board employees. The Committee desire that since delay in payment of salaries inevitably causes hardship and has a demoralising effect on the project staff, earnest and endeavours should be made by the authorities concerned to ensure timely payment of salaries to the staff of the units functioning under the State Boards.

24 6.77

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The Committee find that the Nutrition Programme was included in the Fourth Five Year Plan with a provision of Rs. 6 crores. To initiate the programme during 1970-71, a provision of Rs. 20 lakhs had been made in the annual budget of the Department of Social Welfare. The scheme as formulated was sent to the State Social Welfare Advisory Boards in February, 1971. The Committee are of the view

that Nutrition programme is yet another instance of an ambitious programme launched without advance planning, leaving a considerable leeway in its implementation and could hardly be expected to make an impact on the beneficiaries. The observation of the Committee is supported by the fact that hardly an year had elapsed since the introduction of the Nutrition programme, when in 1972, the need for working out another scheme for integrated child care services was felt. Accordingly, a scheme of Integrated Child Development Services was included in the Fifth Plan, providing for an integrated package of services to children, pregnant women and nursing mothers. The Ministry has conceded that experience showed that supplementary nutrition to children below 6 years of age under the Special Nutrition Programme and the Balwadi Nutrition Programme did not make full impact on the child health and nutrition because other supportive services like health care, education to mothers and referral services were lacking. In due course, as the Integrated Child Development Services project covers larger areas, the nutrition programme through Balwadis will get merged in I.C.D.S. The Committee trust that taking lessons from the findings of earlier evaluations, earnest endeavours would be made to avoid repetition of distortions creeping in the Integrated Child Development Services Scheme.

The Committee note that the scheme provided for setting up of separate Standing Committees for co-ordination, supervision and

25 6.78 Ministry of Education and
Social Welfare (Department
of Social Welfare)

implementation of the programmes at the Central, State and block levels. According to the scheme, the Committee at the Central level was to consist of the representatives of the Central Board, Indian Council of Child Welfare, Harijan Sevak Sangh and Adimjati Sewak Sangh with the Secretary, Department of Social Welfare as the Chairman. The Committee have been informed that an Advisory Committee for Special Nutrition Programme was constituted on 25 January, 1971 which reviewed the working of Special Nutrition Programme and Balwadi Nutrition Programme from time to time. In addition, meetings of the representatives of the four voluntary organisations were convened as and when necessary. It is not known how many times such meetings were held between 1971 and 1976. The Committee have further been informed that because of an integrated approach to the health and nutrition through Integrated Child Development Services having been adopted in the Fifth Year Plan, whereby Balwadi Nutrition Programme was not to be expanded and was being continued at the existing level. constitution of separate committees at different levels has not been considered necessary.

It is seen from the foregoing paragraph that there was lamentable lack of functional coordination. This is most regrettable. The Committee hope that looking to the multiplicity of the agencies and their inter-sectional departmental linkages, the strategy for effective functioning of the programme in future should lie in coordinating their functions to avoid wastage in efforts by eliminating duplication and overlapping.

26 6.79 Ministry of Education and
Social Welfare (Department
of Social Welfare)

The Committee also find that a Central Coordination Committee on Nutrition Programme was constituted at the Central level on 6 August, 1975 for implementation of the Fifth Five Year Plan Nutrition Programme. This Committee came into existence in 1975 i.e. four years after the inception of the Nutrition Programme in 1971. It had none of the non-Government representatives of the Central Social Welfare Board, Indian Council of Child Welfare, Harijan Sevak Sangh and the Adimjati Sevak Sangh thereby limiting its scope in the in-built chain of overall coordination, envisaged in the scheme. The Committee learn that the Chairman of the Central Social Welfare Board has since been included in the Central Coordination Committee reconstituted on 2-5-1978 and the question of giving adequate representation to voluntary All India Institutions is still under consideration of the Government. The Committee urge that the Government should initiate action in this regard forthwith so that the Central Coordination forum could be made more effective and broad-based so as to include voluntary effort.

27 6.80

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The Committee note that the Scheme visualised coverage of 4,60,000 children at 10,400 Balwadis and Day-care centres by services with the help of Social Welfare organisations during the Fourth Five Year Plan. However, the number of Balwadis added at the end of the Fourth Plan in 1974 was 4,527 with 1,69,047 beneficiaries. In 1977-78, the number of Balwadis was 4873 covering

2,11,776 beneficiaries. When looked at from the point of country's infant population of 11.47 crores in the age group 0-6 years, according to 1971 census, the coverage by any norms cannot be considered adequate. Because of the integrated approach to child health and nutrition adopted in the Fifth Plan the Nutrition Programme is being maintained at the Fourth Plan level and in due course it will get merged in the Integrated Child Development Services scheme. While the integration of the programme under I.C.D.S. is welcome, the Committee trust, it will be possible to assess how much has been the coverage under Nutrition Programme.

The Committee regret to observe that the method of nutrition food distribution was far from satisfactory. According to an operational evaluation carried out by the National Institute of Public Cooperation and Child Development, the food supplement collected by elder members of the family is shared among all the members. The Committee cannot but deplore such malpractices and suggest that the Central Board should devise foolproof delivery system to ensure that the programme actually and only covers the beneficiaries for whom it is evolved. Further according to a study conducted by the Indian Council of Medical Research, about 50 per cent of the benefit under the scheme goes to the children and the balance is incurred by way of administrative expenditure, transportation cost, storage charges, cooking expenses etc. The representative of the Department conceded during evidence that the "overheads must be completely isolated, from the direct intake for the child." The

Committee would, therefore like a study to be made of the component of administrative cost per child of providing nutrition to children through Balwadis. The Committee would also like the Government to ensure that administrative costs involved in the supply of nutrition food are reduced and at the same time, the participation of voluntary agencies in providing various facilities for implementing the scheme is secured. The Committee would like Government also to ensure necessary checks over distribution of protein-enriched bread and other nutritious foods, so that the target group for whom these are intended, may derive benefit from the scheme.

29 6.82 Education and Social Welfare (Department of Social Welfare)

The Committee find that one of the main requirements of the Nutrition Programme was that the institutions implementing it would make arrangements for health checks of beneficiaries maintain menu charts and furnish monthly progress reports to the State Boards, who in turn were required to consolidate these reports and forward the same to the Central Board at the end of each quarter. The Committee are distressed to note that since the inception of the programme, no such progress reports have been received by the Central Board. The Committee have been informed that the Board receives annual progress reports from the institutions/projects on sanctioned grants alongwith accounts for the year. Some of the irregularities which have come to the notice through the Audit

Reports|Inspection Reports are:

- (i) Expenditure not incurred strictly in accordance with the approved items of the Grants.
- (ii) Employment of untrained staff instead of trained staff for delivery of the services.
- (iii) Shortfall in the approved number of beneficiaries.
- (iv) Managing committee not meeting regularly.
- (v) Non maintenance of the records in the prescribed manner.

The inadequacy of the inspection visits by Welfare Officers has been conceded during evidence. The Committee feel that in the absence of consolidated quarterly progress reports from the State Boards and complete inspection reports from Welfare Officers, proper and effective utilisation of grants released for the Nutrition programme by guarantee institutions and maintenance of standards of services could have hardly been possible. The Committee desire that in future effective supervision of the programme should be exercised and the officials found lacking in this function should be suitably dealt with. The Committee would like the Ministry to devise, in consultation with the health and medical authorities, ways and means to ensure regular periodical health check ups and immunisation of the beneficiaries and maintenance of menu charts, which are an essential ingredient of the programme.

30 6.105 Education and Social Welfare (Department of Social Welfare)

The Committee note that the Family and Child Welfare Project Scheme started in November 1967 was actually modification of the earlier Welfare Extension Projects, both original and coordinated pattern as well as urban. The Committee have been informed that all the Family and Child Welfare Projects now stand transferred to the concerned State Governments and/or Union Territory Administration as proposed. In principle, the Committee disapprove frequent shifts in structure, scope, emphasis and pattern of programmes, which reflects only piece-meal approach at the formulation stage. They feel that merger of one scheme into another at later stage and overlapping of their contents, poses difficulties in assessing their impact on the beneficiary group. The Committee need hardly emphasise that frequent modifications in schemes should normally be avoided since these tend to interfere with the process of much-needed consolidation of social welfare programmes.

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The Committee find that in Family and Child Welfare Project there was substantial fall in the expenditure on welfare activities viz., supplementary nutrition to children, feeding charges for women trainees and recreational and educational material in Family and Child Welfare Projects successively for three years from 1973-74 to 1975-76. The shortfall had occurred mainly in the projects located in the backward areas, whereas the expenditure incurred on some of the items had exceeded the schematic provision in the projects

in a few States like Gujarat, Maharashtra etc. The Committee have further been informed that expenditure on the continuance of such projects by the State Governments had been taken into account by the Sixth Finance Commission in their scheme of devolution. At this stage, when the Family and Child Welfare Programmes have been transferred to the State Governments and have to be financed by the State Governments in future, the Committee would only like to point out that had the Central Social Welfare Board kept a close watch on the progress of the schemes, in the past, the achievements in this programme would have been far more impressive than what actually have been.

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The Committee find that ever since its inception, the Central Social Welfare Board has not accorded due priority and attention to general social welfare services oriented to the vulnerable and economically depressed sections of society viz. the mentally handicapped, socially mal-adjusted, the destitutes, the aged and infirm and the needy men. The schemes formulated by the Central Board over the years have catered mostly to the needs of women and children and those of the Department of Social Welfare were directed at the welfare of the handicapped. The Plan outlay on schemes oriented for the welfare of the children and women during successive plan periods ranged between 80 and 85 per cent of the total outlay on social welfare sector. The basic goal of the Family and Child Welfare Scheme is to provide welfare services to the entire family as an integral unit, but the men-folk in the family were not involved at any stage. Similarly, under the socio-economic pro-

grammes, the assistance provided for setting up Self-Production Units, Agro-based Units and Border Area Projects, was confined only to needy and deserving women. The recent floods affected all categories alike, but all the production-units covered only one target group, viz. needy women, ignoring destitute children and aged and infirm men rendered homeless, for whom separate schemes were not launched by this Department. Similarly, in the Border Area Projects which had been launched in 1962 with a view to promoting emotional and cultural integration of the border area population with the rest of the country, its services are confined to women and children through schemes like Balwadis, craft training, maternity services etc.

33 6.114 Education and Social Welfare (Department of Social Welfare)

While the Committee appreciate the added emphasis placed on schemes oriented to serve two sections of the vulnerable population viz. women and children, they disapprove the total lack of an integrated approach towards the needs of equally needy men alongwith that of women and children. The Committee feel that the Family and Child Welfare schemes and the Socio-economic programmes should necessarily cater to the needs of the different categories of family members so as to fulfil the aim of development of the family as a whole, of course from amongst most vulnerable and economically depressed sections of society so that they catch up with the rest of other sections of the population. The Committee therefore consider

it essential that inter-sectoral priorities should be re-established and the Central Social Welfare Board through its counterparts in States should extend assistance to hitherto neglected sectors by setting up proper institutional infrastructure. The Committee need hardly emphasise that the initial scrutiny of applications for financial assistance should provide necessary checks and balances so that there is a balanced growth of welfare services as a whole and disparities between different segments of the target group and the resultant inequilibrium in the social services *inter se* is narrowed down, if not wholly curbed.

The Committee find that a total assistance of Rs. 451.88 lakhs had been provided during the period 1964-65 to 1977-78 on the Mahila Mandal programme. Yet the Government had not carried out any specific evaluation of this programme to assess its impact on the target group of beneficiaries or to improve its performance. The Committee have been informed that one of the Committees which were set up by the Central Social Welfare Board in 1973, for review of Grants-in-Aid programme had observed that as the scheme of Functional Literacy was being launched and the Mahila Mandals were to be covered under that programme, it was not necessary to review the Mahila Mandal Programme. The Committee does not agree to this contention. The fact remains that the programme was not evaluated since its inception in 1964. Consequently, it is difficult to know what really useful work has been done by the Mahila Mandal programme during the last 14 years, how grants have been utilised, what has been the contribution of voluntary agencies and

what has been the impact of the programme on the beneficiaries. At this stage, when there is a move to merge it under the Integrated Child Development Services programme, extending it to cover the areas in which Mahila Mandals are operating, the Committee would only like to point out this as another instance of lapse in evaluation and monitoring of programmes so vital to ensure their efficient implementation.

35 6 130 Education and Social Welfare (Department of Welfare)

The Committee find that there has been a considerable disparity in the quantum of grants sanctioned and released to various States, as also further distribution among various centres *inter se*. Thus, whereas Andhra Pradesh, having 17 institutions and 35 centres was released Rs. 4,54,030 during 1977-78. Tamilnadu having 15 institutions and an equal number of 35 centres, got Rs. 1,22,500 and Assam with 16 institutions and 39 centres got a release of Rs. 2,49,000. The Committee have been informed that there is limitation inherent in schematic pattern so evolved contribution to a wide disparity in release of grants to an almost equal number of institutions and *inter se* between different centres owing to its origin in varied activities taken up by Mahila Mandals, with a combination of one or more services in respect of Balwadis, Maternity services and/or craft training and the matching contribution according to schematic pattern. The Committee have also been informed that since the number of grants depends upon the number of institutions that come for-

ward for assistance and therefore, it has not been possible to maintain uniformity or equitable regional distribution. The Committee appreciate the above limitation. Even so, they feel that in any scheme of this nature, effort should be made to ensure that, while giving financial assistance, some balance is maintained in the growth of social welfare services in different regions.

The Committee are distressed to note that the number of Mahila Mandals executing the programme had declined from 624 during Third Five Year Plan to 406 during 1977-78. The Ministry has stated in this connection that wherever the working of the Mahila Mandals was not found satisfactory these were closed down and that another reason for the weeding out has been that some of the voluntary institutions were not able to raise the matching contribution for the successful continuation of the programme. Considering the large number of Mahila Mandals that have been closed during the period of 5 to 6 years, it would appear that grants are being paid under a scheme in which the interest has been steadily waning. The extent of grant given to the Mahila Mandals has, however, increased from Rs. 25.81 lakhs in 1971-72 to Rs. 43.92 lakhs in 1977-78. Since the extent of financial assistance rendered to the Mahila Mandals annually is considerable despite the steady decrease in number, the utility of continuation of this programme which seems to be losing hold would need to be thoroughly looked into. It is hoped that Government would take suitable action in this regard.

The Committee note that the principal aim of the Socio-Economic Programme is to provide gainful employment to needy women, such

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as destitutes, widows etc. and the physically handicapped. The Central Social Welfare Board have fostered 1406 units with an employment potential of 19,430 from inception of the programme in 1958 upto the end of March, 1978. The Committee find that based on a moderate assessment made by the Working Group on programmes of the Central Social Welfare Board (1977), the *per capita* investment required to provide employment for a needy woman works out to about Rs. 1600. According to an evaluation made by the Indian Cooperative Union, when viewed in the proper perspective of national requirements, the programme as a whole has made little impact though it has been functioning for nearly two decades and has been able to serve only a small number of beneficiaries—less than 5,000 (March, 1975). The socio-economic background of the units included in the representative field survey showed that about 17 per cent of the beneficiaries belong to families whose income is above Rs. 500 per month, 45 per cent belong to families having a total income of upto Rs. 200 per month and 5 per cent of the families having income over Rs. 1000 per month. Again 44 per cent of the families had two earning members each and 14 per cent had 3 or more earning members. The Committee are inclined to believe that in the absence of well defined criteria for the selection of target group/beneficiaries, the programmes were in actual practice extended to quite a few who are not the sole earners in the families and the family income of earning members cannot be considered 'low',

taking the average national *per capita* income in 1974-75 at current prices (1975-76) of Rs. 85/- per month. The extension of Socio-Economic Programmes in an indiscreet manner without identifying prospective beneficiaries of the target group, is only one illustration of how some less deserving elements could take advantage of the schemes launched by the Board with laudable goals in view, thereby depriving the really needy and deserving sections of the society.

The Committee desire that a well-defined criteria for the selection of target group in consonance with the principal aims of the programme should be laid down and information on essential socio-economic background of the prospective beneficiaries and their families should be gathered through surveys, so as to ensure that the bulk of the beneficiaries conform to the basic criteria.

According to the field study made by Indian Cooperative Union out of 45 surveyed units three voluntary institutions are well established and are engaged in many other major activities, (such as Balwadis, nutrition programme, condensed course etc., financed by the Central Board), apart from the socio-economic units. Among the activities, the schools for girls up to High School level are run by all the three institutions. The Committee feel that involvement in too many activities by too few a people is apt to result in the neglect of the socio-economic units, which naturally get relegated to low priority. The Committee would like the Central Social Welfare Board to carry out a systematic review of the existing units set up with grants from the Central Board. Voluntary agencies running common social services such as schools and libraries, hospi-

tals and dispensaries etc., should be discouraged to enter the field of Socio-Economic Programmes of the Board.

40 6.187 Education and Social Welfare (Department of Social Welfare)

The Committee note that one of the conditions of eligibility for assistance under the programme is that the organisation should have a good management and be financially sound with a capacity for successfully implementing the scheme on commercial lines. It is too much to expect a voluntary institution to implement the scheme on commercial basis. A review of the working of different units as on 31st March, 1976 made during 1976-77 revealed that out of 197 units started before 31st March, 1975, as many as 51 units had become defunct. These units involved a capital outlay of Rs. 16.35 lakhs with an employment potential of 1,361 persons. Eight of these units are stated to have been revitalised. A test check by Audit of 24 units showed that as many as 18 had incurred accumulated losses amounting to over rupees two lakhs against grants amounting to Rs. 4.63 lakhs paid by the Board. In the face of such evidence, the Committee find it hard to appreciate how the Board satisfied itself that the selected institutions fulfilled one of the main criteria of selection *viz.*, of possessing 'the necessary capacity to work out and successfully implement the scheme under the programme'. The Committee desire that the Board should devise some mechanism, whereby the project proposals formulated are subjected to techno-economic scrutiny and appraisal before these are approved.

The Committee are informed that in the case of defunct or wound up units the Board writes to the concerned institutions which receive the grants, to refund the amount or to account for the assets. Such communications were addressed in 28 cases since March, 1975. It is, however, not known in how many cases recovery of amount was effected. The Committee find that in the initial stages of the commencement of the Socio-Economic Programme in 1958, the grants for units as ancillary to large industries and for handloom units were sanctioned by the erstwhile Ministry of Commerce and Industry and the All India Handloom Board. The pattern of assistance for ancillary units and production units of Handloom was in the form of grant and loan. However, the Central Board is now giving outright grant limited to Rs. 1.00 lakh per unit to these categories of units. The bulk of financial assistance for Agro-based units (Dairy units of 5 beneficiaries) comprising Rs. 11,000 is provided as 'non-recurring loan to be given by the grantee agency to the beneficiaries'. The Committee find from the report of the Indian Cooperative Union that 'the arrangements for sanction of loan by the Board did not materialise because the Board neither have the legal status to execute the loan deeds, agreements etc., nor a proper machinery to effect recoveries'. It is also seen that 'even in cases of defalcation it would be difficult for the Central Board to recover the outstanding amounts through lengthy court procedures. The Committee regard it a serious matter that a legal lacunae of this nature has been allowed to persist so long, with the result that in agro-based units, loans could be further advanced by the grantee institutions to the beneficiary

projects. The Committee would like the Central Board to examine how far it is desirable for them to give grants instead of loans to the tune of Rs. 1 lakh per unit to units of small industries, units as ancillary to big industries, handicrafts units, handloom units khadi and village industries units, coir spinning and weaving units and other service oriented units towards purchase of machinery, equipment and tools as also grants limited to Rs. 25,000 for construction of work-shed or additions and alterations to the existing buildings.

42 1.189 Education and Social Welfare (Department of Social Welfare)

The Committee note that the institutions are required to furnish block accounts of assets valuing more than Rs. 1,000 created out of financial assistance provided by the Board. The Department of Social Welfare though conceding that 'there had been delay in the submission of statement of assets in the prescribed form despite the Board pointing this out to the institutions', has reconciled itself to the position that it is 'pursuing the matter'. The Committee desire that centralised accounts should be maintained for the purpose in the Central Board and the proforma prescribed for submission of a certificate of inventories of permanent and semi-permanent assets created or acquired wholly or mainly out of the grants given by the Board, should *inter alia* include that these were being maintained and had not been encumbered or disposed off and that they had been utilised for the object for which assistance was given.

The Committee are informed that 'efforts are being made to transfer equipment of defunct units to some other organisations for restarting other 'sick units'. The Committee desire that speedy follow up action should be taken in the matter. The Committee are constrained to note that large amounts involving as may as 93 institutions had to be written off, being irrecoverable. The Committee would like the Central Social Welfare Board to analyse these cases to find out the extent of defalcations involved and to take deterrent action so that it may serve as a lesson to others. They would also like the Department to fix responsibility for contributory negligence on the part of official members and other officials.

The Committee find that in a test check conducted by Audit of 24 Units, progress reports had not been received from 14 Units and audited accounts had not been received from 17 Units. It may reasonably be concluded that if the check of other Units is carried out, the trend in the proportion of defaulting units would be no better. Furthermore, the fact that more than 50 per cent of the test checked units defaulted in sending progress reports and audited accounts clearly shows that the supervision exercised by the Board over the programmes either through its Inspecting Officers or Welfare Officers or through regular progress reports has been lax. The Committee would like that the role of Inspecting Officers as well as Welfare Officers for inspection of units and for expediting submission of progress reports should be clearly redefined for overall accountability. The Committee need hardly point out that for dealing with recalcitrant institutions, the Board should use the lever of withholding grants to such institutions.

45 6.192 Education and Social Welfare (Department of Social Welfare)

One of the functions of the Central Social Welfare Board is to render technical guidance when necessary to deserving institutions in accordance with the schemes/principles approved by Government. The Committee find that the Central Social Welfare Board has a Field Counseling and Inspectorate division consisting of one Programme Officer and 3 Inspecting Officers. Besides, there are in the field 48 Welfare Officers (the strength was to be augmented to 61) and 20 Assistant Project Officers (Socio-Economic). The Committee have been informed that a study by the Indian Institute of Public Administration, New Delhi is in progress, which is looking into the organisational structure and staff requirements of the Board including the Field Counselling and Inspectorate Division. The Committee suggest that completion of the study should be ensured without delay. The Committee have been informed that technical assistance has hitherto been obtained from Small Industries Service Institutes, Handloom Board, Handicrafts Board and Khadi and Village Industries Commission etc. for the formulation of the projects. They suggest that the initial proposals and selection of projects should be subjected to strict scrutiny to ensure that the project formulations conform to the basic objectives of providing employment opportunities to needy and deserving women.

46 6.203 Education and Social Welfare

The Committee find that there is inequitable distribution of assistance extended to various States a'most in all the programmes. The State-wise break-up of projects o. units assisted upto 1975-76

shows that the Board assisted through grants 817 units in Maharashtra and 787 in Gujarat, together (1604) accounting for nearly 24 per cent of a total of 6613. On the other hand only 211 and 485 projects or units were assisted in thickly populated States of Bihar and Uttar Pradesh during the same period. According to studies conducted by a Working Group of the Central Social Welfare Board and the Programme Evaluation Organisation of the Planning Commission, a majority of the units were functioning in urban areas and only a small percentage was operating exclusively in rural areas. It was explained by the Department of Social Welfare that grants under the programme are sanctioned to institutions which seek financial assistance and the number of grants depends upon the number of applications received from institutions in different States.

The Committee regret to note that there has been inequitable distribution of fostered units and considerable disparity in the quantum of assistance released to various regions. Also a majority of the aided institutions are functioning in urban areas which is indicative of the fact that the rural areas which need greater attention have largely remained neglected. The Committee would like the Central Board to give serious consideration to this problem of growing regional imbalances in the release of grants between different regions and areas and lay down new guidelines for removing the existing glaring disparities.

The Committee note that in the Fourth Plan the rehabilitation of war widows was brought within the scope of the Socio-economic Programme from 1973-74, namely, Dairy Unit Scheme. This scheme

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was later on extended to other groups of needy women. Out of a total of 770 units which were granted assistance to the tune of Rs. 168.65 lakhs, only 11 units assisted are for the benefit of war widows. The Committee are led to believe that the needy war widows have not been reasonably covered under the scheme and no projections have been attempted by the Department of Social Welfare of the needs of war widows. The Committee would like that feasibility studies for setting up self-employment units like tailoring, grants for providing sewing machines etc., should be explored to cover needy war widows.

48 6.205 Education and Social Welfare

The Committee observe that in the totality of the information furnished and evidence tendered, it is generally noticed that the evolution of Socio-Economic Programme in its present form provides one more illustration of how the undefined scope and content of the programme gets enlarged covering in its fold diversified services. In 1953, the Urban Family Programme for providing supplementary income to needy women belonging to families of low-income group was sponsored by the Central Social Welfare Board under which industrial Co-operatives were organised at Delhi, Poona, Hyderabad, Nagpur and Vijaywada during the period 1954-58. In pursuance of the recommendations made by two Committees, one on 'Social and Moral Hygiene' and the other on 'After-care Programme', it was decided to set up a number of After-Care homes in different States on an all-India basis and

to attach a production unit to each of them. Though it was initially a preventive service, at a subsequent stage curative and rehabilitative services were brought in its purview. In the Fourth Plan, the Programme was extended to the rural areas through Family and Child Welfare Projects and in urban areas through Welfare Extension Projects (Urban) and other selected institutions. The rehabilitation of war widows was brought in its fold when a Dairy Scheme was introduced on an experimental basis from 1973-74. Service-oriented units and self employment units were brought within its spectrum in 1975-76. During 1977-78 other types of agro-based units such as piggery, sheep-breeding and goat rearing were also taken up on pilot basis, and the continuation of these would be considered on the basis of their performance. In 1977-78, a special programme for Agro-based and self-employment units was launched in the cyclone affected areas of Andhra Pradesh, Tamil Nadu, Kerala and Pondicherry. In this context, it is significant that in the initial stages of the commencement of the programme in 1958 the grants for units as ancillary to large industries and for handloom units were sanctioned by the then Ministry of Commerce and Industry and the All India Handloom Board. Surprisingly, the units are eligible for grant limited upto Rs. 1.00 lakh towards working capital and capital assets, even though funds are raised by them from other sources like Nationalised Banks and State Khadi and Village Industries Boards etc. In this connection, it is seen from the information furnished to the Committee that under the Self-Employment Units, aimed at providing employment to

needy women and the handicapped at their homes assistance to the Tonga-reda Unit has been evolved. The Committee are of the view that indiscriminate diversification of the schemes of the Board and limited funds and manpower resources available with the Board, resulted in the Board not having been able to make any impact on the society in any specific direction. The Committee desire that social welfare schemes should be launched initially after proper survey of the needs and requirements and clearly defined group of needy and deserving persons. Further, the schemes launched on pilot/experimental basis should be properly evaluated and based on the results thus demonstrated, further coverage should be considered.

49 6.211 Education and Social Welfare The Committee find that there is overlapping in some of the (Department of Social Welfare schemes implemented by Central Social Welfare Board and those administered by the Department of Social Welfare. The Committee would like the Department to examine the working of the schemes now being administered directly by the Department and transfer those which could be implemented through the agency of the Central Social Welfare Board more efficiently and effectively.

50 6.224 -do- The Committee find that under the scheme of Hostels for working women, the Department of Social Welfare provides financial assistance to voluntary organisations to meet the cost of construction/expansion of buildings for use as hostels for working women.

Till March, 1978, 130 hostels were sanctioned for about 8400 working women with an allocation of Rs. 568.60 lakhs. This is apart from the annual maintenance grants released by the Central Social Welfare Board limiting it to Rs. 10,000/- per hostel. During the year 1975-76, a sum of Rs. 1.85 lakhs was sanctioned by the Board to 45 such hostels. The scheme has been further liberalised so as to allow a hostel wherever there is a minimum of 25 working women needing accommodation, and the initial criterion of minimum of 2 lakh population of the city has also been done away with. Another liberalisation has been that the grants will be admissible for a building providing for 20 inmates or above.

The annual maintenance grants upto Rs. 10,000/- are granted by the Central Social Welfare Board *inter alia* to meet the deficit in rent i.e. the difference between the rent paid by the institution for the building and rent realised from the inmates. The institution is required to charge from the inmates reasonable rent from the inmates not exceeding 10 per cent of their total emoluments in the case of single-bed and 5 per cent in the case of dormitories. The scheme has been extended to working women with an income not exceeding Rs. 800/-per month.

The Committee appreciate that there is need for providing hostel facilities to working women in bigger towns and cities. The Committee, however, regret to note that huge amounts have been sanctioned by the Department of Social Welfare for construction of new hostel buildings or expansion of existing buildings and by

the Central Social Welfare Board for maintenance of such hostels, but no appraisal has been made as to how the hostels are functioning. The Committee are not satisfied with the reply of the Department that these hostels are "generally working satisfactorily".

The Committee recommend that looking to the huge investments, a cost-benefit analysis of the facility of working women's Hostels should be got done with a view to examine the extent to which the cost of this service is justifiable and whether the benefits accruing therefrom have reduced the vulnerability of the weaker sections.

The Committee consider it basically wrong that the vehicles purchased by the Central Social Welfare Board and distributed to various State Boards and voluntary institutions should have been registered in the name of the Government of India even after the Board was registered as a Company with effect from 1.4.1969 with the apparent result that these were not accounted for as assets in the Balance Sheet of the Company as on 31.3.1976. The Committee take adverse note of this lapse in accounting. They would like to be informed whether necessary action for transferring/registering of the 642 vehicles purchased by the Board during the period 1954-76 has been taken and whether these, as also other vehicles that may have been purchased subsequently, have been accounted for as assets in the Balance Sheet of the Company.

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6.226 Education and Social Welfare
(Deptt. of Social Welfare)

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The Committee have been informed that the only watch on use of vehicles is by State Boards through field visits, the inadequacy of which has been recognised. They have further been informed that instructions have been issued to all the State Boards requiring them to furnish half-yearly reports on the utilisation of vehicles under their control. The Committee feel that the checks exercised on probable misuse of vehicles are neither regular nor adequate. They would suggest that apart from organising random surprise checks by field units of the Board, some fool-proof method should be devised to constantly ensure proper watch on the maintenance and utilisation of the vehicles. In this connection, the Committee would suggest that the Central Board should keep index card for each vehicle in a cabinet form, wherein the details of each vehicle, periodical utilisation of the vehicles, repairs, carried out from time to time etc., should be filled in. These index cards should be up-dated carefully on the basis of the half-yearly reports received from the allottees of the vehicles.

From the information furnished to the Committee they are convinced that proper account of the vehicles especially those with voluntary institutions and those retransferred was not maintained by the Central Social Welfare Board. This realisation flows from the fact that necessity for periodical review of the positioning of vehicles with each State Board rose in 1969, 1974 and 1977. The Committee have elsewhere in this report recommended that a centralised register of block account of assets acquired from out of Central Board assistance should be maintained in the Central Board.

The vehicles provided by UNICEF for Family and Child Welfare Projects should also be accounted for. The register should invariably contain information about the date of initial allotment and transfer. The Committee also find that the date of allotment has been indicated only against 25 vehicles in the statement of 83 vehicles with voluntary institutions. They would like that the date of allotment is ascertained in the remaining 58 cases, so as to update the records.

56 7.22 Education and Social Welfare
(Department of Social Welfare)

The Committee regard it as unfortunate that it took the Central Board five to eleven years to finalise the proposals for condemnation of six vehicles lying unserviceable with one of the State Boards. The Department has attributed the delay to procedural difficulties involving other agencies over which the Central Board have no control. The Committee have no doubt that had the Central Board taken prompt action, to secure cooperation of the State Road Transport Authority or the Motor Vehicles Inspector of the concerned State, the delay in the condemnation and disposal of vehicles could have been minimised if not altogether eliminated. The Committee need hardly emphasize the need to ensure condemnation of unserviceable vehicles with expedition, since keeping such vehicles for longer duration is bound to result in loss due to depreciation in value. The Committee suggest that to overcome these difficulties it should be so arranged that the unserviceable vehicles with the voluntary institutions are collected and placed centrally in the charge of the

Director of Social Welfare of the State concerned and expeditious action should be taken for their disposal.

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The Committee have been informed that consequent to the integration/abolition of Tamilnadu/Kerala State Social Welfare Boards, 35 vehicles (17 to Tamilnadu and 18 to Kerala) were taken over by the respective State Governments. The Committee would like the Central Board to secure settlement of the assets and liabilities of the former Kerala State Welfare Advisory Board with the State Government concerned with expedition. They further desire that formal transfer of capital assets acquired or owned, with the funds of the Central Board should, in future be secured as a matter of course. The Committee would also like the Government to re-examine the criteria for valuation of on-road vehicles so transferred, so that the recoveries or book adjustments carried out correspond to the market value of the relative period.

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The Committee note that the annual accounts of the Contributory Provident Fund of the staff of the Central Board had not been subjected to audit, nor had the position in regard to these accounts been brought to the notice of the Executive Committee. The Committee are informed that the Central Board has now initiated action for preparation of the annual accounts of the Contributory Provident Fund but it is likely to take some more time to complete the same. The Committee are constrained to find that such an important and vital matter has been left unattended so long with the result that it is not ascertainable whether the assets of the Fund are sufficient to meet the liabilities. The Committee need hardly emphasize that

the rules of the Central Board ought to have taken care to provide *ab-initio* for the preparation and audit of annual accounts of the C.P.F. and presentation thereof before the Executive Committee and submission to Government. The Committee desire that necessary provision should be incorporated in the rules without further delay. The Committee also desire that preparation of annual accounts of C.P.F. in respect of employees of the State Social Welfare Advisory Boards who were extended C.P.F. benefits since 1963, may also be taken care of, if not done earlier.

59 8.5 Education and Social Welfare
(Department of Social Welfare)

The Committee would like that the proposal of extension of C.P.F. benefits to project staff, which has been pending for a long time, should be finalised soon in consultation with the State Governments concerned.

60 9.11 -do-

The Committee find that reliable information regarding the extent to which grants-in-aid have helped in strengthening and consolidating the efforts of the voluntary agencies, is not available. According to an evaluation study of voluntary organisations, the State Social Welfare Departments and Central/State Boards continue to be two main sources of receiving financial assistance by the voluntary agencies and a very large number of these institutions do not have a local base. The Committee need hardly emphasise that the voluntary organisations have to raise adequate public contributions to maintain their voluntary character and

mobilise public participation. The Committee would like that an evaluation of sources of income of the voluntary institutions to whom grants are sanctioned by the Central and/or State Social Welfare Boards and by the Department of Social Welfare should be undertaken to find out whether the aided voluntary institutions have continued to raise adequate public contributions and render voluntary social services or whether they have tended to depend more and more on grants-in-aid from Government sources. On the basis of result of such an evaluation, the Government should plan its grant-in-aid schemes so as to ensure that such grants are channelised through those deserving institutions who continue to make their own contributions and render selfless social service.

64 9.12 -do-

The Committee have not been able to examine some of the aspects commented upon in the Audit Paragraph included in the Advance Report of the Comptroller and Auditor General of India for the year 1976-77, Union Government (Civil) Special mention may be made of the Border Area Projects, Holiday Camps for Children, Balwadis in Demonstration Projects, Condensed Courses of Education for Adult Women etc., implemented by the Central Social Welfare Board as also the schemes for the welfare of the handicapped, the aged and infirm, Centres of Rehabilitation of Destitute women, Functional Literacy for adult women, Relief operations in cyclone/flood affected areas etc., and Training of Manpower administered directly by the Department of Social Welfare. However, the Committee expect that the Ministry of Education and Social Welfare will take due note of the observations of the Audit so as to take remedial action, wherever necessary.