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**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2007-2008)**

(FOURTEENTH LOK SABHA)

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

**DEMANDS FOR GRANTS
(2008-2009)**

THIRTY THIRD REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2008/Chaitra, 1930 (Saka)

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(FOURTEENTH LOK SABHA)

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

DEMANDS FOR GRANTS

(2008-2009)

Presented to Lok Sabha on 21.4.2008

Laid in Rajya Sabha on 21.4.2008



LOK SABHA SECRETARIAT
NEW DELHI

April, 2008/Chaitra, 1930 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND
EMPOWERMENT(2007-2008)**

Smt. Sumitra Mahajan - CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Mahaveer Bhagora
3. Shri Eknath M. Gaikwad
4. Shri Loganathan Ganesan
5. Shri Haribhau Jawale
6. Shri Tek Lal Mahato
7. Shri Bhai Lal
8. Dr. Babu Rao Mediyam
9. Shri Kailash Meghwal
10. Shri Rupchand Murmu
11. Shri Jual Oram
12. Shri Ram Chandra Paswan
13. Shri Rabindar Kumar Rana
- *14. Shri P.A. Sangma
15. Dr. R. Senthil
16. Smt. Pratibha Singh
17. Shri Lalit Mohan Suklabaidya
18. Smt. Krishna Tirath
19. Smt. Usha Verma
- #20. Vacant
- @21. Vacant

RAJYA SABHA

- \$22. Shri Urkhao Gwra Brahma
23. Shri Silvius Condpan
24. Shri Mahmood A. Madani
25. Dr. Narayan Singh Manaklao
26. Dr. Radhakant Nayak
27. Shri Abdul Wahab Peevee
28. Shri Dharam Pal Sabharwal
29. Shri Veer Singh
30. Ms. Anusuiya Uikey
31. Shri Nand Kishore Yadav

-
- * Ceased to be a Member of the Committee consequent to his resignation from the 14th Lok Sabha w.e.f. March 20, 2008
- # Shri Mohd. Shahid Akhlaque ceased to be a Member of the Committee consequent to his disqualification from the Membership of the 14th Lok Sabha by Hon'ble Speaker w.e.f. January 27, 2008.
- @ Shri Syed Shah Nawaz Hussain ceased to be a Member of the Committee w.e.f. August 30, 2007.
- \$ Ceased to be a Member of the Committee consequent to his retirement from the Rajya Sabha w.e.f. April 9, 2008.

SECRETARIAT

- | | | | |
|----|-----------------------|---|----------------------|
| 1. | Dr. (Smt.) P.K Sandhu | - | Additional Secretary |
| 2. | Shri Ashok Sarin | - | Joint Secretary |
| 3. | Shri R.K. Saxena | - | Director |
| 4. | Shri Bhupesh Kumar | - | Deputy Secretary |
| 5. | Shri Vanlalruata | - | Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Social Justice and Empowerment (2007-2008) having been authorised by the Committee to submit the Report on their behalf, present this Thirty-third Report, of the Ministry of Social Justice and Empowerment on Demands for Grants, 2008-2009.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Social Justice and Empowerment for the current year i.e. 2007-2008 which were laid on the Table of the House on March 17, 2008. Thereafter, the Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment on April 3, 2008. The Committee considered and finalized the Report at their sitting held on April 16, 2008.

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

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

NEW DELHI;
16 April, 2008
27 Chaitra, 1930 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee
Social Justice and
Empowerment.

R E P O R T

REVIEW OF STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE TWENTY-FOURTH REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON DEMANDS FOR GRANTS (2007-2008) OF THE MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT.

1.1 The Twenty-fourth Report of the Standing Committee on Social Justice and Empowerment on Demands for Grants (2007-2008) pertaining to the Ministry of Social Justice and Empowerment was presented to Lok Sabha on 28.4.2007 and laid in Rajya Sabha on 3.5.2007. The Action Taken Report (Twenty-ninth Report, Fourteenth Lok Sabha), on the recommendations contained in the Twenty-fourth Report was presented to Parliament on 04 March, 2008.

1.2 The Twenty-fourth Report contained 19 recommendations, out of which the Government accepted 6 recommendations. In view of the replies of the Government; the Committee did not desire to pursue 4 recommendations; 5 recommendations were commented upon by the Committee and 4 replies of the Government with respect to the recommendation of the Committee were interim in nature.

1.3 The Minister of Social Justice and Empowerment laid a statement in Parliament under Direction 73A on 22.11.2007 on the status of implementation of the recommendations contained in the Twenty-fourth Report of the Committee on Demands for Grants (2007-08). Out of the 19 recommendations 6 recommendations have been

implemented by the Government; 9 recommendations have not been implemented and 4 recommendations are yet to be implemented.

1.4 The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Twenty-fourth Report on Demands for Grants, 2007-08 of the Ministry of Social Justice and Empowerment as only 6 out of 19 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations.

CHAPTER – II

INTRODUCTORY

2.1 The Ministry of Social Justice and Empowerment have informed the Committee that this Ministry is responsible for looking after the welfare of the disadvantaged and marginalized sections of society such as Scheduled Castes, Other Backward Classes, senior citizens, persons with disability and victims of drug addiction. The basic objective of policies, programmes, laws and institutions of the Indian Welfare System is to bring the target-groups into the mainstream of development by making them self-reliant. In achieving this objective, the Ministry performs the task of implementation in accordance with the provisions under Chapter III and Chapter IV of the Constitution, which deal with the development and welfare of the disadvantaged and marginalized groups mentioned above and also give a concept of justice to include social and distributive aspects.

Target Groups: Persons belonging to:-

- a. Scheduled Castes
- b. Other Backward Classes
- c. Disabilities
- d. Older Persons
- e. Drug Addiction

Goals

- a. Educational Development
- b. Economic Development
- c. Social Empowerment
- d. Rehabilitation
- e. Manpower Development

Policy Framework

2.2 As per the Ministry of Social Justice and Empowerment, its Policy framework is welfare schemes for development of persons belonging to socially disadvantaged groups such as Scheduled Castes, Other Backward Classes, Disabled Persons, Older persons and drug addicts and the same is implemented through State Governments/UT administrations, and voluntary organizations. Public-Private partnership is encouraged in the process. Education being a State subject, State Governments/UT administrations are involved in meeting educational needs of these groups. This is achieved by way of providing scholarships, hostels, coaching, fellowship and assistance to children belonging to the target groups beginning from Class I onwards. The ultimate objective is to increase the literacy rate among them and also girl's students so as to bring them at par-with general population. Similarly, Finance and Development Corporations provide credit facilities for various income-generating activities towards economic self-reliance. Mahila Samridhi Yojana is also implemented by these Corporations. National Institutes dealing with Disabilities and Social Defence conduct short-term & long-term programmes for various levels of personnel. These Institutes also do research in their areas and provide services such as education and vocational training etc. Voluntary organizations are also given grants for implementing programmes in the distant areas.

2.3. The Ministry of Social Justice and Empowerment is divided into the following Divisions.

Scheduled Castes Development

- Backward Classes Development
- Disability
- Social Defence

2.4 According to the Government of India Allocation of Business Rules 1961 the mandate of the Ministry of Social Justice and Empowerment is as follow:

- Development of Scheduled Castes and Other Backward Classes
- Scheduled Castes and Other Backward Classes including Scholarships to students belonging to such castes and classes
- Reports of the Commission to investigate into conditions of Backwards
- Education, training, rehabilitation and welfare of the physically and mentally handicapped;
- Convention with other countries in matters relating to social defence and references from United Nations Organization relating to prevention of crime and treatment of offenders;
- Social and Moral Hygiene Programme;
- Beggary;
- All matters relating to alcoholism and substance (drug) abuse and rehabilitation and rehabilitation of addicts/families;
- Promotion of efforts including voluntary efforts to ensure the well being of the older persons;
- All matters relating to prohibition;
- Educational and social welfare aspects of drug addiction;
- Charitable and religious endowments pertaining to subjects allocated to this Ministry;
- Social Welfare: Social Welfare Planning, Project formulation, research evaluation, statistics and training;
- Research, evaluation, training, exchange of information and technical guidance on all social defence matters;

2.5 Implementation of the following Acts is done by the Ministry:-

- Implementation of the Protection of Civil Rights Act, 1955 and the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989
- The Rehabilitation Council of India Act, 1992 (34 of 1992)
- National Commission for Backward Classes Act, 1993
- The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (01 of 1996)
- The National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 (44 of 1999).
- The Maintenance and Welfare of Parents and Senior Citizens Act, 2007.

2.6 The Ministry gets specialized and technical inputs from 8 National Institutes and apex level organizations, namely;

- National Institute of Social Defence, New Delhi
- National Institute for Visually Handicapped, Dehradun
- National Institute for Mentally Handicapped, Secunderabad
- National Institute Hearing Handicapped, Mumbai
- National Institute for Orthopaedically Handicapped, Kolkata
- National Institute for Rehabilitation, Training & Research, Cuttack
- Deen Dayal Institute for Physically Handicapped, New Delhi
- National Institute for Multiple Handicapped, Chennai

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

- National Commission for Scheduled Castes
- National Commission for Safai Karamcharis
- National Commission for Backward Classes
- National Commission for Denotified, Nomadic and Semi-nomadic Tribes
- Commission for Economically Backward Classes
- National Commission for Sub-categorization of Scheduled Castes in Andhra Pradesh

2.8 In order to provide for necessary statutory coverage to persons with disabilities, the Ministry has set up three statutory bodies:

- Chief Commissioner for Persons with Disabilities
- National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities; and
- Rehabilitation Council of India

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

- National Scheduled Castes Finance & Development Corporation.
- National Safai Karamcharis Finance & Development Corporation.
- National Backward Classes Finance and Development Corporation.
- National Handicapped Finance & Development Corporation.
- The Artificial Limbs Manufacturing Corporation.

CHAPTER III

GENERAL PERFORMANCE OF THE MINISTRY

3.1 The Ministry of Social Justice and Empowerment have furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure for the previous years along with the Budget Estimates for the current year showing separately Plan and Non-Plan Expenditure:

Plan			(Rs. in crore)
Year	BE	RE	Actual Expenditure
2005-2006	1431.31	1539.32	1506.36
2006-2007	1686.11	1686.11	1671.42
2007-2008	2001.00	2200.00	2178.00

Non-Plan			(Rs. in crore)
Year	BE	RE	Actual Expenditure
2005-2006	58.10	56.29	54.28
2006-2007	58.61	56.71	52.88
2007-2008	58.15	60.00	58.25

3.2 On being asked to state the reasons for under-utilization of funds during the last three years, the Ministry in their written reply have stated that under Plan RE has increased over BE in all the three years. There has been very small percentage decline in expenditure from RE in these years which was 2%, 1% and 1% in these years. Under Non-Plan, the decline in RE over BE was 3% in 2005-06 and 2006-07. However in 2007-08 there has been increase of 3%. Further, decrease in Non-Plan expenditure over RE which was 7% in 2006-07 has come down to 3%. The Ministry further stated that expenditure during the year 2007-08 was Rs. 2236.43 crore (Rs. 2178.18 crore Plan and Rs 58.25 crore Non-Plan), which is 98.95 percent of the outlay.

3.3 The Ministry further submitted that there had been no reduction of BE at RE stage during the year 2007-08. The Committee were also informed that during the year 2007-08 actual expenditure exceeded RE in respect of Post-matric scholarship for OBC

students. The extra expenditure was managed through re-appropriation of funds from other schemes.

3.4 The Ministry have furnished the following statement showing BE, RE, Actual Expenditure and percentage of expenditure incurred by the Ministry during 2007-08 (as on 31 March, 2008).

(Rs. in crore)

Sl. No.	Bureau	2007-08					2008-09
			BE	RE	Exp (upto 31.3.2008)	% of Exp. to RE	
1	Scheduled Castes Development	Plan	1521.50	1696.09	1605.09	94.62	1815.50
		Non Plan	9.36	11.02	7.79	70.68	11.17
		Total	1530.86	1707.21	1612.88	94.47	1826.67
2	Other Backward Classes	Plan	177.50	200.50	201.73	100.60	237.50
		Non Plan	2.45	2.09	1.89	90.43	2.80
		Total	179.95	202.59	203.62	100.50	240.30
3	Welfare of the Disabled	Plan	221.00	233.38	147.23	63.08	254.00
		Non Plan	32.25	33.19	35.32	106.41	30.21
		Total	253.25	266.57	182.55	68.48	284.21
4	Social Defence	Plan	80.00	68.70	48.54	70.65	92.00
		Non Plan	0.67	0.80	0.60	75.00	0.68
		Total	80.67	69.50	49.14	70.70	92.68
5	Secretariat	Plan	1.00	1.23	1.27	103.25	1.00
		Non Plan	13.42	12.90	11.85	91.86	14.14
		Total	14.42	14.13	13.12	92.85	15.14
6	Lump sum allocation for NE & Sikkim	Plan	78.38	85.80	64.18	74.80	94.75
	Sub Total	Plan	2001.00	2200.00	2003.66	91.10	2400.00
		Non Plan	58.15	60.00	57.45	95.75	59.00
	Grand Total		2059.15	2260.00	2061.11	91.20	2459.00

3.5 The Ministry have further stated that as per guidelines issued by the Planning Commission, the Ministry was required to formulate the Annual Plan proposal (2008-09) with the budgetary support equivalent to 105%, 110% or 115% of the BE 2007-08. The Ministry submitted the Annual Plan proposal (2008-09) to the tune of Rs. 2726 crore which was 136.23% of the BE 2007-08 as per details given below: -

(Rs. in crore)

Sl. No.	Division	Proposed Outlay	2008-09		
			Annual Outlay		
1.	2	3	4	5	6
			BE	NE*	TOTAL
1.	Scheduled Castes Development	1853.50	1779.20	36.30	1815.50
2.	Other Backward Classes	392.00	213.75	23.75	237.50
3.	Welfare of Persons with Disabilities	357.50	229.50	25.50	255.00
4.	Social Defence	123.00	82.80	9.20	92.00
	Grand Total	2726.00	2305.25	94.75	2400.00

* 2% in SCD and 10% in other divisions of total allocation.

However, the Planning Commission has allocated Rs. 2400 crores for the year 2008-09.

3.6 When enquired about the reasons given by the Planning Commission for lowering the annual outlay of the Ministry and the likely impact of this reduction in outlay on the target achievement, the Ministry in their written reply stated that the Planning Commission as per availability of Gross Budgetary Support (GBS) and intersectoral priorities decides the allocation. They further stated that this reduction is likely to affect target achievement in major schemes of the Ministry i.e. Special Central Assistance to SCSP, Self Employment Scheme for Rehabilitation of Scavengers, Financial Assistance to Corporations for Weaker Sections, Pre and Post Matric scholarship for OBC students. Hostels for OBC boys and girls scheme for Prevention of Alcoholism and Substance (Drug) Abuse, Scheme of Assistance to Disabled Persons for Purchase/fitting of Aids and Appliances, Deen Dayal Disabled Rehabilitation Scheme are likely to be effected. Efforts will be made to get more funds at Re stage depending upon the additional fund requirement received from State Governments and NGOs.

3.7 The Committee enquired whether the Ministry felt that the allocation of funds by the Planning Commission for the year 2008-09 was adequate or not. In this context, the Secretary, stated during evidence as under: -

“Prima facie I can say that certainly we ought to be aiming at higher allocation and we will deal with that.”

3.8 The Committee has been informed that the focus of the new approach paper to the 11th Five Year Plan is towards inclusive growth. This includes minimization of gaps and disparity (e.g. educational development) that exists between general population and socially disadvantaged groups such as scheduled castes, other backward classes, disabled children.

3.9 When asked to furnish details of the steps undertaken by the Ministry towards achieving this inclusive growth during the course of the Eleventh Five Year Plan (2007-12), the Ministry in their written reply stated as under:

“The Ministry is implementing various schemes for educational and economic development of disadvantaged groups such as Scheduled Castes and Other Backward Classes. The basic objectives of the programmes of the Ministry is to bring the target group into the mainstream of development by making them self-reliant.”

3.10 On being asked whether the Ministry has reviewed / modified the Centrally Sponsored Schemes for the Eleventh Five Year Plan in view of the financial constraints faced by the States, the Ministry in their written submission stated as under:-

“Centrally Sponsored Schemes namely upgradation of merit of SC students, Pre-Matric Scholarship for children of those engaged in unclean occupation, Pre-Matric Scholarship for OBC students, Post-Matric Scholarship for OBC students, Boys and Girls Hostel for OBCs are under revision.”

3.11 When asked about the reasons necessitating modifications in the above mentioned schemes, the Ministry in its written reply has submitted that:-

“The rates under the scheme of Pre-matric scholarship for children of those engaged in unclean occupations, Post-matric scholarship for children of those engaged in unclean occupations, Post-matric and Pre-matric scholarships for OBC students and hostels for OBC boys and girls were fixed in the nineties. In order to neutralize the effect of the price rise the revision of scholarships is necessary. Further, the cost of construction has also gone up necessitating the revision of cost norms for hostel scheme. The proposed modifications include enhancement of income ceiling, rates of scholarships, rates of cost of construction of hostels.”

3.12 It has been stated in the Outcome Budget of the Ministry that the Pay and Accountants Office of the Ministry is maintaining the records of the pending Utilization Certificate in consultation with the Programme divisions. At present the Pay and Accounts Office is releasing grants-in-aid only on receipt of a certificate along with the bill from the concerned drawing the disbursing officer that the utilization certificate has been received for the previous grant. The outstanding Utilization Certificates as on 01.04.2007 for the grants released up to 31st March 2006 are 17,194 involving 1179.51 crores. During the current financial year (up to December, 2007) 6065 Utilization Certificates involving Rs. 607.56 crore have been liquidated.

3.13 When asked about the measures taken by the Ministry to ensure Utilization Certificates are obtained from the States in time, the Ministry in their written submission stated as under:-

”The Ministry is conscious about the need to obtain all the utilization certificates. Concerted drives have been launched from time to time to trace the old records and to get the utilization certificates in the prescribed format. This requirement is mentioned in every sanction letter and is repeatedly communicated to the State

Government / UT Administration. In recent years, a practice has also been adopted not to release funds unless the utilization certificate for the funds released earlier have been submitted.”

3.14 The Ministry also informed the Committee that under the scheme of Pre-matric scholarship for children of those engaged in unclean occupations, 18 States were still having unspent balance of the central assistance released during the previous year. Hence, further funds have not been released to such States.

3.15 During evidence the representative of the Ministry of Social Justice and Empowerment stated that as on 1st April, 2008 the number of outstanding utilization certificates had come down to 12814 and the amount had correspondingly come down to Rs 735 crores. This included amount for which Utilization Certificates became due on 31st March, 2008.

3.16 When enquired if the Ministry has its own unit for generating awareness about its schemes, or does it rely upon States/UTs or a specialized agency, the Ministry responded as under:

“Media Unit of the Ministry is responsible for implementing awareness programmes about its schemes through various mode such as print media, electronic media, outdoor publicity etc.”

3.17 When further enquired about the details of funds allocated by the Ministry during 2007-2008 for the purpose of generating awareness and the amount actually utilized, the Ministry submitted that an amount of Rs. 10.40 crore has been earmarked during 2007-08 for information and publicity purpose. Under the scheme of Information and Mass Education, an expenditure of Rs. 10.32 crore was incurred. Exhibitions were

organized at Delhi Haat, India International Trade Fair, Sonpur Mela, Surajkund Mela and Gupta Dham Mela during the year 2007-08.

3.18 The Ministry have submitted to the Committee a summary of important audits observations as under:

- (i) Two indicators of educational development i.e. gross enrolment rate (GER) and gross dropout rate (GDP) displayed an adverse trend in respect of Scheduled Caste and Scheduled Tribes boys and girls. The gap in GDR between general candidates and Scheduled Caste and Scheduled Tribe candidates which was 6.7 per cent and 15.1 per cent in 2001-02 deteriorated to 10.4 and 16.6 per cent in 2003-04 respectively.
- (ii) Underutilization of funds, inter-state imbalances in allocation of funds, non-availing of central assistance, delayed/non/short release of funds, unspent balances lying with States/UTs, diversion of funds etc which observed in respect of most of the schemes.
- (iii) The schemes were not given adequate publicity resulting in poor awareness of different schemes amongst the target population.
- (iv) Large number of cases of short delivery and no delivery of benefits i.e. scholarships, book banks, hostels, coaching classes, awards, etc. in respect of most of the schemes came to notice in the audit.
- (v) There were delays in disbursement of scholarships, establishment of book banks, construction of ashram schools and hostels etc.
- (vi) Ineligible beneficiaries including those whose parents income exceeded the prescribed limit were recipients of benefits such as scholarships, which indicated lax internal control.
- (vii) The hostel accommodation provided to beneficiaries lacked basic facilities like drinking water, toilet, furniture and power supply etc.
- (viii) In respect of schemes operated through NGOs, deficiencies included non-adherence to ceilings/norms of schemes, inadequate facilities of coaching staff

and accommodation, failure to make alternate arrangements for beneficiaries in the event of closure of projects etc.

- (ix) Funds were not recovered from NGOs who were blacklisted and assets acquired from grant-in-aid were not recovered from NGOs to who financing was discontinued due to unsatisfactory performance.
- (x) Failure to monitor the receipt of different reports and returns relating to the schemes, maintain databases in respect of different schemes, carry out on the spot inspections in the States/UTs/NGOs, conduct independent evaluation of schemes and inadequate internal audit rendered the internal controls weak.

3.19 The Committee note that the budgetary allocation to the Ministry of Social Justice and Empowerment for the year 2008-09 has been pegged at a level below the projections made by the Ministry. As against the projection of Rs. 2726 crore, the amount allocated to the Ministry is Rs. 2400 crore. According to the Ministry the reduction in the allocation will affect achievements in major schemes like Special Central Assistance to Scheduled Castes Component Plan, Self Employment Scheme for Rehabilitation of Scavengers, Pre and Post Matric Scholarship for OBC students, scheme for Prevention of Alcoholism and Substance (Drugs) Abuse, etc. Considering the Ministry's record of optimum utilization of allocated funds which is 98.95% of the outlay during 2007-08 and to enable them to effectively fulfill their mandate of empowering the vulnerable sections of our society, the Committee hope that Government would consider provision of additional funds to the Ministry of Social Justice and Empowerment at RE stage.

3.20 The Committee have been informed that the rates under the schemes of Pre-Matric Scholarship for children of those engaged in unclean occupations, Post-Matric and Pre-Matric scholarships for OBC students and hostels for OBC

boys and girls were fixed in nineties. In order to neutralize the effect of price rise, the revision of scholarships is necessary. Further, the cost of construction has also gone up necessitating the revision of cost norms for hostel scheme. Therefore, the Ministry is in the process of revising these Centrally Sponsored Schemes. In the opinion of the Committee these revisions would help in minimising the gaps and disparities (education development) that exist between general population and socially disadvantaged groups and will also neutralize the effect of price rise, thereby making these schemes more viable and ensure maximum coverage of beneficiaries. The Committee desire the Government to revise these schemes at the earliest.

3.21 The Committee have been apprised that the Ministry is considering to change the funding pattern of the Centrally Sponsored Scheme of Pre-Matric Scholarships for children of those engaged in unclean occupations to a Central Sector Scheme. Under the present funding pattern, Central Assistance is provided to the State Governments on a 50:50 basis and 100% to Union Territory Administrations over and above their committed liability, whereas in a Central Sector Scheme 100% funding is borne by the Central Government. The Committee feel that this would go a long way in ameliorating the problems faced by the States, who under the existing pattern of funding, find it difficult to come up with their share of committed liability. Keeping in view the focus of the Eleventh Five Year Plan which is towards inclusive growth, the Committee urge the Government to examine the feasibility of changing the funding pattern of all other educational schemes by converting them into Central Sector Schemes. The Committee are of the opinion that such a step would enhance the viability and

effectiveness of these schemes and bring the target groups into the mainstream of development by making them self-reliant.

3.22 It is a matter of concern that 12814 Utilization Certificates for various welfare schemes amounting to Rs. 735 crore are still outstanding from States/UTs/Voluntary Organizations. The Committee view with concern this situation as the Ministry would not able to release funds if utilization certificates in respect of funds allocated are not submitted in time. This in turn affects timely implementation of various schemes consequently. The Government ought to impress upon the States/UTs/Voluntary Organizations to exercise fiscal prudence and submit utilization certificates in time to ensure un-interrupted flow of Central funds.

3.23 As many as ten glaring shortcomings have come to notice as a result of the audit of various schemes being implemented by the Ministry of Social Justice and Empowerment like (i) Underutilization of funds, inter-state imbalances in allocation of funds, non-availing of central assistance, delayed/non/short release of funds, unspent balances lying with States/UTs, diversion of funds etc which have been observed in respect of most of the schemes; (ii) The schemes were not given adequate publicity resulting in poor awareness of different schemes amongst the target population; (iii) Failure to monitor the receipt of different reports and returns relating to the schemes, maintain databases in respect of different schemes, carry out on the spot inspections in the States/UTs/NGOs, conduct independent evaluation of schemes and inadequate internal audit rendered the internal controls weak, etc. The Committee expect the Ministry to

analyze the reasons for shortcomings and make concerted efforts to take suitable remedial measures to overcome the same.

CHAPTER – IV

Major Head : 2225
Minor Head : 341
Head No. : 01.00.31

DEVELOPMENT OF SCHEDULED CASTES

A SPECIAL CENTRAL ASSISTANCE (SCA) TO SCHEDULED CASTES SUB-PLAN (SCSP)

I Scheduled Castes Sub-Plan (SCSP)

4.1 The Ministry have stated that the special Component Plan for Scheduled Castes evolved in 1979 has been renamed as Scheduled Castes Sub-Plan (SCSP). The strategy of Scheduled Castes Sub-Plan (SCSP) is one of the most important interventions through the planning process for social, economic and educational development of Scheduled Castes and also for improvement in their working and living conditions. Scheduled Castes Sub-Plan (SCSP) is not a scheme by itself. It is an umbrella strategy to ensure flow of targeted financial and physical benefits from all the general sectors of development for the benefit of Scheduled Castes. Under this strategy, States/UTs and Central Ministries are required to formulate and implement Scheduled Castes Sub-Plan (SCSP) as part of their Annual Plans by earmarking resources in proportion to their share in total population.

4.2 At present, 27 States/UTs having sizeable SC populations are implementing Scheduled Castes Sub-Plan. The details of total State Plan Outlay, flow to Scheduled Castes Sub-Plan (SCSP) was reported by the State Governments and UT Administrations for the last three years and the current financial year upto 31.12.2007 are given below:-

Year	Total State Plan Outlay	SCSP Outlay (Rs. in crore)	% of SCSP Outlay to State Plan Outlay
2004-2005	108788.89	12065.38	11.06
2005-2006	136234.48	16422.63	12.05
2006-2007	152087.95	21461.12	14.11
2007-2008	*155013.19	*22939.99	*14.80

*Information in respect of 14 States/UTs only.

4.3 The Ministry have stated that as can be seen, the percentage of allocation under Scheduled Castes Sub-Plan has not been commensurate with the 16.23% share of Scheduled Castes in the total population. The Ministry regularly impresses upon the States to ensure adequate allocations under Scheduled Castes Sub-Plan during interactions with them. As an incentive, 25% Special Central Assistance is released to States/UTs on the basis of percentage allocation made by them under Scheduled Castes Sub-Plan in proportion to Scheduled Castes population percentage of the States/UTs.

Monitoring Mechanism at Central Level

4.4 The Planning Commission has constituted a Standing Tripartite Committee under the Chairmanship of Member, Planning Commission to review the implementation of the Special Strategy of Scheduled Castes Sub-Plan (SCSP) for Scheduled Castes and the Tribal Sub Plan for Scheduled Tribes to resolve various policy-related issues thereto in respect of Central Ministries as well as State Governments.

II Special Central Assistance (SCA)

4.5 The Ministry of Social Justice and Empowerment provides 100% grant under the Central Sector Scheme of Special Central Assistance as an additive to Scheduled Castes Sub-Plan (SCSP) of the States/UTs, on the basis of the following criteria:

- SC Population of the States/UTs 40%
- Relative backwardness of the States/UTs 10%
- Percentage of SC families in the States/UTs covered by Composite economic development programmes in the State Plan to enable them to cross the poverty line. 25%
- Percentage of SCSP to the Annual Plan as compared to SC population percentage of the States/UTs. 25%

4.6 According to the Ministry, out of total allocation under SCA to SCSP, percentage of funds are to be earmarked for the following categories:

- 2% of the budget allocation of Special Central Assistance (SCA) has been earmarked for North Eastern States, which implement SCP for SCs.
- 15% of the total SCA released to the States/UTs shall be utilized by States/UTs exclusively on viable income generating economic development schemes/programmes for SC women.
- 5% of the total SCA released to the States/UTs shall be utilized for the economic development of disabled persons among SCs.
- 3% of the total SCA released to the States/UTs shall be utilized by the States/UTs for supervision, monitoring and evaluation of economic development schemes implemented with the support of SCA funds.
- 10% of the total SCA released to the States/UTs in a year shall be utilized for infrastructure development programmes in the villages having 50% or more of SC population.
- 5% of the total Special Central Assistance released in a year should be utilized for skill development training programmes.

4.7 Second installment of SCA is released to the States/UTs after ensuring expenditure of cumulative opening balances of the previous year and 75% utilization of the first installment for the current year.

4.8 The financial and physical achievements for the last three years and current financial year up to December 2007 under the scheme are as under:

(Rs. in crore)			
Year	Budget allocation	Expenditure	Beneficiaries In lakhs)
2004-05	410.00	394.27	5.33
2005-06	407.36	407.36	5.46
2006-07	450.15	459.15	5.78
2007-08	470.00	392.62 (upto Dec, 2007)	1.64 (upto Dec. 2007)

4.9 Budget allocation and actual utilization by the Ministry during the last three years are as follows:

(Rs in crore)

Year	BE	RE	Actual Expenditure
2005-06	501.30	407.36	407.36
2006-07	450.15	450.15	459.15
2007-08	470.00	501.40	501.40
2008-09	480.00		

4.10 The Scheduled Castes population, according to 2001 Census, was 16.66 crores constituting 16.23% of the total population of India. They are primarily concentrated in Uttar Pradesh – 3.51 crores, West Bengal – 1.84 crores, Andhra Pradesh - 1.23 crores and Bihar 1.13 crores. These States account for 47.41% of the Scheduled Caste population of the country. Punjab occupies first position in terms of percentage of Scheduled Castes to the State population with 28.90%, followed by Himachal Pradesh (24.70%) and West Bengal (23.00%). The State-wise Scheduled Castes Population according to 1991 and 2001 Census is given in the following table.

Sl. No.	State/UT	1991 Census			2001 Census		
		Total Population	SC Population	% of Scheduled Castes in total Population	Total Population	SC Population	% of Scheduled Castes in total Population
1	2	3	4	5	6	7	8
	India	846302688	138223277	16.48	1026443540	166575663	16.23
1	A.P.	66508008	10592066	15.93	76210007	1239496	16.19
2	Arunachal Pradesh*	864558	4052	0.47	1097968	6188	0.56
3.	Assam##	22414322	1659412	7.40	26655528	1825949	6.85
4.	Bihar	86374465	12571700	14.55	82998509	13048608	15.72
5.	Goa#	1169793	24364	2.08	1347668	23791	1.77
6.	Gujarat	41309582	3060358	7.41	50671017	3592715	7.09
7.	Haryana	16463648	3250933	19.75	21144564	4091110	19.35
8.	H. P.	5170877	1310296	25.34	6077900	1502170	24.72
9.	J & K	7718700	0	0	10143700	770155	7.59
10.	Karnataka	44977201	7369279	16.38	52850562	8563930	16.2
11.	Kerala	29098518	2886522	9.92	31841374	31239441	9.81
12.	M. P.	66181170	9626679	14.55	60348023	9155177	15.17
13.	Maharashtra	78937187	8757842	11.09	96878627	9881656	10.2
14.	Manipur	1837149	37105	2.02	2166788	60037	2.77
15.	Meghalaya	1837149	37105	2.02	2166788	60037	2.77
16.	Mizoram	689756	691	0.10	888573	272	0.03
17.	Nagaland	1209546	0	0	1990036	Nil	-
18.	Orissa	31659736	5129314	16.20	36804664	6082063	16.53
19.	Punjab	20287969	5742528	28.31	24358999	7028723	28.85
20.	Rajasthan	44005990	7607820	17.29	56507188	9694462	17.16
21.	Sikkim	406457	24084	5.94	540851	27165	5.02
22.	Tamil Nadu	55858946	10712266	19.18	62405679	11857504	19
23.	Tripura	2757205	451116	16.36	3199203	555724	17.37
24.	U. P.	139112287	29276455	21.05	166197921	35148377	21.15

25.	W. B.	68077965	16080611	2362	80176197	18452555	23.02
26.	Chattisgarh	-	-	-	20833803	2418722	11.61
27.	Jharkhand	-	-	-	26945829	3189320	11.84
28.	Uttaranchal	-	-	-	8489349	1517186	17.87
29.	A&N Islands	280661	-	-	356152	Nil	-
30.	Chandigarh	642015	105977	16.51	900635	157597	17.5
31.	D & N Haveli	138477	2730	1.97	220490	4104	1.86
32.	Daman & Diu	101586	3891	3.83	158204	4838	3.06
33.	Delhil	94120644	1794836	19.05	13850507	2343255	16.92
34.	Lakshadweep \$	51707	0	0	60650	Nil	-
35.	Pondicherry	807785	131278	16.25	974345	157771	16.19

\$ 'No community has been notified as Scheduled Caste'

The list of Scheduled Castes of Arunachal Pradesh has been denotified vide the Scheduled Castes (Orders) (Second Amendment) Act, 2002.

The population includes the UT of Daman & Diu in 1981 Census.

In Assam Census could not be conducted due to disturbed conditions prevailing there at the time of 1981 Census.

4.11 The Ministry have furnished a statement highlighting State-wise Scheduled Castes Sub-Plan allocation during the last three years as under:

Sl. No.	States/UTs	SC Population% (2001 Census)	2004-2005			2005-2006			2006-2007			2007-2008		
			State Plan Outlay	Flow to SCSP	% of SC SP	State Plan Outlay	Flow to SCSP	% of SC SP	State Plan Outlay	Flow to SC SP	% of SC SP	State Plan Outlay	Flow to SCSP	% of SCSP
1	A. P.	16.20	13291.20	1181.04	8.89	15650.76	1878.26	12.00	20000.00	1557.64	7.79	30500.00	2295.89	7.53
2	Assam	6.90	2175.00	54.06	2.49	3000.00	75.69	2.52	3789.00	61.66	1.63	3800.00	81.09	2.13
3	Bihar	15.70	4569.70	718.36	15.72	4753.46	985.57	20.81	0.00			0.00		
4	Chattisgarh	11.60	3369.90	331.47	9.84	4062.98	284.36	7.00	0.00			0.00		
5	Gujarat	7.10	8609.79	385.27	4.47	11000.00	486.90	4.43	12503.50	894.55	7.15	15506.00	798.87	5.15
6	Goa	1.80	0			0.00			0.00			0.00		
7	Haryana	19.30	2175.00	458.35	21.07	3000.00	642.13	21.40	3300.00	671.03	20.33	5300.00	1048.44	19.78
8	H.P.	24.70	1400.00	115.97	8.28	1607.86	173.12	10.77	0.00			2100.00	231.00	11.00
9	J & K.	7.60	0.00			0			0.00			0.00		
10	Jharkhand	11.80	0.00			0			0.00			0.00		
11	Karnataka	16.20	12322.92	366.99	2.98	13555.00	628.80	4.64	17227.95	148783	8.64	17259.93	2916.42	16.88
12	Kerala	9.80	0.00			5369.00	465.28	8.67				0.00		
13	M.P.	15.20	6606.72	740.36	11.21	7643.44	956.67	12.52	9020.8400	1065.55	11.81	12011.00	1717.76	14.29
14	Maharashtra	10.20	9665.25	577.56	5.98	15858.96	1122.00	7.07	18805.15	592.00	8.47	20200.00	2060.00	10.20
15	Manipur	2.77	781.25	26.11	3.34	0.00			.00			0.00		
16.	Orissa	16.50	3250.00	411.32	12.66	2800.00	334.87	11.96	3600.00	595.55	16.54	5105.00	843.96	16.54
17.	Punjab	28.90	3479.80	886.00	25.46	3550.00	934.62	26.33	4000.00	1154.00	28.85	5111.00	1330	26.23
18.	Rajasthan	17.20	7113.15	1137.39	15.99	8155.23	1296.81	15.90	8755.68	967.95	11.06	0.00		
19.	Sikkim	5.02	1.00	0.15	15.00	23.10	2.74	11.86	0.00			825.66	19.76	2.39
20.	Tamil Nadu	19.00	8001.08	1543.44	19.29	9100.00	2104.55	23.13	12500.00	3117.85	24.94	14000.00	3356.89	23.97
21.	Tripura	17.40	795.37	81.16	10.20	922.43	84.36	9.1454	9500.00	121.90	1.28	1176.95	181.58	15.78
22.	U.P.	21.01	9661.51	2026.00	20.97	13500.00	2830.00	20.96	19000.00	3990.00	21.00	25000.00	5287	21.15

23.	Uttanchal	17.90	1865.37	300.00	16.08	0.00			4000.00	720.00	18.00	0.00		
24.	W.B.	23.00	4183.70	295.56	7.06	6726.00	576.19	8.57	7669.82	1764.54	23.01	9683.19	2225.58	22.
25.	Chandigarh	11.60	165.96	17.61	10.61	197.96	19.62	9.91	216.66	45.41	20.96	267.63	31.68	11.
26.	Delhi	16.90	5000.00	311.74	6.23	4700.00	456.00	9.70	5200.00	879.00	16.90	6212.24	1534.06	24.
27.	Pondicherry	16.20	615.00	99.47	16.17	925.00	108.71	11.75	1043.45	130.00	12.46	1455.00	150.15	10.
	Total	16.23	109098.67	12065.38	11.06	136083.18	16447.25	12.09	160131.21	20816.46	13.00	175513.60	26862.19	15.

4.12 When enquired whether the Ministry have been able to ensure that all States/UTs are making allocation of their Annual Plan to their Scheduled Castes Sub-Plan in proportion to their SC populations, the Ministry in their written reply submitted as under:

- (i) As per the guidelines of Planning Commission, State Governments/UTs are required to make allocation in their Scheduled Castes Sub Plan in proportion to SC population. The allocation made under Scheduled Castes Sub Plan of the States/UTs is discussed in Working Group Meetings of the States/UTs in Planning commission.
- (ii) The Ministry of Social Justice and Empowerment, during interaction with State Governments, impress upon them to ensure allocations under Scheduled Castes Sub Plan at least in proportion to the percentage of SC population of the State. As an incentive, release of 25% of Special Central assistance to State/UTs is linked to percentage allocation made by them under Scheduled Castes Sub Plan in comparison to percentage of SC population of the State. The matter of earmarking of funds in proportion to SC population of the State under Scheduled Castes Sub Plan was also taken up by the Minister with Chief Ministers of States in June, 2006.

4.13 Information regarding separate budget head of account opened by States/UTs for Special Central Assistance funds is as under :

Sl.No.	States/UTs	SCA -Budget Head of A/c No.
1	Madhya Pradesh	SC Welfare 2225-01-277-4691
2	Tripura	2225-01-800-33-31-33 under demand No. 20
3.	Uttaranchal	2225-01-793-01-0106
4.	Goa	2225-01-793

5.	Jharkhand	2225-01-0607
6.	Rajasthan	2225-01-793
7.	Karnataka	2225-01-793-0-00-State Sector 2225-01-197-01-02-District sector
8.	Pondicherry	2225-01-789(12)
9.	Chandigarh	2225-793
10.	Gujarat	2225-01-793
11.	U.P.	1601-03-80-8001
12.	Manipur	2225-01-793
13.	Delhi	2225-C-1-C-1 (1)(7)
14.	Bihar	2225-01-0602
15.	Maharashtra	2225-01(01) Mahatma Phule BC Dev.Corp (2225-0225 2225-01(02) Maharashtra State Khadi & Village Industries Board (2225 0234) 2225-01(04) Sant Rohidas Leather & Charmakar Dev. Corp. (2225 0252 2225-01(06) Lokshahir Annabhau Dev. Corp. (2225 0272)
16	Andhra Pradesh	2225-01-MH, 102 ECO Dev. – GH-10 CSS SH (15) SCA to SCP – 310/312
17.	Kerala	2225-01-793-99 S C A to S C P
18.	Sikkim	2225-01-01-793 S C A to S C P
19.	Orissa	2225-01-793-SCA
20.	Himachal Pradesh	2225-01-001-A00S Dte.of SCs
21.	Chattisgarh	Demand No. 15-64
22.	Haryana	2225-01-793(Special Central Assistance)
23.	Assam	2225-793-818-09-SCA
24.	West Bengal	2225-01-793 Special Central Assistance
25.	Tamil Nadu	2225-01- 793-S B 0998
26.	Jammu & Kashmir	Not reported
27	Punjab	Not reported

4.14 Regarding carrying out a survey to ascertain the number of Scheduled Castes beneficiaries who have actually been able to cross below the poverty line figure, the Ministry in their written reply submitted as under:

“The Ministry has not conducted any survey to ascertain the number of Scheduled Castes beneficiaries who have actually been able to cross the figure of below poverty line because it is for the Planning Commission to decide.”

4.15 When enquired whether all Ministries/Departments were formulating SCSP in their Annual Plan, as recommended by the Planning Commission, the Ministry in their written reply submitted as under :

“Out of 51 Ministries/Departments only 7 Ministries/Departments have reported formulation of Scheduled Castes Sub Plan (SCSP) in their Annual Plan. They are (i Ministry of Small Scale Industries (now named Ministry of Micro, Small and Medium Enterprises), (ii) Department of Higher Education, (iii) Department of Science and Technology, (iv) Department of AYUSH, (v) Ministry of Health and Family Welfare, (vi) Department of Drinking Water Supply (Rajiv Gandhi National Drinking Water Mission) and (vii) Department of Agriculture and Cooperation.”

4.16 When asked further about the steps taken by the Ministry to ensure compliance of the guidelines issued by the Planning Commission in this regard, the Ministry in their written reply stated as under:

“Ministry of Social Justice and Empowerment has recently taken up the matter with the Central Ministries/Departments for formulation of Scheduled Castes Sub Plan by them. The Hon’ble Minister has also requested on 25.03.2008 the Deputy Chairman, Planning Commission to devise modalities to like the Annual Plans of Ministries/Departments with the guidelines for Scheduled Castes Sub-Plan.”

4.17 The Committee observe that during 2007-08 some States with sizable SC population have not allocated funds for their SCSP as per the percentage of their SC population namely; (Andhra Pradesh – SC population 16.20%, SCSP outlay 7.53%, Himachal Pradesh – SC population 24.70%, SCSP outlay 11.00%, and Punjab – SC population 28.90%, SCSP outlay 26.02%. Other States like Bihar – SC population 15.70%, Kerala SC population 9.8% and Rajasthan – SC population 17.20% have not allocated any funds from their annual plan to their SCSP. Keeping in view the fact that the allocations under Scheduled Caste Sub-Plan in proportion to the percentage of SC population in the State is the main criteria for release of grants by the Centre under the scheme, the Committee express their displeasure at the non-adherence to the norms by some States, as this deprives them of their rightful Central share of SCA funds. The Committee, desire that all

the States/UTs should be persuaded to allocate funds for SCSP in proportion to their SC population so that they could get their entitled share of SCA funds from the Centre.

4.18 It is a matter of concern that the Ministry do not have any data highlighting the number of beneficiaries who were successful in crossing below the poverty line figure after having availed of the benefits of the scheme of SCA to SCSP. It has simply been conveyed that it is for the Planning Commission to decide. The Committee regret to observe that this is nothing but a casual approach on the part of the Government vis-à-vis its mandate for working towards bringing the target group into the mainstream of development by making them self-reliant. The Committee desire that this aspect needs to be given serious attention and the Ministry should make all possible efforts to collect this data from all concerned implementing agencies for future planning of their schemes.

4.19 The Committee note that despite their repeated recommendations impressing upon all States/UTs, subscribing to the scheme of Special Central Assistance (SCA) to Scheduled Castes Sub-Plan (SCSP), to open a separate Budget Head for SCA funds, 2 States are yet to follow this instruction. The idea behind this exercise is to put an end to the practice of diversion of SCA funds by States/UTs. The Committee desire that these two States viz. Jammu & Kashmir and Punjab should be persuaded by the Ministry at the highest level for opening of a separate Budget Head for SCA funds at the earliest.

4.20 In spite of clear cut instructions from the Planning Commission, directing all Central Ministries / Departments to formulate SCSP for SCs in their Annual Plan, only 7 Ministries / Departments out of 51 have complied till now. The

Committee express their deep concern and total displeasure over this sorry state of affairs and recommend the Ministry to ensure expeditious compliance by the remaining Central Ministries / Departments of the guidelines issued by the Planning Commission in this regard.

Major Head :2225
Minor Head :341
Head No. :03.06.31, 11.00.31

B PRE-MATRIC SCHOLARSHIP TO CHILDREN OF THOSE ENGAGED IN UNCLEAN OCCUPATIONS

4.21 The Ministry have stated that under the scheme, the children of those engaged in unclean occupations, i.e., scavengers, flayers and tanners are provided assistance to pursue education up to matriculation level. The scholarship is provided through State Governments and Union Territory Administrations. Central assistance is provided to the State Governments on 50:50 basis and 100% to Union Territory Administrations over and above their committed liability. Students amongst target groups with disabilities are also assisted. There is no income ceiling for award of scholarship under the scheme. The existing scholarship rates are Rs. 300/- per month for hostellers in classes III to VIII and Rs. 375/- per month for classes IX and X. The scholarships rates for day schools are Rs 40/- per month for class I & V, Rs 60/- per month for classes VI to VIII and Rs. 75/- per month for class IX to X. In addition, the hostellers and the day scholars get the annual ad-hoc grant of Rs. 600 and Rs.550 respectively.

4.22 Budget allocation alongwith expenditure incurred during the last three years is as under:

(Rs in crore)

Year	BE	RE	Actual Expenditure
2005-06	16.00	16.00	10.80
2006-07	16.00	16.00	20.25
2007-08	25.00	7.50	3.10

4.23 On being asked as to what necessitated reduction of the budgetary allocation during 2007-08 from Rs. 25 crore to Rs. 7.50 crore the Ministry in their written reply stated that the primary reasons for cut in the outlay at RE stage has been less demand from the States Governments/UT Administrations.

4.24 When asked the reasons for shortfall in utilization of even the revised estimates during 2007-08, the Ministry in their written reply submitted as follows:

“The proposals for central assistance were received from 22 States/UT Administrations. These were examined in the Ministry and it was observed that 18 States were still having unspent balance of the central assistance released during the previous years. Hence, further funds have not been released to such of the States. Central assistance amounting to Rs. 3.10 crore has thus been released during the year 2007-08 to four eligible States namely, Assam, Gujarat, Tamil Nadu and Uttarakhand.”

4.25 The Ministry further stated that it has been impressing upon the States Governments having unspent balances to utilize the funds expeditiously so that more funds could be provided.

4.26 The Ministry further informed that the main reason put forth by States/ UTs for unspent balances is that they do not get adequate beneficiaries which results in unspent balances.

4.27 When asked to furnish State-wise details of persons engaged in unclean occupation, as well as their literacy rate as per 2001 census, the Ministry stated that the details are not available. However, the scheme aims at coverage of all the children of the target group, irrespective of their income level.

4.28. When enquired as to whether the Ministry in the recent past had modified this scheme and proposed increase in the rates of stipend keeping in mind the steep rise in of education recently, the Ministry submitted in a written reply that the scheme was modified on 1.4.2003. Keeping in view steep rise in cost of education, the scheme is

under revision. The major revisions proposed are (a) increase in the rates of scholarship, (b) increase in annual ad-hoc grant, (c) change in the funding pattern and (d) more coverage of beneficiaries.

4.29 On being asked whether the Ministry considered changing the funding pattern of this scheme as States/UTs are unable to come up with their matching share of funds, the Ministry in their reply submitted as under:

“The scheme is under revision. One of the major changes proposed is with regard to the funding pattern. Under the existing funding pattern of the scheme, the total expenditure is co-shared on 50:50 basis between the Centre and the State Governments (100% borne by Central Government in the case of UT Administrations), over and above the committed liability. The committed liability, which was Rs. 2510.00 lakhs for all States/UT Administrations during each year of the Ninth Five Year Plan period, has escalated and is expected to be approximately Rs. 8000.00 lakhs during each year of the Eleventh Five Year Plan period. The financial burden of the States/UT Administrations is far too higher than the liability of the Government of India. It is felt that the fiscal constraints faced by the State Governments come in the way of widening the coverage under the scheme as a larger coverage means higher expenditure, which would become committed liability of the State Governments. Therefore, it is not only essential but imperative also to reconsider the existing funding pattern and dispense with the concept of committed liability. Accordingly, it is proposed to provide 100% central assistance to meet the total expenditure incurred under the scheme so that the target group, which constitutes the lowest rung of the society, is benefited to the extent greater than the existing one. “

4.30 The Committee are constrained to note that the BE of Rs. 25 crore under “The Pre-matric Scholarship to Children of those Engaged in unclean occupation scheme” has been reduced to Rs. 7.50 crore at RE stage and the actual expenditure was only Rs. 3.10 crore during 2007-08. The Ministry have attributed the reduced expenditure to less demand from the States as well as the fact that

18 of the 22 States were having unspent balance of the previous years. It has also been contended that the States do not get adequate beneficiaries which results in unspent balances. The Committee are of the opinion that people engaged in unclean occupations are marginalized sections of our society and the most disadvantaged among the under privileged. Education being the most powerful equipment in upliftment of these marginalized people, the significance of Pre-matric scholarships scheme increases manifold. Consequently, the Committee feel that the Ministry should impress upon all States/UTs to give wide publicity to this scheme to ensure that more number of students in the target group avail of the benefit of the scheme and the funds earmarked therefor are gainfully fully utilized.

4.31 The Committee observe that there is an urgent need to expand the coverage of scholarships for Scheduled Castes at pre-matric stage. Needless to say that a scheme of scholarship during the formative years would go a long way in the educational development of this vulnerable group of our society. The Committee, urge the Government to revise this scheme and re-introduce it as a Central Sector Scheme of Pre-matric scholarship for Scheduled Castes students too.

CHAPTER – V

Major Head : 2335
Minor Head : 105
Head No. : 01.01.31

SOCIAL DEFENCE DIVISION

SCHEME FOR PREVENTION OF ALCOHOLISM AND SUBSTANCE (DRUGS) ABUSE.

5.1 The Committee has been apprised that the problem of drug abuse has emerged as one of the major concerns of the human race with far reaching socio-medical and economic consequences. The process of industrialization and consequential urban drift, stresses and strains of modern life has rendered individuals more vulnerable to substance abuse than ever before. Addiction to drugs does not merely affect the physical and mental health of the individuals involved, but it also disrupts his family and social relationships, which, in turn, has a bearing on his very existence as a productive member of society. This trend is an ominous one for a developing country like India, which is still struggling to overcome its basic problem of poverty, hunger and disease. Experience has shown that the demand for drugs can be curbed effectively only in a society which propagates a life style that rejects the use of dependence-producing substances. Abstinence is still deeply rooted in our culture and is strongly supported by the family, community and religion and is therefore seen as the most effective tool to deal with this problem. The Ministry of Social Justice and Empowerment as the nodal Ministry coordinates and monitors all aspects of drug abuse prevention which included assessment of the extent of the problem, preventive action, counteracting drug abuse, dissemination of information, public education and welfare of those in need of care and protection. The Ministry is supporting voluntary organizations in their efforts to safeguard people from the ill effects of alcohol/drug abuse through awareness generation programmes and by providing community-based services for the

identification, treatment and rehabilitation of addicts. A two-pronged strategy of supply control and demand reduction has been adopted by the Government of India. While control of supply is taken care of by the Narcotics Control Bureau and the Police, the Ministry of Social Justice and Empowerment has the responsibility of looking after the demand reduction effort through education, detoxification and rehabilitation of alcohol/drug addicts. The Ministry of Social Justice and Empowerment is working towards:

- (i) Building awareness and educating people about the ill effects of drug abuse.
- (ii) dealing with the addicts through a well-rounded programme of motivation, counseling, treatment, follow-up and social reintegration of cured drug addicts, and
- (iii) capacity building through imparting drug abuse prevention and rehabilitation training to volunteers.

5.2 It is further stated that the Ministry of Social Justice and Empowerment as the focal point for drug demand reduction programmes in the country, has been implementing the scheme for Prevention of Alcoholism and Substance (Drug) Abuse since the year 1985-86. Implementation of programmes for de-addiction and rehabilitation of drug addicts require a State-Voluntary Organization partnership. Under the Scheme, while a major portion of the cost of services is borne by the Government, the voluntary organizations provide actual services through the Counseling and Awareness Centres and Treatment cum Rehabilitation Centres.

5.3 Budget allocation amount released and number of NGOs assisted by the Ministry during the last three years are as follows:

5.4

(Rs. in crore)

Year	BE	Amount Released	No. of NGOs assisted
2005-06	27.01	22.35	295
2006-07	30.00	16.14	272
2007-08	35.00	8.15 (upto Dec. 07)	161 (upto Dec. 07)
2008-09	35.00		

5.4 When enquired the reasons for shortfall in utilization of funds during the last three years, the Ministry in their written reply stated the reasons for underutilization of funds are mainly due to non-receipt of proposals from some States and few proposals being incomplete. Adequate proposals were not received from the States and UTs of Arunachal Pradesh, Rajasthan, Tripura, Uttar Pradesh, Uttarakhand, Andhra Pradesh, Bihar, Gujarat, Jammu & Kashmir, Chattisgarh, Chandigarh, Andaman and Nicobar, Lakshadweep, Jharkhand, Goa and Dadar and Nagar Haveli. Some proposals were received late from Uttarakhand, Andhra Pradesh and Jammu & Kashmir. Further some proposals were not received in complete shape from Madhya Pradesh, Uttar Pradesh and Meghalaya.

5.5 The Ministry have informed the Committee that the Government has Institutionalised Drug Abuse Monitoring System (DAMS) with the broad objective for creating a database in respect of persons abusing drugs, types of drugs used and method of consuming drugs from the Treatment-cum-Rehabilitation Centre supported by the Ministry.

5.6 When asked to furnish a statement highlighting the number of alcoholics and drug addicts in the country, the Ministry in their written reply submitted that there is no authentic data of the number of alcoholics and drug addicts in the country as no detailed

survey has been conducted for this purpose so far. The State-wise and rural-urban distribution of such persons is also not available. During the period from March, 2000 to September, 2001, this Ministry through the United Nation Office on Drugs and Crimes (UNODC) conducted a limited national survey in which 40,697 males in the age group of 12-60 years were interviewed to assess the extent, pattern and trends of drug abuse. As per report of this Survey, there were approximately 6.25 crore alcohol users, 87 lakh cannabis users and 20 lakh opiate users in the country. The Ministry has requested the National Sample Survey Organizations (NSSO) to conduct a detailed household survey to assess the national as well as State-wise data about the extent, patterns and trends of drug abuse in the country. The matter is under active consideration of the NSSO.

5.7 The Ministry have submitted a list of NGOs during the last three years for Drug Awareness and Counseling Centres and Treatment-cum-Rehabilitation Centres:

Year	No. of NGOs supported	Number of Drug Awareness & Counseling Centres	Number of Treatment-cum-Rehabilitation Centres
2004-05	321	39	329
2005-06	295	32	305
2006-07	277	24	299

5.8 The Committee were also informed that the Ministry has taken the following steps to create awareness for prevention and control of drug abuse.

- (i) A weekly Radio programme titled 'Sanwarh Jayeen Jeevan Ki Rahe' is being broadcast over All India Radio for wide spread dissemination of information among masses in Hindi and 17 regional languages.
- (ii) On the occasion of International Day for Drug Abuse various awareness programmes are undertaken for improving the general awareness on ill effects of drug abuse.

5.9 When asked to enumerate the steps taken for effective implementation of the scheme, the Ministry in their written reply submitted as under:

- (i) Manual on Minimum Standards of Care in Addiction Treatment Centres: With a view to ensuring quality of services rendered through the NGOs under the Scheme, the Ministry has prepared a 'Manual on Minimum Standards of Care in Addiction Treatment Centres' with emphasis on facilities and services to be provided at the Centre, roles and responsibilities of the staff, clients rights and the code of ethics for the staff.
- (ii) **Inspection:** Each NGO is required to be inspected by the State Government at least once every year, and the second installment of grant is released to the NGOs normally on the basis of their recommendations based on inspection. Further, a few Officers of the Ministry are deputed for inspections

5.10 The Committee regret to observe that there has been under-utilization of sanctioned funds under the "Scheme for Prevention of Alcoholism and Substance (Drug) Abuse" during last three years. The Ministry have explained this under utilization of funds to delay in receipt of proposals from some States along with some proposals having received were incomplete. The Committee take a serious note of this and urge the Government to take pro-active measures to ensure that the NGOs entrusted with operating this scheme forward their proposals timely and complete in all respects, as warranted in the guidelines prepared by the Ministry for voluntary organizations desirous to avail central funding. The Committee, desire the Ministry to take up this issue with the States/NGOs at the highest level so that proposals are received timely, thereby ensuring optimum utilization of sanctioned funds on a yearly basis.

5.11 The Committee note that the Government have institutionalized Drug Abuse Monitoring System (DAMS) with the broad objective for creating a database in respect of persons abusing drugs, types of drugs used and method of consuming drugs from the Treatment-cum-Rehabilitation Centre supported by the Ministry. However, It is a matter of concern that though the scheme for prevention of alcoholism and substance (drugs) abuse has been prevalent for years, yet the Ministry have no authentic data of the number of alcoholics and drug addicts in the country as no detailed survey has been conducted for this purpose so far. It is indicative of the casual approach of the Government in eradicating the menace of alcoholism and substance abuse from the country. The Committee desire that the Government may utilize the services of DAMS to obtain an authentic nationwide data of alcoholics and substance abusers at the earliest so that an effective action plan could be chalked out to rid the nation of its ill effects. The Committee also suggest that feasibility of introducing 'Gujarat Pattern of Prohibition' may be examined to eradicate alcoholism from the country.

CHAPTER – VI

Major Head : 2552

IMPLEMENTATION OF PROGRAMMES IN THE NORTH EASTERN STATES AND SIKKIM

6.1 The Committee have been informed that as per guidelines of the Planning Commission 10% of allocation has been made in sectors – Other Backward Classes, disabled and Social Defence and 2% for Scheduled Castes. The annual plan outlay approved for this Ministry for the year 2007-08 is Rs. 2201 crore which includes Rs. 85.80 crore for North Eastern (NE) region.

6.2 The Ministry have furnished the following table highlighting financial and physical achievements during the year (upto December 2007) under various schemes in North Eastern Region is given below:-

Sl. No	Name of the Scheme	Financial (Rs. In crore)		Physical (No. of beneficiaries)	
		Annual Target	Achievement	Annual Target	Achievement
1	Special Central Assistance to Scheduled Castes Sub-Plan	14.50	4.65	-	6906
2	Assistance to voluntary Organisations for welfare of Scheduled Castes	2.40	0.41	-	440
3	Post-Matric Scholarships for Scheduled Castes	14.00	0.08	-	36391
4	Pre-Matric Scholarship for SC's children of those engaged in unclean occupation	0.00	0.03	-	4284
5	Free Coaching for SC & OBC students	0.00	0.52	-	490
6	Hostels for Scheduled Castes	2.00	0.00	360	0.00

	Boys				
7	Scheduled Castes Development Corporations	1.00	2.00	-	247
8	NSFDC	0.00	0.57	-	247
9	Implementation of Protection of Civil Rights Act, 1995 & Scheduled Tribes (Prevention of Atrocities) Act, 1989	1.00	0.00	-	-
10	Assistance to Voluntary organizations for OBCs	0.50	0.06	-	330
11	National Backward Classes Finance & Development Corporation	3.00	3.50	-	749
12	Post-Matric Scholarships for OBCs	9.25	8.47	-	67865
13	Pre-Matric Scholarships for OBCs	2.50	0.41	-	43759
14	Hostels for OBC Boys and Girls	2.50	-	-	-
15	National Institute for the Visually Handicapped, Dehradun	0.50	0.00	-	-
16	National Institute for the Orthopaedically Handicapped, Kolkata	0.50	0.00	-	-
17	National Institute for the Mentally Handicapped, Secunderabad	1.00	0.00	-	-
18	Scheme of Assistance to Disabled Persons for Purchase/fitting of Aids and Appliances	10.95	3.58	-	2 (NGO)
19	Deen Dayal Rehabilitation Scheme	8.00	1.29	-	2643
20	Implementation of Persons with Disabilities (Equal Opportunities and Protection of Rights)	4.30	1.49	-	ONE DDRC

	Act, 1995				
21	Scheme for Prevention of Alcoholism and Substance (Drugs) abuse	5.40	0.51	-	13 NGO
22	An Integrated Programme for Older Persons	2.00	1.10	-	3750
23	Assistance to Voluntary Organisations in the field of Social defence	-	0.11	-	-
24	National Institute of Social Defence	0.50	-	-	-
	Total	85.80	28.89	360	

6.3 On being enquired the reasons for low utilization of sanctioned funds during the current year the Ministry in their written reply submitted that schemes of the Ministry are demand driven. Funds are released to States on receipt of their proposals alongwith utilization certificates of the funds released previously.

6.4 When asked to furnish State-wise details of funds allocated to all North-Eastern States and Sikkim and the status of their actual utilization during the last three years, the Ministry stated that the schemes of the Ministry are demand driven. Hence State-wise allocation is not done.

6.5 Budget allocation and actual utilization during 2007-08 is as follows:

Sl. No	2007-08				2008-09
	BE	RE	Exp. (upto 1.3.2008)	% of Exp. to RE	BE
1	78.38	85.80	64.18	74.80	94.75

6.6 When asked the reasons for shortfall in utilization of revised estimates during 2007-08 the Ministry in their written reply submitted as under:

“The schemes of the Ministry are demand driven. During the year 2007-08 an expenditure of Rs. 72.15 crores was incurred which is 84.09% of the outlay. The expenditure in 2006-07 was Rs. 67.35 crore. Thus, Rs. 4.80 crore were spent more on the schemes of the Ministry during 2007-08 in comparison to previous year. However, NE states will be impressed to send their proposals under various schemes. Efforts will also be made to publicise the schemes in NE States to elicit more proposals from non-governmental organizations (NGOs) in 2008-09 for grants-in-aid, in consultation with the State Governments.”

6.7 Another instance of poor utilization of earmarked funds is the financial achievement regarding various programmes in the North-Eastern States and Sikkim during the year 2007-2008. The Ministry of Social Justice and Empowerment have contended that as the schemes of the Ministry are demand driven, funds are released to States on receipt of their proposals alongwith utilization certificates of the funds released previously. The Committee are of the opinion that the Ministry is trying to pass the buck by shifting all responsibility to the State Governments. Keeping in view the strong presence of the audio-visual media in these States, the Committee desire that the Ministry should lay greater emphasis on generating awareness about its various schemes, especially those implemented by voluntary organizations. The Committee hope that adequate publicity will result in an increase in demand for funds from the NE States and Sikkim. The Committee also expect the Ministry to impress upon the North-Eastern States and Sikkim to send adequate number of proposals in time to ensure a full utilization of allocated funds for them.

**NEW DELHI;
16 April, 2008
27 Chaitra, 1930 (Saka)**

**SUMITRA MAHAJAN
Chairperson,
Standing Committee on
Social Justice and
Empowerment.**

**MINUTES OF THE ELEVENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON THURSDAY, 3rd APRIL,
2008.**

The Committee met from 1100 hrs. to 1245 hrs. in Committee Room 'B'
Parliament House Annexe, New Delhi.

PRESENT

Smt. Sumitra Mahajan - CHAIRPERSON

**MEMBERS
LOK SABHA**

2. Shri Mahaveer Bhagora
3. Shri Eknath M. Gaikwad
4. Shri Bhai Lal
5. Shri Kailash Meghwal
6. Shri Jual Oram
7. Shri Rabindar Kumar Rana
8. Smt. Pratibha Singh

**MEMBERS
RAJYA SABHA**

9. Shri Dharam Pal Sabharwal

LOK SABHA SECRETARIAT

1. Shri Ashok Sarin - Joint Secretary
2. Shri R.K. Saxena - Director
3. Shri Bhupesh Kumar - Deputy Secretary

Representatives Of The Ministry Of Social Justice And Empowerment

1.	Shri K.M. Acharya	Secretary
2.	Ms. Sangita Gairola	Additional Secretary
3.	Dr. Arvind Prasad	Joint Secretary
4.	Dr. Vinod Aggarwal	Joint Secretary
5.	Ms. Purnima Singh	Joint Secretary
6.	Shri D.V.S. Ranga	Joint Secretary
7.	Shri Ashish Kumar	Deputy Director General
8.	Shri Sanjiv Mittal	Joint Secretary & Financial Advisor
9.	Shri A.C. Padhi	Chairman-cum-MD, NSFDC
10.	Shri A.A. Naqvi	Managing Director, NBCFDC
11.	Shri Ravi Kant	Chairman-cum-MD, NHFDC

At the outset, the Chairperson welcomed the Members and representatives of the Ministry of Social Justice & Empowerment to the sitting of the Committee. The Chairperson then stated that the meeting had been convened to discuss the Demands for Grants (2008-09) of the Ministry of Social Justice and Empowerment. At the instance of the Chairperson, the Secretary, Ministry of Social Justice & Empowerment briefly narrated the details of various schemes/programmes undertaken by the Ministry and intimated the physical and financial targets achieved in that connection.

2. The Members then asked questions, which inter-alia related to procedural delays in disbursement of scholarships to beneficiaries; outstanding Utilization Certificates; monitoring mechanism of the Central Government; diversion of funds; regional imbalance in distribution of NGOs etc.

3. The representatives of the Ministry then responded to the queries put forth by the Members to the extent possible. The Chairperson directed them to furnish expeditiously replies to those points which could not be replied in the meeting.

4. Hon'ble Chairperson thanked the Secretary and other officials of the Ministry for giving valuable information to the Committee on the subject and expressing their views in a candid manner.

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

The witnesses then withdrew.

The Committee then adjourned.

**MINUTES OF THE TWELFTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON 16TH APRIL, 2008.**

The Committee met from 15.00 hrs. to 1700 hrs. in Committee Room 'C',
Parliament House Annexe, New Delhi.

PRESENT

1. Smt. Sumitra Mahajan - Chairperson

**MEMBERS
LOK SABHA**

2. Shri Eknath M. Gaikwad
3. Shri Bhai Lal
4. Shri Tek Lal Mahato
5. Dr. Babu Rao Mediyam
6. Shri Rabindar Kumar Rana
7. Smt. Pratibha Singh

RAJYA SABHA

8. Shri Silvius Condpan
9. Dr. Radhakant Nayak
10. Shri Abdul Wahab Peevee
11. Shri Dharam Pal Sabharwal

SECRETARIAT

1. Shri R.K. Saxena - Director
2. Shri Bhupesh Kumar - Deputy Secretary

2. At the outset, Hon'ble Chairperson welcomed the Members to the sitting of the Committee and apprised them that the sitting has been convened to consider and adopt the following Draft Reports of the Committee.

(i) Thirty-third Report on Demands for Grants (2008-09) of the Ministry of Social Justice and Empowerment.

(ii) Thirty-fourth Report on Demands for Grants (2008-09) of the Ministry of Tribal Affairs.

(iii) Thirty-fifth Report on Demands for Grants (2008-09) of the Ministry of Minority Affairs.

3. Thereafter, the Committee considered and adopted the Thirty-third Report with minor modifications / amendments.

4. XXXX XXXX XXXX

5. XXXX XXXX XXXX

6. The Committee authorized the Chairperson to finalise these draft Reports and present the same to Parliament on their behalf.

The Committee then adjourned.

STATEMENT OF OBSERVATIONS/RECOMMENDATION

Sl. No	Para No.	Observations/Recommendation
1	2	3
1	1.4	The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Twenty-fourth Report on Demands for Grants, 2007-08 of the Ministry of Social Justice and Empowerment as only 6 out of 19 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations.
2	3.19	The Committee note that the budgetary allocation to the Ministry of Social Justice and Empowerment for the year 2008-09 has been pegged at a level below the projections made by the Ministry. As against the projection of Rs. 2726 crore, the amount allocated to the Ministry is Rs. 2400 crore. According to the Ministry the reduction in the allocation will affect achievements in major schemes like Special Central Assistance to Scheduled Castes Component Plan, Self Employment Scheme for Rehabilitation of Scavengers, Pre and Post Matric Scholarship for OBC students, scheme for Prevention of Alcoholism and Substance (Drugs) Abuse, etc. Considering the Ministry's record of optimum utilization of allocated funds which is 98.95% of the outlay during 2007-08 and to enable them to effectively fulfill their mandate of empowering the vulnerable sections of our society, the Committee hope that Government would consider provision of additional funds to the Ministry of Social Justice and Empowerment at RE stage.

- 3 3.20 The Committee have been informed that the rates under the schemes of Pre-Matric Scholarship for children of those engaged in unclean occupations, Post-Matric and Pre-Matric scholarships for OBC students and hostels for OBC boys and girls were fixed in nineties. In order to neutralize the effect of price rise, the revision of scholarships is necessary. Further, the cost of construction has also gone up necessitating the revision of cost norms for hostel scheme. Therefore, the Ministry is in the process of revising these Centrally Sponsored Schemes. In the opinion of the Committee these revisions would help in minimising the gaps and disparities (education development) that exist between general population and socially disadvantaged groups and will also neutralize the effect of price rise, thereby making these schemes more viable and ensure maximum coverage of beneficiaries. The Committee desire the Government to revise these schemes at the earliest.
- 4 3.21 The Committee have been apprised that the Ministry is considering to change the funding pattern of the Centrally Sponsored Scheme of Pre-Matric Scholarships for children of those engaged in unclean occupations to a Central Sector Scheme. Under the present funding pattern, Central Assistance is provided to the State Governments on a 50:50 basis and 100% to Union Territory Administrations over and above their committed liability, whereas in a Central Sector Scheme 100% funding is borne by the Central Government. The Committee feel that this would go a long way in ameliorating the problems faced by the States, who under the

existing pattern of funding, find it difficult to come up with their share of committed liability. Keeping in view the focus of the Eleventh Five Year Plan which is towards inclusive growth, the Committee urge the Government to examine the feasibility of changing the funding pattern of all other educational schemes by converting them into Central Sector Schemes. The Committee are of the opinion that such a step would enhance the viability and effectiveness of these schemes and bring the target groups into the mainstream of development by making them self-reliant.

5 3.22 It is a matter of concern that 12814 Utilization Certificates for various welfare schemes amounting to Rs. 735 crore are still outstanding from States/UTs/Voluntary Organizations. The Committee view with concern this situation as the Ministry would not be able to release funds if utilization certificates in respect of funds allocated are not submitted in time. This in turn affects timely implementation of various schemes consequently. The Government ought to impress upon the States/UTs/Voluntary Organizations to exercise fiscal prudence and submit utilization certificates in time to ensure uninterrupted flow of Central funds.

6 3.23 As many as ten glaring shortcomings have come to notice as a result of the audit of various schemes being implemented by the Ministry of Social Justice and Empowerment like (i) Underutilization of funds, inter-state imbalances in allocation of funds, non-availing of central assistance, delayed/non/short release of funds, unspent balances lying with States/UTs,

diversion of funds etc which have been observed in respect of most of the schemes; (ii) The schemes were not given adequate publicity resulting in poor awareness of different schemes amongst the target population; (iii) Failure to monitor the receipt of different reports and returns relating to the schemes, maintain databases in respect of different schemes, carry out on the spot inspections in the States/UTs/NGOs, conduct independent evaluation of schemes and inadequate internal audit rendered the internal controls weak, etc. The Committee expect the Ministry to analyze the reasons for shortcomings and make concerted efforts to take suitable remedial measures to overcome the same.

7 4.17 The Committee observe that during 2007-08 some States with sizable SC population have not allocated funds for their SCSP as per the percentage of their SC population namely; (Andhra Pradesh – SC population 16.20%, SCSP outlay 7.53%, Himachal Pradesh – SC population 24.70%, SCSP outlay 11.00%, and Punjab – SC population 28.90%, SCSP outlay 26.02%. Other States like Bihar – SC population 15.70%, Kerala SC population 9.8% and Rajasthan – SC population 17.20% have not allocated any funds from their annual plan to their SCSP. Keeping in view the fact that the allocations under Scheduled Caste Sub-Plan in proportion to the percentage of SC population in the State is the main criteria for release of grants by the Centre under the scheme, the Committee express their displeasure at the non-adherence to the norms by some States, as this deprives them of their rightful Central share of SCA

funds. The Committee, desire that all the States/UTs should be persuaded to allocate funds for SCSP in proportion to their SC population so that they could get their entitled share of SCA funds from the Centre.

8 4.18 It is a matter of concern that the Ministry do not have any data highlighting the number of beneficiaries who were successful in crossing below the poverty line figure after having availed of the benefits of the scheme of SCA to SCSP. It has simply been conveyed that it is for the Planning Commission to decide. The Committee regret to observe that this is nothing but a casual approach on the part of the Government vis-à-vis its mandate for working towards bringing the target group into the mainstream of development by making them self-reliant. The Committee desire that this aspect needs to be given serious attention and the Ministry should make all possible efforts to collect this data from all concerned implementing agencies for future planning of their schemes.

9 4.19 The Committee note that despite their repeated recommendations impressing upon all States/UTs, subscribing to the scheme of Special Central Assistance (SCA) to Scheduled Castes Sub-Plan (SCSP), to open a separate Budget Head for SCA funds, 2 States are yet to follow this instruction. The idea behind this exercise is to put an end to the practice of diversion of SCA funds by States/UTs. The Committee desire that these two States viz. Jammu & Kashmir and Punjab should be persuaded by the Ministry at the highest level for opening of a separate Budget Head for SCA funds at the earliest.

- 10 4.20 In spite of clear cut instructions from the Planning Commission, directing all Central Ministries / Departments to formulate SCSP for SCs in their Annual Plan, only 7 Ministries / Departments out of 51 have complied till now. The Committee express their deep concern and total displeasure over this sorry state of affairs and recommend the Ministry to ensure expeditious compliance by the remaining Central Ministries / Departments of the guidelines issued by the Planning Commission in this regard.
- 11 4.30 The Committee are constrained to note that the BE of Rs. 25 crore under "The Pre-matric Scholarship to Children of those Engaged in unclean occupation scheme" has been reduced to Rs. 7.50 crore at RE stage and the actual expenditure was only Rs. 3.10 crore during 2007-08. The Ministry have attributed the reduced expenditure to less demand from the States as well as the fact that 18 of the 22 States were having unspent balance of the previous years. It has also been contended that the States do not get adequate beneficiaries which results in unspent balances. The Committee are of the opinion that people engaged in unclean occupations are marginalized sections of our society and the most disadvantaged among the under privileged. Education being the most powerful equipment in upliftment of these marginalized people, the significance of Pre-matric scholarships scheme increases manifold. Consequently, the Committee feel that the Ministry should impress upon all States/UTs to give wide publicity to this scheme to ensure that more number of students in the target group avail of the benefit of the scheme and the funds

earmarked therefor are gainfully fully utilized.

- 12 4.31 The Committee observe that there is an urgent need to expand the coverage of scholarships for Scheduled Castes at pre-matric stage. Needless to say that a scheme of scholarship during the formative years would go a long way in the educational development of this vulnerable group of our society. The Committee, urge the Government to revise this scheme and re-introduce it as a Central Sector Scheme of Pre-matric scholarship for Scheduled Castes students too.
- 11 5.10 The Committee regret to observe that there has been under-utilization of sanctioned funds under the “Scheme for Prevention of Alcoholism and Substance (Drug) Abuse” during last three years. The Ministry have explained this under utilization of funds to delay in receipt of proposals from some States along with some proposals having received were incomplete. The Committee take a serious note of this and urge the Government to take pro-active measures to ensure that the NGOs entrusted with operating this scheme forward their proposals timely and complete in all respects, as warranted in the guidelines prepared by the Ministry for voluntary organizations desirous to avail central funding. The Committee, desire the Ministry to take up this issue with the States/NGOs at the highest level so that proposals are received timely, thereby ensuring optimum utilization of sanctioned funds on a yearly basis.
- 12 5.11 The Committee note that the Government have institutionalized Drug Abuse Monitoring System (DAMS) with the broad objective for creating a database in respect of persons abusing

drugs, types of drugs used and method of consuming drugs from the Treatment-cum-Rehabilitation Centre supported by the Ministry. However, It is a matter of concern that though the scheme for prevention of alcoholism and substance (drugs) abuse has been prevalent for years, yet the Ministry have no authentic data of the number of alcoholics and drug addicts in the country as no detailed survey has been conducted for this purpose so far. It is indicative of the casual approach of the Government in eradicating the menace of alcoholism and substance abuse from the country. The Committee desire that the Government may utilize the services of DAMS to obtain an authentic nationwide data of alcoholics and substance abusers at the earliest so that an effective action plan could be chalked out to rid the nation of its ill effects. The Committee also suggest that feasibility of introducing 'Gujarat Pattern of Prohibition' may be examined to eradicate alcoholism from the country.

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6.7

Another instance of poor utilization of earmarked funds is the financial achievement regarding various programmes in the North-Eastern States and Sikkim during the year 2007-2008. The Ministry of Social Justice and Empowerment have contended that as the schemes of the Ministry are demand driven, funds are released to States on receipt of their proposals alongwith utilization certificates of the funds released previously. The Committee are of the opinion that the Ministry is trying to pass the buck by shifting all responsibility to the State Governments. Keeping in view the strong presence of the audio-visual media in these States, the Committee desire

that the Ministry should lay greater emphasis on generating awareness about its various schemes, especially those implemented by voluntary organizations. The Committee hope that adequate publicity will result in an increase in demand for funds from the NE States and Sikkim. The Committee also expect the Ministry to impress upon the North-Eastern States and Sikkim to send adequate number of proposals in time to ensure a full utilization of allocated funds for them.