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

(FOURTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

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

THIRTY-FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2008/Chaitra, 1930 (Saka)

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

(FOURTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

DEMANDS FOR GRANTS

(2008-2009)

Presented to Lok Sabha on

Laid in Rajya Sabha on



**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
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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 Yash Pal Sharma - Executive Assistant

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-fourth Report, of the Ministry of Tribal Affairs on Demands for Grants, 2008-2009.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Tribal Affairs for the current year i.e. 2008-2009 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 Tribal Affairs on April 2, 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 Tribal Affairs 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 on
Social Justice and
Empowerment

REPORT

CHAPTER-I

REVIEW OF STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE TWENTY-FIFTH REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON DEMANDS FOR GRANTS (2007-08) OF THE MINISTRY OF TRIBAL AFFAIRS

1.1 The Twenty-fifth Report (Fourteenth Lok Sabha) of the Standing Committee on Social Justice and Empowerment on Demands for Grants (2007-08) pertaining to the Ministry of Tribal Affairs was presented to Lok Sabha on 28th April, 2007 and laid in Rajya Sabha on 3rd May, 2007 and the related Action Taken Report i.e. Thirtieth Report (Fourteenth Lok Sabha) was presented to Parliament on 4th March, 2008.

1.2 The status of implementation of the recommendations contained in the Twenty-fifth Report of the Committee on Demands for Grants (2007-08) could not be assessed as the Minister of Tribal Affairs is yet to lay a statement in Parliament under Direction 73A of Directions by the Speaker.

1.3 In their Twenty-fifth Report the Committee had made 22 recommendations. Out of these, the Government accepted 7 recommendations. In view of the replies of the Government, the Committee did not desire to pursue seven recommendations; replies to four recommendations were commented upon by the Committee and replies of the Government in respect of four recommendations of the Committee were interim in nature. Few of these issues have been dealt with again in the present Report.

1.4 Twenty-fifth Report of the Committee on Demands for Grants, 2007-08 of the Ministry of Tribal Affairs was presented to Lok Sabha on 28th April, 2007 and laid in Rajya Sabha on 3rd May, 2007. Although the Action Taken Notes have been received from the Ministry, the Committee regret to observe that as per Direction 73A of `Directions by the Speaker' necessary statement regarding the status of implementation of recommendations contained in the original Report has not been made by the Minister in the House. While deprecating this inordinate delay, the Committee desire that requisite action in this connection should be taken expeditiously.

CHAPTER - II

INTRODUCTORY

2.1 The Committee have been informed that the Ministry of Tribal Affairs was constituted in October, 1999 with the objective of providing a more focused attention on the integrated socio-economic development of the most under privileged section of the Indian society, the Scheduled Tribes (STs) in a coordinated and planned manner. The Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes for development of the Scheduled Tribes. To this end, Ministry of Tribal Affairs undertakes activities that follow from the subjects allocated under the Government of India Allocation of Business Rules, 1961. These include :

1. Social security and social insurance with respect to the Scheduled Tribes;
2. Tribal Welfare – Tribal welfare planning, project formulation, research, evaluation, statistics and training;
3. Promotion and development of voluntary efforts on tribal welfare;
4. Scheduled Tribes, including scholarship to students belonging to such tribes
5. Development of Scheduled Tribes;
6. All matters including legislation relating to the rights of forest dwelling Scheduled Tribes on forest lands;

7. (a) Scheduled Areas;
(b) Matters relating to Autonomous districts of Assam excluding roads and bridge works and ferries thereon; and
(c) Regulations framed by the Governors of States for Scheduled Areas and for Tribal Areas specified in part 'A' of the Table appended to paragraph 20 of the Sixth Schedule to the Constitution.
8. (a) Commission to report on the administration of Scheduled Areas and the welfare of the Scheduled Tribes; and
(b) Issue of directions regarding the drawing up and execution of schemes essential for the welfare of the Scheduled Tribes in any State.
9. The National Commission for Scheduled Tribes.
10. Implementation of the 'Protection of Civil Rights Act, 1955 (22 of 1955)' and the 'Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989' (33 of 1989), excluding administration of criminal justice in regard to offences in so far as they relate to Scheduled Tribes.

2.2 The Ministry have further informed the Committee that Article 366(25) of the Constitution of India refers to Scheduled Tribes as those communities, who are scheduled in accordance with Article 342 of the Constitution. This Article says that only those communities who have been declared as such by the President through an initial public notification or through a subsequent

amending Act of Parliament will be considered as Scheduled Tribes. The list of Scheduled Tribes is State/UT specific and a community declared as Scheduled Tribe in a State need not be so in another State. The essential characteristics, first laid down by the Lokur Committee, for a community to be identified as Scheduled Tribes, are - (a) primitive traits (b) distinctive culture (c) shyness of contact with the community at large (d) geographical isolation and (e) backwardness-social and economic. The inclusion of a community as Scheduled Tribes is an ongoing process.

2.3 As per the information provided by the Ministry, the Tribal population of the country as per the 2001 census, is 8.43 crore constituting 8.2% of the total population. The population of tribes had grown at the growth rate of 24.45 % during the period 1991-2001. More than half of the Scheduled Tribes population is concentrated in the States of Madhya Pradesh, Chhattisgarh, Maharashtra, Orissa, Jharkhand and Gujarat.

2.4 The Ministry have also informed that tribal communities live in about 15% of the country's areas, in various ecological and geo-climatic conditions ranging from plains and forests to hills and inaccessible areas. Tribal groups are at different stages of social, economic and educational development. Some tribal communities have adopted the mainstream way of life. At the other end of the spectrum, there are certain scheduled tribes (75 in number) known as Primitive Tribal Groups (PTGs), who are characterized by - (a) a pre-agriculture level of technology, (b) a stagnant or declining population, (c) extremely low literacy and (d) a subsistence level of economy.

2.5 There are over 700 Scheduled Tribes notified under Article 342 of the Constitution of India, spread over different States and Union Territories of the country. The largest number of Scheduled Tribes are in the State of Orissa, i.e. 62.

2.6 The main concentration of tribal population is in Central India and in the North-Eastern States. However, tribals are present in all States and Union Territories except Haryana, Punjab, Delhi, Pondicherry and Chandigarh.

2.7 According to the 2001 census, 44.70% of the ST population were cultivators, 36.9% agricultural labourers, 2.1% household industry workers and 16.3% were other occupation workers. The percentage of ST population living below the poverty line is 47.2% in the rural areas and 39.9% in the urban areas as per poverty line estimates made in the year 2004-2005

2.8 Literacy rate among the Scheduled Tribes has increased from 29.62% to 47.10% during the period 1991 to 2001. The literacy rate among ST male increased from 40.65% to 59.17% and the ST female literacy increased from 18.19% to 34.76% during the period 1991-2001.

2.9 Social, economic and political protection for the Scheduled Tribes are also guaranteed under various Articles of the Constitution of India.

2.10 The Demands for Grants asked for by the Ministry of Tribal Affairs are given under Demand No.94. The Committee have attempted to scrutinize these

demands to the extent possible and the conclusions drawn by them have been highlighted in the succeeding Chapter.

CHAPTER – III

A. GENERAL PERFORMANCE OF THE MINISTRY

3.1 The Ministry of Tribal Affairs have furnished the following statement showing the Budget Estimate, Revised Estimate and Actual Expenditure for the previous years along with the Budget Estimate for the current year showing separately Plan and Non-Plan Expenditure.

PLAN			Rs. (in crore)
Year	BE	RE	Actual Exp.
2005-2006	1498.82	1398.82	1391.95
2006-2007	1656.90	1652.68	1647.73
2007-2008	1719.71	1731.14	1201.18 (upto 31.12.2007)
2008-2009	2121.00	-	-

NON-PLAN			Rs. (in crore)
Year	BE	RE	Actual Exp.
2005-2006	10.92	10.35	7.9788
2006-2007	10.56	10.42	8.1808
2007-2008	12.33	11.43	6.65 (upto 31.12.2007)
2008-2009	12.55	-	-

3.2 It has been observed from the above that under plan schemes of the Ministry, BE has been reduced at the RE state consecutively for the last three years.

3.3 The Ministry of Tribal Affairs have furnished the following statement showing the allocations for the year 2008-09 under Plan schemes as approved by the Ministry of Finance and Planning Commission:-

Rs. (in crore)			
Sl.No.	Name of the Programme	Funds requested	Funds allocated by Planning Commission
1.	Gross Budgetary Support (GBS)	945.48	805.00
2.	SCA to TSP	900.00	900.00
3.	Article 275(1) of the Constitution	1075.90	416.00
	Total	2921.38	2121.00

Under Non-Plan, Ministry of Finance and Planning Commission have allocated Rs.12.55 crore.

3.4 The Committee enquired about the reasons given by the Ministry of Finance and Planning Commission for lowering the amount requested by the Ministry of Tribal Affairs for the annual plan 2008-09 and how/to what extent the implementation of projected schemes of the Ministry will be affected adversely due to less allocation of funds wherein the Ministry have stated that the Planning Commission and Ministry of Finance have not furnished any reason as such for allocating funds lesser than those requested. Even though the funds allocated during 2008-09 are up by 23.33% over those of 2007-08. It is a fact that if the projected funds could be fully allocated by the Ministry of Finance and Planning Commission, the Ministry of Tribal Affairs could have been able to implement its programme in a bigger way. Now owing to a little lesser allocation, the implementation of schemes/ programmes would definitely be affected adversely to some extent. However, as stated by the Ministry it is not possible to quantify the adverse effect.

3.5 On being asked what is the total budgetary allocations of Government of India Ministries/ Departments and the BE for the Ministry of Tribal Affairs for the year 2008-09 and the percentage of the budgetary allocations made for the Ministry against the total budget estimates of the Government of India, the Ministry have informed that according to the Demands for Grants of Central Government (excluding Railways) the position is as follows:

a)	Total Demand of the Govt. of India Ministries/ Departments (excluding Railways) for 2008-09	Rs.25,92,391.74 crore
b)	Total Demand of the Ministry of Tribal Affairs for 2008-09	Rs.2,133.55 crore
c)	Percentage of (b) over (a)	0.0823%

3.6 A statement showing the Budget Estimates, Revised Estimates, Actual Expenditure and percentage of expenditure incurred under both Plan and Non-Plan schemes of the Ministry during 2007-08 along with the BE for 2008-09, Scheme-wise is as under:-

(Rs. in crore)					
Name of Scheme	BE 2007-08 (Excluding NE)	RE 2007-08 (Excluding NE)	Exp. 07-08 (upto 31.12.07) (Including NE)	% of Expenditure w.r.t. BE	BE 2008-09 (Excluding NE)
SCA to Tribal Sub-Plan	816.71	816.71	609.55	74.63	900.00
Article 275 (1) of the Constitution	400.00	400.00	314.00	78.75	416.00
Grants-in-aid to Voluntary Organizations.	30.00	30.00	17.51	58.37	26.10
Special Incentive to Voluntary Organizations	0.50	0.50		0.00	0.70
Coaching & Allied Scheme	2.50	2.50	0.05	2.00	2.70

Total	33.00	33.00	17.56	53.21	29.50
Vocational Training Centers in Tribal Areas	8.25	8.25	5.86	71.03	9.00
Educational Complex in Low Literacy pockets for development of women	19.75	19.75	8.27	41.87	60.00
Investment/Price Support to Trifed (New name-Market Development of Tribal Products/Produce)	30.00	21.70	18.69	62.30	19.00
State Tribal Development Cooperative Corporation for Minor Forest Produce	20.00	20.00	0.00	0.00	40.00
Development of Primitive Tribal Groups	40.00	58.42	34.00	85.00	173.00
Support to National/State Scheduled Tribes Finance & Development Corporations	35.00	35.00	0.00	0.00	50.00
Construction of Adivasi Bhawan	0.01	0.01	0.00	0.00	0.00
Rajiv Gandhi National Fellowship for ST Students	26.00	26.00	11.00	42.31	29.00
NITA	1.00	1.00	0.00	0.00	0.00
Scheme of Institute of Excellence/Top Class Institute	10.00	1.50	0.00	0.00	10.00
National Overseas Scholarship Scheme	1.00	0.23	0.00	0.00	2.00
Post Matric Scholarship for STs	161.44	160.29	140.75	87.18	193.00
Book Bank					
Upgradation of Merit of ST Students	1.75	1.75	1.02	58.29	2.00
Total	163.19	162.04	141.77	86.87	195.00

Girls/Hostels/Boys Hostel	34.50	34.50	27.33	79.22	61.00
Establishment of Ashram Schools	20.00	20.00	3.74	18.70	30.00
Research Training	0.26	0.30	0.00	0.00	0.60
National Tribal Affairs Award	0.14	0.00	0.00	0.00	0.14
Centre of Excellence	0.20	0.20	0.45	14.52	0.60
Supporting project of All-India or Inter-State nature	1.00	1.00			1.00
Information & Mass Media	1.00	1.26			1.25
Organisation of Tribal Festival	0.60	0.60			0.70
Exchange of visits by Tribals	0.30	0.30			0.45
Research & Training-Grant-in-aid to TRIs	6.00	6.00	1.24	20.67	10.26
Total	9.50	9.66	1.69	17.79	15.00
Information Technology	1.00	1.00	0.08	8.00	1.50
Monitoring and Evaluation	0.50	0.64	0.00	0.00	0.50
Limpsum provision for North-East	50.30	50.30	0.00	0.00	80.50
Total	1719.71	1719.71	1194.53	69.46	2121.00

3.7 The Committee enquired about the reasons for enhancing the Budget Estimates during 2008-09 to Rs.2121.00 crores and how the Ministry proposes to utilize the entire allocation during 2008-09 and the additional targets fixed for the year 2008-09. The Ministry have informed that the reasons for enhancing budget estimates during 2008-09 is to implement this Ministry's flagship schemes like Development of primitive tribal groups, educational complexes in low literacy pockets, Top class education, Schemes for hostels for ST students, Ashram schools in TSP areas, Special Central Assistance to TSP (including development of forest villages) and Grant under Article 275(1) effectively. Since all the above

schemes are demand driven, the Ministry proposes to utilize the entire allocation.

Additional target will be fixed wherever needed.

3.8 The Ministry have furnished a statement showing the details of the schemes/programmes launched/restructured/dropped since 2006-07

S.No.	Name of the Scheme	Launched/ restructured/ dropped	Details
1.	Top Class Education Scheme	Launched w.e.f. 2007-08	Maximum 635 scholarships annually to 127 identified institutes @ 5 per institute Admissibility: For Govt. institutions – full tuition fee & non-refundable dues, for private institutions: ceiling of Rs.2 lakh per student per annum + other allowances if applicable
2.	National Overseas Scholarship Scheme	Restructured w.e.f. 2007-08	- Scheme transferred from Non-Plan to Plan - No. of scholarships increased from 10 to 15 - Increase in number of subjects for which scholarship may be granted - Increase in rates of scholarship
3.	Centre of Excellence	Launched w.e.f. 2007-08	New scheme for 11 th Plan.
4.	National Tribal Affairs Award	To be launched during 2008-09	New scheme for 11 th Plan
5.	Promotion of Tribal Culture.	Dropped	The reason being a similar scheme 'Organisation of Tribal Festival' is in operation.
6.	Award of Fellowship	Dropped	A sub-scheme under Research & Training – Grants to Tribal Research Institutes) As it was a duplication of efforts, there being a separate scheme of "Rajiv Gandhi

			Fellowship” implemented by the Ministry and is dealt in the ‘Education Division’ of the Ministry.
7.	National Institute of Tribal Affairs	Dropped	As this function is being performed by Tribal Research Institutes.

3.9 It may be seen from above that three schemes namely Promotion of Tribal Culture, Award of Fellowship and National Institute of Tribal Affairs have been dropped by the Ministry.

3.10 During evidence, the Committee enquired the reasons for dropping these schemes. Thereupon the Secretary responded as under :

“Sir, there is an impression that we have dropped many schemes. Actually, we have dropped three schemes. One is National Institute of Tribal Affairs, which we have dropped on the advice of the Group of Ministers sometime ago. That advice took place two years ago. We have re-examined the issues and we have dropped it because the same functions can be done by the Tribal Research Institute. The other two schemes are actually not dropped. In the budgetary exercise, we are supposed to see whether there is any duplication. We have found that the same things are being done in this Ministry by another scheme in our Ministry. So, we have clubbed the two, and therefore, dropped one. We have not said that there will be no cultural activities for the tribals. But there is another head on which we are supporting the tribal melas and things like that. So, it is being clubbed to them.”

3.11 The Committee have been informed that Tata Institute of Social Sciences (TISS) have evaluated the scheme of Grant in aid to voluntary organizations during 2006-07 and have submitted a final report. On being asked what are the findings and what is the action plan to implement the same, the Ministry have stated that the findings and recommendations of the report of TISS, are as follows:

- Findings
 - (i) The organizational structure of voluntary organizations is mainly male dominated.
 - (ii) The representation of tribal groups at higher level in the organizations is low.
 - (iii) There is scarcity of expert/trained work force for lower level of education.
 - (iv) Many of the organizations were established in 1980s and 1990s.
 - (v) A good percentage of organizations are mobilizing resources from other Governmental and Non-Governmental resources.
 - (vi) About 49.4% VOs have their own building and 39.8% have rented building.
 - (vii) VOs face the problems of delay in release of grants by MTA.
 - (viii) Low financial norms make it difficult to find motivated and professional staff willing to work in tribal areas.
 - (ix) Assistance for food and miscellaneous items is low.
 - (x) They are unable to meet the increased cost of medicines.
 - (xi) Poor transport infrastructure leads to decreased mobility during rainy season and hampers medical assistance.
 - (xii) Minimal assistance from the Government for training and capacity building.
 - (xiii) Small voluntary organizations mainly depend on grant. Non-release of grant in time leads them to the vicious circle of loans and debt-trap.
 - (xiv) Though the scheme is meant for scheduled tribes, it does not deny the benefits to go to the other under-privileged section that are in project catchment area. In fact this scheme takes inclusive approach and allows tribal children to learn and grow together with non-tribals.
 - (xv) The scheme is focused and tribal centric. There is clear understanding of the objective of the scheme in implementation.

- (xvi) To evolve a viable system and involve State Governments, Ministry made an important move in 2005-06 on the principle of federalism and adopted a decentralized system by constituting a multi-disciplinary State Level Committee in each State. The projects are screened by this Committee on the basis of inspection/monitoring reports of district collectors and independent field visits. The projects are recommended in service deficient tribal areas in order of priority.
- (xvii) The projects are being implemented mainly in three sectors – education, health and training for livelihood skills & other development projects. Out of the total, about 54% are educational, 25% relates to health and 20% accounts for skill development and livelihood building.
- (xviii) The coverage of the scheme is – 37% for Central and Eastern region, 27% for North-East, 14% Southern, 12% Northern and 10% for Western.
- (xix) In education sector the scheme covers 69% rural areas. Mobile dispensaries cover 72% remote areas and 82% rural areas, while 55% 10-bedded hospitals are located in townships. Typing, shorthand training and weaving have coverage of 74% in rural and remote areas.
- (xx) Educational projects have profound impact on the people and there is an increasing trend of enrolment and declining trend in dropout. There is a substantial increase in number of tribals seeking health services.
- (xxi) 50% of the training centres have sufficient basic infrastructure and out of them 60% are offering apprenticeship and job placement.
- (xxii) Majority of organizations felt the need to revise the financial norms to suit the increasing price of commodities
- Recommendations:
 - (i) To evolve a more tribal-centric approach which aims at an empowerment process from within the community.

- (ii) Enhancement of tribal community's capacity through partnership with the local organization and people.
- (iii) Gender focus.
- (iv) Rationalization of the present projects should be based on local based need survey.
- (v) Yearly applications should be done away with.
- (vi) Proper monitoring system has to be put in place. This monitoring system should consists of inter sectoral and inter disciplinary professionals and experts.

- (vii) All State Committees must carry forth a mapping of service deficient areas within their respective States and the selection of VOs to be recommended to the MTA must be based on a thorough identification of the service deficient areas.
- (viii) The present pay and allowances given to the teachers and other staff need to be revised.
- (ix) While not compromising on the quality of service, the scheme should aim at nurturing volunteerism within the community.
- (x) Whole system of grant giving and monitoring should have a very local and community focus. The composition of the members of the State Committee should have more representation from tribal based organizations.
- (xi) The process of accreditation is recommended in order to maintain a certain standard and professionalism in service delivery in the scheme. This process should be based on the principle domain of the community.
- (xii) Sparseness of population and terrain are two important criteria of fund allocation.
- (xiii) The principle of 'All the VOs to be answerable to Gram Sabha' should be the basic premise of operation for every organization implementing the GIA.

- (xiv) The GIA should be perceived, seen and viewed only as an incidental aid and supplementary fund.

Taking into account the findings and the recommendations of the evaluation study, the scheme of “Grant-in-aid to Voluntary Organization working for welfare of Scheduled Tribes”, has already been suitably revised. The revised scheme along with the findings and recommendations of the evaluation study was placed before the Expenditure Finance Committee (EFC) on 25.1.2008. The EFC has already approved the scheme for the continuation during Eleventh Plan. The Ministry has already taken action for approval by Cabinet Committee on Economic Affairs (CCEA).

Furnishing of Utilization Certificates by States

3.12 As regards furnishing of Utilization Certificates by the States/UTs, the Ministry have furnished information in respect of the States/UTs who could not send Utilization Certificates during previous years :

(Rs. in lakhs)

S.No.	Name of the Scheme	State/UTs	Amount	Year
1.	Upgradation of Merit	Rajasthan	2.1	2005-06
2.	Vocational Training Centre	Maharashtra	11.06	2003-04
		Kerala	40.50	2004-05
		West Bengal	63.60	2005-06
3.	Construction of Boys/Girls hostels for ST students	West Bengal	6.71	2005-06
4.	Post-Matric Scholarships	Arunanchal Pradesh	65.19	2003-04
		Meghalaya	62.3848	2003-04
		Himachal Pradesh	6.68	2004-05

		Andman & Nicobar Islands	2.74	2004-05
		Jammu & Kashmir	505.971	2005-06
		Jharkhand	541.26	2005-06
		Utter Pradesh	2.29	2005-06
		Maharashtra	750	2005-06

3.13 The Committee enquired the position as on date regarding furnishing of Utilization Certificates and the steps have been taken in this regard. The Ministry have stated that the UCs from the three States, viz. Maharashtra, Kerala and West Bengal are still outstanding in respect of the Vocational Training scheme. Reminders in this regard have been issued to the three states on 4-10-2007, 12-2-2008 and 21-2-2008 respectively. From time to time Ministry writes to all the State Govts./UT Administrations for submission of due UCs and also in the annual meeting of State Tribal Secretaries, this point is stressed upon. In all such cases where UCs have been outstanding, States/UTs are informed that no further grants would be released for those schemes.

National Tribal Policy :

3.14 During evidence, the Secretary, Ministry of Tribal Affairs stated :

“The Tribal Policy covering all the aspects of Tribal life is also under consideration”

3.15 In response to query about the latest position in this regard, the Ministry have informed that the Ministry of Tribal Affairs has formulated a draft National Tribal Policy in June 2006, in order to address the issues concerning tribals viz.

lower Human Development Index, poor infrastructure, diminishing control over the natural resource base, persistent threats of eviction from their natural habitat, exclusion from mainstream society, inequality in distribution of wealth and opportunities, non-empowerment, and inadequate implementation of Constitutional provisions, and to ensure their active and informed participation in development. After extensive consultation with various stakeholders, the final draft of Policy was placed before the Union Cabinet for approval on 31st May 2007. The Union Cabinet has referred it to a Group of Ministers for harmonization with the National Rehabilitation Policy. Three meetings of Group of Ministers have already held. The Policy has not been finalized.

Awareness Generation :

3.16 When asked to furnish scheme-wise details of the funds allocated by the Ministry during the year (2007-08) specifically for generating awareness about its various welfare schemes, and the amount actually utilized for the purpose, the Ministry have stated that no specific funds have been allocated for generating awareness about schemes. Awareness about schemes is generated through the action taken by States/UTs. In addition, all schemes are also on the website of the ministry. New scheme e.g Top-Class Education has been publicized in newspapers, national and regional. National Overseas Scholarship scheme has also been advertised in newspapers.

3.17 In response to a query, whether the Ministry has its own unit for generating awareness about its schemes, or does it rely upon States/UTs or

specialized advertising agencies for this purpose, the Ministry have informed that it does not have its own unit for generating awareness about the programme. It is the responsibility of the States to do so out of allocation made to them under the programme. However, the schemes of Ministry are placed on the Ministry's website for information to general public. As regards scheme of Coaching for Scheduled Tribes, proposals are invited through an advertisement published in national dailies, prominent newspapers of States and Employment News, both in English and Hindi, through DAVP.

3.18 The Committee note that for the year 2008-2009, the Ministry had been allocated Rs. 2121.00 crores against their demand of Rs. 2921.38 crores. According to the Ministry the implementation of ongoing schemes/programmes would be affected adversely with lesser allocations. The Ministry have also indicated that some more new schemes are in the pipeline. In order to ensure that implementation of schemes and achievement of targets are not hampered for want of funds, the Committee, desire that the ministry should pursue with the Planning Commission and Ministry of Finance to allocate more funds at RE stage. At the same time, the Committee would like the Ministry to ensure that funds made available are prudently and optimally utilized.

3.19 The Committee note that the Ministry of Tribal Affairs had formulated a draft National Tribal Policy in June 2006, in order to address the issues concerning tribals viz. lower Human Development Index, poor infrastructure, diminishing control over the natural resource base,

persistent threats of eviction from their natural habitat, exclusion from mainstream society, inequality in distribution of wealth and opportunities etc. However, the Committee note with regret that this important Policy has not yet been finalized and is still under consideration by the Group of Ministers. The Committee regret to point out the inordinate delay in formulation of the National Tribal Policy. At this stage the Committee cannot but overemphasize the need for early consideration and approval of this policy by the group of Ministers. The Committee would like to be apprised of the latest position in this regard.

3.20 The Committee note that sufficient steps have not been taken by the Ministry to generate awareness among tribal people about the various schemes being implemented for their upliftment. According to the Ministry awareness is generated through the actions taken by States/UTs. Besides all schemes are placed on the website of the Ministry. The Committee are not satisfied with this routine reply of the Ministry. They desire that in order to generate awareness among tribals, the various schemes of the Ministry should be given wide publicity through print and electronic media, including vernacular print media, by using traditional Media like folk music/dance/drama and also by distributing pamphlets in tribal areas etc. The Committee, also recommend that the Ministry should organize camps regularly and send their officers to States/UTs for the purpose. The Committee hope that these steps would certainly help the tribal people in availing the benefits of the schemes.

Major head: 3601
Sub Head: 02
Head No: 02.00.31

B. SPECIAL CENTRAL ASSISTANCE (SCA) TO TRIBAL SUB-PLAN (TSP).

3.21 The Ministry have informed that Special Central Assistance to Tribal Sub-Plan (SCA to TSP) is provided by the Ministry of Tribal Affairs to the State Governments as an additive to the State Plan in areas where State Plan provisions are not normally forthcoming to bring about a more rapid economic development of tribals in the States. The scheme was launched in the Fifth Five-Year Plan in the year 1974. Till the end of Ninth Five Year Plan, the SCA to TSP was meant for filling up of the critical gaps in family-based income-generating activities of the TSP.

3.22 From the Tenth Five Year Plan period the objective and scope of SCA to TSP has been expanded to cover employment-cum-income generation activities and infrastructure incidental thereto. Besides family-based activities, other activities run by the Self-Help Groups (SHGs)/community can also be taken up. The ultimate objective of extending SCA to TSP is to boost the demand-based income generation programmes and thus raise the economic and social status of tribals.

3.23 Special Central Assistance is provided to the 22 Tribal Sub-Plan States including the North Eastern States of Assam, Manipur, Sikkim and Tripura and two Union Territories.

3.24 The Ministry provides 100% grant-in-aid to the State Governments from the funds made available for the purpose annually by the Planning Commission

3.25 The Ministry of Tribal Affairs have furnished the following statement showing the Budget Estimate, Revised Estimate and Actual Expenditure incurred under the Scheme of SCA to TSP during the previous years:-

Rs. (in crore)

Year	BE	RE	Actual Exp.
2003-04	497.00	461.30	461.30
2004-05	497.00	497.00	497.00
2005-06	727.01	688.82	688.82
2006-07	816.71	816.71	816.71
2007-08	816.71	816.71	678.2643
2008-09	900.00		

(Rs. in crore)

3.26 The Committee enquired how the Ministry propose to utilize the remaining amount within the financial year 2007-2008, the Committee have been informed that under SCA to TSP there has been no surrender of funds with reference to RE during the last 4 years. During 2007-08 there is likelihood of surrender of funds under SCA to TSP due to non-furnishing of UCs by State Governments, The State Governments are persuaded for timely submission of utilization certificates.

3.27 On being asked to furnish the names of the States who have not been sending utilization certificates, the Ministry have stated that the Grants-in-aid during 2007-08 were withheld to the States of Assam, Bihar, Chhattisgarh,

Jharkhand, J & K, M.P., Tamil Nadu, Tripura, Uttar Pradesh and Uttarakhand under SCA to TSP due to their inability to furnish Utilizations Certificates/ utilization of funds and unspent balances as on 01.04.2007 lying with them as insisted by the Finance Division. Ministry has been constantly making efforts through correspondence, taking up the issue during the meeting of State Secretaries and telephonic follow up with all the defaulting States for furnishing of UCs and this is an on-going process.

3.28 TSP strategy seeks to ensure an adequate flow of funds from all Central Ministries/Departments. These Ministries were requested to quantify funds from their Annual Plans in accordance with the population percentage of STs in the country. In this connection the Ministry of Tribal Affairs have informed that most the Central Ministries have not earmarked funds towards TSP during 10th Plan. Only 17 Ministries like Labour, Department of Education, Science & Technology, Industry, Textile, Petroleum and Natural Gas, Women& Child Development, Health and Family Welfare, Commerce, Rural Development, Non-Conventional Energy, Agriculture and Cooperation, Food and Civil supplies, Youth Affairs and Sports, Environment and Forest, Telecommunications and Information and Broadcasting are having schemes covering scheduled areas and STs in the country.

3.29 In response to a query about the number of STs living below poverty line and the number of persons assisted to cross the poverty line so far the Ministry have informed that this information is not available.

Development of Forest Villages

3.30 This programme is also funded under the Head 'SCA to TSP' and was launched during 2005-06 as a one time measure for integrated development of forest villages with a view to raise the Human Development Index (HDI) of the inhabitants of the Forest Villages and to provide basic facilities and services. Initially this programme was expected to last till the end of the 10th Plan (i.e. 2006-07): however, this is being continued during 11th Plan period, keeping in view the need for providing sufficient amenities to these forest villages.

3.31 Presently there are 2,474 forest villages/habitations spread over 12 States and the Ministry of Tribal Affairs has approved proposals covering 2,338 forest villages in 11 States and also released Rs. 45924.71 lakh till date for their development. Under the programme, infrastructure work relating to basic services and facilities viz. approach road, healthcare, primary education, minor irrigation, rainwater harvesting, drinking water, sanitation, community halls, etc. are taken up for implementation. The work is being undertaken by the Forest Departments in the State and supervised by Ministry of Environment and Forests.

3.32 The Ministry have furnished a statement showing the details of total number of forest villages and villages for which proposals have not been received as given below:

(Rs. In lakh)

S. No.	State	Proposals for No. of forest villages yet to be received from the States.	Total No. of forest villages in the State
1.	Assam	01	499
2.	Chhattisgarh	03	425
3.	Gujarat	-	199
4.	Jharkhand	-	24
5.	Meghalaya	-	23
6.	Madhya Pradesh	26	893
7.	Mizoram	-	85
8.	Orissa	-	20
9.	Tripura	-	62
10.	Uttarakhand	20	61
11.	Uttar Pradesh	11	13
12.	West Bengal	-	170
	Total	61	2474

The above figures are not however indicative that proposals would be received for all the remaining 61 villages, as the state governments may not be able to submit proposals for various reasons like village being un-inhabited, inaccessible due to naxal problems etc. The State Governments have been constantly reminded to send proposals from time to time.

3.33 The Committee enquired about the efforts made to persuade the above States to send their proposals for development of the forest villages at the earliest, the Ministry have stated that as of now proposals have been received/ considered in the case of 2413 villages. The States have been constantly pursued in this matter by the Ministry and last such reminder was sent on 19.12.2007; further efforts shall be made during 2008-09.

3.34 When asked how many forest villages are proposed to be covered and how much amount earmarked for the same during 2008-09, the Ministry have stated that funding under 1st phase has been done for 2338 villages so far and efforts would be made to provide funding to these villages for 2nd phase, during 2008-09. Proposals have been received for 25 villages for 1st phase (23 from Assam and 2 from U.P. and for these also funding is proposed.

3.35 Funds for development of forest villages are earmarked from the overall allocation made under SCA to TSP during the relevant financial year and for 2008-09 the funds projected is Rs. 150.00 crore.

3.36 The Committee have time an again impressed upon the need for expeditious submission of Utilization Certificates by the States. But in

actual practice the problem still persists. It is evident from the fact that during 2007-08 there is a possibility of surrender of funds under SCA to TSP due to non-furnishing of Utilization Certificates by State Governments. The Ministry have admitted that Grants-in-aid were withheld by the Ministry to the States of Assam, Bihar, Chhattisgarh, Jharkhand, Jammu & Kashmir, Madhya Pradesh, Tamil Nadu, Tripura, Utter Pradesh and Uttarakhand due to their inability to furnish Utilization Certificates and unspent balances. The Committee regret to point out that funds crucial for the development of Tribals could not be released due to inaction on the part of State Governments. The Committee, therefore, reiterate that the Ministry should make concerted efforts to impress upon the State Governments at the highest level to utilize all the unspent balances lying with them and submit Utilization Certificates in time so that funds for ongoing schemes are not withheld and also to ensure that funds are not allowed to be diverted or lapsed.

3.37 The Committee note that there are 2474 forest villages in 12 States. However, proposals for development of Forest Villages which is necessary for the benefit of tribals have not been received from 61 Forest Villages in the States of Assam, Chhattisgarh, Madhya Pradesh, Uttarakhand and Utter Pradesh. The Ministry have stated that State Governments find it difficult to submit proposals for various reasons like village being un-inhabited, inaccessible due to naxal problems etc. The Committee are not convinced at all with the reply of the Government. The Committee desire that the

Ministry should look into these aspects and discuss with the representatives of the State Governments to find ways and means by which they would be able to send proposals for development of forest villages.

Major head: 3601

Sub Head: 03

Head No: 03.00.31

C. GRANTS UNDER FIRST PROVISIO TO ARTICLE 275 (1) OF THE CONSTITUTION

3.38 Article 275 (1) of the Constitution of India guarantees grants from the Consolidated Fund of India each year for promoting the welfare of Scheduled Tribes and in pursuance of this Constitutional obligation, the Ministry of Tribal Affairs provides funds through the Central Sector Scheme “Grants under Article 275 (1) of the Constitution of India”.

3.39 The objective of the Scheme is promotion of the welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The Scheme covers all Tribal Sub Plan States and 4 tribal majority States of the country. This is a Central Sector Scheme and 100 percent grants are provided by the Ministry to meet the cost of each project for tribal development, undertaken by the State Government, for (1) raising the level of administration of Scheduled Areas and (2) for welfare of the tribal people to bring them at par with the rest of the State. The grants are provided to the States on the basis of the percentage of ST population in the State. The guidelines for release and

utilization of grants under Article 275 (1) of the Constitution of India have been revised in the year 2002.

Eklavya Model Residential Schools (EMRS)

3.40 With the objective of providing quality education to the tribal students, it was decided during 1997-08 to utilize a part of the funds under Article 275 (1) of the Constitution of India for setting up of 100 Model Residential Schools from Class VI to Class XII in different States. 100 schools have been sanctioned to 24 States and 73 are in operation.

3.41 The Ministry have furnished the following statement showing the BE, RE and Actual Expenditure incurred under First Proviso to Article 275(1) of the Constitution:

Year	Rs. (in crore)		
	BE	RE	Actual Expenditure
2005-06	380.00	380.00	380.00
2006-07	400.00	400.00	400.00
2007-08	400.00	400.00	314.99 (upto 31.12.2007)
2008-09	416.00		

3.42 The Committee enquired whether the amount proposed for 2008-09 is adequate to meet the requirement of funds for implementing the projects and the details of the targets fixed under the scheme for the year 2008-09 and the amount projected to complete all the projects under this scheme. The Ministry

have stated that the amount proposed for 2008-09 is not adequate as it may be seen that there is a hike of 3.85% only as compared to last year's budget estimate. It may be mentioned that BE/RE is almost stagnant since 2006-07. It should have been at least 484.00 crore during 2008-09 had the increase been at 10% each year since 2006-07. The projects are not targeted in advance as the States are advised to submit project proposals against the allocation made in a particular year which is based on criteria fixed by the Ministry of Tribal Affairs.

3.43 The Ministry have furnished a statement showing number of Eklavya Model Residential Schools (EMRS) sanctioned and functional :-

Sl. No	State	No. of EMRS sanctioned	No. of EMRS functional
1	Andhra Pradesh	8	8
2	Arunachal Pradesh	2	0
3	Assam	0	0
4	Bihar	0	0
5	Chattisgarh	8	8
6	Goa	0	0
7	Gujarat	10	10
8	Himachal Pradesh	1	1
9	Jammu & Kashmir	2	0
10	Jharkhand	4	4
11	Karnataka	4	4
12	Kerala	2	2
13	Madhya Pradesh	12	8
14	Maharashtra	4	4
15	Manipur	3	0
16	Meghalaya	0	0
17	Mizoram	1	0
18	Nagaland	3	1
19	Orissa	11	10
20	Rajasthan	9	7
21	Sikkim	2	1
22	Tamil Nadu	2	2

23	Tripura	3	3
24	Uttar Pradesh	1	1
25	Uttarakhand	1	0
26	West Bengal	7	5
	Total	100	79

It may be observed from the above that out of 100 sanctioned EMRS, only 79 are operational. Other 21 EMRS are under the process of being made functional.

3.44 On being asked what is the time limit for completion of Eklavya Model Residential School and by what time the remaining 21 Schools will be completed, the Ministry have informed that Out of 21 EMRSs, 4 have been shifted from the States of Assam and Meghalaya to other States as these States did not take any action for establishment of the same for a long time. The State Governments concerned have been requested to take immediate steps to make the schools functional.

3.45 Adding further the Secretary, Ministry of Tribal Affairs stated during evidence as under :-

“As far as Eklavya Model Residential Schools is concerned, our plan was that, every year, we will have 100 Eklavya Model Residential Schools so that we will expand this and we will provide the Eklavya Model Residential Schools under Article 275 (1) because all States agreed that providing education in a quality manner through these Eklavya Model Residential Schools is necessary for our tribal brothers and sisters. In the first 100, only 79 are in operation. The rest are not in operation for various reasons essentially because the State Governments have not been able to get teachers to run the schools. That is essential. Some State Governments have also not done the construction. We have also had to remove them from some States like Assam and bring them to other States who can do it. So, 79 schools out of 100 schools are operating.”

3.46 The Committee note that the Ministry have sanctioned 100 Eklavya Model Residential Schools (EMRSs) under Article 275 (1) of the Constitution out of which only 79 are operational. Out of 21 EMRS which are not yet functional, 4 have been shifted from the States of Assam and Meghalaya to other States as these States did not take any action for establishment of Eklavya Model Residential Schools for a long time. The rest are not in operation because of the inability on the part of State Governments to recruit teachers, complete the construction work etc. This is nothing but lack of commitment on the part of States in taking proper and timely steps for the educational development of the tribal children. The Committee recommend that the Ministry of Tribal Affairs should fix a time limit, preferably two years from the date of release of central assistance, for completion of Eklavya Model Residential Schools and ensure that the sanctioned Eklavya Model Residential Schools are completed on time.

Major head : 2225, 3601
Sub Head : 11, 06
Head No. : 11.00.31, 06.00.31

D. POST MATRIC SCHOLARSHIPS, BOOK BANKS AND UP-GRADATION OF MERIT OF ST STUDENTS

3.47 The Scheme of “Post Matric Scholarships” has been in operation since 1944-45. The objective is to provide financial assistance to the Scheduled Tribe students studying at post-matriculation level to enable them to complete their education. The scheme is open to all ST students whose parents’ annual income is Rs. 1.08 lakh and the scholarships are awarded through the State Governments/Union Territory Administrations where he/she is domiciled. Under the scheme, the State Government and UT Administrations receive 100% assistance over and above the committed liability of the respective State Government and UT Administration. The committed liability is stated to be the actual expenditure incurred by the State under the scheme during the preceding year of the Five Year Plan period. The North Eastern States have, however, been exempted from making their own budgetary provisions towards committed liability from 1997-98.

3.48 The scheme of ‘Up-gradation of Merit of ST Students’ has been merged into the scheme of “Post Matric Scholarship” in the Tenth Five Year Plan and is functioning only as a sub-scheme since then. The objective is to provide remedial and special coaching to ST students in classes IX to XII and also to provide special coaching to prepare students for entry into professional courses.

3.49 The Committee have been informed by the Ministry that there is no State-wise allocation of funds under the Scheme of PMS. There is also no target fixed State-wise as all eligible ST students pursuing recognized post matriculation courses in recognized institutes are required to be granted the PMS scholarship. The final grants under the scheme are released to the States/UTs as and when complete proposals are received from them subject to availability of funds under the scheme.

3.50 The Committee enquired in case neither funds are allocated nor targets are fixed State-wise, how the State-wise requirement of funds for the scheme and also its performance is assessed. The Ministry have stated that The assessment of funds for the scheme is made by the respective States/UTs. This Ministry releases the grants-in-aid to the States/UTs as per their anticipated requirement. Final releases are adjusted against actual expenditure reported by the States/UTs for the previous years. Performance of the scheme may be assessed on various counts such as timely distribution of funds by the States/UTs; increase in the number of beneficiaries over time etc.

3.51 The Ministry of Tribal Affairs have furnished a statement showing the State-wise actual expenditure under the Scheme of Post Matric Scholarship for ST students during the last three years and current year:

Sl. No	Name of the States/UTs	Actual Expenditure (Rs. In lakhs)			
		2004-05	2005-06	2006-07	2007-08 (anticipated expenditure)

1	Andhra Pradesh	1084.23	3606.79	4403.27	2284.39
2	Arunachal Pradesh	0	0	0	0
3	Assam	100	1200.32	2360.46	1857.1363
4	Bihar	0	0	0	0
5	Chattisgarh	206.45	1254.04	853.71	130.24
6	Goa	12.09	6.04	70.445	13.804
7	Gujarat	222.43	2447.59	910.67	315.965
8	Himachal Pradesh	9.17	6.61	0	59.72
9	Jammu & Kashmir	196.07	508.08	200	43.44
10	Jharkhand	200	841.26	461.07	107.97
11	Karnataka	400	2020.5	1178	456.87
12	Kerala	146.14	289.72	311.42	29.79
13	Madhya Pradesh	899.04	288.7	2092.405	583.41
14	Maharashtra	1042.86	1031.44	750	2155.56
15	Manipur	538.97	1794	1316.45	1438.78
16	Meghalaya	926.28	1925.31	550	2435.7199
17	Mizoram	900.99	840.85	1153.02	1370.2
18	Nagaland	507	982.5	2694.74	1593.495
19	Orissa	0	100	1410.34	95.97
20	Rajasthan	1792.57	1261.98	3496.74	4616.6188
21	Sikkim	15.01	9.94	9.63	25.631
22	Tamil Nadu	49.05	17.86	75.53	4.76
23	Tripura	296.19	195.14	348.183	294.89
24	Uttar Pradesh	107.62	56.07	93.68	7.5
25	Uttarakhand	137.5	85.05	312.26	32.35
26	West Bengal	345.31	245.21	447.92	44.79
27	A.&N. Islands	2.74	3.09	3.416	4.447
28	Daman & Diu	0	0	0	0
	Total	10137.71	21018.09	25503.409	20003.447

3.52 It has been observed from the above statement that no amount has been released to the States/UTs of Arunachal Pradesh, Bihar and Daman and Diu during the last four years.

3.53 On being asked to state the reasons, the Ministry have stated that Grants under the scheme are released to the States/UTs as and when complete proposals, including clarifications asked for and UCs in respect of the previous

grants are received, subject to the availability of funds under the scheme. During the last four years the States/UTs of Arunachal Pradesh, Bihar and Daman & Diu did not submit complete proposals for grants under the scheme.

Upgradation of Merit of ST Students

3.54 When asked how many ST students have got admission in professional courses like Engineering, Medical, Management etc. after taking the remedial and special coaching, the Ministry have informed no such data is available with this Ministry.

3.55 The Committee enquired that in the absence of any data, how the assessment of the schemes are assessed, the Ministry have stated that the evaluating agencies are required to conduct field studies, collect data, interact with the implementing agencies (i.e. State Govts./UT Administrations) and complete the evaluation based on their specific methodology and terms of reference. As the scheme is implemented by the States/UTs, the data is made available by them.

3.56 Statement showing the State-wise actual number of ST students assisted under the scheme of Upgradation of Merit during the last three years and current year is as under:-

S.No.	Name of the State	2004-05 Beneficiaries	2005-06 Beneficiaries	2006-07 Beneficiaries	2007-08 Beneficiaries
1.	Andhra Pradesh	0	0	24	84

2.	Assam	60	0	0	60
3.	Himachal Pradesh	0	0	0	0
4.	Jharkhand	0	0	78	0
5.	Kerala	0	23	26	0
6.	Orissa	0	0	136	136
7.	Rajasthan	0	50	0	54
8.	Tripura	16	16	16	16
9.	West Bengal	72	0	72	72
10.	Sikkim	15	19	16	16
11.	Madhya Pradesh	0	516	172	172
12.	Jammu & Kashmir	0	0	0	0
13.	Arunachal Pradesh	0	0	0	0
14.	Chhattisgarh	140	0	140	140
15.	Gujarat	0	34	35	70
16.	Karnataka	0	0	44	41
17.	Uttar Pradesh	0	0	12	0
18.	Maharashtra	0	0	46	162
19.	Dadar and Nagar Haveli	0	0	0	16
	Total	303	658	817	1039

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3.57 It has been observed from the above that number of beneficiaries during the years 2004-05, 2005-06 and 2006-07 is NIL in many States. Also during the year 2007-08 no student was assisted in Arunachal Pradesh, Himachal Pradesh, J&K , Jharkhand, Kerala and Uttar Pradesh.

3.58 On being asked what are the reasons and what measures taken in this regard, the Ministry stated that States/UTs send proposals under the scheme after estimating their own demand for the same. Grants under the scheme are released to the States/UTs as and when complete proposals including clarifications and UCs in respect of the previous grants are received subject to the availability of funds under the scheme. During 2007-08, there were no proposals from Arunachal Pradesh, Himachal Pradesh, J&K and Jharkhand under this scheme. All States/UTs are regularly being urged to avail of the benefits under the scheme by sending complete proposals in terms of the provisions of the scheme.

3.59 The Committee note with concern that during 2004-05 to 2007-08 no funds could be released under the scheme of Post-Matric Scholarship to the States/UTs of Arunachal Pradesh, Bihar and Daman and Diu. The Committee are not satisfied with the reply that the Ministry release grants-in-aid to the States/UTs as per their anticipated requirement and also that complete proposals are not received from the States. The Committee observe that poor ST students are being deprived of the much needed

financial assistance for pursuing higher education due to apathy of the State Governments. The Committee therefore, urge the Ministry to impress upon the States to fulfill their commitment towards ST students and to send the proposals complete in all respects early for release of funds under the scheme.

3.60 The Committee find that under Upgradation of Merit of ST students scheme, the number of beneficiaries during the years 2004-05, 2005-06 and 2006-07 is nil in many States. Also during the year 2007-08 no student was assisted in Arunanchal Pradesh, Himachal Pradesh, J&K, Jharkhand, Kerala and Uttar Pradesh. The argument put forth by the Ministry that grants under the scheme are released to the States/UTs as and when complete proposals are received is not convincing. The Committee urge the Ministry to vigorously pursue all the States/UTs to send more number of proposals, complete in all respects, for the scheme so that the ST students could avail the benefits of the scheme. The Committee also recommend that the Ministry should simplify the procedure for obtaining the proposals from States so that the students are not deprived of the benefits of the scheme.

Major Head – 4225, 4552
Minor Head – 102, 117
Sub Head – 13, 01
Head No. – 13.00.54, 01.0054

E. SUPPORT TO NATIONAL/STATES ST FINANCE AND DEVELOPMENT CORPORATION

3.61 The National Scheduled Tribes Finance and Development Corporation (NSTFDC) was set up in April, 2001 as a Government company and granted a license under section 25 of the companies Act, 1956 (A company not for profit) following the decision of the Government to bifurcate the erstwhile National Scheduled Tribes Finance and Development Corporation (NSTFDC).

3.62 NSTFDC is an Apex institution for financing scheme (s)/project (s) for the economic development of eligible Scheduled Tribes. The broad objectives of the NSTFDC are as under :-

Providing financial assistance in identified trades/business/professions and other economic activities of importance to the eligible Scheduled Tribes so as to generate employment and/or raise their income levels;

Up-gradation of skills and entrepreneurship development of the Scheduled Tribes through appropriate training.

3.63 STDCs are functioning in States and UTs having sizeable Scheduled Tribes population. They are playing an extremely useful role in mobilization of finances for economic development of the Scheduled Tribes. They act as promoters and catalysts for generating credit from financial institutions, providing

missing inputs by way of margin money loans and subsidy to the target group. STDCs motivate ST families to undertake suitable economic development schemes. The objectives are (i) identification of eligible ST families and motivating them to undertake economic development schemes, (ii) Sponsoring those schemes to financial institutions for credit support, (iii) Providing financial assistance in the form of margin money on low rate of interest and subsidy in order to reduce their repayment liability and (iv) providing necessary link/tie up with other poverty alleviation programmes.

3.64 A person belonging to Scheduled Tribes living below the poverty line is eligible for assistance under this scheme from the State Scheduled Tribes Development Corporation. Under the scheme, State Government/UT Administration has to provide 51% share, for the corporation balance 49% is to be provided by the Ministry as a Central Government's share.

3.65 The Ministry has furnished the following statement showing the BE, RE and actual expenditure incurred under the scheme during the last three years:-

Year	Rs. (in crore)		
	BE	RE	Actual Expenditure
2005-06	27.00	0.00	0.00
2006-07	11.50	0.00	0.00
2007-08	35.00	35.00	0.00
2008-09	50.00		

3.66 The Committee enquired why no amount has been allocated at the RE stage from 2005-06 to 2006-07 and also explain reasons why no expenditure incurred from 2005-06 to 2007-08. The Ministry have stated that during the Meeting of EFC held in December, 2004, it was decided that the proposal for equity funding during 10th Plan to NSTFDC and States Finance and Development Corporations is to be brought for consideration of EFC again after completion of

evaluation study being assigned to Planning Commission of NSTFDC schemes. Final report of the evaluation study from Planning Commission is awaited. Hence the Ministry has not been able to complete the appraisal of the scheme by EFC and also release of funds during 2005-06 to 2007-08. Moreover, availability of funds with NSTFDC was sufficient during 2005-06, 2006-07 & 2007-08 hence, no further release of equity was required for meeting the funds requirement of NSTFDC.

3.67 It was expected that release of equity funds to State Tribal Finance and Development Corporations could be made during the current financial year, since many Corporations have been requesting funds under the scheme as matching contribution from the Centre.

3.68 The Committee enquired when the Programme Evaluation Organization (PEO) of the Planning Commission was assigned to carry out evaluation study of NSTFDC assisted scheme, the Ministry have stated that idea was initiated and reference made to the Planning Commission on 10th April, 2003 by the Ministry of Tribal Affairs. On 12th August, 2003 Planning Commission informed to undertake the evaluation study of NSTFDC.

3.69 As no funds have been released from NSTFDC assisted schemes since 2005-06, whether such schemes are still operational and what is the impact on implementation of these schemes, the Ministry have informed that NSTFDC has been reporting to have sufficient funds at its disposal and has not been really in requirement of additional equity funds during the year 2005-06 to 2007-08. The

schemes of NSTFDC are continued to be implemented through the SCAs. However, some of the State Scheduled Tribes Finance and Development Corporations (STFDCs) have been seeking funds for the scheme of assistance to STFDCs, which have not been processed in the absence of EFC approval and EFC approval could not be elicited for want of final report of the evaluation study of NSTFDC assisted schemes by the Programme Evaluation Organization (PEO) of the Planning Commission.

3.70 When asked what specific efforts are being made to receive the report of PEO from the Planning Commission, the Committee have been informed that the Ministry has been continuously pursuing the matter with the Planning Commission to get the report of PEO through DO letters/ reminders, personal contracts and telephonic requests.

3.71 The Committee have been informed that NSTFDC has launched 'Adivasi Mahila Sashaktikaran Yojana'(AMSY) for providing concessional financial assistance exclusively for the economic development of Scheduled Tribe women beneficiaries, for projects/schemes costing upto Rs. 50,000 per unit.

3.72 A statement showing yearwise details of Net Disbursements and beneficiaries covered under Adivasi Mahila Sashaktikaran Yojana is as under :-

		(Rs. in lakh)							
Sl. No.	Name of the State	2004-05		2005-06		2006-07		2007-08	
		Amount	Benefi.	Amount	Benefi.	Amount	Benefi.	Amount	Benefi.
1	ANDHRA PRADESH	475.48	2288	71.10	237	286.70	1717	257.64	1017
2	ANDAMAN & NICOBAR ISLANDS								
3	ARUNACHAL PRADESH								
4	ASSAM								
5	BIHAR								
6	CHATTISGARH			42.75	95			67.50	150
7	DADRA & NAGAR HAVELI								
8	GOA								
9	GUJARAT								
10	HIMACHAL PRADESH					54.00	150		
11	JAMMU&KASHMIR							29.25	65
12	JHARKHAND							46.35	309
13	KARNATAKA								
14	KERALA	3.50	10	5.25	15	5.85	15		
15	LAKSHDWEEP								
16	MANIPUR								
17	MAHARASHTRA	6.33	49	11.99	77	267.30	628		
18	MEGHALAYA								
19	MADHYA PRADESH							45.00	100

20	MIZORAM								
21	NAGALAND								
22	ORISSA								
23	RAJASTHAN	12.64	34	70.00	187	23.47	98	24.00	160
24	SIKKIM			30.07	56	44.90	100		
25	TAMIL NADU								
26	TRIPURA								
27	UTTARANCHAL			8.66	2				
28	UTTAR PRADESH								
29	WEST BENGAL	691.46	6877	301.03	2999	617.18	6214	650.55	6447
	TOTAL:	1189.41	9258	540.85	3668	1299.40	8922	1120.29	8248

3.73 The Committee note that during the Meeting of Expenditure Finance Committee held in December, 2004, it was decided that the proposal for equity funding of NSTFDC and States Finance and Development Corporations during 10th Plan was to be brought for consideration of EFC again after completion of evaluation study of NSTFDC schemes by the Planning Commission. However, since the evaluation study report is still awaited from Planning Commission, the Ministry could not complete the appraisal of the scheme and release funds for 2005-06 to 2007-08. The Committee are concerned to note that evaluation study of NSTFDC schemes which was initiated on 10th April, 2003 and on 12th August, 2003, could not be completed even after considerable period. The Committee, therefore, recommend that the Ministry should vigorously pursue to get approval of the Programme Evaluation Organisation of the Planning

Commission early so that funds could be allocated to NSTFDC for its various welfare schemes .

3.74 The Committee note that the Ministry have launched the scheme of 'Adivasi Mahila Sashaktikaran Yojana' exclusively for the economic development of ST women for providing concessional financial assistance to the beneficiaries for projects/schemes costing upto Rs. 50,000 per unit. However, adequate number of women beneficiaries have not been covered under the scheme. Only 12 States viz. Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Maharashtra, Madhya Pradesh, Rajasthan, Sikkim, Uttaranchal and West Bengal have availed of the scheme so far. The Committee urge the Ministry to make all out efforts to increase the coverage of ST women by generating awareness about the scheme among them. Also, the States, who have not availed the scheme so far should also be persuaded to come forward and get the benefits under the scheme for upliftment of tribal women.

Major Head – 2225, 2552, 3601
Minor Head – 277, 221, 360
Sub Head – 05, 01, 04
Head No. – 05.00.31, 01.00.31, 04.00.31

F. DEVELOPMENT OF PRIMITIVE TRIBAL GROUPS

3.75 The Committee have been informed by the Ministry that among Scheduled Tribes, there are certain tribal communities who have stagnant or declining population, low level of literacy, pre-agricultural level of technology and are economically backward. 75 such groups in 17 States and 1 Union Territory have been identified and categorized as Primitive Tribal Groups (PTGs). As per 1991 census, their total population is about 25 lakhs. Most of these groups are small in number, have extremely critical human development indices and generally inhabit remote localities having poor infrastructure and administrative support. Therefore, they become the most vulnerable section among Scheduled Tribes and the priority is required to be accorded for their protection, and their development. Therefore, in 1998-99, separate 100% Central Sector Scheme for exclusive development of PTG, under the title “Development of PTGs” was introduced.

3.76 According to the Ministry, the scheme is extremely flexible because it enables every State to focus on areas that they consider relevant to their PTGs and their socio-cultural environment. Activities under it may include housing, land distribution, land development, agricultural development, cattle development, construction of link roads, installation of non-conventional sources of energy for lighting purpose, social security including Janashree Beema Yojana

or any other innovative activity meant for the socio-economic development approach for the comprehensive socio-economic development of PTGs, more particularly for the PTGs who are nomadic by nature.

3.77 The Ministry have furnished a statement showing amount released and beneficiaries covered since 2004-05 for Janshree Bima Yojana (JBY) under the Scheme of Development of Primitive Tribal Groups :-

(Rs. in lakhs)

S. No	Name of the State	Estimated Number of families *	Amount released during 2004-05	Number of families for 2004-05	Amount released during 2005-06	Number of families for 2005-06	Amount released during 2006-07	Number of families for 2006-07	Total amount released so far for JBY since 2004-05	Total no. of families covered
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	58000	60.00	12000	120.00	24000	110.00	22000	290.00	58000
2	Bihar	5920	5.00	1000	10.00	2000	0.00	0	15.00	3000
3	Chhattisgarh	45500	40.00	8000	90.00	18000	0.00	0	130.00	26000
4	Gujarat	26000	25.00	5000	50.00	10000	55.00	11000	130.00	26000
5	Jharkhand	72000	70.00	14000	145.00	29000	0.00	0	215.00	43000
6	Kerala	4500	2.50	500	5.00	1000	15.00	3000	22.50	4500
7	Karnataka	8500	10.00	2000	20.00	4000	12.50	2500	42.50	8500
8	Madhya Pradesh	90000	100.00	20000	200.00	40000	150.00	30000	450.00	90000
9	Maharashtra	70000	70.00	14000	140.00	28000	0.00	0	210.00	42000
10	Manipur	2500	10.00	2000	2.50	500	0.00	0	12.50	2500
11	Orissa	16000	12.50	2500	25.00	5000	42.50	8500	80.00	16000
12	Rajasthan	14000	12.50	2500	25.00	5000	0.00	0	37.50	7500
13	Tamil Nadu	40000	40.00	8000	80.00	16000	80.00	16000	200.00	40000
14	Tripura	25000	25.00	5000	50.00	1000	50.00	10000	125.00	25000
15	Uttaranchal/UP	6500	2.50	500	7.10	1420	0.00	0	9.60	1920
16	West Bengal	15500	15.00	3000	30.00	6000	32.50	6500	77.50	15500
17	A & N Islands	80	0.00	0	0.40	80	0.00	0	0.40	80
	Total	500000	500	100000	1000	200000	547.5	109500	2047.5	409500

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* Number of families is taken on the basis of 1991 Census assuming five members in a family

3.78 It has been observed that number of beneficiaries covered under Janashree Beema Yojana during 2005-06 is 200000 and 2006-07 is 109500.

3.79 The Committee enquired reasons for much less number of beneficiaries covered during 2006-07 as compared to 2005-06 and steps taken to encourage PTGs to adopt Janashree Beema Yojana, the exact number of PTG families to be covered under the Janashree Beema Yojana has been assessed and by what time the Ministry will be able to cover all the PTG families. The Ministry have stated that the sub-scheme of Janashree Beema Yojana was launched in 2004-05 through Life Insurance Corporation of India under the umbrella scheme of Development of Primitive Tribal Groups to cover the head of each PTG family, and based on the PTG census figures of 1991 i.e. 24.12 lakh, it was estimated that there may be 5,00,000 families of PTGs taking five persons per family as a standard. Accordingly during 2004-05 an amount of Rs.5.00 crore was released to cover 1,00,000 head of PTG families in 16 States, and during 2005-06 Rs.10.00 crore were released to cover 2,00,000 head of PTG families in 15 States/UT. As per plan, during 2006-07 the funds were required to be released for remaining 2,00,000 heads. But some States who were given grant during 2004-05 and 2005-06 had not shown any progress. Taking this fact into account, during 2006-07 the grants were released only to those States who had shown full progress or part progress and therefore the grants were released only for 1,29,000 families instead of 2,00,000 families. But, State of Chhattisgarh

returned their amount stating that they have already covered entire PTG families in their State in 2005-06 itself, therefore coverage has been reduced to 1,09,500 families in 2006-07.

3.80 In view of the above, of the total estimated number of PTG families i.e. 5,00,000, as per the progress reports submitted by the State Governments, 4,09,500 families have been covered. Since the actual data on number of families is available with the State Governments, and also considering the fact that some PTGs are still nomadic in nature, the State Governments have been asked to cover the entire remaining families of PTGs, if any, during 2007-08 on priority.

3.81 The Ministry have furnished a statement showing details of State Governments provided with Financial Assistance for undertaking Base Line Survey of Primitive Tribal Groups under the Central Sector Scheme of Development of Primitive Tribal Groups.

Rs. in lakhs)			
S.No.	Name of the State Govt.	Year of release	Amount released
1.	Andhra Pradesh	2002-03	20.00
2.	Chhattisgarh	2002-03	10.00
3.	Gujarat	2002-03	20.00
4.	Kerala	2002-03	3.45
5.	Manipur	2002-03	5.16
6.	Orissa	2002-03	8.50
7.	Rajasthan	2002-03	11.40
8.	Tamilnadu	2002-03	20.00
9.	Tripura	2002-03	15.74
10.	Uttar Pradesh	2004-05	10.00
	Uttarakhand	2002-03	17.80
11.	West Bengal	2002-03	15.00
12.	Madhya Pradesh		23.87
Total			180.92

Note : All aforesaid States have reported this Ministry that they have conducted Baseline Survey. Other States viz. Jharkhand, Karnataka, Maharashtra have also informed about completion of Baseline Survey. Bihar has been asked to complete it at the earliest.

3.82 The committee enquired what are the reasons for not completing the baseline survey on PTGs by Bihar and whether time frame should be fixed in this regard, the Ministry have stated that after the bifurcation of State of Bihar and formation of Jharkhand, the Government of Bihar came forward for the first time with the plan for PTGs during 2007-08. During the presentation by the State Government before the Expert Committee on 26.9.2007, the Committee observed that very small number of PTGs say 11, 20, 9,, etc. are available in many districts. In some districts like Supaul, Purnia, Kishanganj, Katihar, Madhepura, Saharsa, Bhagalpur, Banka and Munger, the population is a little larger i.e. ranging from 200 to 1900. When the Committee desired to know the critical requirements of PTGs in those districts where the population is very low, the State Principal Secretary (Tribal Development) of Government of Bihar intimated the Expert Committee that many PTGs are nomadic and many a times they work as labourers in different areas and get intermixed with the general population. Due to this reason they are unable to give a compact plan for their development. Such PTGs are availing the benefits with general population under normal schemes of various Ministries. However, to know their critical requirements a survey is required to be done. Therefore the Committee suggested the State Government to conduct the Baseline Survey first and find

out the critical requirements for their protection and development and asked the State Principal Secretary to get completed the Baseline Survey within 2007-08. So far no report has been received.

3.83 The Committee note that the Ministry have introduced an insurance scheme for Primitive Tribal Groups i.e. 'Janshree Beema Yojana' during 2004-05 with the objective of covering the head of each PTG family by the end of the Tenth Five Year Plan. Out of 5 lakh PTG families assessed for coverage under the scheme, funds have been released for covering 3 lakh PTG families during 2004-05 and 2005-06. As per plan, during 2006-07 the funds were required to be released for 2,00,000 family heads. However, some States who were given grant during 2004-05 and 2005-06 had not shown any progress. Therefore grants were released only for 1,29,000 families. The Committee urge the Ministry to prepare specific action plan expeditiously to bring all the PTG families under insurance cover during 2008-09 and monitor the progress achieved at the highest level.

Major Head – 2552
Minor Head – 221, 222
Sub Head – 10, 01, 04
Head No. – 10.00.31, 01.00.31, 04.00.31

G. ESTABLISHMENT OF ASHRAM SCHOOLS

3.84 The scheme of Ashram School was launched in 1990-91 with the objective of extending facilities like establishment of residential schools for STs in an environment conducive to learning, to increase the literacy rates among the tribal students and to bring them at par with the other population of the country. The funding for the scheme with the State is done on matching (50:50) basis, while cent percent assistance is given to UTs.

3.85 The Ministry of Tribal Affairs have furnished the following statement showing the BE, RE and expenditure incurred under the scheme during the last three years as under:

Rs. (in crore)			
Year	BE	RE	Actual Expenditure
2005-06	0.00	6.00	6.00
2006-07	16.00	15.50	15.50
2007-08	20.00	20.00	3.74 (as on 31.12.2007)
2008-09	30.00		

3.86 The Committee enquired the reasons for low expenditure during 2007-08 i.e., upto 31.12.2007 and whether the remaining amount would be utilized within this Financial year, the Ministry have stated that the reason for low expenditure up to 31.12.2007 was non-receipt, till then, of complete proposals/

information/clarification called for from the State Governments. However the total allocation of Rs. 20.00 crore during 2007-08, has since been fully utilized.

3.87 On being asked what are the reasons for enhancing BE for 2008-09 to Rs.30.00 crores and what are the targets fixed for the year, the Ministry have stated that the financial norms of the scheme are proposed to be revised and 100% central share has been proposed for cost of construction of Ashram Schools for girls and also 100% for construction of schools for boys in naxal-affected districts and so BE for the year 2008-09 has been enhanced to Rs. 30.00 lakh. The target for the year 2008-09 is 3150 seats.

3.88 The Ministry have further informed that the target under the scheme during the year 2006-07 was 4000 seats while the achievement is only 415. The reasons for shortfall is due to want of complete proposals from States. During the year 2007-08, the target set for 2850 seats and achievement is only 500 seats as on 31st December, 2007.

3.89 On being asked what steps being taken/proposed to be taken to ensure that complete proposals are received from the States and targets for 2007-08 and 2008-09 are achieved, the Ministry have stated that they write to all the States for submitting complete proposals in the first quarter of the financial year. Also in the annual meeting of State Secretaries in charge of Tribal Welfare Deptts, Ministry asks for early submission of proposals.

3.90 During 2007-08 grants were released to States for creation of 16839 seats. Releases also include payment of arrears for construction which is ongoing.

3.91 The Committee note that the objective of the scheme of Ashram Schools is to extend facilities like establishment of residential schools for STs in an environment conducive to learning, to increase the literacy rate among the tribal students and to bring them at par with the rest of the population of the country. During 2006-07 and 2007-08, the targets under the scheme were not achieved as against 4000 seats in 2006-07, the achievement was of 415 wherein in 2007-08 the achievement was only 500 as against the target of 2850. The reasons for shortfall is stated to be non-receipt of complete proposals from States. The Committee view the reply as vague and desire the Ministry to simplify the procedure for sending the proposals for establishing Ashram Schools in their States. The Committee urge that the Ministry should impress upon the State Governments to send complete proposals in time so that the targets fixed under the scheme are achieved and the literacy rate of the tribal students could be increased.

3.92 The Committee desire that the suggestions, as detailed below may be considered for implementation by the Ministry of Tribal Affairs in consultation and coordination with other concerned Ministries/Departments/Agencies for focused attention towards various issues relating to the tribals and to facilitate the formulation of overall policy and planning for their benefit.

- (i) The Ministry of Tribal Affairs being the nodal Ministry to work for the welfare of tribals with special focus, should take over all the schemes of other Ministries specifically related to development of tribals.**

- (ii) The SCA and TSP should be an integral part of the Annual Plan as well as of the Five Year Plan. The provisions therein should also be made as non-divertible and non-lapsable with the clear-cut objective of bridging the gaps in the socio-economic conditions of the Scheduled Tribes and advance sections of the society within a time bound framework.**

- (iii) The funds should be allocated in proportion to the population of the Scheduled Tribes to the total population in the country. As such, at least 8.5 per cent of the Budget of the entire country should be provided for the development of tribals.**

- (iv) The problem of increasing landlessness of the tribals should be resolved with dedication and commitment.
- (v) The medium of instruction in the special schools run for tribals should be English, if necessary so that tribal children could be on par with the rest of the population.
- (vi) Keeping in view the higher percentage of tribals in Orissa i.e. 24 percent of the total population of the State there is an urgent need to set up a tribal university there to meet their educational requirements as in the case of Madhya Pradesh.
- (vii) The Ministry of Tribal Affairs should have the data as to how many of the tribal people are below the poverty line. The Ministry could also assess the number of tribal people benefited in the unorganized sector and from the debt relief programmes of the Government.

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

SUMITRA MAHAJAN
Chairperson,
Standing Committee on
Social Justice and
Empowerment

**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE
ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON WEDNESDAY,
2nd APRIL, 2008.**

The Committee met from 1100 hrs. to 1330 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 Haribhau Jawale
5. Shri Bhai Lal
6. Shri Jual Oram
7. Shri Ram Chandra Paswan
8. Shri Rabindar Kumar Rana
9. Smt. Pratibha Singh

RAJYA SABHA

10. Dr. Radhakant Nayak
11. Shri Dharam Pal Sabharwal
12. Ms. Anusuiya Uikey

SECRETARIAT

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

REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

1.	Shri G.B. Mukherjee	Secretary, Ministry of Tribal Affairs
2.	Shri Avani Vaish	Managing Director, TRIFED
3.	Dr. Bachittar Singh	Joint Secretary, Ministry of Tribal Affairs
4.	Smt. Ruchira Pant	Joint Secretary, Ministry of Tribal Affairs
5.	Shri S.K. Ray	Joint Secretary and Financial Adviser, Ministry of Tribal Affairs
6.	Shri A.S. Chauhan	Chief Controller of Accounts
7.	Smt. S. Bhavani	Chairman & MD, NSTFDC
8.	Shri H.K. Sharma	Deputy Director General (Statistics)
9.	Shri B.C. Munda	Adviser (Economics)

At the outset, the Chairperson welcomed the Members and representatives of the Ministry of Tribal Affairs 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 Tribal Affairs. At the instance of the Chairperson, the Secretary, Ministry of Tribal Affairs briefly narrated the details of various schemes/programmes undertaken by the Ministry and intimated the physical and financial targets achieved in that connection. The representatives of the Ministry then explained to the various queries put forth by

the Members to the extent possible. The Chairperson directed them to furnish expeditiously the replies to those points which could not be replied in the meeting.

A verbatim record of the proceedings has been kept.

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. XXXX XXXX XXXX

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

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.

APPENDIX

STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No	Para No.	Observations/Recommendation
1	2	3
1.	1.4	Twenty-fifth Report of the Committee on Demands for Grants, 2007-08 of the Ministry of Tribal Affairs was presented to Lok Sabha on 28 th April, 2007 and laid in Rajya Sabha on 3 rd May, 2007. Although the Action Taken Notes have been received from the Ministry, the Committee regret to observe that as per Direction 73A of 'Directions by the Speaker' necessary statement regarding the status of implementation of recommendations contained in the original Report has not been made by the Minister in the House. While deprecating this inordinate delay, the Committee desire that requisite action in this connection should be taken expeditiously.
2.	3.18	The Committee note that for the year 2008-2009, the Ministry had been allocated Rs. 2121.00 crores against their demand of Rs. 2921.38 crores. According to the Ministry the implementation of ongoing schemes/programmes would be affected adversely with lesser allocations. The Ministry have also indicated that some more new schemes are in the pipeline. In order to ensure that implementation of schemes and achievement of targets are not hampered for want of funds, the Committee, desire that the ministry should pursue with the Planning Commission and Ministry of Finance to allocate more funds at RE stage. At the same time, the Committee would like the Ministry to ensure that funds made available are prudently and optimally utilized.
3.	3.19	The Committee note that the Ministry of Tribal Affairs had formulated a draft National Tribal Policy in June 2006, in order to address the issues concerning tribals viz. lower Human Development Index, poor infrastructure, diminishing control over the natural resource base, persistent threats of eviction from their natural habitat, exclusion from mainstream society, inequality in distribution of

wealth and opportunities etc. However, the Committee note with regret that this important Policy has not yet been finalized and is still under consideration by the Group of Ministers. The Committee regret to point out the inordinate delay in formulation of the National Tribal Policy. At this stage the Committee cannot but overemphasize the need for early consideration and approval of this policy by the group of Ministers. The Committee would like to be apprised of the latest position in this regard.

4. 3.20 The Committee note that sufficient steps have not been taken by the Ministry to generate awareness among tribal people about the various schemes being implemented for their upliftment. According to the Ministry awareness is generated through the actions taken by States/UTs. Besides all schemes are placed on the website of the Ministry. The Committee are not satisfied with this routine reply of the Ministry. They desire that in order to generate awareness among tribals, the various schemes of the Ministry should be given wide publicity through print and electronic media, including vernacular print media, by using traditional Media like folk music/dance/drama and also by distributing pamphlets in tribal areas etc. The Committee, also recommend that the Ministry should organize camps regularly and send their officers to States/UTs for the purpose. The Committee hope that these steps would certainly help the tribal people in availing the benefits of the schemes.
5. 3.36 The Committee have time and again impressed upon the need for expeditious submission of Utilization Certificates by the States. But in actual practice the problem still persists. It is evident from the fact that during 2007-08 there is a possibility of surrender of funds under SCA to TSP due to non-furnishing of Utilization Certificates by State Governments. The Ministry have admitted that Grants-in-aid were withheld by the Ministry to the States of Assam, Bihar, Chhattisgarh, Jharkhand, Jammu & Kashmir, Madhya Pradesh, Tamil Nadu, Tripura, Uttar Pradesh and Uttarakhand due to their inability to furnish

Utilization Certificates and unspent balances. The Committee regret to point out that funds crucial for the development of Tribals could not be released due to inaction on the part of State Governments. The Committee, therefore, reiterate that the Ministry should make concerted efforts to impress upon the State Governments at the highest level to utilize all the unspent balances lying with them and submit Utilization Certificates in time so that funds for ongoing schemes are not withheld and also to ensure that funds are not allowed to be diverted or lapsed.

6. 3.37 The Committee note that there are 2474 forest villages in 12 States. However, proposals for development of Forest Villages which is necessary for the benefit of tribals have not been received from 61 Forest Villages in the States of Assam, Chhatisgarh, Madhya Pradesh, Uttarakhand and Utter Pradesh. The Ministry have stated that State Governments find it difficult to submit proposals for various reasons like village being un-inhabited, inaccessible due to naxal problems etc. The Committee are not convinced at all with the reply of the Government. The Committee desire that the Ministry should look into these aspects and discuss with the representatives of the State Governments to find ways and means by which they would be able to send proposals for development of forest villages.
7. 3.46 The Committee note that the Ministry have sanctioned 100 Eklavya Model Residential Schools (EMRSs) under Article 275 (1) of the Constitution out of which only 79 are operational. Out of 21 EMRS which are not yet functional, 4 have been shifted from the States of Assam and Meghalaya to other States as these States did not take any action for establishment of Eklavya Model Residential Schools for a long time. The rest are not in operation because of the inability on the part of State Governments to recruit teachers, complete the construction work etc. This is nothing but lack of commitment on the part of States in taking proper and timely steps for the educational development of the tribal children. The Committee recommend that the Ministry of

Tribal Affairs should fix a time limit, preferably two years from the date of release of central assistance, for completion of Eklavya Model Residential Schools and ensure that the sanctioned Eklavya Model Residential Schools are completed on time.

8. 3.59 The Committee note with concern that during 2004-05 to 2007-08 no funds could be released under the scheme of Post-Matric Scholarship to the States/UTs of Arunachal Pradesh, Bihar and Daman and Diu. The Committee are not satisfied with the reply that the Ministry release grants-in-aid to the States/UTs as per their anticipated requirement and also that complete proposals are not received from the States. The Committee observe that poor ST students are being deprived of the much needed financial assistance for pursuing higher education due to apathy of the State Governments. The Committee therefore, urge the Ministry to impress upon the States to fulfill their commitment towards ST students and to send the proposals complete in all respects early for release of funds under the scheme.
9. 3.60 The Committee find that under Upgradation of Merit of ST students scheme, the number of beneficiaries during the years 2004-05, 2005-06 and 2006-07 is nil in many States. Also during the year 2007-08 no student was assisted in Arunachal Pradesh, Himachal Pradesh, J&K, Jharkhand, Kerala and Uttar Pradesh. The argument put forth by the Ministry that grants under the scheme are released to the States/UTs as and when complete proposals are received is not convincing. The Committee urge the Ministry to vigorously pursue all the States/UTs to send more number of proposals, complete in all respects, for the scheme so that the ST students could avail the benefits of the scheme. The Committee also recommend that the Ministry should simplify the procedure for obtaining the proposals from States so that the students are not deprived of the benefits of the scheme.
10. 3.73 The Committee note that during the Meeting of Expenditure Finance Committee held in

December, 2004, it was decided that the proposal for equity funding of NSTFDC and States Finance and Development Corporations during 10th Plan was to be brought for consideration of EFC again after completion of evaluation study of NSTFDC schemes by the Planning Commission. However, since the evaluation study report is still awaited from Planning Commission, the Ministry could not complete the appraisal of the scheme and release funds for 2005-06 to 2007-08. The Committee are concerned to note that evaluation study of NSTFDC schemes which was initiated on 10th April, 2003 and on 12th August, 2003, could not be completed even after considerable period. The Committee, therefore, recommend that the Ministry should vigorously pursue to get approval of the Programme Evaluation Organisation of the Planning Commission early so that funds could be allocated to NSTFDC for its various welfare schemes .

11. 3.74 The Committee note that the Ministry have launched the scheme of 'Adivasi Mahila Sashaktikaran Yojana' exclusively for the economic development of ST women for providing concessional financial assistance to the beneficiaries for projects/schemes costing upto Rs. 50,000 per unit. However, adequate number of women beneficiaries have not been covered under the scheme. Only 12 States viz. Andhra Pradesh, Chhattisgarh, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Maharashtra, Madhya Pradesh, Rajasthan, Sikkim, Uttaranchal and West Bengal have availed of the scheme so far. The Committee urge the Ministry to make all out efforts to increase the coverage of ST women by generating awareness about the scheme among them. Also, the States, who have not availed the scheme so far should also be persuaded to come forward and get the benefits under the scheme for upliftment of tribal women.
12. 3.83 The Committee note that the Ministry have introduced an insurance scheme for Primitive Tribal Groups i.e. 'Janshree Beema Yojana' during 2004-05 with the objective of covering the head of each PTG family by the end of the Tenth Five Year

Plan. Out of 5 lakh PTG families assessed for coverage under the scheme, funds have been released for covering 3 lakh PTG families during 2004-05 and 2005-06. As per plan, during 2006-07 the funds were required to be released for 2,00,000 family heads. However, some States who were given grant during 2004-05 and 2005-06 had not shown any progress. Therefore grants were released only for 1,29,000 families. The Committee urge the Ministry to prepare specific action plan expeditiously to bring all the PTG families under insurance cover during 2008-09 and monitor the progress achieved at the highest level.

13. 3.91 The Committee note that the objective of the scheme of Ashram Schools is to extend facilities like establishment of residential schools for STs in an environment conducive to learning, to increase the literacy rate among the tribal students and to bring them at par with the rest of the population of the country. During 2006-07 and 2007-08, the targets under the scheme were not achieved as against 4000 seats in 2006-07, the achievement was of 415 wherein in 2007-08 the achievement was only 500 as against the target of 2850. The reasons for shortfall is stated to be non-receipt of complete proposals from States. The Committee view the reply as vague and desire the Ministry to simplify the procedure for sending the proposals for establishing Ashram Schools in their States. The Committee urge that the Ministry should impress upon the State Governments to send complete proposals in time so that the targets fixed under the scheme are achieved and the literacy rate of the tribal students could be increased.

14. 3.92 The Committee desire that the suggestions, as detailed below may be considered for implementation by the Ministry of Tribal Affairs in consultation and coordination with other concerned Ministries/Departments/Agencies for focused attention towards various issues relating to the tribals and to facilitate the formulation of overall policy and planning for their benefit.

(i) The Ministry of Tribal Affairs being the nodal

Ministry to work for the welfare of tribals with special focus, should take over all the schemes of other Ministries specifically related to development of tribals.

- (ii) The SCA and TSP should be an integral part of the Annual Plan as well as of the Five Year Plan. The provisions therein should also be made as non-divertible and non-lapsable with the clear-cut objective of bridging the gaps in the socio-economic conditions of the Scheduled Tribes and advance sections of the society within a time bound framework.
- (iii) The funds should be allocated in proportion to the population of the Scheduled Tribes to the total population in the country. As such, at least 8.5 per cent of the Budget of the entire country should be provided for the development of tribals.
- (iv) The problem of increasing landlessness of the tribals should be resolved with dedication and commitment.
- (v) The medium of instruction in the special schools run for tribals should be English, if necessary so that tribal children could be on par with the rest of the population.
- (vi) Keeping in view the higher percentage of tribals in Orissa i.e. 24 percent of the total population of the State there is an urgent need to set up a tribal university there to meet their educational requirements as in the case of Madhya Pradesh.
- (vii) The Ministry of Tribal Affairs should have the data as to how many of the tribal people are below the poverty line. The Ministry could also assess the number of tribal people benefited in the unorganized sector and from the debt relief programmes of the Government.

