

COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES

(2005-2006)

(FOURTEENTH LOK SABHA)

SEVENTH REPORT

ON

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT
AND MINISTRY OF TRIBAL AFFAIRS

Action taken by the Government on the recommendations contained in Twenty-first Report (13th Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject – Allocation of funds by the Planning Commission for the welfare of Scheduled Castes and Scheduled Tribes during the Ninth Five Year Plan.

Presented to Lok Sabha on 21 December, 2005

Laid in Rajya Sabha on 21 December, 2005

LOK SABHA SECRETARIAT
NEW DELHI

21 December, 2005/Agrahayana 30, 1927 (Saka)

CONTENTS

	Page No.
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(iv)
CHAPTER I Report.....	
* CHAPTER II Recommendations/Observations which have been accepted by the Government.....	
* CHAPTER III Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies.....	
* CHAPTER IV Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration	
*CHAPTER V Recommendations/Observations in respect of which final replies of the Government have not been received	
* APPENDICES	
(i) Minutes of the sitting of the Committee held on Wednesday the 14 th December, 2005	
(ii) Analysis of the Action taken by Government on the Recommendation contained in the Twenty-first Report (Thirteenth Lok Sabha)	

* Will be included at the time of printing of the report

**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND SCHEDULED TRIBES (2005-2006)**

Dr. Satyanarayan Jatiya - Chairman

MEMBERS – LOK SABHA

2. Shri S. Ajaya Kumar
3. Shri M. Appadurai
4. Shri Shingada Damodar Barku
5. Shri Biren Singh Engti
6. Dr. P.P. Koya
7. Shri Faggan Singh Kulaste
8. Shri G.V. Harsha Kumar
9. Shri Bir Singh Mahato
10. Shri Rajesh Kumar Manjhi
11. Shri Rupchand Murmu
12. Shri Jual Oram
13. Shri Ashok Kumar Pradhan
14. Shri Ashok Kumar Rawat
15. Shri Baju Ban Riyan
16. Dr. (Col.) Dhani Ram Shandil
17. Shri Sugrib Singh
18. Shri Lalit Mohan Suklabaidya
19. Shri Ramjilal Suman
20. Shri Ratilal Kalidas Varma

MEMBERS – RAJYA SABHA

21. Dr. Faguni Ram
22. Shri Sharad Anantrao Joshi
23. Shri Narayan Singh Kesari
24. Shri Robert Kharshiing
25. Shri Ram Nath Kovind
26. Shri Lalhming Liana
27. Shri Moolchand Meena
28. Shri Faqir Chand Mullana
29. Shri Veer Singh
30. Shri Nandi Yellaiah

SECRETARIAT

1. Shri John Joseph - Secretary
2. Dr.(Smt.) P.K. Sandhu - Additional Secretary
3. Shri P.K. Bhandari - Joint Secretary
4. Shri Gopal Singh - Deputy Secretary
5. Ms. J.C. Namchyo - Under Secretary

INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to finalise and submit the Report on their behalf, present this Seventh Report (14th Lok Sabha) on Action Taken by the Government on the recommendations contained in their Twenty-first Report (13th Lok Sabha) on the Ministry of Social Justice and Empowerment and the Ministry of Tribal Affairs - Allocation of funds by the Planning Commission for the welfare of Scheduled Castes and Scheduled Tribes during the Ninth Five Year Plan.

2. The Report was considered and adopted by the Committee on 14th December, 2005.

3. The Report has been divided into the following chapters: -

- I Report
- II Recommendations/Observations which have been accepted by the Government.
- III Recommendations/Observations which the Committee do not desire to pursue in view of replies of the Government.
- IV Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.
- V Recommendations/Observations in respect of which replies of the Government have not been received.

4. An analysis of the Action Taken by the Government on the recommendations contained in the Twenty-first Report of the Committee is given in the Appendix. It would be observed therefrom that out of 47 recommendations/observations made in the Report, 27 recommendations i.e. 57 per cent have been accepted by the Government. The Committee do not desire to pursue 14 recommendations i.e. 30 per cent in view of replies of the Government. There are 6 recommendations i.e. 13 per cent in respect of which replies of the Government have not been accepted by the Committee and which require further reiteration.

NEW DELHI
08 December, 2005
Agrahayana 17, 1927 (Saka)

DR. SATYANARAYAN JATIYA,
Chairman,
Committee on the Welfare
of Scheduled Castes and
Scheduled Tribes.

REPORT

CHAPTER – I

1.1 This Report of the Committee deals with the Action Taken by the Government on the recommendations and observations contained in the Twenty First Report (Thirteenth Lok Sabha) of the Committee on “Allocation of funds by the Planning Commission for the welfare of Scheduled Castes and Scheduled Tribes during the Ninth Five Year Plan.”

1.2 The Twenty First Report was presented to Lok Sabha on 18 December, 2001. It contained 47 recommendations/observations. Replies of the Government in respect of all these recommendations have been examined and are categorised as under:-

- (i) Recommendations and observations which have been accepted by the Government (Sl.Nos.1, 2, 7, 8, 10, 13, 18, 19, 20, 21, 22, 25, 26, 28, 30, 31, 32, 33, 34, 35, 37, 38, 40, 44, 45, 46 and 47).
- (ii) Recommendations and observations which the Committee do not desire to pursue in the light of the replies of the Government (Sl. Nos. 3,4,6,12,16,17,23,24,29,36,39,41,42 and 43).
- (iii) Recommendations and observations replies to which have not been accepted by the Committee and need reiteration (Sl. Nos. 5, 9,11,14,15 and 27).
- (iv) Recommendations and observations in respect of which final replies have not been received – NIL).

1.3 The Committee will now deal with Action Taken Replies of the Government which need reiteration or merit comments:-

Recommendation (Sl. No. 1, Para No. 6)

1.4 The Committee note that the Deputy Chairman Planning Commission oversees the functioning of the Backward and Tribal Development Division in the Planning Commission through a Member of the Commission and a Principal Advisor for issues related to the development of SCs and STs. But apart from this Backward and Tribal Development Division, Planning Commission have not issued any directive to the State Governments regarding the working of State Planning Boards. Keeping in view the significance of State Planning Boards the Committee would like the Planning Commission should issue directives to the State Planning Board in various States.

Reply of the Ministry of Social Justice and Empowerment

1.5 Planning Commission has addressed a letter to the Chief Secretaries of all the States in compliance of the above recommendation of the Committee.

Reply of the Ministry of Tribal Affairs

1.6 The recommendation of the Committee has been brought to the notice of the Planning Commission for issue of directives to the State Planning Boards.

Comments of the Committee

1.7 The Committee would like to have a copy of the letter issued by the Planning Commission to the Chief Secretaries of the States and should be apprised of the response received from the State Governments thereon.

Recommendation (SI. No. 2, Para No. 12)

1.8 The Committee are distressed to note that, as admitted by the Ministries of Social Justice and Empowerment and Tribal Affairs, that they have only a limited role in the formulation of overall plans for the country. The Committee feel that these Ministries should not confine them only to a limited role in the formulation of plans, as they are the nodal Ministries and have to play a greater key role in the overall development of SCs and STs. Therefore, they cannot say that their role is limited upto pursuing with other Central Ministries and State Governments for implementation of different schemes for the welfare of the SCs and STs. The Committee are strongly of the opinion that the programmes formulated for SCs and STs should be mobilized in the right earnest through these Ministries to create a more balanced and equitable society for SCs and STs.

Reply of the Ministry of Social Justice and Empowerment

1.9 The above recommendation has been noted for compliance. All efforts have been made to mobilize State Governments to implement programmes for the development of Scheduled Castes.

Reply of the Ministry of Tribal Affairs

1.10 The Ministry has been pursuing with the State Governments and Central Ministries for earmarking proportionate allocation under Tribal Sub-Plan (TSP). The Ministry has written to the Planning Commission in this regard. We have suggested that the Central Ministries should spend the TSP component of their budget in consultation with this Ministry. However, no response has been received so far.

Comments of the Committee

1.11 The Committee are unhappy to note that there has been no response from various Ministries to the suggestion that they should earmark proportionate allocations under Tribal Sub-Plan and spend it in consultation with the Ministries of Social Justice and Empowerment and Tribal Affairs. The Committee re-iterate their earlier recommendation and desire that the matter pursued at the highest level and ensure its implementation. The Committee may be informed of the outcome in the matter.

Recommendation (Sl. No. 5, Para Nos. 26 and 27)

1.12 The Committee also note that special efforts are being initiated for providing the basic minimum services to those living below the poverty line. In this direction 10% of the funds have been provided under SCA for establishment of infrastructural facilities for the benefit of the SCs. The Committee observe that over the years more and more new schemes are being taken up by the State Governments/UTs without paying adequate

attention towards the maintenance and utilization of the funds for the already existing schemes. If we see data at Annexure II and III there is a great difference between Budget allocation and actual expenditure. The Committee are constrained to note that SCP outlay for the years 1997-98, 1998-99 and 1999-2000 was reduced from Rs.7026.92 crore to Rs.4259.11 crore, Rs.8531.58 crore to Rs.6162.01 crore and Rs.10412.20 crore to Rs.6896.47 crore at the SCP expenditure stage respectively. Similarly actual expenditure has been reduced during the years 1995-96, 1996-97, 1997-98, 1998-99 and 1999-2000 as compared to revised estimates in respect of Tribal areas.

1.13 The Committee in this context are of the opinion that optimum utilization of the potential created is more important than creating additional potential. They, therefore, strongly recommend that the Government should gear up and streamline the existing implementing machinery at the field level so as to ensure 100% utilization of available funds.

Reply of the Ministry of Social Justice and Empowerment

1.14 Formulation and implementation of Special Component Plans by the States/UTs are reviewed every year and they have been requested from time to time for allocating funds in proportion to the Scheduled Caste population and also to fully utilize the funds allocated during a year.

1.15 Flow to Special Component Plan (SCP) is taken into account for allocation of 25% of the Special Central Assistance to the State/UT.

1.16 This Ministry has been emphasizing that the State Governments should earmark funds under each sector for development of Scheduled Castes. The Planning Commission issued guidelines to earmarking of sectoral allocations for SC development in proportion to the Scheduled Caste population in each State. However, some of the State Governments reduced the allocation of funds under SCP in recent years. We have taken up with the States to earmark adequate funds under the SCP and directed them to ensure utilization of funds under schemes and implement them as per the targets fixed.

Reply of the Ministry of Tribal Affairs

1.17 Recommendation concerning the subject matter is dealt with by the Ministry of Social Justice and Empowerment.

Comments of the Committee

1.18 Instead of responding to the observation made by the Committee that new schemes are being taken up by the State/UT Governments without paying adequate attention towards the maintenance and utilization of funds for the already existing schemes and that optimum utilization of the potential created is more important than creating additional potential, the Ministry of Social Justice and Empowerment have stated that formulation and implementation of Special Component Plan (SCP) by the States/U Ts are reviewed every year and that they have been requested from time to time for allocating funds in proportion to the Scheduled Caste population and to fully utilize the funds allocated during a

year. The Committee have also been informed that guidelines to State Governments to earmark sector wise allocation for development of Scheduled Castes in proportion to their population in each State had already been issued by the Planning Commission. The Committee feel that these exercises will be futile if the Ministry are not able to convince the State /UT Governments to pay more attention towards maintenance and full utilization of funds for already existing schemes before initiating new schemes. The Committee, are now more concerned by the fact that some State Governments have not been earmarking adequate funds for SCP according to the guidelines and, in fact, had reduced the funds in recent years. The Committee would like the Ministry to impress upon the Planning Commission for taking action while finalizing the annual plans of such States/UTs by proportionately reducing their budget allocations.

Recommendation (SI. No. 8, Para No. 30)

1.19 The Committee are of the view that particular emphasis should be given on the States/UTs which have not made much progress. The reasons should be asked from such States/UTs as to what are the hurdles which are coming in the way of progress of schemes, even after providing them funds and efforts should be made to sort out the problems. In case it is felt that even after continuous pursuance of the Central Government much progress has not been achieved by the States/UTs or States/UTs

are found to be lacking in the implementation of schemes the same should be highlighted in the Annual Report of the Department.

Reply of the Ministry of Social Justice and Empowerment

1.20 The States which are slow in the implementation of SCP, utilisation of SCA and other educational programmes have been identified and regular review meetings held under the chairmanship of Secretary (SJ&E) with the Principal Secretaries/Secretaries of the States/UTs every year and they are advised to take necessary action for better implementation of schemes for SCs.

Reply of the Ministry of Tribal Affairs

1.21 The problems, which may come in the way of progress of the scheme, are identified through inspections and discussions with field and Secretariat level officers of the State Governments. These are then discussed at length by the officers of the Ministry during the course of inspection and in the meetings held in the Ministry from time to time to analyse the problems and find solutions. Attempts are made to sort out the problems for the early completion of the projects and utilisation of the funds so that the facilities/infrastructure created may be made available to the target groups. We have also taken up with the Finance Departments of State Governments for early release of funds. Due to the efforts made by the Ministry in these directions considerable improvement in implementation of schemes has been achieved.

Comments of the Committee

1.22 The Committee desire that both the Ministries should constantly ensure that the funds allocated for completion of all the schemes are fully utilized within the expected period. The problems identified in implementation of the projects and solutions thereto should be brought to the notice of all State Governments which are lagging behind in implementation.

Recommendation (Sl. No. 9, Para No. 38)

1.23 The Committee note that in the Ninth Five Year Plan the main approach is to build on the successes of Eighth Plan, while tackling the challenges that have emerged particularly in areas such as improving the living standard of the poor, infrastructure social sector, regional disparity, capital formation in agriculture. Keeping in view the approach and objectives in the Ninth Five Year Plan Ministry of Social Justice and Empowerment projected its requirements of funds to the level of Rs.33,358.16 crores on the basis of recommendations of the expert groups. The Committee are concerned about the steep reduction of Ninth Plan outlay on the advice of Planning Commission who reduced it to Rs.10,501 crores. It was again twice reduced by them to the level of Rs.6608.13 crores which will affect adversely the development of the socially disadvantaged groups. The Committee feel that reduced plan outlay for the purpose does not suit. Therefore, the Committee strongly feel that the Ministry should take consistent concrete steps to achieve the

objective. The Committee further suggest that adequate funds should be allocated to these disadvantaged groups in order to provide them with adequate opportunities for education and employment in an attempt to involve their productivity in the development process and integrate them into the mainstream.

Reply of the Ministry of Social Justice and Empowerment

1.24 The Planning Commission approved a total outlay of Rs. 6194 crores for the Ninth Five Year Plan while the actual budget allocation for the Ninth Plan works out to Rs. 6028.23 crores. Out of Rs. 6028.23 crores, the Ministry utilized a total of Rs. 5038.71 crores. Thus the net saving is Rs. 989.52 crores (Rs. 6028.23 crores-Rs. 5038.71 crores) which works out to 16.41% of the total budget allocation.

1.25 This Ministry pleaded with the Planning Commission for higher allocations from Eighth Plan to Ninth Plan. We produced adequate documentary in support of higher allocation of Plan funds. In the meetings we pleaded our case for getting adequate funds but we could succeed to the minimum level of flow of funds for the disadvantaged groups

Reply of the Ministry of Tribal Affairs

1.26 The Ministry has taken up the matter with the Planning Commission for allocation of more funds. The Planning Commission has provided Rs.1754 crores for Tenth Plan (2002-07), as against Rs.872.45 crores allocated during the Ninth Plan Period (1997-2002) under the Central Sector and the Centrally Sponsored Schemes excepting SCA to TSP and

Grants under Article 275(1), which are decided on annual basis by the Planning Commission.

Comments of the Committee

1.27 The Committee are concerned that the Planning Commission did not agree to the plea of the Ministry of Social Justice and Empowerment for allocating higher plan fund for Ninth Plan even after they produced adequate documentary in support of their claim. The Committee feel that they might have strong reasons for not acceding to the request of the Ministry. Nevertheless, they would like to know the reasons why the Planning Commission did not agree for higher allocation. The Committee are however, deeply concerned to note that the Ministry of Social Justice and Empowerment could not fully utilise even the much reduced amount and instead have shown the unutilized funds as saving which is totally incorrect. It is a serious matter and Committee would like to know the reasons for the same. The Committee, reiterate that the Ministry should make consistent efforts to formulate programmes/schemes which are technically feasible so that the Planning Commission may approve and allocate the funds as projected by the Ministry. The Committee hope and trust that Planning Commission would have allocated sufficient funds for the Tenth Plan for the development of socially disadvantaged groups.

(Recommendation Sl. No. 11 Para No. 47)

1.28 The Committee note that strategy has been made to give particular emphasis on the welfare of Scheduled Castes and Scheduled Tribes. Under this strategy the State Governments as well as Central Ministries are supposed to make a plan within their overall plan for welfare of the Scheduled Tribes (TSP) and Scheduled Castes (SCP). It is, however distressing to note that only 13 Ministries/Departments have formulated the Special Component Plan and 27 Ministries/Departments have expressed their inability to formulate such plan on account of their activities. And so far, no separate budget head/sub-head has been opened for the purpose. Though guidelines have been issued to create a Cell to monitor the TSP/Programmes by each Ministry/Department, only 19 Ministries/Departments have set up cell so far. Central Ministries/Departments are also not identifying the schemes which are amenable to quantification. The Committee feel that Central Ministries/Departments have not taken SCP/TSP for upliftment of SCs/STs seriously. The reason given by the Ministries/Departments are equally disturbing. It is astonishing to note that one of the bigger priority plan to provide special assistance/programme for SCs/STs have been denied by the Central Ministries/Departments. The Committee feel that Central Ministries/Departments. have yet to take the SCP/TSP for SCs/STs as the priority programmes. The Committee opine that the Ministry of Social Justice & Empowerment and the Ministry of Tribal Affairs being the nodal Ministries for overall policy, planning and co-ordination of

development programme have to play a greater and decisive role vis-à-vis other Ministries/Departments. Therefore, they would like to recommend that Ministry of Social Justice and Empowerment and Ministry of Tribal Affairs should take necessary corrective steps to make these Central Ministries/Departments aware of the priority for these programmes and unless earnest action is taken on their part there could not be any sources for the satisfactory implementation of the programmes. It is also recommended that the Centre should take up the issue with the State Governments/UTs for the flow of funds according to guidelines from the Centre as well as States/UTs and come out with some corrective measures for the better implementation of plans. It is further recommended that there should be some foolproof mechanism to verify the matching contribution of each State Governments/UTs and Central Ministries/Departments.

Reply of the Ministry of Social Justice and Empowerment

1.29 Formulation and implementation of Special Component Plan(SCP) by 45 Central Ministries were reviewed in separate meetings held with the Central Ministries/Departments during September, 2002. During these meetings the Central Ministries/Departments were requested to explore possibilities of assisting SC families in beneficiary oriented projects implemented by them and also in Public Sectors activities dealt by them. They were requested for holding special training/Entrepreneur Development Programmes for SCs and help them to access opportunity and facilities. The Ministries were requested to indicate economic

activities, which are technically feasible and economically viable so that same can be funded by dovetailing subsidy upto Rs. 10,000/- under Special Central Assistance alongwith assisting loan from National Scheduled Castes Finance & Development Corporation for SC families living below the poverty line. Concerned Ministries may provide required technical guidance. A project for setting up "Internet Dhabas" at block level in the above line was prepared with active involvement of the Department of Telecommunications and sent to all States/UTs. Other Central Ministries/Departments have been requested to explore similar possibilities for assisting SC families.

1.30 Under the strategy of Special Component Plan (SCP), funds are earmarked out of the Plan funds available with the States/UTs in proportion to the percentage of SC population in the States/UTs. The Governments of Jammu & Kashmir, Karnataka, Madhya Pradesh, Sikkim, Uttar Pradesh, West Bengal, Bihar and Haryana have reported allocation of funds under their Special Component Plan (SCP) in their Annual Plan in proportion to the percentage of the SC population.

1.31 This matter was also taken up with the Planning Commission. The Planning Commission has informed that at the time of Plan discussion the Central Ministries/Departments will be impressed upon to make adequate allocation of funds for the development of disadvantaged groups.

Reply of the Ministry of Tribal Affairs

1.32 The Ministry of Tribal Affairs has taken up this matter with Central Ministries and State Governments and UT Administrations from last two

years. The efforts are continuing and position is expected to improve in near future.

Comments of the Committee

1.33 The Committee note that the Ministry of Social Justice and Empowerment have initiated some action by requesting the Central Ministries/Departments to explore possibilities for assisting Scheduled Caste families. They would like to be apprised of the action taken by those Ministries/Departments in this regard especially regarding the number of Ministries/Departments which are yet to formulate Special Component Plan; creation of Cell in each Ministry to monitor TSP Programmes and whether they have opened separate budget head/sub head. The Committee note that the Ministry of Tribal Affairs had also taken up the matter with the Central Ministries and State/UT Governments but it has not been specifically mentioned as to how their efforts would bear fruit in near future. The Committee therefore, reiterate their earlier recommendation and desire that both the Ministries should intensify their efforts with the concerned Central Ministries, State Governments and UT Administration and impress upon them the importance of these programmes/schemes for the development of SC/ST people.

Recommendation (Sl. No. 13, Para No. 58)

1.34 The Committee are not satisfied with the slow progress in the preparation of blueprint of the proposed Comprehensive Tribal Policy which is evident by the fact that the Government is not serious in this regard. In view of the Committee, if the pace of the formulation of the policy remains the same, the Government will not be in a position to give a special focus on the primitive tribes and displaced tribes and their rehabilitation in the Ninth Five Year Plan period also. The Committee, therefore, strongly recommend that policy should be prepared at the earliest.

Reply of the Ministry of Social Justice and Empowerment

1.35 This concerns Ministry of Tribal Affairs.

Reply of the Ministry of Tribal Affairs

1.36 The Ministry is preparing the National Policy on Tribals and the Planning Commission is reviewing progress. The first draft of the policy document is expected to be ready by the end of July, 2003.

Comments of the Committee

1.37 The Committee note that the first draft of the National Policy on Tribals was expected to be ready by the end of July, 2003. However as per the latest information the policy is still under formulation. The Committee take a serious view of this slackness on the part of the Government and direct that a time bound action should be taken in the matter and the Committee should be apprised of the same.

Recommendation (Sl. No. 14, Para No. 59)

1.38 The Committee are extremely disappointed to note the observations of the Planning Commission in Report No. 3 of 1999 (Civil) Chapter – IV Ministry of Social Justice and Empowerment concerning Special Central Assistance to Tribal Sub-Plan. The position as given by the Planning Commission is quite alarming. The Committee are deeply concerned about the observations like accumulation of huge amount of allocated money and their diversion. Amount was spent for purposes other than the intended purpose of providing additive to State Tribal Sub-Plan. Similarly inconsistent physical performance with the expenditure, non-contribution of Funds of the States, releases of large amount at the fag end of the year by the Central Government as well as States, non-evaluation of the progress by the Central Government as well as the States, diversion of funds, short release of allocated funds, non-submission of quarterly and Annual Progress Report by the States/UTs, misutilisation of funds, large unspent balance. In view of the above scenario, the Committee recommend that Central Government as well as State/UT Governments should take immediate steps to rectify these shortcomings with a view to make the schemes more result oriented, and the monitoring should be strengthened. Monitoring cell exclusively for SCs and STs should be set up in the Planning Commission as well as in Prime Minister office to monitor the progress of the schemes meant for SCs and STs.

Reply of the Ministry of Social Justice and Empowerment

1.39 The matter has been examined in the Ministry. It is felt a Monitoring Cell exclusively for the SCs and STs in PMO may not be so urgent as the Planning Commission and the Ministry have been reviewing/monitoring Monthly/Quarterly progress of the schemes meant for the welfare of SCs. Annual meetings are also organized with the Secretaries of State Governments/UTs for the purpose. Hence setting up of a Monitoring Cell exclusive for SCs and STs in the PMO may be a duplication of work of the Ministry. Planning Commission is also having a cell, which is looking after/monitoring the progress of schemes for SCs.

Reply of the Ministry of Tribal Affairs

1.40 There have been delays in release of funds to implementing agencies by the State Governments. Due to conscious efforts made by the Ministry, the position has improved considerably and accumulation of unspent balance with the State Governments has reduced. The Ministry does not release further grants under any scheme without the receipt of requisite utilization certificates due from State Government. The effort on the part of the Ministry is being further intensified to attain best results.

Comments of the Committee

1.41 The Committee are not convinced by the reply given by the Ministry of Social Justice and Empowerment that a Monitoring Cell exclusively for Scheduled Castes and Scheduled Tribes in the Prime Minister's Office may not be so urgent as the Planning Commission and the Ministry have been reviewing/monitoring monthly/quarterly

progress of the schemes meant for the welfare of Scheduled Castes. The Committee feel that setting up of Monitoring Cell in the Prime Minister's Office would cause the State/UT Governments to act swiftly and more responsibly.

1.42 The Committee find that the desired results have not been achieved in implementation of programmes/schemes for the development of Scheduled Castes and Scheduled Tribes despite taking several measures. The Committee, therefore, reiterate their earlier recommendation that a Monitoring Cell exclusively for Scheduled Castes and Scheduled Tribes should be set up in the Prime Minister's Office to monitor the progress of the schemes meant for them. Apart from this, the Committee would also like to know the steps taken by both the Ministries to ensure that the funds are properly utilised for the schemes these are intended for.

Recommendation (Sl. No. 15, Para No. 60)

1.43 The Committee note that no action has been taken by the Centre against the defaulting States in spite of fact that they have not fulfilled the desired norms as per the guidelines like misutilisation or diversion of funds, not furnishing quarterly and Annual Progress Report. They feel that this is an undesirable practice which provides a ground for the State/UT Governments for diversion of fund to other accounts and misutilisation of fund. This is a gross injustice to the poorer section of the society for which the schemes have been launched. The Committee

emphasise and strongly recommend that the funds allocated for different programmes/schemes meant for the upliftment of poor section of society should be utilised in those specific programmes/schemes for which they are meant to achieve the desired result. It is recommended that Central Government should issue some foolproof guidelines in this regard so that the practice of diversion of funds is stopped. The Committee would also like to recommend that stringent action should be taken against the State Governments/UT Administration who have diverted the funds meant for specific SCs/STs development schemes to other purposes. Further, necessary amendments in the guidelines should be carried on and issued to concerned State/Union Territory administration for strict compliance.

Reply of the Ministry of Social Justice and Empowerment

1.44 As per guidelines, States are required to formulate and implement SCP from within the State Plan fund available with them. So far as SCA released by the Ministry is concerned, release of second instalment of SCA is processed only after getting details on utilization of SCA released earlier. Release of SCA during 2001-2002 to Haryana and Madhya Pradesh was done (1st instalment of SCA) in February/March 2002. No SCA was released to four States viz. Bihar, Punjab, Goa and Delhi during 2001-2002, as utilization certificates were not received.

Reply of the Ministry of Tribal Affairs

1.45 The guidelines for release/utilization of funds under SCA to TSP and Article 275(1) of the Constitution have been revised for the 10th Five

Year Plan period and in revised guidelines incentive in the form of excess allocation of fund has been provided for those States who adopt TSP approach in letter and spirit and show satisfactory level of utilization of grant released by the Ministry.

1.46 There have been delays in the release of grants to implementing agencies by the State Governments. With the constant persuasion of the matter with State Governments, there has been significant improvement in many of the States. Although it is mentioned in the sanction order itself at the time of releasing the grant that the concerned State Government/UT has to furnish the quarterly progress report, yet some of the State Governments are not in the practice of sending this report periodically. This fact is brought to the notice of the State Governments/UTs during the course of inspection of the project and the meetings held in the Ministry. However, no further grant is considered in any of the case unless the grant released in previous year, is fully utilized and requisite utilization certificates are received.

Comments of the Committee

1.47 The Committee note that both the Ministries, Social Justice and Empowerment and Tribal Affairs do not release SCA in case the State Governments do not send utilization certificates for grants released in the previous year. The Committee, however, note that both the Ministries have not been able to persuade the State Governments from diverting the funds meant for programmes/projects for the SCs and STs to other purposes. Non-

release of SCA to the State Governments, which do not send utilization certificates and annual progress reports, does not seem to be a foolproof method to discourage such State Governments from diverting the funds. The Committee would, therefore, like to reiterate their earlier recommendation that funds allocated for different programmes/schemes meant for development of SCs and STs should be utilized only for such purposes. The Ministries should impress upon the Planning Commission to take a firm stand in this regard with the State Governments while finalising their Annual Plan budget. The matter should also be included in the agenda during the Chief Ministers and Governors' meetings so that a solution to this problem could be found

Recommendation (Sl. No. 18, Para No. 69)

1.48 The Committee also note that the strategy of Special Component Plan at the Central Government level involve participation of Central Government Ministries/Departments in formulating specific plans for the Scheduled Castes under Annual Plans of respective Ministries/Departments. In this context 13 Ministries/Departments have formulated the Special Component Plan and 27 Ministries/Departments have expressed their inability to formulate such plan. The Committee opine that the Ministry of Social Justice & Empowerment being the nodal ministry for overall policy, planning and coordination of development programme has to play a greater role *vis-à-vis* other

Ministries/Departments. The Committee, therefore, recommend that the Ministry should prevail upon the other concerned Ministries/Departments to formulate need based programme to suit the specific areas and earmark 15% of their plan fund for the development of Scheduled Castes.

Reply of the Ministry of Social Justice and Empowerment

1.49 Formulation and implementation of the SCP by 45 Central Ministries was reviewed in separate meetings held with the Central Ministries/Departments during September 2002 and December 2002. During these meetings the Central Ministries/Departments were requested to explore possibilities of assisting SC families in beneficiary oriented projects as well as private sectors activities dealt by them. They were requested for holding special training/Entrepreneur Development Programmes for SCs and help them to access emerging opportunities and facilities. The Ministries were requested to indicate economic activities, which are technically feasible and economically viable so that same can be funded by dovetailing subsidy upto Rs.10,000/- under Special Central Assistance along with assisting loan from National Scheduled Castes Finance & Development Corporation for SC families living below the poverty line. Concerned Ministries may provide required technical guidance.

Reply of the Ministry of Tribal Affairs

1.50 Not concerning Ministry of Tribal Affairs.

Comments of the Committee

1.51 The Committee note that the Ministry held meetings to review formulation and implementation of the SCP by all the Central Ministries. The Committee would like to know the response of all those Ministries to identify economic activities which could be taken up for the development of the Scheduled Castes. The Committee may be provided with the detailed information in this regard.

Recommendation (Sl. No. 25, Para No. 90)

1.52 The Committee find that the Ministry have furnished the incomplete information in respect of survey to review the working of the Pre-examination Coaching Centres. It does not contain the information relating to findings of the evaluation studies of the scheme in the States/UTs. They desire that the detailed information in this regard for the last three years should be given so as to have a comparative analysis of the schemes.

Reply of the Ministry of Social Justice and Empowerment

1.53 The Ministry of Social Justice and Empowerment got conducted four evaluation studies on the working of the Pre-examination Coaching Centres during the last three years. The details relating to the findings/recommendations of these studies are given below:-

1. Evaluation study on the working of Centrally Sponsored Coaching and Allied Scheme for SCs and STs in Madhya Pradesh by Himalayan Region Study and Research Institute Delhi.

The main recommendations are making essential entrance test or interview to get deserving candidates, making compulsory 70-75%

attendance and monitoring by the faculty members, posting more visiting faculty members who are more attune to the needs and requirements of the students, making available quality and quantity of library books and periodicals, increasing the amount of stipend according to increase in price index from time to time, providing updated technical facilities like computers, internets, photocopies audiovisual method etc. to all coaching institutions, weeding out non performing coaching centres and making periodical evaluation of the scheme by the Ministry.

2. Evaluation study on the working of Centrally Sponsored Coaching and Allied Scheme for SCs and STs in Gujarat by Policy and Development Initiatives, Baroda.

The remedial measures suggested are that the target candidates need to be equipped with the modern job requirement like computer training, increasing the rate of stipend, improving the course curricula and the teaching staff, improving the overall infrastructure of PETCs and classroom facilities, free books, teaching materials and stationery items to the enrolled candidates and having the training centres in a centrally located place.

3. Evaluation study on the working of Centrally Sponsored Coaching and Allied Scheme for Scheduled Castes and Scheduled Tribes in Haryana by Centre for Development Studies, Lucknow.

The suggestions/remedial measures are increasing the stipend of Rs.900 p.m. for the outstation students and Rs.300 p.m. for the local students, making Kurukshetra University responsible to make hostel

accommodation available for the outstation students, providing proper counselling in the selection of optional subject, making entrance test compulsory for further screening of the students for the coaching, making the coaching more extensive so that the teachers could cover the whole syllabus and explain concepts fully to the students changing the timings from the existing October to March to January to May to discourage the non serious students from taking coaching, giving wider publicity in respect of the coaching in both the English and Hindi newspapers, inviting more and more specialist as guest faculty to deliver the lectures, asking every teaching faculty members to submit the synopsis of all the lectures to be delivered by him/her to the Director beforehand to ensure that the syllabus is fully covered by all the teachers and conducting regular tests to equip the students to qualify different competitive examinations.

4. Evaluation study on the working of Centrally Sponsored Coaching and Allied Scheme for Scheduled Castes and Scheduled Tribes in Andhra Pradesh by Jigyansu Tribal Research Centre, New Delhi.

The main recommendations are providing wider publicity and dissemination of information regarding PETCs for a better participation level, holding campaign for socio-economic betterment of candidates after High School, in order to orient them for such competitions, endowing the Director, Faculty Members and Guest Lecturers to the specific needs of the candidates due to their socio-economic and socio-cultural backgrounds, up-gradation of stipend and providing one time grant for books etc., making the PETCs an integral part of some Tribal Research

Institutions, Social Research Institutions or converting into full fledged Centres of Development Studies and Training, improving the quality and quantity of coaching materials and teaching/learning materials and full utilisation of funds allotted for the Centres.

Reply of the Ministry of Tribal Affairs

1.54 The scheme remained operational with Ministry of Social Justice & Empowerment till 2000-01 and it was transferred to this Ministry during 2001-02.

Comments of the Committee

1.55 The Committee have been apprised that the Ministry of Social Justice and Empowerment got conducted four evaluation studies on the working of the Pre-examination Coaching Centres during the last three years. The Committee desire that the findings / recommendations of these evaluation studies should be implemented expeditiously by both the Ministries in consultation and coordination with the State Governments / UTs, so that more and better deserving SC/ST boys and girls may be able to avail themselves of the benefit under the scheme in future. The Committee urge both the Ministries to popularize the scheme by giving wide publicity in local and National Dailies and through popular electronic media for generating awareness among the targeted SC/ST population so that they take full benefit of the scheme.

Recommendation (Sl. No. 27, Para No. 99)

1.56 The Committee note with concern that the benefit under the scheme has not been availed by some of the States/UTs. Either they do not send the proposals for availing the benefits of the scheme or they did not have sufficient funds in their budgets for providing matching share etc. It is astonishing to note that one of the bigger priority programmes to provide education facilities to SC/ST communities has not been given proper attention by the State Governments/UT Administrations. The reason given by the Government are disturbing. The Committee would like to recommend that Centre should take necessary corrective steps to ensure that the States/UTs accord priority to this scheme. It is recommended that there should be some foolproof mechanism to verify the matching contribution by each of the State Governments/UTs. The guidelines in this respect should be suitably modified.

Reply of the Ministry of Social Justice and Empowerment

1.57 A proforma has been devised for monitoring submission of required information including matching provision by the State Government. This has helped in ensuring that Central Assistance is released only in those cases, where the matching provision has been made by the State Government in its Budget.

Reply of the Ministry of Tribal Affairs

1.58 In the case of Centrally Sponsored Schemes, Ministry provides 50% of the total grant and the concerned State Government manages rest 50% by making provision in their State budget. It has been observed in

previous years that some of the State Governments are not able to manage their 50% share due to financial crunch. It has also been seen that some of the State Governments/UTs do not send their proposals under these schemes at all.

1.59 Keeping in view the above mentioned problems, the Ministry had taken up the matter with the Planning Commission for increase of the Central share from 50% to 75% in the case of scheme of Boys and Girls hostels. In the case of scheme of Ashram School central share was proposed to be raised from 50% to 100% but the central share has not been allowed for enhancement under the present schemes of hostel for ST boys and girls.

Comments of the Committee

1.60 The Committee note that the Ministry of Social Justice and Empowerment have devised a proforma for monitoring submission of required information including matching provision by the State Government. The Ministry of Tribal Affairs have taken up the matter with the Planning Commission for increase of Central share from 50% to 75% in case of Boys and Girls Hostels and for Ashram Schools, they had wanted to raise the Central share from 50% to 100% but were not allowed.

1.61 The Committee are concerned that most of the States/UTs are still not taking these schemes seriously and not making provision for these schemes in their Budget. As a result, poor SC/ST students are suffering the most. The Committee, therefore, desire that vigorous

efforts should be made to persuade the concerned States/UTs for making provision in their budgets towards these schemes without further delay. They would also like to impress upon the Planning Commission to increase the Central share in all hostel schemes for SC/ST boys and girls from 50% to 75% as proposed by the Ministry of Tribal Affairs so that the States which are unable to provide the matching funds are also able to take advantage of this scheme.

Recommendation (Sl. No. 39, Para No. 141)

1.62 The Committee note that the Programmes Evaluation Organisation, Planning Commission had suggested some recommendations in its "Evaluation Report on Integrated Tribal Development Project". They feel that the existing systems of funding by central sector has resulted in misutilisation and diversion of funds meant for the poorest strata of the society. Though the Committee are not averse to the idea of further decentralization but they would like that while giving greater freedom and flexibility to the State Governments necessary mechanism for proper utilization of such funds meant for the poorest section of the society should be initiated. Further, it should be ensured that funds, earmarked for the respective development schemes for SCs/STs must not be diverted for other purposes under any circumstances.

Reply of the Ministry of Social Justice and Empowerment

1.63 Under the scheme of Special Central Assistance to Special Component Plan for Scheduled Castes, 100% grant-in-aid is given to

States/UTs on the basis of set criteria and no matching State share is involved in this scheme. After taking into account the utilization of the funds already released to the States/UTs and the funds available with the State Government, further release is made. States/UTs have been asked to prepare specific project proposal for utilization of SCA funds by dovetailing subsidy upto Rs. 10,000/- out of SCA and balance as loan from NSFDC/Bank. They have also been asked to maintain proper records of funds received, and given by the State Governments to the beneficiaries/implementing agencies.

Reply of the Ministry of Tribal Affairs

1.64 The Ministry is not diverting the funds earmarked against the schemes. Due to constant persuasion by the Ministry with the State Governments, now, there is improvement in release of grants by State Governments to the implementing agencies.

Comments of the Committee

1.65 The Committee desire that in future both the Ministries should not only ensure that the funds allocated for various schemes are released in time for the respective development schemes for Scheduled Castes/Scheduled Tribes but they should devise effective steps to improve its monitoring.

Recommendation (SI. No. 42, Para No. 144)

1.66 The Committee further note that from time to time senior officers of the Ministry keep visiting the States/UTs to monitor the progress. The

Committee are unhappy to note that findings of the officers regarding the bottlenecks noticed during field visits have not been provided to the Committee and it is stated that problems noticed in implementation of programme are considered while revising the scheme and taken up with the States for appropriate action. The Committee are not satisfied with the reply of the Ministry and take a serious note of this casual approach. They should provide detailed and complete reply to the Committee for thorough and analytical study of the problems and suggest effective measures to remove the deficiencies noticed.

Reply of the Ministry of Social Justice and Empowerment

1.67 The Ministry makes full use of the feedback received from the officers about implementation of various schemes. For example in case of Post Matric scholarship, it is on the basis of the feedback that the proposal for improvement of the scheme is processed. The revision in the rate of stipend, division of various courses in four categories instead of five, revision in the income ceiling for eligibility etc. are based on these feedback. Similarly, in the case of Pre-Matric Scholarship for the children of those engaged in unclean occupations, the rate of scholarship has been revised on the basis of persistent feedback that the stipend was not adequate and many States were not availing of the scheme as stipend paid by them under their own scheme was higher.

1.68 The poor implementation and response in case of the scheme of upgradation of merit of SC students had led to a proposal of complete replacement of the scheme by a merit based scholarship scheme.

1.69 Similarly, in case of the scheme of Coaching, a feed-back has been received that the implementation of the merged scheme since October, 2001 is highly skewed in favour of OBC students, who were in a better position to get admission in combined courses. Instructions have been sent to various implementing agencies that the ratio prescribed for SC, OBC and Minorities in such scheme needs to be strictly adhered to.

Reply of the Ministry of Tribal Affairs

1.70 The problems noticed during the field visit by Ministry officials are discussed with State officials and other concerned authorities and workable solutions are worked out to remove the bottlenecks.

Comments of the Committee

1.71 The Committee note that instructions have been sent to various implementing agencies that the ratio prescribed for Scheduled Caste, OBC and Minorities in such scheme needs to be strictly adhered to. The Committee cannot but re-emphasise the need for effective measures to remove the deficiencies/bottlenecks noticed. The Committee further desire that in future both the Ministries not only should ensure that the funds allocated for various schemes are utilized but also devise effective steps to improve its monitoring over the respective schemes so that needy Scheduled Castes/Scheduled Tribes may be benefited. Progress made in this regard may be communicated to the Committee.

Recommendation (Sl. No. 44, Para No. 156)

1.72 The Committee are concerned to note that the actual expenditure during the Eighth Plan and last three years of Ninth Plan under the different Schemes for SCs and STs is less than the Budget Estimates. The Committee are not convinced with the reply of the Government that Budget Estimate is increased as compared to Eighth Five Year Plan. The Committee feel that the non-satisfactory performance of Plan schemes has compelled the Government to scale down the outlay at the RE stage by a sizeable amount adversely affecting the execution of several schemes aimed at SCs/STs development. They, therefore, are critical of the unsatisfactory performance of the Government in fully utilising the outlays and recommend that in future the outlay meant for different schemes for SCs/STs be fully spent by stepping up the efficiency levels.

Reply of the Ministry of Social Justice and Empowerment

1.73 Under the scheme of Special Central Assistance to Special Component Plan for Scheduled Castes, 100% grant-in-aid is given to States/UTs on the basis of set criteria and no matching State share is involved in this scheme. After taking into account the utilisation of the funds already released to the States/UTs and the funds available with the State Government, further release is made. States/UTs have been asked to prepare specific project proposal for utilisation of SCA funds by dovetailing subsidy upto Rs.10,000/- out of SCA and balance as loan from NSFDC/Bank. They have also been asked to maintain proper records of

funds received, and given by the State Governments to the beneficiaries/implementing agencies.

Reply of the Ministry of Tribal Affairs

1.74 The overall utilisation of funds under the various schemes of the Ministry has improved significantly during last 3 years. It has been over 99% in these years.

Comments of the Committee

1.75 The Committee take note that States/UTs have been asked to prepare specific project proposals for utilisation of Special Central Assistance (SCA) funds by dovetailing subsidy upto Rs.10,000/- out of SCA and balance as loan from NSFDC/Bank. The Committee desire that the Ministry should improve their planning and tone up their monitoring over the schemes so that reduction at RE stage could be minimal.

Recommendation (Sl. No. 46, Para No. 158)

1.76 The Committee note that despite a reduction in the percentage of population living below the poverty line, the incidence of poverty amongst Scheduled Castes and Scheduled Tribes continues to be very high as compared to general population. In order to curb the menace of poverty, various Central and Centrally sponsored schemes are being implemented through State Governments/UT Administrations and Non-Governmental organisations by the Ministry of Social Justice and Empowerment and Ministry of Tribal Affairs. States and Central Ministries are also

implementing various Sectoral Programmes out of their own resources. The Committee are of the view that qualitative improvement and not merely the quantitative is important issue in improving the quality of life of SCs and STs. But the Committee note with concern that the Budget provisions for the schemes related to SCs and STs over the years have not increased commensurate with their social importance and not only inadequate allocation is being made for different schemes/programmes but also whatever budget had been provided even that could not be fully utilized. At the present rate of achievements, it will take decades for streamlining, strengthening and enriching the socially disadvantaged groups towards this advancement. Apart from this the Committee also note that socio-economic development of the SCs/STs is a complex phenomenon and several factors are responsible for the same. The Committee are of the view that all-out efforts should be made to convince the State Governments about the utility of these schemes in developing the socio-economic conditions of SCs/STs. They are not convinced with the argument of the Ministry that no major shortfall is expected in achieving the targets fixed. The Committee suggest that budget allocation for the schemes relating to SCs/STs should be enhanced suitably so that better physical targets be achieved. The Government should also ensure proper and full utilisation of funds allocated for those schemes.

Reply of the Ministry of Social Justice and Empowerment

1.77 The advice of the Committee has been noted for compliance.

Reply of the Ministry of Tribal Affairs

1.78 The Ministry had been exploring the possibility of releasing the funds directly to the ITDAs/ITDPs on the pattern of release of funds by the Ministry of Rural Development to DRDAs, in consultation with the Ministry of Finance, Planning Commission, and the State Governments. This would ensure timely release of funds to the implementing agencies to enable them to utilize the funds timely and effectively. The Ministry is also contemplating to earmark ITDA/MADA wise funds under SCA to TSP so as to ensure release of funds by Finance Departments of the respective States.

1.79 The expenditure under SCA to TSP during the years, 1998-1999, 1999-2000 and 2000-2001 has been 100%, 100% and 84.44% respectively. Similarly, the expenditure under Article 275(1) of the Constitution during these years has been 89.41%, 55.86%, 63.92% respectively. Despite forceful argument for enhancing outlay under these two programmes, Planning Commission has kept the allocation for 2002-2003 at the level of 2001-2002. This is, perhaps amongst those rare cases where even normal 10% enhancement over last years budget has been denied and that too when quantitative and qualitative performance has been cent per cent.

Comments of the Committee

1.80 The Committee note that the Ministry of Tribal Affairs are exploring the possibility of releasing the funds directly to ITDAs/ITDPs as also to earmark ITDA/MADA wise funds under SCA

to TSP. They would like to be apprised of the present position in this regard.

c/kala/atr 9th five year plan