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**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT  
(2009-2010)**

**(FIFTEENTH LOK SABHA)**

**MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT**

**DEMANDS FOR GRANTS  
(2009-2010)**

**FIRST REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**December, 2009/Agrahayana, 1931(Saka)**

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**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT**  
**(2009-2010)**  
**(FIFTEENTH LOK SABHA)**  
**MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT**  
**DEMANDS FOR GRANTS**  
**(2009-2010)**

**Presented to Lok Sabha on 17.12.2009**

**Laid in Rajya Sabha on 17.12.2009**



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

**December, 2009/Agrahayana, 1931 (Saka)**

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND  
EMPOWERMENT**

**(2009-2010)**

**SHRI DARA SINGH CHAUHAN - CHAIRMAN**

**MEMBERS  
LOK SABHA**

2. \*Smt. Harsimrat Kaur Badal
3. Shri E.T. Mohamed Basheer
4. Smt. Bijoya Chakravarty
5. Shri Bhudeo Choudhary
6. Smt. Rama Devi
7. Shri R. Dhruvanarayana
8. Shri Premchand Guddu
9. Shri G.V. Harsha Kumar
10. Shri Baliram Jadhav
11. Dr. Manda Jagannath
12. Shri Mohan Jena
13. Shri Baliram Kashyap
14. Shri Basori Singh Masram
15. Shri Kamlesh Paswan
16. \*\*Shri Yashvir Singh
17. Dr. N. Sivaprasad
18. Shri Lalit Mohan Suklabaidya
19. Shri Manohar Tirkey
20. Vacant
21. Vacant

**MEMBERS  
RAJYA SABHA**

22. Shri Suryakantbhai Acharya
23. Shri Avtar Singh Karimpuri
24. Shri Narayan Singh Kesari
25. Shri Mahmood A. Madani
26. Shri Ahmad Saeed Malihabadi
27. Shri Abdul Wahab Peevee
28. Shri Praveen Rashtrapal
29. Shri Nand Kishore Yadav
30. Vacant
31. Vacant

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\*Smt. Harsimrat Kaur Badal ceased to be a Member of Committee w.e.f. 23.9.2009.

\*\*Shri Yashvir Singh ceased to be a Member of Committee w.e.f. 13.10.2009.

## LOK SABHA SECRETARIAT

1. Shri. A. Mukhopadhyay - Joint Secretary
2. Smt. Anita Jain - Director
3. Shri. S.C. Kaliraman - Additional Director
4. Dr. (Smt.) Sagarika Dash - Under Secretary

## INTRODUCTION

I, the Chairman of the Standing Committee on Social Justice and Empowerment (2009-2010) having been authorized by the Committee to submit the Report on their behalf, present this First Report, of the Ministry of Social Justice and Empowerment on Demands for Grants, 2009-2010.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Social Justice and Empowerment for the current year i.e. 2009-2010 which was laid on the Table of the House on 13<sup>th</sup> July, 2009. Thereafter, the Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment on 20<sup>th</sup> October, 2009. The Committee considered and adopted the Report at their sitting held on 15.12.2009.

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

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

NEW DELHI;

15 December, 2009  
24 Agrahayana, 1931 (Saka)

DARA SINGH CHAUHAN  
Chairman,  
Standing Committee on  
Social Justice and  
Empowerment

# REPORT

## CHAPTER I

### **REVIEW OF STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE THIRTY-THIRD REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON DEMANDS FOR GRANTS (2008-2009) OF THE MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT**

1.1 The Thirty-third Report of the Standing Committee on Social Justice and Empowerment on Demands for Grants (2008-2009) pertaining to the Ministry of Social Justice and Empowerment was presented to Lok Sabha and laid in Rajya Sabha on 21.04.2008. The Action Taken Report (Forty-first Report, Fourteenth Lok Sabha), on the recommendations contained in the Thirty-third Report was presented to Parliament on 19.12.2008.

1.2 The Thirty-third Report contained 13 recommendations, out of which the Government accepted 7 recommendations. In view of the replies of the Government the Committee did not desire to pursue 1 recommendation, 2 recommendations were commented upon by the Committee and 3 replies of the Government with respect to the recommendations of the Committee were interim in nature.

1.3 The Minister of Social Justice and Empowerment laid a statement in Parliament under Direction 73A on 18.12.2008 on the status of implementation of the recommendations contained in the Thirty-third Report of the Committee on Demands for Grants (2008-09). Out of the 13 recommendations, 4 recommendations (Sl. Nos. 6,9,11&13) have been implemented by the Government, 8 recommendations (Sl. Nos. 1,2,3,5,7,8,10&12) are under the process of implementation and 1 recommendation (Sl. No. 4) has not been implemented by the Government.

**1.4 The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Thirty-third Report on Demands for Grants, 2008-09 of the Ministry of Social Justice and Empowerment as only 4 out of 13 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations already accepted by the Government.**



## **CHAPTER – II**

### **INTRODUCTORY**

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

#### **Target Groups: Persons belonging to:-**

- a. Scheduled Castes
- b. Other Backward Classes
- c. Persons with Disabilities
- d. Senior Citizens and
- e. Victims of Substance Abuse

#### **Goals**

- a. Educational Development
- b. Economic Development
- c. Social Empowerment

- d. Rehabilitation
- e. Manpower Development

### **Policy Framework**

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

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

- Development of Scheduled Castes and Other Backward Classes;

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

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

- Scheduled Castes Development
- Backward Classes Development
- Disability
- Social Defence

2.5 Implementation of the following Acts is the responsibility of the Ministry:-

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

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

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

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

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

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

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

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

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

## CHAPTER – III

### GENERAL PERFORMANCE OF THE MINISTRY

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

#### Plan (Rs. in crore)

Year	BE	RE	Actual Expenditure
2006-2007	1686.11	1686.11	1673.45
2007-2008	2001.00	2200.00	2173.60
2008-2009	2400.00	2400.00	2357.20
2009-2010	2500.00		

#### Non- Plan (Rs. in crore)

Year	BE	RE	Actual Expenditure
2006-2007	58.61	56.71	53.24
2007-2008	58.15	60.00	57.55
2008-2009	59.00	75.00	73.75
2009-2010	85.00		

3.2 On the issue of increase/reduction of BE at RE stage during the year 2008-09 both in Plan and Non-Plan Expenditure, the Ministry in their written reply have stated that no reduction was made in the overall BE 2008-09 at RE stage. However, in some schemes such as Post-Matric Scholarship, Coaching and Allied Schemes, Top Class Education for SCs, Schemes for Implementation of Persons with Disability Act, 1995, etc., Employment for Physically Challenged, Financial Assistance to Women with

Disabilities to look after their children after birth etc., reduction in BE was made at RE stage. The Committee were also informed that in respect of as many as 8 schemes viz Post-Matric Scholarship for SCs and OBCs, Special Central Assistance to Scheduled Castes Sub-Plan, Hostels for SC and OBC boys and girls, etc., the Actual Expenditure exceeded the RE and the total excess expenditure amounted to Rs. 60.19 crore. The excess expenditure was met through re-appropriation of savings from other schemes of the Ministry.

3.3 The following statement as furnished by Ministry shows BE, RE, Actual Expenditure and percentage of Expenditure incurred by the Ministry during 2008-09:-

(Rs. in crore)

Sl. No.	Bureau	2008-09					
			BE	RE	Exp. up to 31.3.2009	% of the Exp. to RE	BE 2009-10
1	Scheduled Castes Development	Plan	1779.20	1779.25	1783.89	100.26	1859.50
		Non Plan	11.17	11.59	9.95	85.85	11.69
		<b>Total</b>	<b>1790.37</b>	<b>1790.84</b>	<b>1793.84</b>	<b>100.17</b>	<b>1871.19</b>
2	Other Backward Classes	Plan	213.75	223.69	269.52	120.49	221.00
		Non Plan	2.80	3.34	2.98	89.22	3.47
		<b>Total</b>	<b>216.55</b>	<b>227.03</b>	<b>272.50</b>	<b>120.00</b>	<b>224.47</b>
3	Welfare of the Disabled	Plan	228.50	223.51	196.51	87.92	234.50
		Non Plan	30.21	41.17	40.97	99.51	46.86

		<b>Total</b>	<b>258.71</b>	<b>264.68</b>	<b>237.48</b>	<b>89.72</b>	<b>281.36</b>
4	Social Defence	Plan	82.80	77.80	50.86	65.37	84.50
		Non Plan	0.68	0.96	0.96	100.00	1.25
		<b>Total</b>	<b>83.48</b>	<b>78.76</b>	<b>51.82</b>	<b>65.79</b>	<b>85.75</b>
5	Secretariat	Plan	1.00	1.00	1.05	105.00	1.00
		Non Plan	14.14	17.94	17.54	97.77	21.73
		<b>Total</b>	<b>15.14</b>	<b>18.94</b>	<b>18.59</b>	<b>98.15</b>	<b>22.73</b>
6	Lump sum allocation for NE and Sikkim	Plan	94.75	94.75	55.37	58.44	99.50
		<b>Sub total</b>	<b>Plan</b>	<b>2400.00</b>	<b>2400.00</b>	<b>2357.20</b>	<b>98.22</b>
		<b>Non Plan</b>	<b>59.00</b>	<b>75.00</b>	<b>72.40</b>	<b>96.53</b>	<b>85.00</b>
	<b>Grand Total</b>		<b>2459.00</b>	<b>2475.00</b>	<b>2429.60</b>	<b>98.17</b>	<b>2585.00</b>

3.4 When asked about the total Budgetary allocation of Government of India Ministries/Departments and the Ministry of Social Justice and Empowerment for the year 2009-10 and the percentage of the Budgetary Allocation made to the Ministry against the Government of India's total budget estimates, the Ministry in their written reply stated that as per the Expenditure Budget 2009-10 the total plan and non-plan allocation of the Ministries/Departments of Government of India is Rs. 1,02,0837.68 crore, out of which Rs. 2585.00 crore is for Ministry of Social Justice and Empowerment, which comes out to be 0.25% of the total Budgetary allocation of the Government of India.



3.5 The Ministry have further submitted the Division-wise outlay proposed and the outlay approved by the Planning Commission for 2009-10, as follows:-

<b>Ministry of Social Justice and Empowerment</b>					
<b>Proposed outlay &amp; Annual Outlay 2009-10</b>					
<b>Rs. in crore</b>					
<b>Sl. No.</b>	<b>Division</b>	<b>Proposed Outlay 2009-10</b>	<b>2009-10</b>		
			<b>Annual Outlay</b>		
			<b>BE</b>	<b>NE*</b>	<b>TOTAL</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
1.	Scheduled Castes Development	3750	1860.60	40.00	1900.60
2.	Other Backward Classes	650	222.00	24.00	246.00
3.	Welfare of Persons with Disabilities	400	234.50	25.50	260.00
4.	Social Defence	200	84.40	10.00	94.40
	<b>Grand Total</b>	<b>5000.00</b>	<b>2400.50</b>	<b>99.50</b> *	<b>2500.00</b>
	*2% in SCD and 10% in other divisions of total allocation				

3.6 The Planning Commission, however, has allocated only Rs.2500 crore for the year 2009-10 as against the proposed plan outlay of Rs.5000 crore. When enquired about the reasons given by the Planning Commission for lowering the annual outlay, the Ministry in their written reply stated that the Planning Commission has not given any specific reason for reduction in amount required by the Ministry.

3.7 On the issue of inadequate allocation to the Ministry, the Secretary during the evidence stated as under:-

“Our Annual Plan outlay in 2007-08 was Rs. 2,200 crore. It increased to Rs. 2,400 crore in 2008-09, and this year it is Rs. 2,500 crore. Our Plan outlay compared to the overall GBS size of the Government of India’s Plan outlay in 2009-10 is about one per cent. To put this in perspective, if I may submit, the total size of our target group is at least 60 per cent of the country’s population. The SCs are 16 per cent, and the OBC estimates vary between 45 per cent and 52 per cent. But even if we take it as 45 per cent, then the total of SCs and OBCs works out to about 60 per cent. Senior citizens are not community specific, and disability is also not community specific, and victims of substance abuse are also found in all communities. But in any case, the population size of our target groups is at least about 60 per cent of the total population of the country, and we have one per cent of the GBS Plan Budget of the Government of India. This is not to say that just because our target group is 60 per cent, therefore, we should get 60 per cent of the outlay. But one per cent is very small, and we have been making very intensive efforts over the last more than a year to get our Plan outlay increased, and we are hoping that at least from the next financial year, that is, 2010-2011, our Plan outlay will hopefully receive a substantial boost.”

3.8 On being asked as to what efforts were made by the Ministry to increase the budgetary allocation, the Secretary, further elaborated as under:-

“I would like to reiterate the point that over the last one year we have taken up the issue of major enhancement of the allocation of the Ministry at the highest level repeatedly both before the Lok Sabha elections as well as after. At the time of Interim Budget exercise which took place in February, 2009 we were told that this is an interim budget and everything is frozen and so we cannot enhance your allocation and we will consider it at the time of the main budget in July. But in July, we were told that the requirements of large schemes like Sarva Shiksha Abhiyan, ICDS and NREGP are huge that they have not been able to accommodate our request for higher allocation, and that from 2010-11 they will try and enhance our Ministry’s allocation as much as they can.”

3.9 On the schemes likely to be affected by the reduced allocation, the Secretary deposed during the evidence as under :

“The most important schemes which are hit by inadequate allocation are the revision of our scholarship schemes. That is, those are the schemes which are worst hit. The revisions are overdue. Our proposals are pending with the Planning Commission and Finance Ministry. But because our allocations are not increasing we are not able to enhance the income ceiling and the scholarship rates. Then also, there is a scheme for disabled such as Deen Dayal Rehabilitation Scheme. If our allocations were to be enhanced, it will be possible for us to allocate more money for DDRS.

xxxxx      xxxxx      xxxxx

There is a need to have a pre-matric scholarship scheme for Scheduled Caste students. This is another extremely important scheme because in our post-matric scholarship scheme, the number of SC students who get admitted to class XI is small. Of course, in general, the drop-out rate in India is high but for the Scheduled Caste, it is naturally higher. It is important that we arrest that drop-out rate and for that we need to have a pre-matric scholarship scheme for which the Planning Commission first gave "in principle" approval. I can share this with the Committee. But when we circulated the EFC Memo, then they said that our scheme has very high financial implication. So, please wait until Eleventh Plan allocation is enhanced."

3.10 In a post-evidence reply, the Ministry have also informed that as a result of the reduced allocation, the following ongoing schemes would mainly be affected:-

- (i) Revision of Scholarship schemes of Scheduled Castes and Other Backward Classes.
- (ii) Special Central Assistance to Scheduled Castes Sub-Plan.
- (iii) Enhanced funding for the Deen Dayal Disabled Rehabilitation Scheme to meet the demand.
- (iv) Enhanced funding for the Scheme of Assistance to Disabled for Purchase/fitting of Aids and Appliances.

Besides, the number of beneficiaries will be much less compared to the projected beneficiaries with the proposed allocation.

3.11 On being asked as to whether there was any under utilization and surrender of RE funds during the year 2008-09, the Ministry submitted that total amount remained unutilized in 2008-09 was Rs. 39.30 crore which was 1.6% of total RE of the Ministry. Most of the amount remained unutilized was from the amount earmarked for North-Eastern Region. Out of total Rs. 94.75 crore earmarked for North Eastern Region,

only Rs. 55.37 crore could be utilized and Rs. 39.38 crore could not be utilized for NE Region due to non-receipt of sufficient complete proposals from States of North-Eastern Region despite efforts.

3.12 On being enquired about the reasons for non-receipt of sufficient complete proposals from the States of NER, the Ministry in a post-evidence note stated as follows :-

“Lack of adequate number of suitable implementing agencies and lack of awareness about the schemes of the Ministry have been cited as the main reasons for non-receipt of sufficient complete proposals from the States of North Eastern Region.”

3.13 Asked as to what efforts are being made for full utilization of the funds earmarked for North-Eastern Region so that funds do not remain parked/unutilized, the Ministry have mentioned that they have taken the following steps to improve utilization of funds in the NE Region :-

- (a) In order to generate awareness, various schemes implemented by the Ministry have been put on its website. Further, a radio programme namely ‘Sanwanti Jayen Jeevan Ki Rahen’ is being broadcast in all regional languages of the NE States through All India Radio.
- (b) With a view to generate awareness about various grants in aid schemes both for NGOs and State Government, to explore measures for effective implementation of schemes and to ensure submission of complete proposals in time, Additional Secretary in the Ministry alongwith two Joint Secretary level officers of the Ministry held a regional meeting with the State Governments of North Eastern States on 5<sup>th</sup> August 2008 and

another meeting with NGOs and other stakeholders working in the region was held on 6<sup>th</sup> August 2008 at Shillong.

- (c) The Ministry has also been seeking help of the Ministry of Development of North Eastern Region (DONER) and the North Eastern Council, to impress upon the NE States for sending complete proposals on adequate scale under the various schemes implemented in the region by this Ministry.

3.14 Over the years, the Committee have been observing that many of the States are not able to provide their matching share of 50 percent for various schemes. In this context, on being enquired by the Committee about the schemes which have been changed/are being considered for change from partial funding to 100% funding during the current year and the steps being taken by the Ministry to persuade the Planning Commission/Ministry of Finance to upgrade to 100% funding, the Ministry informed the Committee that the funding pattern of the Pre-matric Scholarship for SC students of those engaged in unclean occupation and Babu Jagjivan Ram Chhatravas Yojna for Hostels for SC girls has been changed from partial funding to 100% funding by the Central Government and considering lack of adequate resource allocation for the Ministry's Plan, no further proposal has been sent for the purpose.

3.15 To a related query as to what alternate measures are being worked out by the Ministry to improve the funding pattern, the Ministry have informed that during the Welfare Minister's Conference State Governments raised demand for changing the funding pattern of many Centrally sponsored Schemes. It was decided that State Governments should take up the issue with Finance Commission.

3.16 The Ministry have furnished the following statement on the status of receipt of utilization certificates (UCs) from States/UTs during 2008-09.

**STATUS OF RECEIPT OF UTILIZATION CERTIFICATES FROM STATES/UTs DURING 2008-09**

Amount Rs. in lakh

Name of States	No. of UCs pending as on 1.4.08		No. of UCs received during 1.4.2008 to 31.3.09		No. of UCs pending as on 1.7.09	
	No.	Amount	No.	Amount	No.	Amount
A. P.	5	248.39	1	240.48	4	7.91
Assam	7	37.93	3	11.5	4	26.43
Bihar	7	49.12	1	1.74	6	47.38
Chattisgarh	4	14.23	2	537	2	8.86
Goa	2	0.16	1	0.04	1	0.12
Gujarat	5	7.03	2	4.34	3	2.69
Haryana	2	4.98	1	4.94	1	0.04
Himachal Pradesh	7	3.91	2	1.14	5	2.77
J & K.	6	2.89	2	0.4	4	2.49
H.P.	3	235.55	1	35.57	2	199.98
Jharkhand	6	24.66	2	0.67	4	24.00
Karnataka	5	86.44	1	70.20	4	16.24
Kerala	4	42.34	2	41.21	2	1.13
M.P.	3	7.72	2	7.67	1	0.05
Maharashtra	3	165.89	1	0.93	2	164.96
Manipur	3	3.75	1	0.46	2	3.29
Meghalaya	0	0	0	0	0	0
Orissa	5	60.77	1	0.55	4	6.22
Punjab	4	16.5	0	0	4	16.50
Rajasthan	6	63.172	2	32.92	4	30.25
Sikkim	4	0.58	2	0.28	2	0.29
Tamil Nadu	6	96.39	1	0.27	5	96.12
Tripura	4	2.89	2	2.23	2	0.66
U.P.	8	325.53	1	223.13	7	102.40
Uttrakhand	6	7.01	2	0.84	4	6.17
W.B.	7	59.46	4	5.25	3	54.21
Daman & Diu	1	0.03	0	0	1	0.03
D & N Haveli	0	0	0	0	0	0.0
Delhil	2	0.55	0	0	2	0.55
Pondicherry	2	3.15	1	0.50	1	2.65
<b>Total</b>	<b>124</b>	<b>1335.47</b>	<b>40</b>	<b>657.04</b>	<b>80</b>	<b>670.50</b>

3.17 When enquired about the measures taken to ensure timely receipt of utilization certificates, the Ministry in their written reply informed that letters are written to State Governments from time to time to send pending UCs. Normally proposals received for central assistance without UCs of previous years are not entertained and if considered, an amount equivalent to pending the UC is deducted as unspent balance. This was also taken up during the Conference of State Ministers on 7-8 September, 2009.

3.18 On being asked about the reasons for under utilization of funds by the Ministry for the purpose of generating awareness and publicity of its schemes and the steps being taken to increase the awareness during the year 2009-10, the Ministry have informed the Committee that there is combined outlay of Rs. 81 crore for social defence and media for 2008-09. For Media, outlay available was only Rs. 10.40 crore out of which Rs. 9.20 crore were utilized. Full amount could not be utilized due to imposition of Model code of conduct for Lok Sabha Elections, 2009.

3.19 When the Members expressed their concern over the lack of publicity of various schemes and the failure on the part of the Government to sensitize the State Governments about the various schemes, the Secretary assured during the evidence as under:-

“We will certainly intensify our efforts to communicate more about the schemes in regional language to the people at large. Of course there also we have a constraint of Budgetary allocation but within our resources, we will certainly try our best to popularize them and give details about our schemes to all concerned, especially the stake-holders and the people’s representatives.”

3.20 When a reference was made by the Committee on the system of evaluation to assess the impact of the various schemes, the Secretary informed the Committee as under :-

“We do have a system of getting studies and evaluation done by various institutions of repute which we fund. The summary of findings of some of these studies has been reported to this Committee as part of our write up. We have also requested the Planning Commission, which has a programme Evaluation Organization, to undertake an evaluation of six of our most important schemes. Apart from whatever evaluation studies we get done ourselves, to independently take up an evaluation of these schemes, we have requested the Planning Commission to do it.”

**3.21 The Committee observe that the Ministry of Social Justice and Empowerment has not received adequate attention of the Planning Commission as far as the budgetary allocation is concerned. A quick glance at the combined figures both Plan and Non-Plan reveals that while annual budgetary allocation to the Ministry was Rs. 2200 crore in the year 2007-08, it has increased only marginally to Rs. 2400 crore in 2008-09 and then to Rs. 2500 crore during 2009-10. The Committee feel that this token increase in the allocation to the Ministry over the past three years does not correspond with the budgetary/resource requirement under various schemes being implemented by the Ministry. The Committee are given to understand that as against an amount of Rs. 5000 crore asked for by the Ministry in its annual plan proposals, the Planning Commission have sanctioned only half of the amount. The Ministry have learnt that the Planning Commission did not consider the budgetary allocation of this Ministry to the extent asked for as the requirements of flagship schemes such as Sarva Shiksha Abiyan, ICDS, NREGP etc. under other Ministries were so huge that it was not possible to accommodate the request of Ministry of Social Justice and**



**Empowerment for higher allocation during 2009-10. Though the Ministry have maintained that they have made strenuous efforts in persuading the Planning Commission for increased budgetary allocation, the Committee feel that the Ministry have failed to convince the Planning Commission for increased allocation. This is more so because if the requirement of other poverty alleviation schemes is huge as per Planning Commission's reasoning, it is with the same logic that the budgetary allocation of this Ministry should be stepped up as the target group of this Ministry is more than 60% of the country's population covering various disadvantaged sections of the society. Being a large Ministry with vast jurisdiction of work, it has to cater to the multifaceted developmental needs of large sections of the society such as SCs, OBCs, People with Disabilities, Senior Citizens and victims of drug abuse. The financial allocation under both plan and non-plan heads is not commensurate with the mandate of the Ministry. Therefore, the Committee recommend that the Ministry should gear up its machinery and approach the Planning Commission in a more convincing and forceful manner for an enhanced allocation urgently so as to enable them to fulfill their mandate resourcefully and more effectively. The Committee desire that in case the Planning Commission remains unconvinced, the detailed response of the Commission may be sent to the Committee for examination.**

**3.22 The Committee are distressed to note that some of the very important and core schemes of the Ministry such as Special Central Assistance to Scheduled Castes Sub-Plan, Deen Dayal Disabled Rehabilitation Scheme, the Scheme of Assistance to Disabled for Purchase/Fitting of Aids and Appliances, Post-Matric Scholarship scheme and Coaching and Allied schemes are going to be adversely**

affected due to non-increase in the budgetary allocation of the Ministry as well as for these schemes. Most importantly, it has come to the notice of the Committee that because of budgetary constraints the Ministry are not able to undertake a revision in their Post-matric Scholarship Scheme. The Scheme of Pre-matric Scholarship for all Scheduled Caste students for which the Planning Commission has already given in principle approval could not take off till now because of inadequate allocation to the Ministry. The financial implication of revision/launch of schemes are high and resources required to meet the need under various schemes are huge whereas the actual amount sanctioned to the Ministry by the Government of India is grossly inadequate. The Ministry are also not taking the schemes seriously and not paying the requisite attention to its schemes on the pretext that most of their schemes are only in the form of gap-fillers. The Committee regard financial support for progressive stages of education as critical input for social justice and empowerment, especially in a context where public-private partnership has been introduced for education. In order to reverse the above situation, the Committee, urge the Ministry to vigorously pursue and take up the matter at the highest level and brief the Planning Commission in the right perspective so as to get an enhanced allocation for the Ministry at least during the next financial year so that revision of its various schemes may be done without further delay and the purposes of the scholarship schemes do not suffer due to inadequate allocation.

3.23 The Committee note that during the year 2008-09, funds to the tune of Rs. 39.30 crore remained unutilized by the Ministry. Most of the amount remained unutilized was from the amount earmarked for the North-Eastern Region. Out of

the total Rs.94.75 crore earmarked for the North-Eastern Region , only Rs.55.37 crore could be utilized and funds to the tune of Rs.39.30 crore remained unutilized .The reason for underutilization in the North-Eastern Region cited by the Ministry was that adequate number of proposals could not be received from this region. North Eastern Region being a conglomeration of a number of States constitutes a major segment of Scheduled Caste population. Apart from the fact that there is existence of a large number of poor and destitute population in the North East Region, the Region is also gripped with drug addicted population reeling under the spell of drugs and narcotic substances because of its geographic proximity to neighbouring countries. As such, much need to be done as far as the harmonious development of the Region and bringing its population to the mainstream is concerned. In this context, the Committee observe that it is very unfortunate that sufficient numbers of proposals are not coming from the North-eastern Region. The Committee, therefore, earnestly desire that the Ministry should make some extra efforts in finding out the reasons as to why proposals are not coming from the Region. If needed, the Government should prepare sample pilot proposals on various projects for distribution among the implementing Agencies. The Committee recommend that the Ministry should impress upon the States of North Eastern Region to come out with viable proposals and take necessary steps to ensure uninterrupted progress in the implementation of planned projects/schemes so that funds earmarked are utilized within the time frame envisaged and intended benefits reach the target groups.

**3.24** Most of the schemes of the Ministry are deemed to be demand driven and the States are the implementing agencies for these schemes. They can in fact be

demand driven only if supply is assured. Due to severe financial constraints many States are not able to provide their matching share of 50% for various schemes. Keeping this in mind, the Committee in their earlier reports had recommended for changing the funding pattern for some of the schemes. The Committee are happy to note that some success has been achieved in this regard and in the last financial year the funding pattern for Pre-matric Scholarship for SC Children of those Engaged in Unclean Occupations and Babu Jagjivan Ram Chhatrawas Yojana for Hostels for Girls has been changed from partial funding to 100% funding by the Central Government. The Committee hope that the performance of these two schemes would definitely improve with this change in the funding pattern. At the same time, the Committee do not support the Ministry's stand that they are not going to send further proposals for 100% funding for more number of schemes to the Planning Commission due to lack of adequate allocation. As also revealed in the recently held Welfare Minister's Conference, the State Governments are still facing budgetary constraints in providing their committed liability and leaving the matter for the States themselves to take it up with the Finance Commission will not suffice. The Committee, therefore, recommend that the approach of the Ministry should continue to be positive and they should not show any laxity in insisting the Planning Commission for change of funding pattern from 50% to 100% in respect of more number of schemes.

3.25 The Committee note that utilization certificates (UCs) are not furnished at the appropriate time to the Ministry by the Implementing Agencies. They deplore the attitude of senior officials of various State Governments and the implementing agencies for not furnishing the Utilisation Certificates as the

figures show that 80 UCs involving an amount of Rs. 670.50 lakh are still outstanding/pending in respect of grants as on 1.7.2009. The Committee also observe that the provision of not considering the proposals of those States from where the UCs are pending and also deducting an amount equivalent to pending UCs in respect of those states whose proposals are considered has not yielded any positive result. Rather, the Committee feel that the Ministry should, as per the General Financial Rules (GFR) instructions, closely and actively monitor flow of funds and instantly try to recover the unutilized amount along with minimum interest so that the States and Implementing Agencies are in some way compelled to utilize the disbursed money in a time bound manner. This will not only ensure a tight monitoring mechanism but also help in liquidation of pending UCs. The Committee also urge the Ministry to sensitise the senior officials of the State Governments on the serious implications of their casual approach on the overall performance with regard to development SCs/OBCs. The Committee would like to be apprised of the progress in this regard within six months of submission of this Report.

3.26 Keeping in view the poor performance of the various schemes of the Ministry of Social Justice and Empowerment, more particularly those related to educational empowerment and scholarship schemes, the Committee note that there is a general ignorance and lack of awareness among the target groups that such schemes exist for them and availing the benefits under these schemes can really help them cross the below poverty line. As such, these schemes which are there to make a qualitative difference in the lives of certain sections of the society have failed to even touch their lives. The Committee have learnt that the people in the interior villages of many States are not even aware of the Babu Jagjivan

Chatravas Yojna for SC/OBC Boys and Girls, Top Class Education Scheme or for that matter the National Overseas Scholarship Scheme. Even though so many schemes are being implemented by the Ministry, the fact remains that very few persons know about these schemes. The Committee, therefore, recommend that the Ministry should give wide publicity to all their schemes so that the benefits of these schemes accrue to those sections of society for whom these are meant for. Publicity should be given about various schemes in the vernacular Press, regional newspapers. Awareness campaigns should be organized in schools, educational institutions so as to generate awareness about the schemes amongst the target groups. While doing so, the Ministry may vigorously pursue the implementation of the legal provisions discouraging/banning the use of the word 'Harijan'.

## CHAPTER IV

### DEVELOPMENT OF SCHEDULED CASTES

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

##### I Scheduled Castes Sub-Plan (SCSP)

4.1 The Ministry of Social Justice and Empowerment is the nodal Ministry to oversee the interests of the Scheduled Castes. Though the primary responsibility for promotion of interest of Scheduled Castes rests with all the Central Ministries in the areas of their operations and the State Governments, the Ministry of Social Justice and Empowerment complements their efforts by way of interventions in critical sectors through specifically tailored schemes. The Ministry also monitors the efforts taken by State Governments and Central Ministries for protecting and promoting the interests of Scheduled Castes.

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

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

Year	Total State Plan Outlay	SCSP Outlay (Rs. in crore)	% of SCSP Outlay to State Plan Outlay
2005-2006	136083.2	16447.2	12.1
2006-2007	151581.2	20816.5	13.7
2007-2008	233607.0	40008.0	17.1
2008-2009	300590.1	43846.3	14.6

4.4 The Ministry have informed that receipt in the year 2007-08, the percentage of allocation under Scheduled Castes Sub-Plan as can be seen from above table has not been commensurate with the 16.23% share of Scheduled Castes in the total population of the country. The Ministry regularly impresses upon the States to ensure adequate allocations under Scheduled Castes Sub-Plan during interactions with them. As an incentive, 25% Special Central Assistance is released to States/UTs on the basis of percentage allocation made by them under Scheduled Castes Sub-Plan in proportion to Scheduled Castes population percentage of the States/UTs.

## II Special Central Assistance (SCA)

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

- SC Population of the States/UTs 40%
- Relative backwardness of the States/UTs 10%



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

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

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

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

4.8 The Budgetary allocation, actual utilization and physical achievements for the last three years under the scheme of SCA to SCSP are as under :

(Rs in crores)

Year	Budget Allocation	Revised Estimates	Expenditure (Rs. in crores)	No. of beneficiaries (in lakhs)
2006-07	450.15	450.15	459.15	6.04
2007-08	470.0	501.40	501.40	Data awaited from States
2008-09	480.0	544.06	601.59	-do-
2009-10	480.0			

4.9 To a question on the reasons for increase in actual expenditure as compared to BE and RE during the year 2008-09 and how the Ministry managed the additional funds under the scheme, the Ministry in their written reply have stated that during the year 2008-09, funds over and above notional allocation were released to 8 States, namely Assam, Andhra Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu, and Uttar Pradesh, which had demanded additional funds. The release of additional SCA was met out of savings under other schemes of the Ministry, after re-appropriation.

4.10 While the demand for funds under this head has been more during the current financial year again a provision of Rs. 480 crore has been made. When the Committee desired to know whether this amount will be sufficient enough to meet the requirement, the Ministry have stated that within the total allocation provided to the Ministry in the Annual Plan (2009-10), the scheme-wise allocation has been made keeping in view the competing requirements for various schemes and sectors (viz. OBCs, Persons with

Disability, Senior Citizens etc.). However, as in previous years, efforts will be made to meet the extra demand from savings, if any, under other schemes.

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

Sl. No.	States/UTs	SC Population% (2001 Census)	2006-2007			2007-2008			2008-2009		
			State Plan Outlay	Allocation under SCSP	State Plan Outlay	Allocation under SCSP	State Plan Outlay	Allocation under SCSP	State Plan Outlay	Allocation under SCSP	% of SC SP
1	A. P.	16.20	20000.00	1557.64	7.8	30500	4355	14.3	44000.00	7630.42	17.3
2	Assam	6.90	3789.00	61.66	1.6	3800	81	2.1	5011.51	100.7	2.0
3	Bihar	15.70	-	-	-	10200	2131	20.9	13500.00	2428.26	18.0
4	Chattisgarh	11.60	-	-	-	7414	2722	36.7	9600.00	1104	11.5
5	Gujarat	7.10	12503.50	894.55	7.2	16000	1134	7.1	21000.00	186.5	0.9
6	Goa	1.80	-	-	-	1430	26	1.8	1737.65	13.52	0.8
7	Haryana	19.30	3300.00	671.03	20.3	5300	1023	19.3	6650.00	1433.27	21.6
8	H.P.	24.70	-	-	-	2100	231	11.0	2400.00	594	24.8
9	J & K.	7.60	-	-	-	4850	369	7.6	4500.00	0	0.0
10	Jharkhand	11.80	-	-	-	6676	3540	53.0	8015.00	1012.75	12.6
11	Karnataka	16.20	17227.95	1487.83	8.6	17782	2916	16.4	26188.83	3232.45	12.3
12	Kerala	9.80	-	-	-	6950	682	9.8	7700.47	755.95	9.8
13	M.P.	15.20	9020.00	1065.55	11.8	12011	2746	22.9	14182.61	2209.81	15.6
14	Maharashtra	10.20	18805.15	1592.00	8.5	20200	2060	10.2	25000.00	2332.8	9.3
15	Manipur	2.77	-	-	-	1374	33	2.4	1660.00	48.3	2.9
16	Orissa	16.50	3600.00	595.55	16.5	5105	844	16.5	7500.00	1240	16.5
17	Punjab	28.90	4000.00	1154.00	28.9	5111	1330	26.0	6210.00	1792	28.9
18	Rajasthan	17.20	8755.68	967.95	11.1	11639	1788	15.4	14000.00	2081.8	14.9
19	Sikkim	5.02	-	-	-	691	35	5.0	852.00	42.6	5.0
20	Tamil Nadu	19.00	12500.00	3117.85	24.9	14000	1650	11.8	16000.00	2379	14.9
21	Tripura	17.40	950.00	121.90	12.8	1220	205	16.8	1450.00	242.19	16.7
22	U.P.	21.01	19000.00	3990.00	21.0	25000	5307	21.2	35000.00	7430	21.2
23	Uttrakhand	17.90	4000.00	720.00	18.0	4379	750	17.1	4775.00	854.73	17.9
24	W.B.	23.00	7669.82	1764.54	23.0	9150	2329	25.5	11602.38	2677.83	23.1
25	Chandigarh	11.60	216.66	45.41	21.0	270	47	17.3	304.65	45.98	15.1
26	Delhil	16.90	5200.00	879.00	16.9	9000	1525	16.9	10000.00	1694.15	16.9
27	Pondicherry	16.20	1043.45	130.00	12.5	1455	150	10.3	1750.00	283.33	16.2
	<b>Total</b>	<b>16.23</b>	<b>151581.21</b>	<b>20816.46</b>	<b>13.7</b>	<b>233607</b>	<b>40008</b>	<b>17.1</b>	<b>300590.10</b>	<b>43846.34</b>	<b>14.6</b>

4.12 When asked as to how many States have created a separate budget head (789) for placing SCA funds earmarked for SCSP, the Ministry have informed the Committee that as per information received from the Planning Commission, all States have opened separate budget head (789) for SCSP.

4.13 On opening of separate Budget head (789) by the Central Ministries as per Planning Commission guidelines, the Ministry have further informed that the matter was taken up with the Ministry of Finance in September, 2008 which in turn requested the Planning Commission to ensure allocation under SCSP are shown distinctly under minor head (789). As per information available Ministries have not yet started showing their allocation under SCSP under separate budget head (789).

4.14 When asked to furnish a list of Central Ministries/Departments who have not formulated Scheduled Caste Sub Plan in their annual plan till date, the Ministry informed that Statement 21 of the expenditure Budget (Vol I) gives information about allocations under schemes that are substantially meant for SCs and STs, in two parts viz. (i) Schemes in which there is 100% provision for SCs and STs and (ii) Schemes where at least 20% of the allocation is earmarked for SCs and STs. In this Statement, allocations under Plan schemes of following 17 Central Ministries/Departments have been given :-

<b>Sl. No.</b>	<b>Ministry/Department</b>
1.	M/o Labour and Employment
2.	D/o Science and Technology
3.	D/o Biotechnology
4.	M/o Social Justice and Empowerment
5.	M/o Tribal Affairs
6.	D/o Agriculture and Cooperation
7.	D/o Information Technology
8.	M/o Culture

9.	D/o Health & Family Welfare
10.	D/p School Education and Literacy
11.	d/o Higher Education
12.	M/o Micro, Small & Medium Enterprises
13.	M/o Panchayati Raj
14.	D/o Rural Development
15.	M/o Textiles
16.	M/o Women and Child Development
17.	M/o Youth Affairs and Sports

4.15 The Ministry have further informed that as per the Statement, the total plan allocation of these 17 Ministries/Departments, in the year 2009-10, under two above mentioned categories of schemes is 25,823.5 crores, which constitutes 10.8% of Budget support to the Central Plan during the year. Since the above mentioned Statement 21 of the Expenditure Budget clubs allocations for SCs and STs, Department of Expenditure has been requested vide D.O. letter dated 18.9.2009 of the Secretary, Ministry of Social Justice and Empowerment to the Secretary (Expenditure) that this statement be split into two – one for SCs and other for STs.

4.16 In order to have a proper assessment of the effectiveness of the scheme, it is important to know the number of SC families who have been able to cross the poverty line after having availed the benefits of this scheme. In this context, the Committee desired to know State-wise number of SC beneficiaries for the last three years who have actually been able to cross the Below Poverty Line after availing benefits from the scheme. To this, the Ministry informed the Committee that so far assessment regarding number of beneficiaries who were able to cross the poverty line has been received from the following seven States :-

No.	Sl.	State/UT	No.of BPL families assisted during 2005-06	No. of assisted families who crossed the poverty line
1	2	3	4	5
1		Haryana	15664	13229 (84.4%)
2		J&K	526	526(100%)
3		Karnataka	13985	13985 (100%)
4		Kerala	499	38(7.6%)
5		Maharashtra	23357	15645(67.0%)
6		Punjab	6435	2767(43%)
7		Uttar Pradesh	67016	36857(55%)

4.17 When asked further as to whether the beneficiary figures are available from above seven States only and what steps are being taken to persuade other States to provide this important feedback so that the scheme is assessed uniformly during a particular year, the Ministry in their written reply have informed the Committee as under:-

“In order to know the impact of the scheme on assisted beneficiaries, all State Governments were requested to furnish data of beneficiaries assisted during 2005-06 who were actually able to cross the poverty line, assuming that it takes 2-3 years for self employment projects to stabilize. In addition to 7 States in respect of which this information had become available and sent earlier to the Committee on 14.9.2009, information about Madhya Pradesh has also become available, as per which 66% of beneficiaries assisted during 2005-06 were able to cross the poverty line. Other States are again being reminded. Since the self employment projects assisted under the scheme during 2006-07 would have become fully functional by now, all the State Governments have been requested on 20.10.2009, to provide information regarding no. of beneficiaries assisted during 2006-07, who have been able to cross the poverty line.”

**4.18 The Committee are constrained to note that even after issue of the guidelines of the Planning Commission to ensure allocation under Scheduled Caste Sub-Plan**

to be shown distinctly under minor head (789) in the budgets of the Central Ministries, not all Ministries have started showing their allocation under SCSP under separate budget head. The Ministry have maintained that as per Statement 21 of the Expenditure Budget, only 17 Central Ministries/Departments have made allocation under Plan Scheme for Scheduled Castes and those allocations are also not clear-cut as it shows the combined allocation for STs as well as STc . The Committee are not happy with this position and urge the Ministry to impress upon the Planning Commission to come out in strict terms with the Central Ministries as far as earmarking of allocation under SCSP is concerned. The Committee desire that the Planning Commission should be briefed about the serious implications of this casual approach of the Ministries towards the cause of development of SC community and they must be advised for incorporation of a clause on time frame instead of leaving the provision open ended so that the Ministries strictly adhere to such time frame for earmarking their budgetary allocation under SCSP.

4.19 The Committee find that the data on the number of SC population who have been able to cross the poverty line after availing the benefits of the Scheduled Caste Sub Plan is an important prerequisite for proper assessment of the effectiveness of the scheme. It is in this context that the Committee in their Thirty-Third Report had recommended that the Ministry should ascertain the number of families who have crossed the BPL line after availing the benefits of the scheme. The Committee, however, are surprised to note that so far assessment regarding number of beneficiaries who were able to cross the poverty line has been received from only eight States and this crucial data is still not coming from all the States. The



**Committee wonder as to how the Ministry is going to assess the impact of this scheme without this vital data. Since the self-employment projects in all the States must have been functional by now, the Committee once again reiterate their earlier recommendation and urge the Ministry to direct all the States to provide the data on the number of beneficiaries without further delay. The Committee may be apprised of the progress in this regard within three months of presentation of this Report.**

**B. POST-MATRIC SCHOLARSHIP TO STUDENTS BELONGING TO SCHEDULED CASTES**

4.20 The Ministry have stated that the objective of the scheme is to provide financial assistance to the Scheduled Caste students studying at post- matriculation or post-secondary stage to enable them to complete their education. The financial assistance includes maintenance allowance, reimbursement of non-refundable compulsory fee charged by educational institutions, Book Bank facility and other allowances. The scholarships are available for studying in India only and are awarded by the State Governments/ Union Territories to which the applicant actually belongs. The Scholarship is paid to the students whose parent's/guardian's income from all sources does not exceed Rs. 1.00 lakh per annum. The value of scholarship includes maintenance allowance, additional allowance for students with disabilities, reimbursement of compulsory non-refundable fees, study tour charges, thesis typing/printing charges, book allowance for students pursuing correspondence courses and book bank facility for specified courses for complete duration of the course. Scholarship is also disbursed through respective State Governments and Union Territory Administrations and 100% central assistance is provided to them over and above their committed liability. The North Eastern States are not

required to bear the committed liability, and in their case 100% expenditure on the scheme is met by central assistance. The details of maintenance allowance given to SC students, as furnished by the Ministry, are as follows:

**Maintenance allowance**

<b>Groups</b>	<b>Rate of Maintenance allowance (in Rupees per month)</b>	
	<b>Hostellers</b>	<b>Day Scholars</b>
<b>Group I</b>		
Degree and Post Graduate level courses (including M.Phil, Ph.D and Post Doctoral research) in Medicines (Allopathic, Indian and other recognized systems of medicines), Engineering, Technology, Agriculture, Veterinary and Allied Sciences, Management, Business Finance, Business Administration and Computer Applications/Science. Commercial Pilot License (including helicopter pilot and Multi Engine rating) Course.	740	330
<b>Group II</b>		
Other professional and technical graduate and Post Graduate (including M.Phil, Ph.D and Post Doctoral research) level courses not covered in Group I. C.A/ICWA/CS/ etc. courses. All Post Graduate, Graduate level Diploma courses, all Certificates Level Courses.	510	330
<b>Group III</b>		
All other courses leading to a graduate or above degree (not covered in group I & II).	365	185
<b>Group IV</b>		
All post matriculation level courses before taking up graduation like classes	235	140

XI and XII in 10+2 system and intermediate examination etc, not covered in Group 'II' or 'III'. ITI courses, other vocational courses (if minimum required qualification to pursue the course is at least matriculation).		
<b>Other Allowance</b>		
Study tour charges Rs. 1000/- p.a. Thesis typing/printing charge Rs. 1000/- Book grant for correspondence courses Rs. 750/- Readership allowance for blind scholars (PM): Group I, II – Rs. 150/- Group – III – Rs. 125/- Group IV – Rs. 100/- Transport allowance for disabled students – Rs. 100/- p.m. Escort allowance for severely handicapped day scholar students with low extremity disability – Rs. 100/- p.m. Helper allowance to handicapped students – Rs. 100/- p.m. Coaching allowance to mentally retarded/ill students – Rs. 150/- p.m.		

4.21 The Ministry have provided the following information on the physical and financial achievement during the last three years with regard to the scheme of Post-Matric Scholarship for Scheduled Caste students.

<b>Year</b>	<b>Budget Allocation (Rs. in Crore)</b>	<b>Amount released (Rs. In Crore)</b>	<b>Beneficiaries covered in lakh</b>
2006-07	440.00	526.03	26.50
2007-08	625.00	875.08	31.59
2008-09	750.00*	645.49	34.57 (anticipated)
2009-10	750.00		

\*RE Rs. 636 crore

4.22 The above table shows that while the amount released under the scheme for the years 2006-07 and 2007-08 have been on the higher side as compared to the respective budgetary allocations, the amount released for the year 2008-09 has been very low as

compared to BE. When asked to furnish the reasons for this, the Ministry in their written reply have stated that implementation of the scheme rests with the respective State Government/UT Administration. The liability of the Central Government is to provide 100% central assistance over and above the State Government's committed liability. This is a demand-based scheme and the release of funds under the scheme depends upon the proposals sent by the State Governments/UTs and the admissible central assistance as per the funding pattern prescribed in the scheme.

4.23 The Ministry have furnished the following statement highlighting State-wise financial & physical progress under the scheme of post-matric scholarship to SC students during 2008-09 :-

Sl. No	State/UT	2008-09	
		Number of Beneficiaries	Funds released (Rs. in lakh)
1	Andhra Pradesh	378982	23978.11
2	Assam	16800	0
3	Bihar	78140	2692
4	Chattisgarh	53686	100
5	Gujarat	88533	1556.29
6	Goa	127	0
7	Haryana	26620	369.52
8	Himachal Pradesh	9305	0
9	Jammu & Kashmir	10846	378.47
10	Jharkhand	17648	0
11	Karnataka	226970	3267.91
12	Kerala	115000	8132.43
13	Madhya Pradesh	129370	1699.21
14	Maharashtra	431059	1000
15	Manipur	2635	163.76
16	Orissa	63091	500
17	Punjab	Not available	200
18	Rajasthan	162766	10340.11

19	Sikkim	265	3.44
20	Tamil Nadu	425074	500
21	Tripura	19093	410.98
22	Uttar Pradesh	733185	4916.98
23	Uttrakhand	38028	1089.36
24	West Bengal	264083	3250.23
25	Daman & Diu	113	0
26	Pondicerry	7570	0
	<b>Total</b>	<b>3298989</b>	<b>64549.49</b>

4.24 The Ministry have informed the Committee that during the year 2008-09 no funds could be released to some States such as Jharkhand, Assam, Meghalaya, Delhi Goa and Pondicherry either due to non-sending of proposals on time by these States or an already available unspent balance with these States. It was also informed that in respect of Assam, Jharkhand and U.P. funds could not be released because of reported misutilization and non-furnishing of audited accounts/UCs. When asked about the corrective measures being taken in this regard, the Ministry have informed that State Governments/UT Administrations have repeatedly been requested to send complete proposals on time. This was reiterated in the State Welfare Minister's Conference held on 7<sup>th</sup> and 8<sup>th</sup> September, 2009.

4.25 On being enquired as to whether the Ministry is contemplating any further revision of the scheme with regard to existing ceiling and increase of the rates of allowance in view of the steep rise in the cost of education in recent years, the Ministry have replied that the revision in the income ceiling as well as rates under the scheme is long overdue on account of the rise in consumer price index. However, the Ministry's proposal in this regard is pending due to inadequate allocation in the XI Plan. The Ministry is making strenuous efforts to get the plan allocation increased.

4.26 To a related query on whether the Ministry has thought of devising any in-built mechanism in the scholarship schemes so that the discouraging and damaging effect of rise in Consumer Price Index is automatically neutralized and scholarship schemes do not suffer badly due to steep increase in prices every year, the Ministry stated that under the scheme there is an in-built provision for revision of income ceiling every two years linking it with the Consumer Price Index. Revision of maintenance allowance is considered from time to time.

**4.27 The Committee observe that there is a substantial delay in the revision of the Post-Matric Scholarship scheme with regard to the scholarship/financial component i.e the maintenance allowance, reimbursement of fees, study tour charges, thesis typing and printing charges etc. as well as the income ceiling component. The Committee find that the maintenance allowance being awarded to the day scholars at the rate of Rs. 330 per month for Group I& Group II courses , Rs. 185 for Group III courses and Rs. 140 for Group IV courses is very low and just not sufficient to meet the needs of the SC students. Similarly, the amount of maintenance allowance given to the Day Scholars under the Post- Matric Scholarship Scheme at the rate of Rs 710 for Group I, Rs 510 for Group II, Rs. 365 for Group courses and Rs. 235 for Group IV is grossly inadequate. The rates of other allowances are no different. Keeping in view the present rate of skyrocketing prices of commodities in the market, the Committee feel that there is an urgent need to upgrade these rates as per the present consumer price Index. The income ceiling limit for Post-Matric scholarship should be increased from Rs. 1 lakh to Rs. 2 lakh immediately. On the status of the revision of the scheme, the Committee have been informed that the**

revisions are long overdue and the Ministry are yet to revise the guidelines of the Post-Matric Scholarship Scheme. The Committee take serious note of it and recommend that the Ministry should be ready with the revised guidelines with upgraded ceiling limits and also increased financial assistance within a stipulated time frame. Since this scholarship scheme is the only baseline Scholarship scheme to cater to the needs of SC students beyond Post-Matriculate, the revision should be a total revamping taking into account every parameter of the scheme *viz.* income criteria, rates of scholarship, norms for award of scholarship, the time and the mode of payment, etc. The scope and coverage of the scheme should also be expanded keeping in view the specific requirements of the States and the Union Territories.

#### **C. BABU JAGJIVAN RAM CHHATRAWAS YOJNA**

4.28 The centrally sponsored scheme of hostels for SC boys and girls has been revised and reanmed as “Babu Jagjivan Ram Chhatrawas Yojana” w.e.f. 01.01.2008. There are two components under the scheme – Boys Hostel and Girls Hostels. The objective of the Scheme is to provide hostel facilities to SC Boys and Girls studying in middle schools, higher secondary schools, colleges and Universities. The Scheme provides for release of central assistance to State Governments on 50:50 basis for construction of Hostels for Boys and 100% for hostel for Girls belonging to Scheduled Castes. The Union Territory Administrations receive 100% central assistance. Further, one time grant of Rs. 2500/- per student is also given for a cot, table and a chair. The maintenance of hostels, boarding and lodging of students, however, rest with the respective States/UTs. The Non-Governmental Organizations also get assistance under the scheme on the basis of

45:45:10 from Central Government, State Governments and NGO share respectively for extension of their existing hostels. This support is provided through the State Government. The Central Universities can receive financial assistance upto 90% under the scheme and the remaining 10% is required to be contributed by them. Likewise, other universities can also receive central assistance upto 45% and the remaining amount has to be provided by their respective States (45%) and themselves (10%).

4.29 The physical and financial achievements of the scheme as furnished by the Ministry during the last three years, is as follows:

<b>Scheme</b>	<b>Year</b>	<b>Budget Allocation (Rs. in crore)</b>	<b>Expenditure (Rs. in crore)</b>	<b>Hostels</b>	<b>Beneficiaries</b>
SC Girls Hostel	2006-07	32.00	28.81	204	18,303
	2007-08	32.00	30.50	187	13,883
	2008-09	55.00	58.62	64	4,938
SC Boys Hostel	2006-07	30.00	25.23	109	6,172
	2007-08	35.00	36.78	114	7,608
	2008-09	40.00	25.73	45	3,138

4.30 In reply to a question on the reasons for increase in expenditure on SC Girls hostels vis-à-vis hostels for Boys for the year 2008-09, the Ministry have submitted that Babu Jagjivan Ram Chhatrawas Yojna has been revised since 01.01.2008, whereby central share for SC girls' hostels has been increased from 50% to 100%, whereas for SC boys' hostels, central share remains at 50%. Hence, State Governments have submitted more proposals for SC girls' hostels than SC boys' hostels.



4.31 When asked about the reasons for number of beneficiaries coming down in the last three years and action being taken by the Ministry to increase the coverage under the scheme, the Ministry have stated that hostels were sanctioned at comparatively low rates till 2007-08 and expenditure per inmate as also per unit cost has been changed on more realistic terms since 2008-09. Due to this reason fewer hostels were sanctioned during the year 2008-09. Besides, for the boy's hostels only 50% central assistance is provided and States have to provide matching 50% share. Hence, States give preference to construction of girls' hostels over boys' hostels.

4.32 On being asked as to whether the State Governments are able to provide their matching share on time, the Ministry have informed the Committee that generally, the State Governments./UT Administration are able to provide their matching share on time for construction of SC boys' hostels under the Babu Jagjivan Ram Chhatrawas Yojna.

4.33 The Ministry have furnished the following information on the target fixed and achievement made for the last three years under the scheme of 'Babu Jagjivan Ram Chhatrawas Yojna' :-

Year	SC Girls Hostels		SC Boys Hostels	
	Target	Achievement	Target	Achievement
2006-07	112	204	62	109
2007-08	120	187	65	114
2008-09	140	64	140	45
2009-10	44	--	30	--

4.34 In this connection, when the Committee asked about the reasons for setting such low targets for the year 2009-10 i.e. only 44 Hostels for Girls and 30 for SC Boys, the Ministry stated as follows:

“The Ministry, in accordance with the Scheme Guidelines, has developed standard design and costing norms for construction of hostels, under the scheme in consultation with School of Planning and Architecture, New Delhi to introduce a basic minimum standard of facilities and proper plan for construction. The standard design and costing norms were developed keeping in view all essential and basic requirements for holistic learning and living environment.”

4.35 On the less number of hostels constructed during the last year under the scheme, the Secretary further clarified during the evidence as under:

“Earlier there were no uniform norms for construction of hostels and this was until 2007-08. States were sending proposals of hostels with very low specifications both in terms of area and in terms of facilities. From the year 2008-09 and particularly this year we have tried to have uniform specifications. We have now shared them with all the State Governments. For example, there was over-crowding in hostels earlier and we have now laid down that there should be 55 to 60 square feet per inmate in the living room. In the same room many more children were packed and therefore the hostels were unhygienic and over-crowded. Similarly earlier in the case of SC hostels, specifications for mess, specifications for number of bath rooms, specifications for common room, recreation room, reading room etc. were not there, and State Governments used to send proposals without all these facilities on an adequate scale, and now all these have been laid down and that is one of the main reasons as to why the per unit cost has gone up in the year 2008-09 and now will continue to be up.”

**4.36 The Committee note that under the scheme of Babu Jagjivan Ram Chhatrawas Yojana during the year 2008-09 whereas a target of 140 was set for construction of SC girls hostels, the actual achievement fell far short of the target as only 64 hostels were constructed. Similarly, in case of boys hostels, whereas a target of 140 hostels was set, the Ministry could not achieve even half of this target. The Ministry have attributed the reasons to laying down of uniform specification**

for hostels resulting in less number of construction of hostels. The Committee, however, are not convinced by the reply of the Ministry and feel that while there was a need for bringing out these specifications for better hostel facilities for SC boys and girls, yet the scheme should not have been left to suffer because of the procedural formalities with regard to modification of the guidelines and the targets should have been achieved. The Committee, in this regard, have also learnt that even the C&AG in their Audit Para findings have raised serious concern over the unfruitful expenditure incurred under the scheme. The Committee recommend that the procedural formalities with regard to the scheme should be streamlined at the earliest and every effort should be made to achieve the targets set for the current financial year. The Committee are also of the view that as the targets projected are very low the Ministry should also try to exceed the targets by more numbers under both the components of the scheme.

4.37 The Committee also observe that during the year 2008-09, as against the boys' hostels, the Government could construct more number of hostels for SC girls. The reason advanced by the Ministry is that the States have sent more number of proposals for Hostels for SC girls as the pattern for funding for hostels for girls has been changed and not many States sent proposals for hostels for boys because of the requirement of 50% committed liabilities on the part of State Governments. The Committee strongly feels that the 50% committed liability in respect of hostel for SC boys should be done away with and the funding pattern for hostels for SC boys should also be changed from 50% to 100% or at least from 50% to 75% so as to enable more number of States to come out with viable proposals for hostels for SC

boys. At the same time, the Committee would also like that the government should explore the feasibility of public-private partnership in construction and maintenance of the hostels.

**D. CENTRAL ASSISTANCE TO VOLUNTARY ORGANIZATIONS WORKING FOR THE WELFARE OF SCs**

4.38 The basic objective/purpose of the scheme of Grants-in-Aid to Voluntary Organizations is to provide financial assistance for undertaking projects for the development of the Scheduled Castes, so as to enable them to start income generating activities on their own or get gainful employment.

4.39 Financial assistance is provided under this scheme to the extent of 90% of total approved expenditure given to eligible voluntary organizations upto Rs.10 lakhs per project. Projects are in 39 areas of different activities, mostly relating to the educational and vocational sector e.g. Mobile Dispensary, Residential/Non-residential school, 10 bedded hospital, computer training centre etc. Grants-in-aid is provided for making payment of honorarium, stipend, purchase of books, uniform, furniture, rent for premises etc.

4.40 The Ministry have informed that during the financial year 2008-09, Grant-in-Aid amounting to Rs. 21.50 crore has been sanctioned/released to 274 voluntary organizations spread across the country benefiting 29974 beneficiaries. The details of grant-in-aid sanctioned to the NGOs during the past three years are as follows :-

<b>Year</b>	<b>Budget Allocation (in Rs. crore)</b>	<b>Amount Released (In Rs. crore)</b>	<b>No. of NGOs assisted</b>	<b>No. of beneficiaries covered</b>
2006-07	31.00	29.00	335	38,255

2007-08	36.00	30.96	349	44,159
2008-09	36.00	21.50	274	29,974

4.41 On being asked about the reasons for under utilization of funds under the scheme though the BE as well as RE for the year 2008-09 remained at Rs. 36 crore, the Ministry have submitted that non receipt of proposals duly recommended by State Governments, belated receipt of proposals which could not be sanctioned due to the coming into force of the Model Code of Conduct and deficient documentation are the main reasons for gross under utilization of funds during 2008-09.

4.42 When asked as to what efforts are being made for full utilization of funds, the Ministry have informed the Committee that they have requested all the States to submit proposals of voluntary organizations well in advance so that they can be proposed for timely release of funds.

4.43 When further enquired about the status of receipt of utilization certificates, the details of the pending utilization certificates and amount due as on date State-wise for the last three years, steps taken to recover the pending amount, the Ministry have informed that funds are released to NGOs only after receipt of UCs pertaining to the last FY and only after verifying the genuineness and completeness of the audited statements/annual accounts of the earlier FY. UCs upto the end of FY 2006-07 were reconciled. Presently, 217 UCs amounting to Rs.11.61 crore are pending. Efforts are being made to obtain these UCs and reconcile them at the earliest.

4.44 On being enquired by the Committee about the thrust areas for which the NGOs selected for grant are working and whether these are in tune with the core areas identified

by the Government, the Ministry have informed that NGOs are mainly running/maintaining Residential and Non-residential schools, 10-bedded hospitals, Mobile dispensaries, Craft centres, Computer training centres etc. These are in line with the Ministry's priorities.

4.45 When asked to furnish the details of the NGOs against whom complaints regarding malfunctioning, misutilisation and misappropriation of funds have been reported during the last three years and whether any legal/penal action has been taken by the Ministry against any NGO, who have misused/misappropriated the funds provided to them, the Ministry have informed that adverse Inspection Reports were received against the NGO Gram Chetna Seva Samiti, Gwalior, Madhya Pradesh which was running three projects namely Non-Residential Primary School for 100 SC students, Typing and Shorthand Training Centre for 40 trainees and Hostel (Secondary) for 100 students. The NGO Gram Chetna Seva Samiti, Gwalior M.P was blacklisted w.e.f. June 2006 with further stoppage of grant. The Secretary, Anusuchit Jati Kalyan Vibhag, Govt. of Madhya Pradesh, Mantralaya, Bhopal (M.P) was directed to take over the assets from the NGO acquired from the grant-in-aid released by this Ministry for which the confirmation is still awaited.

4.46 As per the Outcome Budget, the details of physical target set and achieved for the above scheme during the year 2008-09 is as under :-

<b>Year</b>	<b>Physical target set</b>	<b>Target achieved</b>	<b>Reasons for shortfall</b>
2008-09	59000 Beneficiaries out of which 2000 North-East Beneficiaries	29974 Beneficiaries out of which 995 North-East beneficiaries	Due to non receipt of complete proposal in time with the requested recommendation of State Government.

4.47 When the Committee wanted to know about the reasons for non-receipt of complete proposals on time and the measures being taken by the Ministry to persuade the States to recommend the grants for the NGOs so as to ensure timely release of grants, the Ministry have informed the Committee that the recommendation of State GIA committee along with inspection report and requisite documents which include the audited balance sheet and utilization certificate were not received from many States/UT complete in all respects, to enable the Ministry to release grant-in aid to NGOs in time. State Governments are being reminded regularly for submission of proposals complete in all respects in a consolidated manner well in advance to avoid delays in release of grant-in-aid.

**4.48 The Committee note that as against an allocation of Rs.36 crore, only Rs.21.50 crore has been sanctioned/released to voluntary organizations during the year 2008-09. Similarly while the number of NGOs assisted has come down from 349 in 2005-06 to 274 in 2008-09, the number of beneficiaries has further come down to 29974 in 2008-09 against the target of 59000 beneficiaries and the number of 38305 in the year 2006-07. While a number of NGOs are working on the field as per the information made available to the Committee, however, they fail to understand as to why the Ministry have not been able to utilize the funds fully allocated for the purpose. Apart from non receipt of complete proposals, imposition of model code of conduct for general elections and deficient documentation have been cited by the Ministry as the main reasons for under utilization of the funds. The Committee recommend that the Ministry should work in close coordination and cooperation with State Governments to ensure timely receipt of proposals. The procedure relating to consideration and approval of proposals be streamlined and simplified**

**and data be properly codified and maintained in order to identify fake NGOs working on different names. The Committee desire that the funds should be given only to genuine NGOs working in far flung areas after verifying their credibility records. At the same time NGOs accountability has to be ensured through constant monitoring. The Committee, in this regard, would like to the Ministry to constitute a standing monitoring unit for the Developmental schemes for the Scheduled Castes and OBCs by involving the people's representatives.**



## CHAPTER V

### OTHER BACKWARD CLASSES DIVISION

#### **NATIONAL BACKWARD CLASSES FINANCE AND DEVELOPMENT CORPORATION**

5.1 The National Backward Classes Finance and Development Corporation (NBCFDC) was set up in the year 1992, as a company, 'not for profit' under section 25 of the Companies Act 1956. Out of the authorized share capital of Rs. 700/- crore, the Government of India has released Rs. 491.35 crore till 2007-08. During 2008-09, a sum of Rs. 36 crore was released raising paid-up capital of the Corporation to Rs. 527.35 crore. The Corporation provides additional channel of finance to backward classes for economically and financially viable schemes and projects for upgrading the technological and entrepreneurial skills of individuals or groups belonging to Backward Classes. NBCFDC assists a wide range of income generating activities, which include agricultural and allied activities, artisan and traditional occupations, technical trades, small scale and tiny industry, transport services etc. Entrepreneurs with annual income less than double the poverty line are provided concessional finance.

#### **NBCFDC implements various schemes through State Channelling Agencies (SCAs) for financial assistance as under :**

- (i) **Term Loan and Margin Money Loan:** Under Term Loan Scheme, loans are given by the Corporation upto 85% of the project cost, Balance 15% is contributed by SCAs and beneficiaries. Under Margin Money Loan Scheme, loans upto 40% are provided by the Corporation and the balance 60% is contributed by

SCAs/beneficiaries and Banks/other Financial Institutions. Maximum loan limit per beneficiary is Rs. 5 lakh only at interest of @6% p.a.

(ii) **Education Loan 'New Aakanksha':** For pursuing professional/technical education at graduate and higher levels. Maximum loan limit per student is Rs. 1.25 lakh p.a. subject to maximum of Rs. 5.00 lakh or actual expenses for the entire course whichever is less. Rate of interest is 4% p.a.

(iii) **Micro Finance:** Loans are provided to Self Help Groups (SHGs) through SCAs. Maximum amount of loan under this scheme is upto Rs. 25,000/- per beneficiary. Rate of interest is 5% p.a.

(iv) **Special Schemes for Women:**

a) **New Swarnima:-**

The Scheme is implemented for inculcating the spirit of self-reliance among the women of Backward Classes living below the poverty line. Financial assistance to the extent of Rs. 50,000/- per beneficiary is provided at concessional rate of interest of 4% per annum.

b) **Mahila Samridhi Yojana**

The Scheme is implemented to provide micro finance to women entrepreneurs belonging to target group. The maximum loan limit per beneficiary is Rs. 25000/- at concessional rate of interest of 4% per annum.

5.2 A statement showing the physical and financial achievements of the Corporation during the last three years is as follows:

Year	Achievements	
	No. of beneficiaries	Loan amount Disbursed (Rs. in crore)
2006-07	1,32,108	133.82
2007-08	1,21,385	141.81
2008-09	1,22,273	151.02

5.3 When the Committee desired to know as to why less number of beneficiaries were covered during 2007-08 and 2008-09 as compared to 2006-07, whereas the loan amount disbursed was on the higher side and whether there was any change in the loan disbursement pattern, the Ministry in their written reply stated as follows:-

“Under Micro Finance Scheme, maximum loan available per beneficiary is Rs. 25,000/-. During 2006-07 the average loan availed was only Rs. 3,658/-, which was considered inadequate to increase the income level of beneficiaries. Therefore, during Fy’08 and Fy’09, focus was shifted towards increasing the average loan per beneficiary instead of number of beneficiaries. The average loan increased by 88% in Fy’09 as compared to Fy’07. This has resulted in decrease in number of beneficiaries by about 10% during Fy’09 as compared to Fy’07. However, there is overall increase in the amount of yearly disbursement by about 68% during this period in Micro Finance Scheme. This would have a visible impact in increasing the income level of the target group.”

5.4 On being pointed out by the Committee that some State Governments are not providing State Guarantee to their SCAs thereby depriving the eligible OBC populace of those States from availing of NBCFDC loans and what actions are being taken by the Ministry/NBCFDC to impress upon such States to provide State Guarantee, the Ministry in

their written reply stated that it is a fact that some State Governments are not providing State Guarantee to their State Channelising Agencies and in the absence of Govt. Guarantee, the NBCFDC finds it difficult to release the funds. The States which have not provided adequate State Govt. Guarantee are Assam, Bihar, Manipur and Uttar Pradesh. The NBCFDC has approached the State Governments concerned with a request to issue adequate State Government Guarantee to cover the extent of loan to be allocated each year and in future. NBCFDC has also requested the State Governments not to charge guarantee fee (in some cases it is upto 2% charged by State Governments from State Channelising Agencies). The issue of state guarantee is regularly discussed in Conference of State Governments and will continue to be vigorously pursued.

5.5 The following statement shows the State-wise and year-wise number of beneficiaries assisted under education loan scheme by the State Channeling Agencies during the last three years :-

Sl. No.	Name of States/UTs	EDUCATION LOAN SCHEME		
		2006-07	2007-08	2008-09
		Beneficiaries	Beneficiaries	Beneficiaries
1	Andhra Pradesh	533	1883	0
2	Bihar	77	0	75
3	Chattisgarh	0	0	2
4	Goa	2	0	3
5	Gujarat	2	17	122
6	Haryana	1	12	43
7	Himachal Pradesh	0	2	34
8	Karnataka	0	11	10
9	Kerala	130	186	296
10	Maharashtra	149	470	473
11	Punjab	0	1	1
12	Rajasthan	14	12	26
13	Sikkim	3	0	0
14	Tripura	0	0	67
15	Uttar Pradesh	49	23	40

16	West Bengal	11	22	50
	<b>SUB TOTAL-STATES(1-16)</b>	<b>971</b>	<b>2639</b>	<b>1242</b>
<b>II.</b>	UT's			
<b>17</b>	Puducherry	86	162	77
	<b>SUB TOTAL-STATES(76)</b>	<b>86</b>	<b>162</b>	<b>77</b>
	<b>TOTAL (I+II)</b>	<b>1057</b>	<b>2801</b>	<b>1319</b>

5.6 On being enquired by the Committee about the reasons for substantial reduction in the number of beneficiaries under the education loan scheme from 2639 in the year 2007-08 to 1242 in the year 2008-09, the Ministry in a post-evidence reply stated that at present the ceiling of annual family income of the beneficiaries is Rs. 55000/-. NBCFDC has submitted a proposal on 26.10.2009 to raise it to Rs. 2.25 lakh. The proposal is being examined. Due to the level of family income being very low i.e. Rs. 55000/- a large section of meritorious students of Backward Classes could not get benefit of the scheme. After the annual family income ceiling is raised, more students of backward classes would be eligible for the benefit.

5.7 On being enquired by the Committee about the number of OBC people who after having availed of loan from NBCFDC were able to cross the poverty line and became economically self-sufficient during the last five years, State-wise and year-wise, the Ministry provided an evasive reply stating that NBCFDC has got evaluation studies conducted in 4 States in 2006-07, 7 States in 2007-08 and 6 States in 2008-09. These studies have indicated that in general, there is improvement in the income level of the beneficiaries.

5.8 When the Committee drew the attention of the Ministry to the disbursement of funds during 2008-09 under the Micro Finance Scheme to only 12 States and wanted to know

the reasons for not disbursing the funds to other States, the Ministry explained that The NBCFDC funds are released to the State Channelising Agencies (SCAs) on the demand of the concerned SCAs. The SCAs further are responsible to implement the schemes as per demand of the beneficiaries and grass-root level conditions. Therefore, option has been left to the SCAs to implement NBCFDC schemes as per their requirements and infrastructure available. Hence, some States demand funds under Micro Finance whereas other States have not submitted proposals under this scheme. The States/UTs, which are availing loan under only Term loan scheme, are Bihar, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Punjab, Rajasthan, Tripura, Uttar Pradesh, Chandigarh (UT), Delhi (UT) & Puducherry (UT). The main reason for not availing the Micro Finance schemes in these states is due to lack of adequate infrastructure which is essential for implementation of Micro Finance scheme. The Corporation and the Ministry are addressing the issue of providing proper infrastructure to the SCAs in various meetings with the State Governments.

5.9 Due to the on ground conditions and State specific reasons, all the States are not able to avail the NBCFDC loans. In this context, when the Committee wanted to know whether the Ministry have worked out any proposals to fine-tune its schemes such as Tern Loan Scheme and the Micro Finance Scheme to suit the local on the ground needs of the States, the later in a post-evidence reply have informed the Committee that the Corporation has revised its lending policy under which more flexibility and freedom has been given to State Channelizing Agencies (SCAs). The SCAs are required to submit their Annual Plan for approval at the beginning of the year and can submit demand of loan as per approved Annual Action Plan as advance on quarterly basis or as and when they

have utilized the earlier released funds. Therefore, the beneficiaries can get loan immediately after submitting their proposal under Term Loan, Micro Finance Scheme etc. keeping in view the availability of NBCFDC loans with SCA.

**5.10 The Committee note that the National Backward Classes Finance and Development Corporation (NBCFDC) is providing financial assistance to the OBC population at concessional rate of interest through State Channeling Agencies (SCAs) for a number of viable income generating activities thereby helping them to cross the below poverty line. It becomes easier for the beneficiaries to avail the loans if the State Governments provide State Guarantee to these loans. The Committee, however, find that a very discouraging and non-desirable trend has developed over a period of time where many States are showing their reluctance to act as State Guarantor to NBCFDC loans. The Committee have learnt that the States of Assam, Bihar, Manipur and Uttar Pradesh are not providing the state guarantee thereby depriving many prospective beneficiaries from availing NBCFDC loans. The Committee also observe that some States are also charging guarantee fee (in some cases it is upto 2% charged by State Governments from State Channelising Agencies). Whereas this minimal charge is not contributing to the State treasuries in a substantial way, this provision is certainly acting as a deterrent in availing the NBCDFC loans by the OBCs. The Committee, therefore, recommend strongly that the Ministry should impress upon the States to act as State guarantor and also not to charge any guarantee fees from SCAs, so that the poor OBC people do not get debarred from availing NBCFDC loans.**

**5.11 The Committee further observe that the NBCFDC under it's Education Loan – 'New Aakash Scheme' extends loans to the backward Classes for pursuing general/ professional technical education or training at graduate and higher level. Financial assistance for project linked training for upgradation of technical and entrepreneurial skills are also provided to eligible members of the other Backward Classes living below the double poverty line under the scheme. The Committee are constrained to note that the number of beneficiaries under the Education Loan Scheme has reduced from 2801 in 2007-08 to only 1319 during the year 2008-09. On the reasons for slow pace of implementation of the scheme, the Committee have been informed that at present the ceiling of annual family income of beneficiaries being very low, i.e., Rs. 55000, a large section of meritorious students of the Backward Classes could not get benefit of the scheme. The Committee have also learnt that the proposal for revising the income ceiling from Rs. 55000 to Rs. 2.25 lakh is being examined and once this is raised more number of OBC students would be eligible for the benefit under the education loan. The Committee are also of the view that the ceiling of level of income as it exists at present is very low and unrealistic considering the consumer price index. Therefore, the Committee desire that the Ministry should revise the guideline of the scheme at the earliest and raise the income ceiling to Rs.2.25 so that the momentum of the scheme does not slow down and more number of beneficiaries are able to avail the benefits of the scheme.**



## **CHAPTER VI**

### **DISABILITY DIVISION**

6.1 The Ministry have informed the Committee that they are presently working on a comprehensive amendment of the Persons with Disabilities Act, 1995 taking into account the UN convention on Rights on Persons with Disabilities.

#### **I DEENDAYAL DISABLED REHABILITATION SCHEME (DDRS)**

6.2 The scheme is being implemented over successive five year plans with the objective of ensuring effective implementation of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995. The scheme aims to create an enabling environment to ensure equal opportunities, equity, social justice and empowerment of persons with disabilities, by encouraging voluntary action. NGOs are given assistance under the scheme for providing a wide range of services to persons with disability, e.g :-

- (i) Programme for pre-school and early intervention.
- (ii) Special education.
- (iii) Vocational training and placement.
- (iv) Community based rehabilitation.
- (v) Manpower development.

(vi) Psycho-social rehabilitation of persons with mental illness.

(vii) Rehabilitation of leprosy-cured persons, etc.

6.3 It has been informed by the Ministry that the District Disability Rehabilitation Centres set up by the Ministry are also funded under this scheme after they being in operation for a period of five years in respect of such centres set up in Jammu & Kashmir or North East and three years in the rest of the country and handed over to suitable implementing agencies (which include NGOs) in the District for its further continuance and maintenance.

6.4 The details of financial and physical performance of the scheme of the DDRS furnished by the Ministry, are as follows :-

Year	Budget Allocation (Rs. Crore)	Expenditure (Rs. Crore)	No. of Beneficiaries (in lakh)
2006-07	90	54.60	1.26
2007-08	70	70.30	1.93
2008-09	70	64.70	1.97
2009-10	76		

6.5 On being enquired by the Committee about the reasons for incurring less Actual Expenditure during 2008-09 i.e. Rs.64.70 as against the Budgetary Allocation of Rs.70 crore under the DDRS scheme, the Ministry in their written reply stated as under :-

“Out of the total outlay of Rs. 70 crore for 2008-09 under the Deendayal Disabled Rehabilitation Scheme (DDRS), the outlay for the North Eastern Region (NER) was Rs. 9.5 crore, while the outlay for the rest of the country (ROC) was Rs. 60.5 crore. The outlay of Rs. 60.5 crore available for the ROC was utilised fully, while there was a shortfall of Rs. 5.3 crore against the outlay of Rs. 9.5 crore for the NER. Thus, the reason for the shortfall of Rs. 5.3 crore against the total outlay of Rs. 9.5 crore was entirely due to the shortfall in expenditure in the NER. The outlay for NER could not be utilized fully due to receipt of inadequate number of complete proposals as compared to the available outlay”

6.6 When asked by the Committee as to what concrete steps have been taken/being taken by the ministry to get sufficient number of proposals from North Eastern Region particularly for the current year, the Ministry informed that to ensure receipt of adequate number of complete proposals in respect of States of North Eastern Region so as to utilize the available funds under the DDRS for the year 2009-10, the Principal Secretary/Secretary/commissioner of the Social Welfare Department of the respective State Governments have been addressed wherein they have been intimated of the allocation under DDRS and also requested to forward adequate number of new cases so that the funds allocated for 2009-10 are fully utilized. In respect of the State of Sikkim from where the proposals including the inspection report were not being received in the prescribed format, a copy of the Guidelines of the scheme as well as format of inspection report has been forwarded.

6.7 State-wise data of the number of disabled people in the country available as per Census 2001 and the details of State-wise disbursement of funds and number of beneficiaries covered under DDRS in the last five years as furnished by the Ministry is given at Annexures 1&2.

6.8 As per the Annual Report 2008-09 during the Tenth Plan period, the State-wise distribution of grant-in-aid under DDRS was skewed, e.g., the State of Andhra Pradesh accounted for only 6% of the population of persons with disabilities but took about 24% of the grant, while Karnataka accounted for only 4% of the population and took 12% of the total grant.

6.9 On being enquired by the Committee as to whether any strategy has been chalked out to curb the disproportionate distribution of funds, the Ministry in their written reply stated that in order to correct the skew, from 2007-08 onwards, notional allocation under DDRS was communicated to each State/UT, with a view to soliciting more proposals from the under-performing States/UTs and restricting the level of grant to the States which took a disproportionately high grant. The notional allocation under the Scheme is worked out on the basis of the State-wise population of persons with disabilities and the State-wise expenditure pattern in the previous year, so that the skew is corrected gradually. Proposals received from the under-performing States are accorded priority in processing and special attention is given to removing any lacunae in the proposals.

6.10 On the measures taken by the Ministry to rectify disproportionate allocation of funds, the Secretary, during the evidence explained further as under :

“Earlier, what was happening was that, the other States, by default, were really in effect getting discriminated, and they were not getting even a fraction of what was due to them. This also was a subject of comment by this Committee as well as the other forums. Therefore, it was decided to introduce a new system of notional allocation from 2007-08, where we, by and large, made allocation based on the population of the target group in that State. If it is an SC Scheme, the SC percentage in the national population is taken into account; if it is a disability scheme, disability percentage in the national population is taken into account; and if it is a senior citizen scheme, then senior citizen percentage in the national

population is taken into account; and so on and so forth. So, it was basically the system of notional allocation introduced to correct this imbalance where a few States were taking away all the benefits.”

6.11 The Ministry also informed the Committee that in order to make District Disability Rehabilitation Centres (DDRCs) more effective, the above scheme is currently under revision with higher cost norms and better provisioning and the revised guidelines are being issued shortly which includes *inter-alia* increased honoraria for the rehabilitation professionals, rationalization of tapering of grant-in-aid and increased funding for equipment, travel expenses and contingencies for each DDRC.

**6.12 The Committee express their happiness that after going through a long exercise of holding regional level consultations and taking into account the UN Convention on Rights of Persons with Disabilities, the Ministry are working on a comprehensive amendment to the ‘Persons with Disability Act which was enacted 14 years back in 1995. The Committee have been informed that the Ministry have formulated a comprehensive amendment to the Act and several of its provisions such as accessibility of roads, accessibility of transport, accessibility to public buildings which were in the nature of Directive Principles are being converted into time bound provisions so that these take place within a time limit rather than the present open-ended provisions where it is entirely left to the sweet will of the central Government, State Government or the local body as the case may be. The Committee, therefore, recommend that the Ministry should complete the exercise at the earliest so that benefits of the amended provisions could be provided to the affected persons in the society.**

**6.13 The Committee note with dismay that as far as the State-wise details of grants-in-aid released and the number of beneficiaries covered in the last five years under the Deen Dayal Disabled Rehabilitation scheme (DDRS) is concerned the beneficiary coverage has not been very significant and consistent. While the number of beneficiary covered under the scheme increased from 170551 in 2004-05 to 195282 in 2005-06, it decreased to 126631 in the year 2006-07. Though there was a jump in the beneficiary figure to 262726 in 2007-08, again it came down to 197642 in the year 2008-09. In this regard, the Committee observe that while the reason for inconsistent coverage of the beneficiary may be attributed partly to the disproportionate allocation of funds under the scheme thereby resulting in its poor performance which the Ministry at present are trying to rectify through a notional allocation to every State, the deeper reasons for the sluggish performance are still not clear and have to be examined. The Committee feel that the full utilization of funds or granting approval to more number of DDRCs have not achieved anything on the ground. The country's disabled population as per 2001 census stands at a staggering 2,19,06,769 i.e., near 2.20 crore. The Committee are of the view that over the last few years, some more disabled people must have been added to this number and in order to look after their needs and aspirations, the Ministry needs to have a fresh look at the ongoing DDRC Scheme, which despite a five year run, has failed to address the needs of the disabled. In the light of this, the Committee recommend that the Ministry should take necessary steps to make the DDRC scheme more effective. In this regard, efforts should also be made for collection of data of the people with disability, disability wise from the States and UTs.**

## II SCHEME OF INCENTIVES TO EMPLOYERS IN THE PRIVATE SECTOR FOR PROVIDING EMPLOYMENT TO PERSONS WITH DISABILITIES

6.14 The “Scheme of Incentives to Employers in Private Sector for providing Employment to Persons with Disabilities” was introduced by the Ministry w.e.f. 1<sup>st</sup> April, 2008. It envisages payment of employer’s contribution to the Employees Provident Fund (EPF) and the Employees State Insurance Corporation (ESIC) for the first three years by the Government of India, in respect of persons with disability appointed on or after 1<sup>st</sup> April, 2008, with monthly emoluments of upto Rs. 25,000. In the first year of its implementation, the main focus was on publicity. Various apex organizations of Indian industry have been actively involved in facilitating implementation of the scheme. Efforts have also been made to generate awareness about the scheme through issue of advertisement in news papers by the Ministry as well as EPFO and ESIC. In 2008-09, the expenditure on the scheme was Rs. 6.5 crore. Details of the expenditure incurred are as follows:-

Sl. No.	Institution/Org./State/UTs	Purpose	Released amount (in Rs. lakhs)
1.	ESIC, New Delhi	Employer’s share for incentives to employers in Pvt. Sector for providing employment to Persons with Disabilities.	50.00
2.	EPFO, New Delhi	Employer’s share for incentives to employers in Pvt. Sector for providing employment to Persons with Disabilities.	100.00
3.	ESIC, New Delhi	Publicity campaign of the Scheme incentives to employers in Pvt. Sector for providing employment to Persons with Disabilities.	50.00

4.	EPFO, New Delhi	Publicity campaign of the Scheme incentives to employers in Pvt. Sector for providing employment to Persons with Disabilities.	100.00
5.	Ministry of Social Justice and Empowerment, (through DAVP, New Delhi)	Publicity campaign of the Scheme incentives to employers in Pvt. Sector for providing employment to Persons with Disabilities.	350.00
		Total	650.00

ESIC = Employees' State Insurance Corporation.

EPFO= Employees' Provident Fund Organisation.

6.15 A budgetary provision of Rs.15 crore has been made during the current financial year, 2009-10.

6.16 When the attention of the Ministry was drawn to the Media report about the failure of the scheme, as out of 1.5 lakh jobs only 119 persons with disabilities under EPFO and 145 persons under ESIC have been benefited and the scheme having a total outlay of Rs.1800 crore for the 11<sup>th</sup> Five year Plan has simply failed to take off, the Ministry in their written reply have stated as follows :

“Since this is a new scheme, its progress has been slow especially in view of the economic downturn. The issue of slow progress has been discussed in the High Level Monitoring Committee meeting chaired by Secretary, Labour & Employment and Secretary, SJ&E from time to time in order to improve the coverage under the scheme. Implementing Agencies viz. EPFO & ESIC have been requested to monitor the progress closely.”

6.17 In this connection, on the performance of the scheme, the Secretary, during evidence apprised the Committee, as under :

“A sum of Rs.1,500 crore was mentioned for the purpose. It is a fact that this figure had appeared. It was probably more as a statement of intent that eventually this amount will be allocated. However, it does not figure in our 11<sup>th</sup> Five Year Plan, though a small amount of Rs. 15 crore has been allocated in the annual plan.



XXXX

XXXX

XXXX

XXXX

Last year we had launched a publicity campaign for this scheme over a period of four to five months all over the country, we held meetings in many State capitals with representatives of the State Governments, employers and NGOs to appeal to them to come forward and avail this scheme. Unfortunately, the response of the private sector has been very poor. The Prime Minister himself has expressed his anguish on the lack of response of the private sector in this regard in his inaugural address at the Welfare Minister's Conference on 7<sup>th</sup> September."

6.18 When the Committee desired to know as to how many private sector employers have given employment to the disabled people, the Secretary during the evidence further added that there is the issue of coercive measures and it is entirely a voluntary incentive scheme.

**6.19 The Committee observe that though the scheme of 'Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities' was launched with a lot of hope and hype with the unique idea of attracting the private employers to employ more disabled people in the private sector through a Governmental contribution towards the employee's provident fund, however, all the expectations and enthusiasm over the scheme have died down. The Committee are concerned to note that the scheme has failed miserably in sensitizing the private sector to the urgent need for paying attention to the employment/job related needs of the disabled people. The statistics made available to the Committee as well as the critical observation of the scheme from several quarters presents a very discouraging and gloomy picture. The justification on the poor performance of the scheme as advanced by the Ministry that the economy in general showed a down trend during the year 2008-09 leading to such a fate of the scheme is not at all acceptable to the Committee. The Committee feel that though the economy showed**

a downward spiral during this period, yet the process of employment generation was still going on in the various sectors of the economy. While the Committee understand the limitations of the Ministry relating to the 'non-binding' and 'voluntary' nature of the scheme, yet concerted efforts should have been made to at least popularize the 'concept' among the private players through rigorous canvassing, widespread propaganda and publicity. The Committee feel that leaving the subject at the mercy of the private sector has not worked. Since the scheme has failed to evoke any interest among the private sector, the Committee recommend that the performance of the scheme should be closely watched and intensive efforts should be made to popularize the scheme by utilizing the entire amount earmarked for the purpose during the remaining period of the current year. The Committee are of the view that if the scheme still fails to attract the private sector, the Ministry should think of discontinuing the scheme in its present form and make efforts to bring in a legislation with mandatory provisions.

## CHAPTER VII

### NEW SCHEME

#### PRADHAN MANTRI ADHARSH GRAM YOJANA (PMAGY)

7.1 As per the information in the outcome budget of the Ministry a new scheme named Pradhan Mantri Adharsh Gram Yojana is being introduced during the year 2009-10 with an allocation of 100 crores for integrated development of villages having more than 40% SC population as model villages. When asked as to whether the Planning Commission has already approved the above scheme and has the Ministry already launched the above scheme, the Ministry in their written reply informed the Committee that the Finance Minister, in his Budget Speech, 2009-10, delivered on 6.7.2009, announced launching of a new scheme, namely "Pradhan Mantri Adarsh Gram Yojana", on pilot basis, to cover 1000 villages with more than 50% SC population. The relevant para of the speech reads as under :-

*"Pradhan Mantri Adarsh Gram Yojana (PMAGY)*

46 (v) There are about 44,000 villages in which the population of Scheduled castes is above 50 percent. A new scheme called Pradhan Mantri Adarsh Gram Yojana (PMAGY) is being launched this year on a pilot basis, for the integrated development of 1000 such villages. I propose an allocation of Rs. 100 crore for this scheme. Each village would be able to avail gap funding of Rs. 10 lakh over and above the allocations under Rural Development and Poverty Alleviation Schemes. On successful implementation of the pilot phase, the Yojana would be extended in coming years."

7.2 In pursuance of the above announcement, a Concept Note for the scheme was sent by the Ministry to the Planning Commission on 18.8.2009 for its "in principle" approval. The Commission, vide its O.M. dated 26.8.09, has given its "in principle" approval. Detailed proposal of the scheme will now be considered by the Expenditure Finance Committee.

Thereafter, approval by the competent authority will be obtained, and the scheme will be formally launched.

7.3 About the salient features, coverage and objectives of the proposed scheme, the Ministry further informed the Committee as under :-

In the pilot phase the scheme will cover 1,000 selected villages with >50% SC population. Main objective of the scheme is to ensure integrated development of the selected 1000 villages with more than 50% SC population into “model villages” so that, *inter -alia*,

- (i) They have all requisite physical and social infrastructure for their socio-economic development.
- (ii) Disparity between SC and non-SC population in terms of common socio-economic indicators (e.g. literacy rate, completion rate of elementary education, IMR/MMR, ownership of productive assets, etc.) is eliminated, the indicators are raised to at least the level of the national average, and :
  - (a) All their BPL families, especially those belonging to SCs, have food and livelihood, security, and are enabled to cross the poverty line and earn an adequate livelihood;
  - (b) All children complete at least eight years of education; and
  - (c) Incidence of malnutrition, especially among children and women, is eliminated.
- (iii) Untouchability, discrimination, segregation, and atrocities against SCs are eliminated, as are other social evils like discrimination against girls/women,

alcoholism and substance ( drugs) abuse, etc., and all sections of society are able to live with dignity and equality, and in harmony with others.

7.4 When asked about the action plan of the Ministry for proper implementation of the above scheme, the Committee were further informed that the integrated development of villages with SC concentration will be achieved primarily through convergent implementation of existing Central and State schemes. A component of gap-filling fund, at an average rate of Rs. 10 lakh per village, will be used for meeting specifically identified developmental requirements of selected villages which cannot be met under the existing schemes of the Central and State Governments. The development plans will be need-based. In order to ensure this, the preparation and appraisal/ approval of village level plans will be decentralized. Mechanism for supervision and monitoring will be put in place at the District, State and Central levels.

7.5 The Committee were also informed that the details of the scheme, including modalities of its implementation and detailed guidelines for implementing agencies are being worked out. All the concerned Ministries, especially those implementing schemes which are directly relevant for SC development, are being consulted while finalizing details of the scheme.

**7.6 The Committee have been informed that in pursuance of the Finance Minister's Budget announcement, the Ministry are planning to launch the Pradhan Mantri Aadarsh Gram Yojana (PMAGY) on pilot basis to cover 1000 villages with more than 50% SC population and an allocation of Rs. 100 crore has been earmarked for the scheme during the year 2009-10. The Committee are happy to**

note that for the first time a serious thought has been given for area oriented integrated development of villages with SC concentration through convergent implementation of existing Central and State schemes. While the Committee appreciate the initiative taken by the Ministry, the actual impact of the scheme in achieving integrated development of area having SC people concentration will be seen only after it is actually implemented. The Committee recommend that while every effort should be made to finalise the intricate details of the scheme at the earliest and implement it in an efficient manner, a thorough homework should be done before the launch of the scheme taking into consideration the on ground conditions of the target villages. The Committee hope that efforts would be made to utilize the entire amount judiciously during the current financial year and no scope would be left to the Planning Commission for the reversal of the amount allocated for the purpose during the next financial year. The Committee would like to be apprised of the steps taken in this direction by the Ministry.

**NEW DELHI;**  
**17 December, 2009**  
**24 Agrahayana, 1931 (Saka)**

**DARA SINGH CHAUHAN**  
**Chairman,**  
**Standing Committee on**  
**Social Justice and**  
**Empowerment**

## Annexure 1

**State-wise data of the number of disabled people in the country available as per Census 2001:**

Sl. No	State/UT	Disabled population
1	Andaman & Nicobar Islands	7057
2	A. P.	1364981
3	Arunachal Pradesh	33315
4	Assam	533300
5	Bihar	1887611
6	Chandigarh	15538
7	Chattisgarh	419887
8	Dadra & Nagar Haveli	4048
9	Daman & Diu	3171
10	Delhi	235886
11	Goa	15749
12	Gujarat	1045465
13	Haryana	455040
14	H.P.	155950
15	J & K.	302670
16	Jharkhand	448377
17	Karnataka	940643
18	Lakshadweep	1678
19	Kerala	860794
20	M.P.	1408528
21	Maharashtra	1569582
22	Manipur	28376
23	Meghalaya	28803
24	Mizoram	16011
25	Nagaland	26499
26	Orissa	1021335
27	Puducherry	25857
28	Punjab	424523
29	Rajasthan	1411979
30	Sikkim	20367
31	Tamil Nadu	1642497
32	Tripura	58940
33	U.P.	3453369
34	Uttrakhand	194769
35	W.B.	1847174
	<b>Total</b>	<b>21906769</b>

## Annexure 2

State-wise details of grant-in-aid released and the number of beneficiaries in the last 5 years under DDRS

S.No.	State	Amount released (Rupees in Lakhs)					No. of Persons Benefitted				
		2004-05	2005-06	2006-07	2007-08	2008-09	2004-05	2005-06	2006-07	2007-08	2008-09
1.	Andman & Nicobar	0.00	0.00	2.91	0.00	0.00	0	0	60	0	0
2.	Andhra Pradesh	1666.59	1515.15	1400.58	1807.74	1317.78	21411	13305	12303	26360	30459
3.	Arunachal Pradesh	6.24	3.12	5.47	10.67	7.37	166	426	320	786	1032
4.	Assam	60.21	73.22	91.79	84.72	121.92	1174	1035	1035	2133	2520
5.	Bihar	179.22	222.61	194.43	112.62	87.75	2326	2259	1379	1614	1444
6.	Chandigarh	13.39	9.60	3.53	5.11	0.00	117	1505	118	120	0
7.	Chattisgarh	20.37	49.79	52.01	39.23	76.69	444	11465	363	716	1043
8.	Dadra & Nagar Haveli	0	3.02	2.42	0	0.00	17	0	187	0	0
9.	Daman & Diu	0	2.59	0	0	0.00	52	0	0	0	0
10.	Delhi	407	332.18	241.07	314.12	193.55	12863	5817	1507	12081	5567
11.	Goa	24.69	20.71	3.38	14.87	13.09	509	203	0	205	184
12.	Gujarat	111.56	115.69	93.49	81.17	82.50	35441	8562	6471	6670	9796
13.	Haryana	138.09	103.81	79.49	186.31	127.92	2731	1113	166	2690	2016
14.	Himachal Pradesh	28.6	29.54	38.3	11.49	40.83	415	5899	192	322	1170
15.	Jammu & Kashmir	11.4	10.81	13.62	7.91	27.93	87	93	22	111	394
16.	Jharkhand	19.57	9.65	4.98	16.68	10.06	212	442	50	1001	123
17.	Karnataka	820.98	903.68	480.49	1135.92	814.66	10675	13480	2361	18278	12115
18.	Kerala	542.94	475.89	363.69	237.19	378.40	9764	4387	1492	5231	3751
19.	Madhya Pradesh	101.44	137.12	120.17	134.63	170.35	1486	2228	1459	5665	2165
20.	Maharashtra	159.71	174.48	143.85	188.41	254.23	3746	6540	5164	4011	7265
21.	Manipur	73.4	87.83	144.87	125.7	196.76	840	809	868	1720	2756
22.	Meghalaya	55.61	76.88	31.77	85.16	75.65	467	682	90	1289	1253
23.	Mizoram	20.69	20.50	21.78	12.5	19.60	200	152	177	181	181
24.	Nagaland	0	0.00	0	1.43	0.00	0	0	0	26	0
25.	Orissa	228.27	240.22	253.79	418.51	367.34	4751	16246	6141	20242	9454
26.	Pondicherry	7.81	8.50	5.22	12.56	15.63	81	89	85	194	202
27.	Punjab	100.84	144.78	71.55	105.67	94.00	6043	7252	5214	3443	2149
28.	Rajasthan	165.22	152.19	126.11	182.7	93.14	1911	1439	1240	3232	1617
29.	Sikkim										
30.	Tamil	527.4	470.44	417.68	481.75	474.37	14870	35958	28229	27736	10343



	Nadu										
31.	Tripura	13.86	10.85	12.24	11.86	10.81	120	65	115	128	179
32.	Uttar Pradesh	619.4	652.90	600.52	704.54	700.21	17667	32380	28320	89148	36480
33.	Uttrakhand	53.85	80.84	55.44	43.98	63.02	550	786	1868	469	783
34.	West Bengal	558.47	541.62	383.68	449.94	641.12	19415	20665	19635	26924	51201
	<b>Total</b>	<b>6736.8</b>	<b>6680.2</b>	<b>5460.3</b>	<b>7025.0</b>	<b>6476.3</b>	<b>17055</b>	<b>19528</b>	<b>12663</b>	<b>26272</b>	<b>19764</b>
		<b>2</b>	<b>1</b>	<b>2</b>	<b>9</b>	<b>8</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>6</b>	<b>2</b>

Note : The number of beneficiaries for the year 2007-08 includes 1.93 lakhs beneficiaries for projects supported for 2007-08 and 0.69 lakhs beneficiaries who relate to part releases of grant for earlier years that were already reflected in the beneficiaries data for those earlier years.

**MINUTES OF THE SECOND SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 20<sup>TH</sup> OCTOBER, 2009.**

The Committee met from 1100 hrs. to 1345 hrs. in Committee Room 'B' Parliament House Annexe, New Delhi.

**PRESENT**

**Dr. Manda Jagannath - In the Chair**

**MEMBERS**

**LOK SABHA**

2. Shri E.T. Mohamed Basheer
3. Smt. Bijoya Chakravarty
4. Smt. Rama Devi
5. Shri R. Dhruvanarayana
6. Shri Premchand Guddu
7. Shri Baliram Jadhav
8. Shri Mohan Jena
9. Shri Basori Singh Masram
10. Dr. N. Sivaprasad
11. Shri Lalit Mohan Suklabaidya
12. Shri Manohar Tirkey

**MEMBERS**

**RAJYA SABHA**

13. Shri Avtar Singh Karimpuri
14. Shri Narayan Singh Kesari
15. Shri Ahmad Sayeed Malihabadi
16. Shri Nand Kishore Yadav

**LOK SABHA SECRETARIAT**

1. Smt. Anita Jain - Director
2. Dr.(Smt.) Sagarika Dash - Under Secretary



meeting had been convened to discuss the Demands for Grants (2009-10) of the Ministry of Social Justice and Empowerment. At the instance of the Chairman, the Secretary, Ministry of Social Justice & Empowerment briefed the Committee about the various schemes/programmes being implemented by the Ministry and intimated the physical and financial targets achieved during the year 2008-09.

4. The Members then raised questions, which *inter-alia* related to reasons for less budgetary allocation to the Ministry and the schemes likely to be affected by the reduced allocation, efforts made by the Ministry for enhanced budgetary allocation, need for revision of various scholarship schemes, reasons for lack of receipt of viable proposals under various schemes, outstanding Utilization Certificates in respect of States and UTs and steps taken for early submission of UCs, etc.

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

6. Hon'ble Chairman thanked the Secretary and other officials of the Ministry for giving valuable information to the Committee on the subject and expressing their views in a free and frank manner.

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

*The witnesses then withdrew.*

*The Committee then adjourned.*

**MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 15<sup>TH</sup> DECEMBER, 2009.**

The Committee met from 1530 hrs. to 1700 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

**PRESENT**

**SHRI DARA SINGH CHAUHAN - CHAIRMAN**

**MEMBERS**

**LOK SABHA**

2. Shri E.T. Mohamed Basheer
3. Shri Bhudeo Choudhary
4. Smt. Rama Devi
5. Shri Premchand Guddu
6. Shri Baliram Jadhav
7. Dr. Manda Jagannath
8. Shri Basori Singh Masram
9. Dr. N. Sivaprasad
10. Shri Lalit Mohan Suklabaidya

**RAJYA SABHA**

11. Shri Avtar Singh Karimpuri
12. Shri Narayan Singh Kesari
13. Shri Ahmad Sayeed Malihabadi
14. Shri Praveen Rashtrapal

**LOK SABHA SECRETARIAT**

1. Shri A. Mukhophadhyay - Joint Secretary
2. Smt. Anita Jain - Director
3. Shri S.C. Kaliraman - Additional Director
4. Dr. (Smt.) Sagarika Dash - Under Secretary



## APPENDIX

### STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No	Para No.	Observations/Recommendation
1	2	3
1.	1.4	The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Thirty-third Report on Demands for Grants, 2008-09 of the Ministry of Social Justice and Empowerment as only 4 out of 13 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations already accepted by the Government.
2.	3.21	The Committee observe that the Ministry of Social Justice and Empowerment has not received adequate attention of the Planning Commission as far as the budgetary allocation is concerned. A quick glance at the combined figures both Plan and Non-Plan reveals that while annual budgetary allocation to the Ministry was Rs. 2200 crore in the year 2007-08, it has increased only marginally to Rs. 2400 crore in 2008-09 and then to Rs. 2500 crore during 2009-10. The Committee feel that this token increase in the allocation to the Ministry over the past three years does not correspond with the budgetary/resource requirement under various schemes being implemented by the Ministry. The Committee are given to understand that as against an amount of Rs. 5000 crore asked for by the Ministry in its annual plan proposals, the Planning Commission have sanctioned only half of the amount. The Ministry have learnt that the Planning Commission did not consider the budgetary allocation of this Ministry to the extent asked for as the requirements of flagship schemes such as Sarva Shiksha Abiyan, ICDS, NREGP etc. under other Ministries were so huge that it was not possible to accommodate the request of Ministry of Social Justice and Empowerment for higher allocation during 2009-10. Though the Ministry have maintained that they have made strenuous efforts in persuading the Planning Commission for increased budgetary allocation, the Committee feel that the Ministry have failed to convince the Planning Commission for increased allocation. This

is more so because if the requirement of other poverty alleviation schemes is huge as per Planning Commission's reasoning, it is with the same logic that the budgetary allocation of this Ministry should be stepped up as the target group of this Ministry is more than 60% of the country's population covering various disadvantaged sections of the society. Being a large Ministry with vast jurisdiction of work, it has to cater to the multifaceted developmental needs of large sections of the society such as SCs, OBCs, People with Disabilities, Senior Citizens and victims of drug abuse. The financial allocation under both plan and non-plan heads is not commensurate with the mandate of the Ministry. Therefore, the Committee recommend that the Ministry should gear up its machinery and approach the Planning Commission in a more convincing and forceful manner for an enhanced allocation urgently so as to enable them to fulfill their mandate resourcefully and more effectively. The Committee desire that in case the Planning Commission remains unconvinced, the detailed response of the Commission may be sent to the Committee for examination.

3. 3.22 The Committee are distressed to note that some of the very important and core schemes of the Ministry such as Special Central Assistance to Scheduled Castes Sub-Plan, Deen Dayal Disabled Rehabilitation Scheme, the Scheme of Assistance to Disabled for Purchase/Fitting of Aids and Appliances, Post-Matric Scholarship scheme and Coaching and Allied schemes are going to be adversely affected due to non-increase in the budgetary allocation of the Ministry as well as for these schemes. Most importantly, it has come to the notice of the Committee that because of budgetary constraints the Ministry are not able to undertake a revision in their Post-matric Scholarship Scheme. The Scheme of Pre-matric Scholarship for all Scheduled Caste students for which the Planning Commission has already given in principle approval could not take off till now because of inadequate allocation to the Ministry. The financial implication of revision/launch of schemes are high and resources required to meet the need under various schemes are huge whereas the actual amount sanctioned to the Ministry by the Government of India is grossly inadequate. The Ministry are also not taking the schemes seriously and not paying the requisite attention



to its schemes on the pretext that most of their schemes are only in the form of gap-fillers. The Committee regard financial support for progressive stages of education as critical input for social justice and empowerment, especially in a context where public-private partnership has been introduced for education. In order to reverse the above situation, the Committee, urge the Ministry to vigorously pursue and take up the matter at the highest level and brief the Planning Commission in the right perspective so as to get an enhanced allocation for the Ministry at least during the next financial year so that revision of its various schemes may be done without further delay and the purposes of the scholarship schemes do not suffer due to inadequate allocation.

4. 3.23 The Committee note that during the year 2008-09, funds to the tune of Rs. 39.30 crore remained unutilized by the Ministry. Most of the amount remained unutilized was from the amount earmarked for the North-Eastern Region. Out of the total Rs.94.75 crore earmarked for the North-Eastern Region , only Rs.55.37 crore could be utilized and funds to the tune of Rs.39.30 crore remained un- utilized .The reason for underutilization in the North-Eastern Region cited by the Ministry was that adequate number of proposals could not be received from this region. North Eastern Region being a conglomeration of a number of States constitutes a major segment of Scheduled Caste population. Apart from the fact that there is existence of a large number of poor and destitute population in the North East Region, the Region is also gripped with drug addicted population reeling under the spell of drugs and narcotic substances because of its geographic proximity to neighbouring countries. As such, much need to be done as far as the harmonious development of the Region and bringing its population to the mainstream is concerned. In this context, the Committee observe that it is very unfortunate that sufficient numbers of proposals are not coming from the North-eastern Region. The Committee, therefore, earnestly desire that the Ministry should make some extra efforts in finding out the reasons as to why proposals are not coming from the Region. If needed, the Government should prepare sample pilot proposals on various projects for distribution among the implementing Agencies. The Committee recommend that the Ministry should impress upon the States of North

Eastern Region to come out with viable proposals and take necessary steps to ensure uninterrupted progress in the implementation of planned projects/schemes so that funds earmarked are utilized within the time frame envisaged and intended benefits reach the target groups.

5. 3.24 Most of the schemes of the Ministry are deemed to be demand driven and the States are the implementing agencies for these schemes. They can in fact be demand driven only if supply is assured. Due to severe financial constraints many States are not able to provide their matching share of 50% for various schemes. Keeping this in mind, the Committee in their earlier reports had recommended for changing the funding pattern for some of the schemes. The Committee are happy to note that some success has been achieved in this regard and in the last financial year the funding pattern for Pre-matric Scholarship for SC Children of those Engaged in Unclean Occupations and Babu Jagjivan Ram Chhatrawas Yojana for Hostels for Girls has been changed from partial funding to 100% funding by the Central Government. The Committee hope that the performance of these two schemes would definitely improve with this change in the funding pattern. At the same time, the Committee do not support the Ministry's stand that they are not going to send further proposals for 100% funding for more number of schemes to the Planning Commission due to lack of adequate allocation. As also revealed in the recently held Welfare Minister's Conference, the State Governments are still facing budgetary constraints in providing their committed liability and leaving the matter for the States themselves to take it up with the Finance Commission will not suffice. The Committee, therefore, recommend that the approach of the Ministry should continue to be positive and they should not show any laxity in insisting the Planning Commission for change of funding pattern from 50% to 100% in respect of more number of schemes.

6. 3.25 The Committee note that utilization certificates (UCs) are not furnished at the appropriate time to the Ministry by the Implementing Agencies. They deplore the attitude of senior officials of various State Governments and the implementing agencies for not furnishing the Utilization

Certificates as the figures show that 80 UCs involving an amount of Rs. 670.50 lakh are still outstanding/pending in respect of grants as on 1.7.2009. The Committee also observe that the provision of not considering the proposals of those States from where the UCs are pending and also deducting an amount equivalent to pending UCs in respect of those states whose proposals are considered has not yielded any positive result. Rather, the Committee feel that the Ministry should, as per the General Financial Rules (GFR) instructions, closely and actively monitor flow of funds and instantly try to recover the unutilized amount along with minimum interest so that the States and Implementing Agencies are in some way compelled to utilize the disbursed money in a time bound manner. This will not only ensure a tight monitoring mechanism but also help in liquidation of pending UCs. The Committee also urge the Ministry to sensitise the senior officials of the State Governments on the serious implications of their casual approach on the overall performance with regard to development SCs/OBCs. The Committee would like to be apprised of the progress in this regard within six months of submission of this Report.

7. 3.26 Keeping in view the poor performance of the various schemes of the Ministry of Social Justice and Empowerment, more particularly those related to educational empowerment and scholarship schemes, the Committee note that there is a general ignorance and lack of awareness among the target groups that such schemes exist for them and availing the benefits under these schemes can really help them cross the below poverty line. As such, these schemes which are there to make a qualitative difference in the lives of certain sections of the society have failed to even touch their lives. The Committee have learnt that the people in the interior villages of many States are not even aware of the Babu Jagjivan Chattravas Yojna for SC/OBC Boys and Girls, Top Class Education Scheme or for that matter the National Overseas Scholarship Scheme. Even though so many schemes are being implemented by the Ministry, the fact remains that very few persons know about these schemes. The Committee, therefore, recommend that the Ministry should give wide publicity to all their schemes so that the benefits of these schemes accrue to those sections of society for whom these are meant for.

Publicity should be given about various schemes in the vernacular Press, regional newspapers. Awareness campaigns should be organized in schools, educational institutions so as to generate awareness about the schemes amongst the target groups. While doing so, the Ministry may vigorously pursue the implementation of the legal provisions discouraging/banning the use of the word 'Harijan'.

8. 4.18 The Committee are constrained to note that even after issue of the guidelines of the Planning Commission to ensure allocation under Scheduled Caste Sub-Plan to be shown distinctly under minor head (789) in the budgets of the Central Ministries, not all Ministries have started showing their allocation under SCSP under separate budget head. The Ministry have maintained that as per Statement 21 of the Expenditure Budget, only 17 Central Ministries/Departments have made allocation under Plan Scheme for Scheduled Castes and those allocations are also not clear-cut as it shows the combined allocation for STs as well as STc . The Committee are not happy with this position and urge the Ministry to impress upon the Planning Commission to come out in strict terms with the Central Ministries as far as earmarking of allocation under SCSP is concerned. The Committee desire that the Planning Commission should be briefed about the serious implications of this casual approach of the Ministries towards the cause of development of SC community and they must be advised for incorporation of a clause on time frame instead of leaving the provision open ended so that the Ministries strictly adhere to such time frame for earmarking their budgetary allocation under SCSP.

9. 4.19 The Committee find that the data on the number of SC population who have been able to cross the poverty line after availing the benefits of the Scheduled Caste Sub Plan is an important prerequisite for proper assessment of the effectiveness of the scheme. It is in this context that the Committee in their Thirty-Third Report had recommended that the Ministry should ascertain the number of families who have crossed the BPL line after availing the benefits of the scheme. The Committee, however, are surprised to note that so far assessment regarding number of beneficiaries who were able to

cross the poverty line has been received from only eight States and this crucial data is still not coming from all the States. The Committee wonder as to how the Ministry is going to assess the impact of this scheme without this vital data. Since the self-employment projects in all the States must have been functional by now, the Committee once again reiterate their earlier recommendation and urge the Ministry to direct all the States to provide the data on the number of beneficiaries without further delay. The Committee may be apprised of the progress in this regard within three months of presentation of this Report.

10. 4.27

The Committee observe that there is a substantial delay in the revision of the Post-Matric Scholarship scheme with regard to the scholarship/financial component i.e the maintenance allowance, reimbursement of fees, study tour charges, thesis typing and printing charges etc. as well as the income ceiling component. The Committee find that the maintenance allowance being awarded to the day scholars at the rate of Rs. 330 per month for Group I & Group II courses, Rs. 185 for Group III courses and Rs. 140 for Group IV courses is very low and just not sufficient to meet the needs of the SC students. Similarly, the amount of maintenance allowance given to the Day Scholars under the Post-Matric Scholarship Scheme at the rate of Rs 710 for Group I, Rs 510 for Group II, Rs. 365 for Group courses and Rs. 235 for Group IV is grossly inadequate. The rates of other allowances are no different. Keeping in view the present rate of skyrocketing prices of commodities in the market, the Committee feel that there is an urgent need to upgrade these rates as per the present consumer price Index. The income ceiling limit for Post-Matric scholarship should be increased from Rs. 1 lakh to Rs. 2 lakh immediately. On the status of the revision of the scheme, the Committee have been informed that the revisions are long overdue and the Ministry are yet to revise the guidelines of the Post-Matric Scholarship Scheme. The Committee take serious note of it and recommend that the Ministry should be ready with the revised guidelines with upgraded ceiling limits and also increased financial assistance within a stipulated time frame. Since this scholarship scheme is the only baseline Scholarship scheme to cater to the needs of SC students beyond Post-Matriculate, the revision should be a total revamping taking into account

every parameter of the scheme viz. income criteria, rates of scholarship, norms for award of scholarship, the time and the mode of payment, etc. The scope and coverage of the scheme should also be expanded keeping in view the specific requirements of the States and the Union Territories.

11. 4.36 The Committee note that under the scheme of Babu Jagjivan Ram Chhatrawas Yojana during the year 2008-09 whereas a target of 140 was set for construction of SC girls hostels, the actual achievement fell far short of the target as only 64 hostels were constructed. Similarly, in case of boys hostels, whereas a target of 140 hostels was set, the Ministry could not achieve even half of this target. The Ministry have attributed the reasons to laying down of uniform specification for hostels resulting in less number of construction of hostels. The Committee, however, are not convinced by the reply of the Ministry and feel that while there was a need for bringing out these specifications for better hostel facilities for SC boys and girls, yet the scheme should not have been left to suffer because of the procedural formalities with regard to modification of the guidelines and the targets should have been achieved. The Committee, in this regard, have also learnt that even the C&AG in their Audit Para findings have raised serious concern over the unfruitful expenditure incurred under the scheme. The Committee recommend that the procedural formalities with regard to the scheme should be streamlined at the earliest and every effort should be made to achieve the targets set for the current financial year. The Committee are also of the view that as the targets projected are very low the Ministry should also try to exceed the targets by more numbers under both the components of the scheme.

12. 4.37 The Committee also observe that during the year 2008-09, as against the boys' hostels, the Government could construct more number of hostels for SC girls. The reason advanced by the Ministry is that the States have sent more number of proposals for Hostels for SC girls as the pattern for funding for hostels for girls has been changed and not many States sent proposals for hostels for boys because of the requirement of 50% committed liabilities on the part of State Governments. The Committee strongly feels that the 50% committed liability in respect of hostel for SC boys should be done away

with and the funding pattern for hostels for SC boys should also be changed from 50% to 100% or at least from 50% to 75% so as to enable more number of States to come out with viable proposals for hostels for SC boys. At the same time, the Committee would also like that the government should explore the feasibility of public-private partnership in construction and maintenance of the hostels.

13. 4.48 The Committee note that as against an allocation of Rs.36 crore, only Rs.21.50 crore has been sanctioned/released to voluntary organizations during the year 2008-09. Similarly while the number of NGOs assisted has come down from 349 in 2005-06 to 274 in 2008-09, the number of beneficiaries has further come down to 29974 in 2008-09 against the target of 59000 beneficiaries and the number of 38305 in the year 2006-07. While a number of NGOs are working on the field as per the information made available to the Committee, however, they fail to understand as to why the Ministry have not been able to utilize the funds fully allocated for the purpose. Apart from non receipt of complete proposals, imposition of model code of conduct for general elections and deficient documentation have been cited by the Ministry as the main reasons for under utilization of the funds. The Committee recommend that the Ministry should work in close coordination and cooperation with State Governments to ensure timely receipt of proposals. The procedure relating to consideration and approval of proposals be streamlined and simplified and data be properly codified and maintained in order to identify fake NGOs working on different names. The Committee desire that the funds should be given only to genuine NGOs working in far flung areas after verifying their credibility records. At the same time NGOs accountability has to be ensured through constant monitoring. The Committee, in this regard, would like to the Ministry to constitute a standing monitoring unit for the Developmental schemes for the Scheduled Castes and OBCs by involving the people's representatives.
14. 5.10 The Committee note that the National Backward Classes Finance and Development Corporation (NBCFDC) is providing financial assistance to the OBC population at

concessional rate of interest through State Channeling Agencies (SCAs) for a number of viable income generating activities thereby helping them to cross the below poverty line. It becomes easier for the beneficiaries to avail the loans if the State Governments provide State Guarantee to these loans. The Committee, however, find that a very discouraging and non-desirable trend has developed over a period of time where many States are showing their reluctance to act as State Guarantor to NBCFDC loans. The Committee have learnt that the States of Assam, Bihar, Manipur and Uttar Pradesh are not providing the state guarantee thereby depriving many prospective beneficiaries from availing NBCFDC loans. The Committee also observe that some States are also charging guarantee fee (in some cases it is upto 2% charged by State Governments from State Channelising Agencies). Whereas this minimal charge is not contributing to the State treasuries in a substantial way, this provision is certainly acting as a deterrent in availing the NBCDFC loans by the OBCs. The Committee, therefore, recommend strongly that the Ministry should impress upon the States to act as State guarantor and also not to charge any guarantee fees from SCAs, so that the poor OBC people do not get debarred from availing NBCFDC loans.

15. 5.11

The Committee further observe that the NBCFDC under it's Education Loan – 'New Aakash Scheme' extends loans to the backward Classes for pursuing general/professional technical education or training at graduate and higher level. Financial assistance for project linked training for upgradation of technical and entrepreneurial skills are also provided to eligible members of the other Backward Classes living below the double poverty line under the scheme. The Committee are constrained to note that the number of beneficiaries under the Education Loan Scheme has reduced from 2801 in 2007-08 to only 1319 during the year 2008-09. On the reasons for slow pace of implementation of the scheme, the Committee have been informed that at present the ceiling of annual family income of beneficiaries being very low, i.e., Rs. 55000, a large section of meritorious students of the Backward Classes could not get benefit of the scheme. The Committee have also learnt that the proposal for revising the income ceiling from Rs. 55000



to Rs. 2.25 lakh is being examined and once this is raised more number of OBC students would be eligible for the benefit under the education loan. The Committee are also of the view that the ceiling of level of income as it exists at present is very low and unrealistic considering the consumer price index. Therefore, the Committee desire that the Ministry should revise the guideline of the scheme at the earliest and raise the income ceiling to Rs.2.25 so that the momentum of the scheme does not slow down and more number of beneficiaries are able to avail the benefits of the scheme.

16. 6.12 The Committee express their happiness that after going through a long exercise of holding regional level consultations and taking into account the UN Convention on Rights of Persons with Disabilities, the Ministry are working on a comprehensive amendment to the 'Persons with Disability Act which was enacted 14 years back in 1995. The Committee have been informed that the Ministry have formulated a comprehensive amendment to the Act and several of its provisions such as accessibility of roads, accessibility of transport, accessibility to public buildings which were in the nature of Directive Principles are being converted into time bound provisions so that these take place within a time limit rather than the present open-ended provisions where it is entirely left to the sweet will of the central Government, State Government or the local body as the case may be. The Committee, therefore, recommend that the Ministry should complete the exercise at the earliest so that benefits of the amended provisions could be provided to the affected persons in the society.

17. 6.13 The Committee note with dismay that as far as the State-wise details of grants-in-aid released and the number of beneficiaries covered in the last five years under the Deen Dayal Disabled Rehabilitation scheme (DDRS) is concerned the beneficiary coverage has not been very significant and consistent. While the number of beneficiary covered under the scheme increased from 170551 in 2004-05 to 195282 in 2005-06, it decreased to 126631 in the year 2006-07. Though there was a jump in the beneficiary figure to 262726 in 2007-08, again it came down to 197642 in the year 2008-09. In this regard, the Committee observe that while the reason for inconsistent coverage of the beneficiary may be attributed partly to the disproportionate allocation of

funds under the scheme thereby resulting in its poor performance which the Ministry at present are trying to rectify through a notional allocation to every State, the deeper reasons for the sluggish performance are still not clear and have to be examined. The Committee feel that the full utilization of funds or granting approval to more number of DDRCs have not achieved anything on the ground. The country's disabled population as per 2001 census stands at a staggering 2,19,06,769 i.e., near 2.20 crore. The Committee are of the view that over the last few years, some more disabled people must have been added to this number and in order to look after their needs and aspirations, the Ministry needs to have a fresh look at the ongoing DDRC Scheme, which despite a five year run, has failed to address the needs of the disabled. In the light of this, the Committee recommend that the Ministry should take necessary steps to make the DDRC scheme more effective. In this regard, efforts should also be made for collection of data of the people with disability, disability wise from the States and UTs.

18. 6.19 The Committee observe that though the scheme of 'Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities' was launched with a lot of hope and hype with the unique idea of attracting the private employers to employ more disabled people in the private sector through a Governmental contribution towards the employee's provident fund, however, all the expectations and enthusiasm over the scheme have died down. The Committee are concerned to note that the scheme has failed miserably in sensitizing the private sector to the urgent need for paying attention to the employment/job related needs of the disabled people. The statistics made available to the Committee as well as the critical observation of the scheme from several quarters presents a very discouraging and gloomy picture. The justification on the poor performance of the scheme as advanced by the Ministry that the economy in general showed a down trend during the year 2008-09 leading to such a fate of the scheme is not at all acceptable to the Committee. The Committee feel that though the economy showed a downward spiral during this period, yet the process of employment generation was still going on in the various sectors of the economy. While the Committee understand the limitations of the Ministry relating to the 'non-binding' and 'voluntary' nature of the

scheme, yet concerted efforts should have been made to at least popularize the 'concept' among the private players through rigorous canvassing, widespread propaganda and publicity. The Committee feel that leaving the subject at the mercy of the private sector has not worked. Since the scheme has failed to evoke any interest among the private sector, the Committee recommend that the performance of the scheme should be closely watched and intensive efforts should be made to popularize the scheme by utilizing the entire amount earmarked for the purpose during the remaining period of the current year. The Committee are of the view that if the scheme still fails to attract the private sector, the Ministry should think of discontinuing the scheme in its present form and make efforts to bring in a legislation with mandatory provisions.

19. 7.6 The Committee have been informed that in pursuance of the Finance Minister's Budget announcement, the Ministry are planning to launch the Pradhan Mantri Aadarsh Gram Yojana (PMAGY) on pilot basis to cover 1000 villages with more than 50% SC population and an allocation of Rs. 100 crore has been earmarked for the scheme during the year 2009-10. The Committee are happy to note that for the first time a serious thought has been given for area oriented integrated development of villages with SC concentration through convergent implementation of existing Central and State schemes. While the Committee appreciate the initiative taken by the Ministry, the actual impact of the scheme in achieving integrated development of area having SC people concentration will be seen only after it is actually implemented. The Committee recommend that while every effort should be made to finalise the intricate details of the scheme at the earliest and implement it in an efficient manner, a thorough homework should be done before the launch of the scheme taking into consideration the on ground conditions of the target villages. The Committee hope that efforts would be made to utilize the entire amount judiciously during the current financial year and no scope would be left to the Planning Commission for the reversal of the amount allocated for the purpose during the next financial year. The Committee would like to be apprised of the steps taken in this direction by the Ministry.

