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**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2010-2011)**

(FIFTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

**DEMANDS FOR GRANTS
(2011-2012)**

SIXTEENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2011/Shravana, 1933(Saka)

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DEMANDS FOR GRANTS
(2011-2012)

Presented to Lok Sabha on 4.8.2011

Laid in Rajya Sabha on 4.8.2011



LOK SABHA SECRETARIAT

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2010-2011)**

SHRI DARA SINGH CHAUHAN - CHAIRMAN

**MEMBERS
LOK SABHA**

- 2 Shri T.R. Baalu
- 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 Baliram Jadhav
- 10 Dr. Manda Jagannath
- 11 Shri Mohan Jena
- #12. Shri Baliram Kashyap
13. Shri G.V. Harsha Kumar
14. Shri Basori Singh Masram
15. Shri Kamlesh Paswan
16. Dr. Niramalli Sivaprasad
17. Shri Lalit Mohan Suklabaidya
18. Shri Manohar Tirkey
- ***19. Shri Subhash Bapurao Wankhede
- ##20. Shri Om Prakash Yadav
21. Vacant

RAJYA SABHA

- 22 Smt. Jharna Das Baidya
- 23 Shri Avtar Singh Karimpuri
- 24 Shri Narayan Singh Kesari
- *25. Shri Mahmood A. Madani
- **26. Shri Ahmad Saeed Malihabadi
27. Dr. Ram Dayal Munda
28. Shri Baishnab Parida
29. Shri Praveen Rashtrapal
30. Shri Shivpratap Singh
31. Shri Nandi Yelliah

* Shri Mahmood A. Madani nominated to the Committee w.e.f. 21.9.2010

** Shri Ahmad Saeed Malihabadi nominated to the Committee w.e.f. 21.9.2010

*** Shri Subhash Bapurao Wankhede nominated to the Committee w.e.f. 27.9.2010

Shri Baliram Kashyap was expired on 10.3.2011.

Shri Om Prakash Yadav nominated to the Committee w.e.f. 1.6.2011.

LOK SABHA SECRETARIAT

1. Shri. Radhey Shyam - Joint Secretary
2. Smt. Anita Jain - Director
3. Dr. (Smt.) Sagarika Dash - Deputy Secretary
4. Shri Yash Pal Sharma - Senior Executive Assistant

INTRODUCTION

I, the Chairman of the Standing Committee on Social Justice and Empowerment (2010-2011) having been authorized by the Committee to submit the Report on their behalf, present this Sixteenth Report of the Ministry of Tribal Affairs on Demands for Grants, 2011-2012.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Tribal Affairs for the current year i.e. 2011-2012 which was laid on the Table of the House on 11.3.2011. Thereafter, the Committee took evidence of the representatives of the Ministry of Tribal Affairs on 20.4.2011. The Committee considered and adopted the Report at their sitting held on 20.6.2011.

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

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

NEW DELHI;

20 June, 2011

30 Jyaistha, 1933 (Saka)

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

REPORT

INTRODUCTORY

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

1. Social security and social insurance with respect to the Scheduled Tribes;
2. Tribal Welfare – Tribal welfare planning, project formulation, research, evaluation, statistics and training;
3. Promotion and development of voluntary efforts on tribal welfare;
4. Scheduled Tribes, including scholarship to students belonging to such tribes
- 5 (a) Development of Scheduled Tribes;
(b) All matters including legislation relating to the rights of forest dwelling Scheduled Tribes on forest lands;
6. (a) Matters relating to Autonomous districts of Assam excluding roads and bridge works and ferries thereon; and
(b) Regulations framed by the Governors of States for Scheduled Areas and for Tribal Areas specified in part 'A' of the Table

appended to paragraph 20 of the Sixth Schedule to the Constitution.

7. (a) Commission to report on the administration of Scheduled Areas and the welfare of the Scheduled Tribes; and
(b) Issue of directions regarding the drawing up and execution of schemes essential for the welfare of the Scheduled Tribes in any State.
8. The National Commission for Scheduled Tribes.
9. Implementation of the 'Protection of Civil Rights Act, 1955 (22 of 1955)' and the 'Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989' (33 of 1989), excluding administration of criminal justice in regard to offences in so far as they relate to Scheduled Tribes.

1.2 At item 5 (b) of the above mandate, the Ministry of Tribal Affairs has also been given the responsibility in respect of "The Scheduled Tribes and Other Traditional Dwellers (Recognition of Forest Rights) Act, 2006" which seeks to recognize and vest the forest rights and occupation in forest land in forest dwelling Scheduled Tribes and other traditional forest dwellers who have been residing in such forests for generations but whose rights on ancestral lands and their habitat were not adequately recognized in the consolidation of State forests during the colonial period as well as in independent India resulting in historical injustice to them.

1.3 Article 366 (25) of the Constitution of India refers to Scheduled Tribes as those communities, who are scheduled in accordance with Article 342 of the Constitution. This Article says that only those communities who have been declared as such by the

President through an initial public notification or through a subsequent amending Act of Parliament will be considered to be Scheduled Tribes.

1.4 In order to protect the interests of Scheduled Tribes with regard to land and other social issues, various provisions have been enshrined in the Fifth Schedule and the Sixth Schedule of the Constitution.

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

1.6 The Tribal population of the country as per the 2001 census, is 8.43 crore constituting 8.2% of the total population. More than half of the Scheduled Tribes population is concentrated in the States of Madhya Pradesh, Chhattisgarh, Maharashtra, Orissa, Jharkhand and Gujarat.

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

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

the extent possible within the limited time and the conclusions drawn by them have been highlighted in succeeding Chapters.

CHAPTER- I

STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE FIFTH REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON DEMANDS FOR GRANTS (2010-11) OF THE MINISTRY OF TRIBAL AFFAIRS

2.1 The Fifth Report (Fifteenth Lok Sabha) of the Standing Committee on Social Justice and Empowerment on Demands for Grants (2010-11) pertaining to the Ministry of Tribal Affairs was presented to Parliament on 20th April, 2010 and the related Action Taken Report i.e. Fourteenth (Fifteenth Lok Sabha) was presented to Parliament on 9th March, 2011.

2.2 The status of implementation of the recommendations contained in the Fifth Report of the Committee on Demands for Grants (2010-11) could not be assessed as the Minister of Tribal Affairs is yet to lay a statement in Parliament under Direction 73A of Directions by the Speaker.

2.3 The Fifth Report (Fifteenth Lok Sabha) contained 23 recommendations out of which the Government accepted 14 recommendations, 3 recommendations were commented upon by the Committee and 6 replies of the Government with respect to the recommendations of the Committee were interim in nature.

2.4 Fifth Report of the Committee on Demands for Grants, 2010-11 of the Ministry of Tribal Affairs was presented to Parliament on 20th April, 2010. Although the Action Taken Notes have been received from the Ministry, the Committee regret to observe that as per Direction 73A of 'Directions by the Speaker' necessary statement regarding the status of implementation of recommendations contained in the original Report has not been made by the

Minister in the House. While deprecating this inordinate delay, the Committee desire that requisite action in this connection should be taken expeditiously.

CHAPTER II

A. GENERAL PERFORMANCE OF THE MINISTRY

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

Plan

(Rs. in crore)

Year	BE	RE	Actual Exp.	% age of Expenditure over BE
2008-09	2121.00	1970.00	1805.2723	85.11
2009-10	3205.50	2000.00	#1996.75	62.29
2010-11	3206.50	3205.70	*3134.16	97.74
2011-12	3723.01	-	-	-

Non-Plan

(Rs. in crore)

Year	BE	RE	Actual Exp.	% age of Expenditure over BE
2008-09	12.55	14.16	12.9747	103.38
2009-10#	14.61	16.17	#13.13	89.87
2010-11*	13.87	15.71	*15.27	110.09
2011-12	17.00			

#As per appropriation accounts stage III

*Provisional

3.2 It has been observed from above that during the year 2010-11 an expenditure of Rs.3134.16 crore has been incurred against RE (Plan) of Rs.3205.70 crore. Against Non-Plan Revised Estimates of Rs.15.71 crore, an expenditure of Rs.15.27 crore has been incurred during the year. The budgetary outlay of the Ministry for the year 2011-

12 has been enhanced to Rs. 3723.01 crore as compared to last year's budgetary outlay of Rs. 3206.50 crore (plan).

3.3 On the performance of the Ministry during 2010-11 the Secretary, Ministry of Tribal Affairs stated during evidence as under:-

" I am happy to inform that against an outlay of the order of Rs. 3220.37 crore, which includes both plan and non-plan, we could achieve Rs. 3149.43 crore, which is about 97.79 per cent; this is against a figure of nearly Rs. 2000 crore last year; we have been nearly able to do the budget which was provided to us. In the current year, it is about 15 per cent extra from the previous year. We are quite confident that by good liaison work and good follow up in our own Ministry, we will be able to do it. I must tell you that all my officers have really worked with zeal and a mission that we must achieve the budget figures that have been given to us so that we spend it properly. With the same spirit, zeal and commitment we would be doing so. We are aware that there are shortcomings and we are aware that there are limitations. But during the current year, we will be taking steps and actions which would improve our performance further".

Reduction of BE Funds at RE Stage

3.4 The Committee observed that with lone exception of the year 2010-11, there has been a trend in the Ministry of BE funds substantially reduced at RE stage i.e. reduction of BE funds from Rs. 2121 crore to Rs. 1970 crore in 2008-09 and from Rs. 3205.50 crore to Rs. 2000 crore during 2009-10. When the Committee desired to know why it has been so, the Ministry informed that non-submission/delayed submission of proposals alongwith physical and financial progress report by the States, non-submission of proper utilization certificates for the previous releases, lack of complete proposals, non-receipt of recommendation for continuation of NGO/Institute from the State Level Committee were some of the reasons for reduction of BE funds at RE stage during 2008-09 and 2009-10.

3.5 On being enquired about corrective measures taken by the Ministry to address these issues and also for ensuring that funds allocated at BE stage are not reduced at

RE stage during 2011-12, the Ministry in their written reply have stated that State Governments/UT Administrations have been requested to send proposals under various schemes along with the Utilisation Certificates of the previous years grants. Besides written reminders, the concerned officials of State Governments have been reminded verbally/telephonically to furnish utilisation certificates of previous grants.

3.6 The Ministry further informed that regular monitoring of the expenditure position during 2010-11 ensured that the budget of the Ministry was not reduced at RE level. Regular monitoring of expenditure position shall continue during 2011-12 also. Ministry proposes to hold discussions with the State Governments from time-to-time as per requirement so that the entire allocated funds are released during the year.

Surrender of Funds

3.7 On the issue of surrender of funds, the Ministry have informed that an amount to the tune of Rs. 72.9733 crore were surrendered by the Ministry under various schemes during the year 2010-11. A detailed statement of amount surrendered, scheme-wise alongwith reasons is given at Annexure-I.

3.8 On being asked about the measures taken or proposed to be taken by the Ministry to overcome the problem of surrender of funds, the Ministry stated that during 2010-11 against RE allocation (Plan) of Rs. 3205.70 crore, expenditure was Rs.3134.16 crore (97.74%). To overcome the problem of surrender of funds, Secretary (TA) has taken a meeting and following decisions have been taken to minimize the position of surrender.

- Divisional Heads to write to all States/ UTs Governments for submitting the proposals for the year 2011-12.
- Joint Secretaries must monitor the progress by holding quarterly review meeting of their Division and with the States/ UTs representatives.
- Every officer must visit a State in a month to review the scheme(s).
Divisional Heads have already written to the State Governments/UT administrations to send proposals for 2011-12.

3.9 In this context, Secretary Ministry of Tribal Affairs during evidence stated as under:

"I would put it in a simplistic manner that a lot of our schemes are demand driven. That is, States have to come forward and we persuade them to come forward. We ask them to please give their proposals; we take other funds; but at times we do not get them. Then what we do is, here is an area where you are spending better. Here, you are giving the proposal, but we do not have the money. We will surrender here; we will get a supplementary grant or we will get it reappropriated. That means there may not be an absolute surrender. If it was Rs. 3200 crore last year, we have been able to spend Rs. 3100 crore plus. We dropped here; we added there; we removed from here and we supplemented there. That kind of a thing we keep watching and we keep spending. That is we tried to maximize the expenditure and keep the surrenders at minimum possible level. Our effort would be that Rs. 3700 crore or so that we are going to get next year we will be spending. I am quite confident of it. The type of commitment I have seen from the people here and a positive response from the States, with whomsoever we have interacted is excellent. I assure you that this Rs. 3700 crore would be spent and with better monitoring, better evaluation, I am sure the quality will also improve."

Shortage of Staff

3.10 Having observed the acute shortage of staff in the Ministry, the Committee in their previous Demands for Grants (2010-11) had recommended the Ministry to earnestly pursue the matter with concerned Ministries at appropriate levels to strengthen the staff at the earliest. In this context, the Committee desired to know the latest position with regard to the creation of the separate cadre in the Ministry including the steps taken by the concerned cadre controlling authorities of the Ministry to fill the

existing vacancies. To this the Ministry in their written reply stated that the issue of creation of a separate cadre for this Ministry for filling up of the vacancies in an effective manner is still awaited from DOP&T. DOP&T has been reminded a number of times for communicating the final decision. Regular persuasion with the Cadre Controlling Authorities is being made by this Ministry for filling up of existing vacancies in various grades. A proposal for creation of some additional posts was turned down by Ministry of Finance. The same has again been taken up with the Integrated Finance Division, Ministry of Tribal Affairs for reconsideration of the said proposal by M/o Finance.

3.11 When enquired the grounds on which the Ministry of Finance has turned down the above proposal and what are the views of the Ministry of Finance on creation of additional posts, the Ministry in their written submission stated as under:-

"With regard to creation of 27 posts in the Ministry of Tribal Affairs, Ministry of Finance, Department of Expenditure vide their I.D.No. 774794/E.Coord.1(2)/2010 dated 13.7.2010 has stated that "Department of Expenditure has recently agreed to the creation of 11 posts in the Ministry of Tribal Affairs for Policy Implementation Cell. In view of the extant austerity instructions, further creation of posts, within 4 months of approval of earlier proposal, would not be possible without matching savings. It is advised that as far as the posts of Dy.Directors/SOs and Assistants are concerned, the Ministry may function on the desk pattern instead of conventional pattern. This would enable the Ministry to manage the work with the existing staff."

Dr. Mungekar Committee Report

3.12 In their action taken note on the recommendations contained in the Fifth Report of the Committee on Demands for Grants (2010-11) (Recommendation Para No.2.35), the Ministry of Tribal Affairs had informed that Dr. Mungekar Committee has given some important recommendations for improving the delivery system in the States and the State Governments shall be sensitized accordingly.

3.13 The Committee wanted to know the major recommendations made by Mungekar Committee Report and at what stage these recommendations stand at present. To this, the Ministry furnished the relevant excerpts of the Dr. Mungekar Committee recommendations which are reproduced at **Annexure-II.**

3.14 Having observed that Dr. Mungekar Committee Report contained several important recommendations for improving the delivery system such as the need for re-strengthening and revamping of ITDPs and flow of SCA funds through ITDPs, selection of district level officers in tribal majority districts, addressing the health issues in tribal areas in a mission mode etc., the Committee wanted to know the Ministry's programme of action for implementing the recommendations of the Mungekar Committee Report on delivery system of various schemes. To this, the Ministry in their written reply stated that the recommendations of Dr. Mungekar Committee's report are to be discussed in a Committee of Secretaries meeting for which notes are being submitted.

3.15 Elucidating further on the issue, the Secretary during evidence stated as under :

"You referred to the Mungekar Committee Report, the point is here. This Report has been examined and we are drafting a note for the Committee of Secretaries. In the light of that, we will be making changes. Your point is very valid that delivery system has got to be effective and only then the money would be spent better."

Xxx

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3.16 On this issue the representative of the Ministry further added :-

"This Committee gave many recommendations about the structural changes, decentralization, set up at the Ministry level. Many good suggestions are there. Mungekar Committee Report was given to inter-Ministry and their comments have been issued. Some recommendations of the Planning Commission are still to come. Then, the Committee Report with the comments of the relevant Ministries would be put before the Committee of Secretaries. Once the recommendations are accepted, then, the same will be implemented. That is the stage".

Controlling the Expenses of NGOs and Measures to Ensure NGOs Accountability

3.17 It has been recognized that the task of the development of Scheduled Tribes cannot be achieved by Government efforts only. The role of voluntary or non-governmental organizations, with their local roots and sense of service has become increasingly important. They supplement the efforts of the State in ensuring that the benefits reach to large number of populations. In certain cases, it is the voluntary organizations who are in better position to implement the schemes of the Government in a more efficient and objective manner than the Government itself. There are four ongoing schemes of the Ministry, which are open to the participation of voluntary/non-governmental organizations and substantial amount of funds are flowing to NGOs for implementation of these schemes.

3.18 During the evidence the Committee desired to know about the mechanism for monitoring of the expenses being made by NGOs from grants of the Ministry for implementation of welfare schemes for STs and whether the Ministry are proposing to frame/incorporate certain guidelines and norms for controlling the office/travel expenses of NGOs. To this, the Ministry informed that NGOs are required to submit their audited accounts for each financial year. The grants are released as per the financial norms laid down in the scheme document.

3.19 To a query as to how grants are released to NGOs, the Secretary during evidence responded as under:-

"There was also a point made about the manner the NGOs cases are processed. I would say that we do not entertain any case unless it is recommended by the

State Government and the State level disciplinary committee. The State Government officials are expected to send an annual inspection report which comes to us, at the proposal stage itself; we are very careful. At times, when we get information ourselves, we get some projects inspected by our own officers also. This is how we are trying to streamline the release of grants to NGOs."

National Tribal Policy

3.20 According to the Ministry the process of formulation of National Tribal Policy was started during 2006 and a draft was ready in May, 2007. The draft covers all important issues that concern tribals such as alienation of Tribal Land; Tribal Forest Interface; Displacement, Resettlement & Rehabilitation; Enhancement of Human Development Index, Creation of Critical Infrastructure, violent Manifestations; Conservation & Development of particularly Vulnerable Tribal Groups (PTGs) TSP strategy; Administration of Tribal Areas etc. The Ministry have further informed that the Draft Policy was referred to Group of Ministers (GoM) for harmonization with R&R Policy. The draft National Tribal Policy was discussed in the meeting of the Standing Committee for Tribal Welfare held on 12.1.2011 and the draft policy will now be placed before the National Council for Tribal Welfare.

3.21 The Committee enquired as to why such a long time is being taken to implement 'National Tribal Policy' and by what time the policy will be ready for implementation to which the Ministry in their written reply submitted as under:-

"The draft Policy was referred to Group of Ministers (GoM) as per direction of Cabinet. The final report of the GoM was received on 5.3.2008. The draft Policy was submitted to Cabinet Secretariat on 7th November 2008. Cabinet Secretariat asked to obtain the approval of additional post for Policy Implementation Cell from the Department of Expenditure and for further consultation with Prime Minister's Office (PMO). The approval of Department of Expenditure was obtained for 11 posts for Policy Implementation Cell on 5.4.2010. After this, the draft Policy was sent to PMO on 17.5.2010. The PMO asked the Ministry to place it before the National Council for Tribal Welfare in

the first instance. The matter was placed before the Standing Committee for Tribal Welfare at its meeting held on 12.1.2011 and the draft Policy will be placed before the National Council for Tribal Welfare. The matter is under process for consideration of the National Council for Tribal Welfare as per directions of PMO. The Policy will be ready for implementation after the approval of the Cabinet".

3.22 Adding further on the issue the Secretary, during evidence stated as under:

"Coming to the draft National Tribal Policy, around 2007, it was drafted; it has gone through various levels. It is now to go to the National Tribal Welfare Council, headed by the PM, and thereafter, it will go to the Cabinet. I am hopeful that we should be able to do it in very near future or may be during the current year; will try to do it. I would say that the Department is conscious of its responsibilities and we will not be looking back."

Tribal Advisory Councils

3.23 The Committee observed that there are Tribes Advisory Councils in States having scheduled Tribal Area. There have been suggestions from various quarters for National Tribal Advisory Council under the Prime Minister at Central level to review the schemes for development of STs.

3.24 On being asked what are the considered views of Ministry in this regard, the Ministry stated that National Council for Tribal Welfare (NCTW) has been constituted under the chairmanship of Prime Minister. Chief Ministers of Fifth Schedule States and Sixth Schedule States are also members of this body. Constitution of National Council for Tribal Welfare (NCTW) fulfils the need of a body under the Prime Minister at Central level to review the schemes for development of STs.

Inter Ministerial Coordination Committee for issues concerning Tribals

3.25 The Committee in their Report on Demands for Grants, 2010-11 had emphasized the need for the Ministry of Tribal Affairs to have better coordination with line Ministries

and had recommended for a Coordination Committee. When the Committee desired to know what concrete action has been taken by the Ministry in this regard, the Ministry in their post evidence reply stated as follows :-

"A Coordination Committee, chaired by Secretary, Ministry of Tribal Affairs has been constituted for monitoring, planning, progress of the schemes/programmes being implemented for overall development of Scheduled Tribes. Representatives (not below the rank of joint secretary) from the Ministry of HRD, Ministry of Health & Family Welfare, Department of Drinking Water Supply, Ministry of Power, Ministry of Rural Development and Advisor, Planning Commission are members of this Committee".

Monitoring of Schemes

3.26 When the Committee enquired about the number of visits undertaken by the officials of the Ministry during the last one year, what kind of issues came up during these visits and steps taken to resolve these issues, the Ministry in their written reply have stated as under:

- (a) The visits of officials of the Ministry of Tribal Affairs is an on-going and continuous process to discuss/inspect the projects sanctioned to State Governments. If any shortcoming is noticed regarding the implementation of the scheme, the officer who visits the State Govt. informs the concerned section about the said short-coming.
- (b) Officials of the Ministry visited Forest Villages in Chhattisgarh alongwith representatives of Planning Commission and NCST during February, 2011 for 1st hand feedback for implementation of the programme and progress thereof. The feedback received was satisfactory. Official also visited the State of Uttar Pradesh & Rajasthan to review Forest Rights Act implementation.

- (c) Officials also visited States of Meghalaya and Mizoram during 14th to 17th December, 2010 for examining the issue relating setting up of TRI in North Eastern States. However, it was found that TRIs have been in existence in these two States since when the States were bifurcated from the State of Assam therefore, State Government authorities were apprised of the facilities they can avail from Ministry of Tribal Affairs and were requested to send proposals according to the Schemes of the Ministry.
- (d) Officials also visited State of Karnataka during January, 2011, to review the implementation of scheme of Top Class Education.

3.27 When the Committee pointed out about inadequate monitoring the Secretary during evidence stated as under:

"One important point which was fairly common in the observations of all the Members was inadequate monitoring and evaluation. I think I do concede that it needs to be improved and in fact I would say that our more effective coordination with States telephonically and whenever they visited impressing upon them and when some of my officers went to the States they impressed upon and a good team work at the headquarters has helped us take the expenditure from a level of about Rs. 2000 crore during the financial year 2009-10 to nearly Rs. 3135 crore during the financial year 2010-11. "

Awareness of Schemes

3.28 Asked as to what other traditional/innovative methods of generating awareness about the schemes apart from advertisements in local and regional newspapers have been taken, the Ministry in their written reply have stated that apart from inserting advertisement about the schemes in local and regional newspapers, the Ministry also conducts workshops/seminars through Universities/Non-Government Organisations (NGOs) and various TRIs specifically aimed at generating awareness about the various schemes it implements for the benefit of the Scheduled Tribes. A revised brochure

containing information about the schemes and programmes for the welfare of tribals has been published in the form of Pamphlet. In order to make the awareness campaign regarding various welfare and development schemes under implementation for the Scheduled Tribes more effective, the Ministry of Tribal Affairs has proposed to outsource a study entitled "Impact assessment of awareness programme and methodologies adopted by the Ministry of Tribal Affairs with recommendations for making these more effective." The findings of the study would facilitate planners and implementers in designing appropriate awareness campaigns using different media and fora, including traditional methods, to reach those residing in far flung areas and facilitate them to claim the benefits of Government's welfare and development schemes/programmes.

3.29 It was also informed that some education-oriented Schemes are being implemented through State Governments, one through Top Class Institutes like IITs, IIMs, NIT etc., one through UGC. These schemes are publicized in leading News Papers and apart from this Ministry also insert these schemes on Ministry's web-site. Most of the schemes of Education Section are for highly qualified ST students who generally use the internet.

3.30 When asked as to how much funds were allocated by the Ministry during 2010-11 for the purpose of generating awareness and how much was actually utilized, the Ministry in their written submission stated as under:-

"Under the Scheme of Advertising and Publicity a separate provision is kept for advertising schemes of Ministry for welfare of Scheduled Tribes. This year during 2010-11 a provision of Rs 3.00 crore was kept for giving advertisement in National and regional newspapers in the states where tribal population is more. This year we have released an amount of Rs 2.89 crores as L.O.A to DAVP for

Advertisement and publication through DAVP. Information about the Actual expenditure by DAVP will be known during the first quarter of the next financial year."

3.31 The Committee note that during the year 2010-11 an expenditure of Rs.3134.16 crore has been incurred against RE (Plan) of Rs.3205.70 crore i.e. in terms of percentage the expenditure has been 97.74%. The Committee also note that the budgetary outlay of the Ministry for the year 2011-12 has been enhanced to Rs. 3723.01 crore as compared to last year's budgetary outlay of Rs. 3206.50 crore. The Committee are happy to note that unlike the previous years where BE funds had been substantially reduced at RE stage i.e. from Rs. 2121 crore to Rs. 1970 crore in 2008-09 and from Rs. 3205.50 crore to Rs. 2000 crore in 2009-10, there has been no reduction of BE funds at RE stage in the year 2010-11. The Committee are given to understand that this has been possible because of regular monitoring of the expenditure position. While expressing their happiness over the above development the Committee hope that the Ministry would continue with their initiatives so as to avoid slashing of BE funds at RE stage during the year 2011-12. The Committee also urge the Ministry to plan and incur their expenditure in a phased manner so that it is evenly spread throughout the year and also persuade State Governments/UT Administrations to send proposals under various schemes along with the Utilization Certificates of the previous years grants so that there is 100% utilization of funds under all the schemes.

3.32 The Committee observe that although there has been significant improvement in utilization of funds during 2010-11, funds to the tune of Rs. 72.9733 crore were surrendered by the Ministry under the crucial schemes of SCA to Tribal Sub Plan (Rs 10.2373 crore), Grant under Proviso to Article 275(1) of the

Constitution (Rs.26.6690 crore) and Development of Primitive Tribal Groups (Rs. 10.3179 crore). The Committee are not convinced with the Ministry's reasoning that the surrender of funds by the Ministry is not always absolute as surrender in one scheme is re-appropriated in another; funds are dropped in one or added/ supplemented in another leading to maximization of expenditure and minimization of saving. In the opinion of the Committee, once funds are earmarked for the schemes the Ministry should strive to achieve 100% utilization and funds in each and every scheme should be utilized with utmost care and financial prudence so that individual schemes do not suffer. The Committee desire that an exhaustive review of guidelines of the various schemes should be undertaken to make them more flexible so that State Governments can implement the schemes as per their local conditions. At the same time some accountability should also be fixed on State Governments for implementation of the schemes as well as utilization of allocated funds. The Committee feel that it will go a long way in improving utilization of funds.

3.33 The Committee in their previous Report on Demands for Grants (2010-11) had recommended the Ministry to earnestly pursue the matter relating to filling up of vacant posts with concerned authorities at appropriate levels to strengthen the staff at the earliest. The Committee are disturbed to see the reply of the Ministry in this regard that Department of Expenditure has recently agreed to the creation of only 11 posts in the Ministry of Tribal Affairs for Policy Implementation Cell and as far as the posts of Deputy Directors/SOs and Assistants are concerned, the Ministry has been asked to function on the desk pattern instead of

conventional pattern which would enable the Ministry to manage the work with the existing staff. The Committee also observe that a proposal for creation of some additional posts was turned down by Ministry of Finance. The Committee are of the view that the Ministry are at present running several important schemes and the creation of mere 11 posts against the required 21 posts will not serve the purpose. The Committee also feel that the Ministry have failed in convincing the DOP&T and Ministry of Finance the urgent need for creation of additional posts for efficient and smooth functioning of the Ministry. Therefore, the Committee recommend the Ministry to once again take up the matter of expansion of staff strength with the competent Authority at the earliest so that requisite sanction for additional posts are obtained and all the vacant posts are filled up without further delay. Meanwhile, the available staff may be efficiently utilized for successful implementation of various welfare schemes.

3.34 The Committee observe that Dr. Mungekar Committee has given several important recommendations to improve the delivery system in States which include inter-alia the need for re-strengthening and revamping of ITDPs and flow of SCA funds through ITDPs, selection of district level officers in tribal majority districts, addressing the health issues in tribal areas in a mission mode etc. However, on the status of implementation of these recommendations, the Ministry have informed that the Report is yet to be discussed in a Committee of Secretaries meeting for which notes are being submitted. The Committee feel that the recommendations of Dr. Mungekar Committee have far reaching implications as far as the implementation and improvement of the schemes of

this Ministry are concerned. In the opinion of the Committee unless the delivery system are improved, schemes will not be implemented effectively and it is absolutely necessary that some structural changes are brought in at the grass root level. The Committee, therefore, strongly recommend the Ministry to pursue for early discussion of the Report at the Committee of Secretaries meeting and its acceptance by the Government so that the much needed improvement can be made for effective the implementation of schemes.

3.35 The Committee find that there are four ongoing schemes of the Ministry which are open to the participation of voluntary/non-governmental organizations and substantial amount of funds are flowing to NGOs for implementation of these schemes. On the office expenses of NGOs though the Ministry have maintained that the grants are released as per the financial norms laid down in the scheme document and they do not entertain any case unless it is recommended by the State Government and the State level disciplinary committee, cases of misuse of grants by some NGOs have come to the notice of the Committee which are reflected in exorbitant office/travel expenses of NGOs. There is need to streamline and control the office/travel expenses of NGOs by devising stricter norms/guidelines of expenditure for them. Therefore, the Committee strongly recommend the Ministry to devise/frame stringent norms/guidelines for control of office/travel expenses of NGOs so as to avoid misuse of public money. The Committee desire that the Ministry should also furnish a detailed statement on the funds released to the NGOs and expenditure made by them under the various heads.

3.36 The Committee are unhappy to note that though the process of formulation of National Tribal Policy had been started during 2006 and a draft was ready as early as May, 2007 yet the draft policy has not been finalized and is still under consideration. The Committee are given to understand that the draft National Tribal Policy aims at addressing several important issues that concern tribals such as alienation of Tribal Land; Tribal Forest Interface; Displacement, Resettlement & Rehabilitation; Enhancement of Human Development Index, Creation of Critical Infrastructure, Violent Manifestations; Conservation & Development of particularly Vulnerable Tribal Groups(PTGs) TSP strategy; Administration of Tribal Areas etc. The Committee also find that the draft policy has already been discussed and considered at numerous platforms and the Ministry now propose to place it before the National Council for Tribal Welfare. The Committee feel that the process of finalization of the Draft Tribal Policy has been stretched too far and it is high time the policy is given its final shape, made ready with clear perspectives on several key issues concerning tribals. Therefore, the Committee urge the Ministry to expedite the matter and get the final nod for the National Tribal Policy at the earliest so that the benefit of this important Policy really accrue to the needy and poor tribals.

3.37 The Committee are happy to note that the constitution of the National Council of Tribal Welfare (NCTW) under the chairmanship of Prime Minister at the central level to review the scheme for development of Scheduled Tribes. The Committee are given to understand that the constitution of the above Council fulfills the long felt need of a body under the Prime Minister at central level to

review the schemes for development of STs. The Committee hope that the above step will definitely go a long way in ensuring effective implementation of various schemes for welfare of tribal people.

The Committee also note with satisfaction that in pursuant to the Committee's earlier recommendation relating to inter Ministerial coordination, the Ministry have constituted a Coordination Committee with representatives from Ministries of Human Resource Development, Health and Family Welfare, Rural Development etc. for monitoring, planning and progress of the schemes/programmes being implemented for overall development of Scheduled Tribes. While congratulating the Ministry for the above initiative, the Committee recommend the Ministry to ensure that the above Coordination Committee meets at regular intervals to address and sort out issues and helps in bridging critical gaps in the developmental process.

3.38 As far as monitoring of schemes of the Ministry is concerned, the Committee are given to understand that there is provision of visits of officials which is an on-going and continuous process to discuss/inspect the projects sanctioned to State Governments. The Committee have also been informed that if any shortcoming is noticed regarding the implementation of the scheme, the officer who visits the State Governments informs the concerned Section about the said short-coming. However, the underutilization of funds in three important schemes of the Ministry i.e. scheme under Tribal Sub Plan, scheme under Proviso to Article 275(1) of the Constitution and scheme for Development of Primitive Tribal Groups (PTGs) point to the fact that there are areas where monitoring needs to be strengthened and made more effective. Even the Secretary, Ministry

of Tribal Affairs admitted during evidence that monitoring needs to be improved. In the opinion of the Committee over and above the steps already taken, setting up of a monitoring Cell in the Ministry would ensure regular and strict monitoring of various schemes. Therefore, the Committee recommend that the Ministry should think in the line of setting up a Monitoring Cell to ensure continuous and meticulous monitoring of the various welfare schemes in a concerted and focused manner.

3.39 On the issue of awareness about various schemes, the Committee observe that apart from inserting advertisement about the schemes in local and regional newspapers, the Ministry also conducts workshops/seminars through Universities/Non-Government Organizations (NGOs) and various TRIs specifically aimed at generating awareness about various schemes it implements for the benefit of the Scheduled Tribes. A revised brochure containing information about the schemes and programmes for the welfare of tribals has also been published in the form of Pamphlet. The Committee have been informed that in order to make the awareness campaign regarding various welfare and development schemes under implementation for the Scheduled Tribes more effective, the Ministry of Tribal Affairs has proposed to outsource a study entitled “Impact assessment of awareness campaigns with recommendations for making campaigns more effective.” It is also anticipated that the findings of the study would facilitate planners and implementers in designing appropriate awareness campaigns using different media and fora, including traditional methods, to reach those residing in far flung areas and facilitate them to claim the benefits of

Government's welfare and development schemes/programmes. While welcoming the above move, the Committee desire the Ministry to get the aforesaid study conducted in a definite time frame. In addition to this, the Committee also desire that the Ministry should launch a Multi media campaign using print, broadcast and electronic media as well as outdoor publicity for dissemination of information to generate awareness relating to various welfare schemes for tribals.

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

3.40 This is a major programme administered by the Ministry and under this grant is provided to the State Governments based on annual allocation made by the Planning Commission. This is treated as an additive to the State Plan, for areas where State Plan provisions are not normally forthcoming to bring about economic development to tribals. The programme was launched during 1974 and till the end of the IXth Five year Plan, the SCA to TSP was meant for filling up critical gaps in the family-based income-generating activities of TSP.

3.41 From the Tenth Five Year Plan period the objective and scope of SCA to TSP has been expanded to cover employment-cum-income generation activities and infrastructure incidental thereto. Besides family-based activities, other activities run by the Self-Help Groups (SHGs)/community can also be taken up.

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

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

3.44 The Ministry have furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the scheme of SCA to TSP for the last three years as well as BE for 2011-12 as under:-

(Rs. in crore)

Year	Budget Estimates	Revised Estimates	Actual Expenditure
2008-09	900.00	860.50	780.8683

2009-10	900.50	481.24	481.24
2010-11	960.50	941.96	931.73
2011-12	1096.01		

3.45 On being asked to state the reasons for actual expenditure being less than Revised Estimates during 2008-09, the Ministry stated that during 2008-09, the balance could not be released due to non-receipt of complete proposals in the prescribed format and also due to non-submission of utilization certificates for earlier fund releases by some of the States.

3.46 The Committee enquired the reasons for huge variation between Budget Estimates and Revised Estimates during 2009-10 to which the Ministry in their written submission stated as under:-

"During 2009-10 there was sluggish offtake of funds during the 1st half of the year by the State Governments due to belated submission of complete proposals along with Physical & Financial progress report. Keeping in view the relatively poor release during the 1st two quarters, the Ministry of Finance reduced the outlay of the Ministry at RE stage."

3.47 When asked to state the reasons for enhancing the Budget Estimates for 2011-12 to Rs. 1096.01 crore, the Ministry in their written reply have stated that the endeavour of the Ministry is to increase the outlay for the programme on annual basis so as to ensure that the direct funding for the poor STs is done by the Ministry keeping in view the need for factoring inflation also. As a result of efforts made, Ministry released an amount of Rs. 931.73 crore during 2010-11 for SCA to TSP.

3.48 The Committee have been informed that 70% of the SCA is to be used for primary schemes supporting family/SHG/Community based employment and income generation in sectors such as Agriculture/Horticulture, Land Reforms, Watershed

Development, Animal Husbandry, Ecology, Environment, Development of Forests and Forest Villages, Development of entrepreneurship in SSI etc. and 30% for development of infrastructure incidental thereto.

3.49 When enquired whether any target has been fixed for assisting the STs families/SHGs/Community based workers etc. during the Eleventh Five Year Plan, including the achievement made so far, the Ministry stated that the norms laid down prescribe that not more than 30% of SCA can be permitted for the purpose of developing infrastructure. This is to ensure that the funding is utilized for the primary schemes for employment/income-generation activities. However, no Physical targets are fixed under the programme as the funding made under the programme is to be utilized for filling up critical gaps under the schemes taken up in the States, the number of beneficiaries being primarily family oriented and as the schemes taken up by the States are to be implemented in conjunction with other schemes of Central/ State Governments it is not possible to fix the target of number of beneficiaries.

3.50 The Committee observed that some States have not been allocated funds under SCA to TSP during the last three years.

3.51 On being asked to give details of such States and what action has been taken against these defaulting States, the Committee have been informed that Ministry allocates funds under SCA to TSP annually to all the 22 States covered under the programmes. The details of the States which have not availed the entire allocation of funds during the last three years are in the table below:-

2008-09	2009-10	2010-11
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Assam	Andhra Pradesh	Assam
Bihar	Assam	Bihar
Chhattisgarh	Chhattisgarh	Goa
Goa	Goa	Jammu & Kashmir
Gujarat	Gujarat	Kerala
Jammu & Kashmir	Himachal Pradesh	Tamil Nadu
Jharkhand	Jammu & Kashmir	Uttarakhand
Maharashtra	Jharkhand	Uttar Pradesh
Uttarakhand	Kerala	
	Madhya Pradesh	
	Maharashtra	
	Manipur	
	Orissa	
	Rajasthan	
	Sikkim	
	Tamil Nadu	
	Tripura	
	Uttarakhand	
	Uttar Pradesh	
	West Bengal	

In such cases, meetings are held to sensitize the States and they are impressed to submit proposals complete in all respects so that Ministry can consider release of funds. The onus is on the States to submit proposals in accordance with the prescribed procedure.

Development of Forest Villages

3.52 Presently there are 2,474 forest villages/habitations spread over 12 States and the Ministry of Tribal Affairs has approved proposals covering 2,413 forest villages in 12 States and also released Rs. 62376.26 lakh. Under the programme, infrastructure work relating to basic services and facilities viz. approach roads, healthcare, primary education, minor irrigation, rain water harvesting, drinking water, sanitation, community halls, etc. are taken up for implementation. As on 31.03.2011, 2424 villages have been covered, (including 10 new villages of UP and one of Chhattisgarh). A total of Rs. 63879.36 lakh has been released as on 31.03.2011.

3.53 The Committee enquired about the difficulties being faced by the Union Government to cover these villages and measures taken to cover the remaining forest villages early to which the Ministry in their written reply have stated that from the responses received from the concerned States, there is less likelihood of receiving proposal for new villages. The reasons for not covering all the 2474 villages can be attributed to factors like village being un-inhabited, inaccessible due to naxal problem etc. However, as a result of interaction with State Governments, 11 more villages have been covered during 2010-11.

3.54 The Committee find that under the scheme of Special Central Assistance (SCA) to Tribal Sub Plan (TSP) launched during 1974 grant is provided to the State Governments based on annual allocation made by the Planning Commission. This is treated as an additive to the State Plan, for areas where State Plan provisions are not normally forthcoming to bring about economic

development to tribals. The Committee also find that from the Tenth Five Year Plan period the objective and scope of SCA to TSP has been expanded to cover employment-cum-income generation activities and infrastructure incidental thereto. The Committee have been informed that the Ministry allocates funds under SCA to TSP annually to all the 22 States covered under the programmes. However, the Committee note with concern that some States have not availed the entire allocation of funds during the last three years. During 2008-09 as many as nine States, during 2009-10 twenty States and during 2010-11 eight States have not availed the entire allocation resulting in gross under utilization of funds earmarked for the scheme. The Committee also observe that some States such as Assam, Goa, Tamil Nadu, Jammu & Kashmir, Kerala, Uttarakhand, Uttar Pradesh etc. have not availed any funds consecutively for two years. The scheme of SCA to TSP has a lot of potential for uplifting the tribal people and it is necessary that SCA funds which are crucial for welfare of tribal people should flow to all States. Therefore, the committee strongly recommend that the matter should be taken up with the concerned State Chief Secretaries at the earliest and these States should be persuaded to send viable proposals for availing the funds for the benefit of tribes. The progress made in this regard may be conveyed to the Committee within three months of the presentation of the Report.

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

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

3.56 The objective of the Scheme is promotion of the welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The programme covers all 22 Tribal Sub Plan States and 4 tribal majority States of the country (total 26 states). Under this Special Area Programme, 100 percent grant is provided by the Ministry to meet the cost of such projects for tribal development, undertaken by State Government, for (1) raising the level of administration of Scheduled Areas, and (2) for welfare of the tribal people to bring them at par with the rest of the State. The grants are provided to the States on the basis of the percentage of ST population in the state. While the guidelines for release and utilization of grants under Article 275(1) of the Constitution of India was last revised in the year 2002, this has been further modified in January 2008 indicating the following procedural changes for the XIth Plan:

- (i) Focus to be for generation of community welfare assets like schools, skilled teaching, nutritional support, drinking water, etc.;
- (ii) Innovative grants strictly meant for innovative schemes – in terms of final output/outcome or methods of delivery;

- (iii) Every State to formulate and operate efficient monitoring of the programmes on their own, since Ministry cannot play such a large role in these;
- (iv) Ministry to do secondary level monitoring

3.57 The Ministry of Tribal Affairs have furnished a statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the above-mentioned scheme during the last three years as well as BE for the year 2011-12 as under:-

(Rs. In crore)			
Year	Budget Estimates	Revised Estimates	Actual Expenditure
2008-09	416.00	392.00	339.7841
2009-10	1000.00	399.10	399.10
2010-11	1046.00	1030.00	999.89
2011-12	1197.00		

3.58 The Committee enquired the reasons for reduction of Budget Estimates at Revised Estimates stage during the last three years to which the Ministry in their written reply have stated that during 2008-09 and 2009-10, there was reduction of planned budgetary allocation at RE stage. Due to non-submission of proper proposals, Utilization Certificates and physical progress reports of the previous releases by the States, there was less release of funds in first two quarters, as a result of which, Ministry of Finance reduced the budget at R.E stage.

3.59 When enquired as to why full amount of funds could not be incurred under the scheme during 2010-11, the Ministry in their written submission stated as under :

"The reasons for non-release of full amount was non submission/belated submission of complete proposals along with requisite utilization certificates etc. by the states of Andhra Pradesh, Assam, Goa, Jammu & Kashmir, Meghalaya, Tamil Nadu, Uttar Pradesh, Uttarakhand."

3.60 On being asked to state the reasons for increasing the Budget Estimates for 2011-12 to Rs. 1197 crore and whether any new scheme or component thereof has been added, the Ministry stated that in view of the trend of expenditure incurred by the Ministry by the end of IIrd and IIIrd quarter of 2010-11 which was 61.61 % and 70 % of BE respectively, it was proposed to enhance BE for 2011-12. Also, capital cost for construction of new EMRS was increased from Rs.2.5 crore per EMRS to Rs. 12.00 to 16.00 crore per EMRS from the year 2010-11. Setting up of EMRS is one of the components of the scheme. With this increase, it is expected to have more demand of funds by the States.

3.61 The Committee have informed that under the programme at least 30% projects are to be targeted to benefit women. When asked to furnish details of the projects targeted at women, the amount allocated during each of the last three years and how many tribal women have been benefited under each project during each of the last three years, the Ministry in their written submission stated as under:-

"As per guidelines of grants under Article 275(1), the concerns/ issues effecting women should occupy central position in preparation of projects/schemes, including the involvement of women right from planning to the implementation stage. The programme provides for that projects should be so planned that substantial benefits, at least 30 % in proportion, are targeted for women. Under the scheme, since infrastructure projects are undertaken for the welfare of tribal, tribal populace including women living in and around the area in respective States where projects are created get benefited. The scheme is implemented in conjunction with other schemes of Central / State Governments no quantification is done and specific details are not maintained."

3.62 With the objective of providing quality education to the tribal students, it was decided during 1997-98 to utilize a part of the grant under Article 275(1) of the constitution of India for setting up of 100 Model Residential Schools from Class VI of Class XII. Till the end of Xth plan 100 schools were sanctioned to 22 States, of which 90 are reported to be functional.

3.63 The Committee enquired by what time the remaining 10 schools will become functional, the Ministry have informed that State Governments have been requested to make the schools functional at the earliest. As a result of persuading, Government of Rajasthan has reported that 2 EMRS will be made functional by the end of 2010-11.

3.64 When enquired what facilities are provided to the students in Eklavya Model Residential Schools, the Ministry stated that in addition to free education including boarding & lodging for ST students from class VI to XII, facilities like library, Computer Lab, Laboratory, play ground etc. are also provided in the EMRSs.

3.65 The Committee enquired whether inspection teams of the Central/State regularly inspect the Eklavya Model Residential Schools and if so, what shortcomings have been noticed during inspections and the remedial action thereon, the Ministry in their written reply have stated that officers as and when they visit States visit EMRS also to see the functioning of the schools. State Governments have been requested to inspect and take remedial action.

3.66 The Committee observe that during 2010-11 under the scheme of provision of Article 275(1) of Constitution out of the budgetary allocation of Rs. 1046.00

crore, an amount of Rs. 999.89 crore has been spent. Though the actual expenditure under the scheme has shown remarkable improvement over the previous two years still the actual expenditure falls short of the budgetary allocation. Non submission/delayed submission of complete proposals along with requisite utilization certificates etc. by the states of Andhra Pradesh, Assam, Goa, J&K, Meghalaya, Tamil Nadu, Uttar Pradesh, Uttarakhand have been cited as the reasons for non-release of amount and saving under the scheme. In view of the fact that an enhanced amount i.e. Rs. 1197.00 crore has been proposed under the scheme during the year 2011-12, the Committee strongly recommend that the Ministry should vigorously pursue with all State Governments/UTs Administrations to ensure timely submission of fresh proposals alongwith utilization certificates of previous years so as to avoid major savings under the scheme.

D. SCHEME OF DEVELOPMENT OF PARTICULARLY VULNERABLE TRIBAL GROUPS (PTGs)

3.67 The Ministry have informed that among scheduled tribes, there are certain tribal communities who have declining or stagnant population, low level of literacy, pre-agricultural level of technology and are economically backward. 75 such groups in 17 States and 1 Union Territory of A & N islands have been identified and categorized as Particularly Vulnerable Tribal Groups. Since PTGs constitute the most vulnerable section among scheduled tribes, it becomes necessary to allocate adequate funds from Central Sector/Centrally Sponsored and State Plan schemes for the socio-economic development of PTGs. However, it was observed that funds provided under schemes for STs were not reaching the PTGs adequately. Therefore, in 1998-99, a separate 100% Central Sector Scheme for exclusive development of PTGs was started. The scheme was revised in 2008-09 to make it more effective.

3.68 The Ministry have furnished the following statement showing the BE, RE and actual expenditure during the last three years as well as BE for 2011-2012 :-

Rs. (in crore)

Year	BE	RE	Actual Expenditure
2008-09	173.00	189.00	192.0678
2009-10	155.00	79.00	83.62
2010-11	181.00	240.20	232.45
2011-12	240.00		

3.69 On being asked to state the reasons for enhancing the budgetary allocation for the year 2011-12 to Rs. 240.00 crore and what extra projects/developmental works proposed to be taken up with this enhanced allocation, the Ministry stated that the provision during 2011-12 is mainly to accommodate the requirement of CCD Plans and to meet the liabilities pertaining to previous years.

3.70 The Ministry have furnished the following statement showing release of financial assistance and expenditure reported under Central Sector Scheme of Development of Particularly Vulnerable Tribal Groups (PTGs) in respect of States/UTs (including NGO Component) during 2007-08 to 2010-11:-

(Rs.in Lakhs)

S.No	Name of the State	2007-08		2008-09		2009-10		2010-11
		Amount Released	Amount Utilized	Amount Released	Amount Utilized	Amount Released	Amount Utilized	Amount Released
1	Andhra Pradesh	860.00	860.00	985.000	985.000	0.00	0.00	2292.40
2	Chhattisgarh	701.95	701.95	615.330	612.330	17.589	17.589	2257.61
3	Gujarat	500.00	500.00	1943.220	1943.220	0.000	0.000	0.00
4	Jharkhand	239.37	239.37	1299.979	230.049	272.031	272.031	218.68
5	Kerala	0.00	0.00	960.000	960.000	10.000	10.000	0.00
6	Karnataka	200.00	200.00	3246.275	3246.275	20.474	20.474	6000.00
7	Madhya Pradesh	1044.58	1000.00	3754.900	3754.900	5067.800	5067.800	5428.20
8	Maharashtra	546.78	546.78	2007.980	2007.980	584.319	583.749	3487.61
9	Orissa	1000.00	1000.00	1243.000	1243.000	1228.700	1228.700	1226.68
10	Rajasthan	0.00	0.00	1120.490	1120.490	0.000	0.000	1280.28
11	Tamil Nadu	59.22	59.22	725.870	725.870	61.663	61.663	553.58
12	Tripura	185.00	185.00	403.000	403.000	461.800	461.800	315.70
13	Uttarakhand	0.00	0.00	0.000	0.000	100.140	100.140	0.00
14	West Bengal	300.00	300.00	901.740	901.740	537.235	537.235	0.00
15	A&N Islands	149.00	149.00	0.000	0.000	0.000	0.000	184.00
GRAND TOTAL		5785.90	5741.32	19206.78	18133.854	8361.751	8361.181	23244.74

3.71 It has been observed from above that during 2008-09 Rs. 19206.784 lakh were released to States/UTs for the development of PTGs out of which Rs. 18133.854 lakh were utilized whereas during 2009-10, Rs. 8361.751 lakh were released out of which only Rs. 8361.181 lakh were utilized.

3.72 The Committee enquired as to why the allocated funds were not utilized by the States during 2008-09 and 2009-10, the Ministry in their written reply have stated that for funds released during 2009-10 under the 'Development of PTGs' scheme, UCs from West Bengal and Tripura are pending. Since the grant to West Bengal was released in March,2010 the UCs has not become due. Grant to Tripura was released in January,2010 . Out of the total grant of Rs. 461.80 lakhs, UCs for Rs. 313.20 lakh have been provided. The State Government has informed that the remaining UCs shall be provided. During 2008-09, 13 states were given grants under the 'Development of PTGs' scheme. UCs from Kerala, Jharkhand, Gujarat, Maharashtra and Chhattisgarh are pending. Maharashtra Government has utilized the fund barring one component of land distribution. This unutilized amount of Rs. 157.66 lakh has been adjusted in the grant of subsequent year. Chhattisgarh government has provided UC for an amount of Rs. 612.33 lakh out of the total Rs. 615.33 lakh released and the remaining amount of Rs. 3.00 lakh has been adjusted in the subsequent grant. Gujarat has also provided UCs for an amount of Rs. 1562 lakh out of the total released grant of Rs. 1943.22 lakh during 2008-09. The unutilized fund is mainly due to lack of progress in providing agricultural land to PTGs families. Jharkhand and Kerala government have not informed about the progress under this scheme despite repeated reminders.

3.73 The Committee further enquired under the head 'Development of PTGs', no funds were released to as many as nine states during 2009-10. Asked to state the reasons for the same, the Ministry stated that during 2009-10, the RE got reduced to Rs. 83.62 Crore from Rs. 160.00 Crore. Therefore, due to paucity of funds and also

due to unavailability of Utilization certificates of previous grants, funds could not be released.

3.74 The Committee desired to know about the efforts made by the Government for the protection, development and checking the declining trend of population of PTGs of UT of Andaman and Nicobar Islands, the Ministry informed that as reported by the Andaman & Nicobar Islands Administration, there is no decline in the population of Onges and Andamanese. Specific data on Shompens and Sentinelese is not available as no contact is made with these tribes as per Government Policy.

3.75 When asked whether the Ministry have formulated an action plan to impart necessary training to PTGs members in order to enable them to effectively participate in the programmes being run for their development, the Ministry stated that there is no such training programme envisaged in the scheme.

3.76 During the Study Visit of the Standing Committee on Social Justice and Empowerment to the UT of Andaman & Nicobar islands in February, 2011, it was brought to the notice of the Committee that the policy on the Jarawa tribe of Andaman Island notified by the Ministry of Home Affairs, Government of India in December, 2004 is being implemented strictly to ensure protection and welfare of Jarawas. Recently the UT of Andaman & Nicobar islands has taken up with Ministry of Home Affairs for a review of the Jarawa Policy.

3.77 When the Committee desired to know about the current status of the review of the Jarawa Policy, the Ministry stated that the Hon'ble High court of Kolkata (Circuit Bench at Port Blair) in its Order dated 9-4-01 in W.P.No. 048 of 1999 (PIL) – Ms. Shyamali Ganguli, Advocate V/s Union of India had directed the Central Government for

formulation of Policy for the Jarawa Tribe of Andaman Islands. In pursuance of the directions, a **'Policy on Jarawa Tribe of Andaman Islands'** has been formulated by the Ministry of Home Affairs in consultation with the Ministry of Tribal Affairs, which had been published in the Andaman & Nicobar Gazette on 21-12-04.

3.78 In the year, 2007, the Ministry of Tribal Affairs has setup an Expert Committee under the Chairmanship of Secretary, Tribal Affairs for preparation of Policies for remaining PTGs for A&N Islands and monitoring of implementation of Jarawa Policy. In pursuance of the provision of clause VI (e) of the policy on Jarawa Tribe, a Sub-Committee of the Expert Committee to review the existing "Policy on Jarawa Tribe of Andaman Islands, 2004" has been constituted under the Chairmanship of Secretary, Tribal Affairs on 27.9.2010. A meeting of this Sub-Committee of Expert Committee was held on 8.4.2011. Detailed discussions in this regard were also held with the Chief Secretary of Andaman & Nicobar Administration on 4.4.2011.

3.79 Elucidating further on the issue, the Secretary during evidence responded as under:

"Certain points were made about the Jarawa policies. In 2004, under the orders of the Hon. Calcutta High Court, a group was set up to evolve a policy for Jarawas. This group had specialists on subjects like Anthropology, Members of the civil society, scholars and officials. Thereafter, the policy was widely debated in seminars and public opinions were sought. After a good amount of consultation with all stakeholders, a policy was evolved. This policy was finally notified by Andaman and Nicobar Administration and the essence of the policy was that they be allowed to evolve at their own part. Our approach should be of minimal interference. If they need something and we feel it so, it should be done in a manner that it does not harm them."

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"Over a period, this is a 2004 policy, they said that this exposure was mainly because of ATR, which is known as Andaman Trunk Road, which

cuts through the heart of Andaman Islands from southern side, right up to north, beyond the Jarawa tribal reserve area. Under the policy, these vehicles go as a convoy; they are escorted; they are not supposed to stop on the way. Yet, the human curiosity, it is something akin to a child in a village seeing a plane going over; they do come near the road, then, perhaps some interaction takes place and these changes are happening. This evolution in the way of their life is happening."

"This 2004 policy included a clause also for review of the policy. There is human curiosity and perhaps they want change. May be, we enable them to cope with the outside world so that they are able to realize their potential and at the same time, they do not get harmed by the outsiders. So, a small Group has been set up and this Group has held a meeting with the Chief Secretary and subsequently a meeting where anthropologists were also involved. I would say that still the experts feel that protection needs to be continued. There are people who feel, no, like anybody else, they have the right to look for a change, what they feel and want and that includes if they want to come out, by all means. We are looking into all this and as to what changes in the present policy should be brought. It is like a small child in a family and there is a road and in front of the road, child would go to the road but the elders in the house would try to keep a watchful eye to see that he is not harmed. I am sure that this Group would come out with its prescription as to what changes are required and how changes should be gone about. This small Group is meeting and it has met and our Ministry had talks with the Chief Secretary."

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"This review of 2004 Policy is under way, I would like to share with the Hon. Members here Andaman & Nicobar some Members of the review group very strongly feel that we have to empower them. That is they are made capable or skilled enough so that they can interact very confidently with the outside world. The moment this becomes the essence or the theme of the policy, which is being deliberated. I would say that there are two strongly opposite views at the moment. A group feels that they still need protection, the present policy must continue. There is another group which feels, no, like any other human being, the aspirations should win. We empower them. I am sure that this policy would address the concerns you have raised also. We would keep the concerns expressed at the back of our mind and the feedback we have got from various other Members on the subject. I am sure this review of the policy would help us come out with prescription which would help and answer various concerns raised."

3.80 The Committee note with concern that during 2008-09, Rs. 19206.784 lakh were released to States/UTs for the development of PTGs out of which Rs.

18133.854 lakh were utilized whereas during 2009-10, Rs. 8361.751 lakh were released out of which only Rs. 8361.181 lakh were utilized. The Ministry have stated the unutilized fund is mainly due to lack of progress in providing agricultural land to PTGs families and UCs are also pending from some of the States. The Committee also find that no funds were released to as many as nine states during 2009-10. The Committee have been informed that the slashing of BE funds at RE stage is the main reason for non release of funds to these States during 2009-10. In the opinion of the Committee "Development of Primitive Tribal Groups (PTGs)" being an important scheme of the Ministry wherein lot of funds flow to several States for the welfare of PTGs, funds should not have been reduced under the scheme. Since an enhanced allocation of Rs. 240 crore has been made under the scheme for 2011-12, the Committee desire the Ministry to take adequate steps for full utilization of funds. Also under no circumstance funds should be allowed to be reduced at the RE stage so that the scheme does not suffer due to paucity of funds.

The Committee also desire that the Ministry should vigorously pursue the State Governments to immediately provide agricultural land to PTGs families so that funds which are released for the welfare of PTGs do not remain unutilized.

3.81 During the Study Visit of the Standing Committee on Social Justice and Empowerment to the UT of Andaman & Nicobar islands in February, 2011, it was brought to the notice of the Committee that the policy on the Jarawa tribe of Andaman Island notified by the Ministry of Home Affairs, Government of India in December, 2004 is being implemented strictly to ensure protection and welfare of

Jarawas. The Committee also find that in the year, 2007, the Ministry of Tribal Affairs has set up an Expert Committee under the Chairmanship of Secretary, Tribal Affairs for preparation of Policies for remaining PTGs for A&N Islands and monitoring of implementation of Jarawa Policy. In pursuance of the provision of clause VI (e) of the policy on Jarawa Tribe, a Sub-Committee of the Expert Committee to review the existing “Policy on Jarawa Tribe of Andaman Islands, 2004” has been constituted under the Chairmanship of Secretary, Tribal Affairs on 27.9.2010. The Committee also observe that divergent views are being expressed on the review of the “Policy on Jarawa Tribe of Andaman Islands, 2004”. The Committee feel that the Jarawa tribes have been living in the Andaman forests for years and with time they have become part of our rich cultural heritage. However, at this juncture when many of the Jarawas themselves are now willing to come to the mainstream and live modern lifestyle, it would not be appropriate to suppress their voice and leave them in total isolation, unattended and without care. Therefore, the Committee recommend the Ministry to review the policy of Jarawa tribes keeping the above fact in perspective and bring necessary changes in the above policy which should aim at facilitating a slow and smooth process of transition i.e. bringing the Jarawas into the mainstream with minimum damage to the cultural heritage as well as the Jarawas themselves.

E. NATIONAL OVERSEAS SCHOLARSHIP SCHEME FOR HIGHER STUDIES ABROAD

3.82 The scheme has been in operation since 1954-55. This was a Non-Plan Scheme, which has become a Plan scheme of the Ministry from 2007-08. The objective of the scheme is to provide financial assistance to selected ST students pursuing higher studies (Master, Doctoral and Post-Doctoral level) in certain specified fields of Engineering, Technology and Science only. 13 Scheduled Tribe candidates and 2 candidates belonging to PTGs can be awarded the scholarship annually for pursuing Post Graduate, Doctoral and Post-Doctoral level courses. The scholarship is not awarded for pursuing Graduate courses. Grants are given to the selected candidates on 100 percent basis directly by the Ministry through the Indian Mission.

3.83 The Ministry of Tribal Affairs have furnished a statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the scheme of National overseas Scholarship Scheme during the last three years as well as Budget Estimates for the current year as under :-

[Rs. in crore]

Year	Budget Estimates	Revised Estimates	Actual Expenditure
2008-09	2.00	0.15	0.0118
2009-10	0.50	0.31	0.3080
2010-11	1.00	0.50	0.30
2011-12	1.00		

3.84 The Committee enquired the reasons for less expenditure incurred during 2008-09 and 2009-10 to which the Ministry informed that as per Scheme of NOS, the selected candidate would have to take admission into a foreign, accredited University within three years from the date of issue of the Provisional Award. Out of the **29** selected

Candidates in previous selection years i.e. from 2004-05 to 2009-10, only **seven** selected candidates have actually got admission to foreign accredited Universities during the year 2006-07 to 2009-10. Therefore, the amount could not be fully utilized.

3.85 The Committee pointed out as to why only seven students could get admission out of the 29 selected candidates in previous selection years i.e. from 2004-05 to 2009-10, the Ministry in their written submission stated as under:

"As per Scheme of NOS, the selected candidate would have to take admission into a foreign accredited University within three years from the date of issue of the Provisional Award. On expiry of this specified period of time, the award will automatically get cancelled and come to an end. Due to some personal reasons, some selected candidates could not get the admission into a foreign accredited University within a stipulated period."

3.86 On being asked whether the Ministry is giving training/counseling to students to get admission into foreign accredited Universities, the Committee have been informed that the Ministry does not give any training/counseling to the students for getting admission into foreign accredited University because the selected candidates who are selected under the scheme are highly qualified and meritorious students who are well versed in using the net and exploring the feasibility of admission in foreign Universities themselves. No selected candidate has ever asked about the need of the said counseling.

3.87 The Ministry have informed that under the scheme during 2008-09 and 2009-10 the target was set for 15 students while the achievement was 2 and 8 students respectively. During 2010-11 the target was set for 15 students and the achievement is under process.

3.88 On being asked to state the reasons as to why targets were not being achieved during 2008-09 and 2009-10, the Ministry in their written reply have submitted as under:-

"During the year 2008-09, 21 number of applications were received from the ST students, after screening the applications, seven number of students were found eligible for attending the interview. Out of this, only two candidates attended the interview and both candidates were selected for awarding of NOS."

3.89 When enquired about the steps taken by the Ministry to achieve the target during 2010-11, the Ministry stated that the scheme has been advertised in the various National and Regional Newspapers and also posted on Ministry's web-site for calling the applications from the eligible candidates for the selection year 2010-11.

3.90 To a specific query, have the Ministry got conducted any evaluation study of this scheme during the last three years, it was informed that no evaluation study of this scheme is conducted.

3.91 The Committee are unhappy to note that under the scheme of National Overseas Scholarship for Higher Studies Abroad against the budgetary allocations of Rs. 2.00 crore, Rs.0.50 crore, and Rs. 1.00 crore respectively, the actual expenditure incurred have been Rs. 0.0118, Rs. 0.3080 and Rs. 0.30 crore during the years 2008-09, 2009-10 and 2010-11. The Committee are also constrained to note that out of the 29 selected candidates in previous selection years only seven got admission to foreign accredited Universities during 2006-07 to 2009-10. Moreover, there was shortfall in achieving physical targets as the number of candidates who actually got admission into foreign accredited Universities was 2 and 8 during 2008-09 and 2009-10 against the annual targets of 15. The Ministry have stated that they do not give any

training/counseling to the students for getting admission into foreign accredited University because the selected candidates who are selected under the scheme are highly qualified and meritorious students who are well versed in using the net and exploring the feasibility of admission in foreign Universities themselves. However, the Committee view that the admission process in foreign Universities is a cumbersome process and because of this many students are not able to manage admission for themselves even if they are highly qualified and meritorious. In the opinion of the Committee the Government, besides the issue of award for pursuing higher studies abroad, should also give requisite training/counseling so as to prepare them for getting admission into foreign accredited Universities so that target set under the scheme are achieved.

3.92 The Committee find that no evaluation study of the scheme has been conducted during the last three years. The Committee feel that there is a strong need to get the evaluation study done in order to assess the progress made and also to find out the difficulties being faced by the students in getting admission in foreign accredited Universities. The Committee, therefore, urge the Ministry to undertake an evaluation study of the scheme for ascertaining the impact of the scheme at the earliest so that the corrective measures can be taken at the beginning of the Twelfth Five Year Plan.

F. SCHEME OF STRENGTHENING EDUCATION AMONG SCHEDULED TRIBES (ST) GIRLS IN LOW LITERACY DISTRICTS.

3.93 This gender-specific scheme was introduced in 1993-94 for ST girls in low literacy pockets. The scheme has been revised in 2008-09, which became effective from 1st April, 2008.

3.94 The scheme aims to bridge the gap in literacy levels between the general female population and tribal women, through facilitating 100% enrolment of tribal girls in the identified Districts or Blocks, more particularly in naxal affected areas and in areas inhabited by PTGs, and reducing drop-outs at the elementary level by creating the required ambience for education. The Scheme lays emphasis on providing hostel facilities to enable the ST girls to attend regular schools and wherever schools are not available within five km distance, both schooling and hostel facilities are provided. Improvement of the literacy rate of tribal girls is essential to enable them to participate effectively in and benefit from socio-economic development.

3.95 The scheme is implemented through Voluntary Organizations (VOs)/Non-Governmental Organizations (NGOs) and autonomous societies/institutions of State Government/Union Territory Administration.

3.96 It is a central sector gender specific scheme and the Ministry provides 100% funding.

3.97 The Ministry of Tribal Affairs have furnished the following statement showing the BE, RE and Expenditure incurred under the scheme of strengthening education among scheduled Tribes (ST) girls in low literacy districts during the last three years as well as Budget Estimates for the current year as under:-

Rs. (in crore)

Year	BE	RE	Actual Expenditure
2008-09	60.00	40.00	40.00
2009-10	50.00	33.50	33.50
2010-11	40.00	39.70	37.56
2011-12	40.00		

3.98 It has been observed from above that budgetary allocation of Rs. 60 crore and 50 crore for the year 2008-09 and 2009-10 had been reduced to Rs. 40 crore and Rs. 33.50 crore and for the year 2010-11 and 2011-12 allocation of only Rs. 40 crore has been made.

3.99 When asked to state the reasons for drastic reduction of budgetary allocation in 2008-09 and 2009-10 at RE stage, the Ministry in their written reply have stated that approval of competent authority for revised scheme was received during the end of financial year 2008-09. Also, due to election process, the revised scheme could not be implemented which resulted in less expenditure. Thus the Revised Estimates was reduced to Rs. 40.00 crore during 2008-09.

3.100 Due to delayed receipt of recommendations from many State Level Committees, there was less expenditure upto the end of second quarter. Hence the RE was reduced to Rs.33.50 crore during 2009-10. During 2010-11 and 2011-12 the budget provision has been kept as Rs. 40.00 crore based on the previous year's trend of expenditure.

3.101 The Ministry have furnished a statement showing the number of low literacy districts identified and the number of ST girls enrolled therein during each of the last three years, State-wise as under:

S.No.	Name of the State/ Union Territory	Name of Districts	2007-08	2008-09	2009-10
1	Andhra Pradesh	Khammam	11034	12705	7771
2	Jammu & Kashmir	Rajouri	0	0	0
3		Punch			
4	Rajasthan	Dungarpur	742	309	632
5		Banswara			
6		Udaipur			
7	Arunachal Pradesh	Tawang	0	100	0
8		East Kameng			
9		Lower Subansiri			
10		Tirap			
11	Nagaland	Mon	0	0	0
12	Tripura	Dhalai	0	0	0
13	Jharkhand	Sahibganj	50	100	50
14		Pakaur			
15		Dumka			
16		Paschimi Singhbhum			
17		Purbi Singhbhum			
18		Lohardaga			
19	Orissa	Gajapati	2493	6550	11449
20		Kandhamal			
21		Naupada			
22		Kalahandi			
23		Rayagada			
24		Nabarangapur			
25		Koraput			
26		Malkangiri			
27		Debgarh			
28		Keonjhar			
29		Mayurbhanj			
30		Balangir			
31	Chhattisgarh	Surguja	160	180	180
32		Korba			
33		Bastar			
34		Dantewada			
35		Bilaspur			
36	Madhya Pradesh	Umaria	715	1811	722
37		Shehdol			
38		Sidhi			
39		Ratlam			
40		Jhabua			
41		Dhar			
42		West Nimar			
43		Barwani			

44		East Nimar			
45		Betul			
46		Harda			
47		Dindori			
48		Mandla			
49	Gujarat	Dahod	0	4517	200
50		Panchmahals			
51		Vadodara			
52	Dadra & Nagar Haveli	Dadra & Nagar Haveli	0	0	0
53	Maharashtra	Nandurbar	284	0	142
54		Dhule			

3.102 It has been observed from above that beneficiaries have not been covered in the States of Jammu & Kashmir, Arunachal Pradesh, Nagaland, Tripura and Dadra & Nagar Haveli. When asked to state the reasons for non-coverage of beneficiaries in these States during 2009-10, the Ministry stated that the State Governments of Jammu & Kashmir, Nagaland, Tripura and Dadra & Nagar Haveli did not send the proposals of NGOs under the scheme of Strengthening Education Among Scheduled Tribe (ST) Girls in Low Literacy Districts during 2009-10. On the request of Ministry of Tribal Affairs, three proposals were recommended by the State Government of Arunachal Pradesh. These proposals were considered in the Ministry and grant-in-aid was released for the year 2010-11.

3.103 The target set under the above scheme during 2009-10 was 28000 ST girls for 135 projects while the achievement was 21146 for 67 projects. During 2010-11, the target set was 22400 ST girls for 110 projects while the achievement is only 14131 ST girls for 73 projects as on date. The target for 2011-12 is 20000 ST girls for 67 projects. On being asked to state the reasons for lowering the target continuously for the last three years, the Ministry stated that the number of projects funded are as recommended by State Level Committee, subject to fulfillment of eligibility conditions as prescribed in

the scheme. Amount released under this scheme may vary from year to year but all the projects funded by this Ministry are running continuously and benefiting ST Girls.

3.104 The Committee enquired as to why the target was not achieved during 2009-10 and 2010-11 to which the Ministry in their written submission stated that the revised scheme has prescribed conditions of eligibility for receiving grant-in-aid under the scheme. The grants to NGOs are considered by the Ministry to those projects fulfilling those conditions only. Moreover, the projects in Madhya Pradesh and Gujarat have not picked up as per their original proposal.

3.105 The Committee further enquired about the steps taken/proposed to be taken to ensure that the target/physical output for 2010-11 is achieved to which the Ministry informed that Review Meeting with the State Government is proposed to be taken to ensure proper utilization of funds as well as achievements of targets.

3.106 Asked about the steps taken to promote awareness among parents towards the importance of girls education, the Ministry stated that the scheme envisages setting up of District Educational Support Agency to be established by State Governments in each of 54 identified low literacy districts which *inter alia* promote awareness among parents towards the importance of girls education. The State Governments concerned have already been requested to set up DESA for the purpose. Gujarat Government has established DESA.

3.107 When the Committee desired to know whether all the States have set up their respective District Education Support Agency, the Ministry in their written reply have stated that so far, Gujarat alone has set up DESA. The other States have been reminded.

3.108 The Committee note that the scheme of Strengthening Education among Scheduled Tribes (STs) Girls in Low Literacy Districts aims to bridge gap in literacy levels between the general female population and tribal women, through facilitating 100% enrolment of tribal girls in the identified Districts or Blocks, more particularly in naxal affected areas and in areas inhabited by PTGs. The Committee note with concern that initially in 2008-09 though the budgetary allocation under the scheme had been kept at Rs. 60.00 crore, slowly it has come down to Rs. 40.00 crore during 2010-11 and 2011-12. Late receipt of approval of competent authority for revised scheme, election process and delayed receipt of recommendation from many State Level Committees have been cited as the reasons for scaling down of the budgetary allocation over the years. The Committee feel that being an important scheme aiming at bridging the gap in literacy between general female population and tribal woman, the budgetary allocation for the scheme should have increased instead of reduced allocation and the scheme should have picked up by now. Therefore, the Committee desire that the Ministry should project for higher budgetary allocation under the scheme so that more and more tribal girls are benefited under the scheme.

3.109 The Committee observe that the Scheme of Strengthening Education among Scheduled Tribes (STs) Girls in Low Literacy Districts envisages setting up of District Educational Support Agency by the respective State Governments in each of 54 identified low literacy districts which would *inter-alia* promote awareness among parents towards the importance of girls education. However, the Committee are unhappy to note that till now except the State of Gujarat none

of the other States have established the District Educational Support Agencies. On the steps taken in this regard the Ministry have simply stated that other States have been reminded for setting up of DESA. However, in the opinion of the Committee merely reminding the States to set up these agencies will not suffice and there is a need to sensitize the States about the intensity of the issue that unless DESAs are set up awareness about the girl's education can not be promoted among the parents. The Committee, therefore, desire the Ministry to take urgent necessary steps to sensitize and motivate the State Governments about the dire need and importance of DESAs and impress upon them to set up DESAs in their States at the earliest.

G. IMPLEMENTATION OF SCHEDULED TRIBES AND OTHER TRADITIONAL FOREST DWELLERS (RECOGNITION OF FOREST RIGHTS) ACT, 2006

3.110 The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 which is being administered by the Ministry of Tribal Affairs, seeking to recognize and vest the forest rights and occupation in forest land in forest dwelling Scheduled Tribes and other traditional forest dwellers who have been residing in such forests for generations but whose rights could not be recorded, has been notified for operation with effect from 31.12.2007. The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Rules, 2008 for implementing the provisions of the Act have also been notified on 1.1.2008. As per the Act and the Rules notified there under, the responsibility for recognition and vesting of forest rights and distribution of land rights rests with the State/UT Governments.

3.111 The progress of implementation of the act is being monitored by the office of the Prime Minister, Cabinet Secretariat and Planning Commission through monthly progress reports being sent by the Ministry of Tribal Affairs. The Ministry of Tribal Affairs is also reviewing the progress of implementation of the Act periodically by convening review meetings of State Secretaries/Commissioners of Tribal Welfare/Development Departments.

3.112 The Ministry have informed that as per the information collected upto 28th February, 2011, a total number of **30,56,468 (30,03,617 individual and 52,851 community)** claims have been received at the level of Gram Sabha. Out of these **11,27,400 (11,23,731 individual and 3,669 community)** titles have been distributed so far. The State-wise statement on claims received by the Gram Sabha (individual and community) and title deeds actually distributed under the Scheduled Tribes and Other

Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, as on 28.02.2011,

is given below:

Sl.No.	States	No. of Claims received by the Gram Sabha	No. of title deeds distributed
1.	Andhra Pradesh	3,30,143 (3,23,439 individual and 6,704 community)	1,67,605 (1,65,502 individual and 2,103 community)
2.	Assam	1,14,857 (1,10,019 individual and 4,838 community)	29,885
3.	Bihar	2,291	-
4.	Chhattisgarh	4,91,374 (4,87,332 individual and 4,042 community)	2,14,918 (2,14,668 individual and 250 community)
5.	Gujarat	1,92,045 (1,83,136 individual and 8,909 community)	25,771
6.	Himachal Pradesh	5,648 (5,355 individual and 293 community)	19 (7 individual and 12 community)
7.	Jharkhand	29,551 (29,097 individual and 454 community)	6,079 (6,022 individual and 57 community)
8.	Karnataka	1,62,960 (1,60,175 individual and 2,785 community)	6,394 (6,393 individual and 1 community)
9.	Kerala	37,494 (36,125 individual and 1,369 community)	15,705
10.	Madhya Pradesh	4,27,749 (4,19,179 individual and 8,570 community)	1,15,082
11.	Maharashtra	3,39,689 (3,35,701 individual and 3,988 community)	1,04,767 (1,04,344 individual and 423 community)
12.	Orissa	4,36,061 (4,33,914 individual and 2,147 community)	2,54,400 (2,53,738 individual and 662 community)
13.	Rajasthan	60,353 (60,019 individual and 334 community)	30,083 (30,038 individual and 45 community)
14.	Tamil Nadu	21,781	-
15.	Tripura	1,75,606 (1,75,329 individual and	1,18,827

SI.No.	States	No. of Claims received by the Gram Sabha	No. of title deeds distributed
		277 community)	
16.	Uttar Pradesh	91,406 (91,089 Individual and 317 community)	10,092 (10,084 individual and 8 community)
17.	Uttarakhand	182	-
18.	West Bengal	1,37,278 (1,29,454 individual and 7,824 community)	27,773 (27,665 individual and 108 community)
	Total	30,56,468 (30,03,617 individual & 52, 851 community)	11,27,400 (11,23,731 individual & 3,669 community)

3.113 The Committee enquired whether the National Advisory Council's working group on tribal concerns has stated that the Forest Rights Act is being poorly implemented and its rules plagued by loopholes to which the Ministry in their written submission stated as under :-

"A Working Group on Tribal Affairs, constituted by National Advisory Council, had suggested certain amendments to rules of Forest Rights Act and guidelines for effective implementation of the Act. Some suggestions had already been taken care of by the Ministry by issuing suitable instructions to the State/UT Governments. Some issues concern the Ministries of Environment & Forests, Rural Development and Panchayati Raj."

3.114 To a query on whether National Advisory Council had recommended pro-active measures for implementation of the Forest Rights Act including imposing penalties on officers who are negligent towards its implementation, the Ministry stated that in its Tenth meeting held on 26th February, 2011, the National Advisory Council, has recommended for issue of operational guidelines by the Central Government under Section 12 of the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 in respect of following issues:

- (i) calling of Gram Sabha meetings at the level of actual compact settlements of the hamlet or village;
- (ii) admissibility of diverse forms of evidence in support of claims and provision for giving opportunity to the claimants for being heard at sub-divisional or district levels before rejection of their claims;
- (iii) specific procedures for claiming and recognizing community forest resource rights, and to prevent eviction, forced relocation or diversion of forest land in violation of people's rights, or where the gram sabha has not certified the process to be complete;
- (iv) provision of guaranteed minimum support price to the collectors of minor forest produce with freedom to sell either to state agencies or outside, widening and expansion of the procurement net by the state agencies to cover all forms of minor forest produce, and review of the practice of leasing of minor forest produce (such as bamboo) by the Ministry of Environment and Forests;
- (v) need to promote awareness and facilitate continued filing of claims by removing deadlines, the removal of procedural obstacles to recognition of other community rights, and the need for effective monitoring and grievance redressal;

The National Advisory Council has also proposed changes in the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Rules, 2008 to:

- (i) increase the mandatory tribal membership of Forest Rights Committees from the present one-thirds to two-thirds [Rule 4(2)];
- (ii) reduce the present requirement of quorum of two-thirds in the gram sabha meetings to one-half [Rule 3(1)];
- (iii) clarify that the term 'sustenance' includes fulfillment of livelihood needs of self and family, including the sale of any produce [Rule 2(b)]; and

- (iv) allow transportation of minor forest produce through 'locally appropriate means of transport for use of such produce or sale by the gatherer or their cooperatives/federations or the community for livelihood in accordance with the gram sabha's rules for sustainable use, if any'[Rule 2(d)].

The Ministry have further informed that the recommendations of the National Advisory Council are under examination in this Ministry.

3.115 When asked about the progress/development with regard to declaration of Critical Wildlife Habitats, the Ministry in their written reply have stated that under Section 2(b) of the Act, the Ministry of Environment & Forests is responsible for determination and notification of 'critical wildlife habitats' in the National Parks and Sanctuaries as per the procedure laid down in the said Section.

3.116 The Ministry of Environment and Forests had, on 30.08.2007, communicated the constitution of State Level Committees for identification/declaration of critical wildlife habitats to the Chief Secretaries of all States/UTs, and requested the State/UT Governments to constitute the State Level Committees at the earliest. The guidelines for delineation of critical wildlife habitats were also notified by that Ministry on 25.09.2007. In the meantime, the Ministry of Tribal Affairs also, on 27.09.2007, nominated the Secretary in-charge of the Tribal Welfare Department/Administrator in the UT Government to act as a member of the State Level Committee to be constituted for identification/declaration of critical wildlife habitats.

3.117 The Ministry of Environment & Forests, vide their letter dated 04.08.2009, had intimated that 18 States, viz, Andhra Pradesh, Arunachal Pradesh, Himachal Pradesh, Madhya Pradesh, Gujarat, Goa, Jharkhand, Karnataka, Kerala, Tamil Nadu, Orissa, Maharashtra, Manipur, Mizoram, Sikkim, Tripura, Uttarakhand and West Bengal and 2

Union Territories, viz, Andaman & Nicobar Islands and Dadra & Nagar Haveli had constituted State level Committees while the Union Territory of Chandigarh and Lakshadweep had mentioned that there was no need to constitute State Level Committees. That Ministry had also informed that Secretary (E&F) and Hon'ble Minister of State (Independent Charge) for Environment & Forests had written to the Chief Ministers for expediting the constitution of State Level Committees where such Committees had not yet been constituted, and to identify Critical Wildlife Habitats and forward detailed proposals to the Ministry for notification.

3.118 Since many States/UTs Governments had expressed difficulties in adopting these guidelines for implementation on ground, the Ministry of Environment & Forests issued revised (simplified) guidelines for identification/notification of Critical Wildlife Habitats on 7th February, 2011. However, on receipt of representations expressing concerns on some technical, scientific, social and ecological issues related to the process of identification and notification of Critical Wildlife Habitats and the consequent process of relocation of people from such areas, the Ministry of Environment and Forests have withdrawn these revised guidelines on 4th March, 2011.

As per the information available with this Ministry, the 'critical wildlife habitats' in the National Parks and Sanctuaries are yet to be identified and notified in various States.

3.119 When the Committee enquired whether the Ministry has received complaints of eviction of tribals from National Parks and Sanctuaries without settling their rights under the Forest Rights Act and what action has been taken to ensure that tribals are not evicted till their rights are settled, the Ministry have informed that some reports were received in the Ministry that some Scheduled Tribe persons living in National Parks and

Sanctuaries were being forced to leave these areas without their rights, under the Act being decided one way or the other. The Ministry had accordingly taken up the matter with the Ministry of Environment & Forests for issuing instructions to all State Forest Departments to faithfully implement the provisions of the Forest Rights Act before taking any decision to evict the Scheduled Tribes living in these areas.

3.120 Consequently, the Ministry of Environment & Forests has requested all the State Governments on 21.06.2010 to ensure that before taking any decision on displacement of Scheduled Tribes from National Parks and Sanctuaries, the provisions of the Scheduled Tribes and other traditional forest dwellers (Recognition of Forest Rights) Act, 2006 should be duly complied with. Hon'ble Minister of Tribal Affairs also wrote to the State Governments in this regards on 30th August, 2010.

3.121 Asked as to whether any proactive steps have been taken by Ministry to safeguard the rights of tribals in view of proliferation of development projects in tribal areas, the Ministry in their written reply have stated that the proposals for diversion of forest land for developmental projects are considered under the Forest (Conservation) Act, 1980, administered by Ministry of Environment & Forests. In order to safeguard the rights of forest dwelling Scheduled Tribes, the Ministry of Environment & Forests has issued instructions to all States/UTs Governments on 3rd August, 2009 to ensure compliance of the provisions of the Scheduled Tribes and other traditional forest dwellers (Recognition of Forest Rights) Act, 2006 before submitting proposals for diversion of forest land under the Forest (Conservation) Act, 1980.

3.122 The Committee observed that the Joint Committee of the Ministry of Tribal Affairs and the Ministry of Environment & Forests, constituted under the Chairmanship of Dr. N.C. Saxena to study the implementation of Scheduled Tribes and other traditional

forest dwellers (Recognition of Forest Rights) Act, 2006 has submitted its Report in which it has given some important recommendations.

3.123 When enquired about the present status of the implementation of the Saxena Committee recommendations and steps taken or proposed to be taken by the Ministry to implement the same, the Committee have been informed that the Report of the Joint Committee of Ministry of Tribal Affairs and Ministry of Environment & Forest, constituted under the Chairmanship of Dr. N.C. Saxena contains recommendations/suggestions relating to (i) process and Institutions of the FRA, (ii) Implementation of FRA for grant of individual and Community Forest Rights, (iii) Implementation of Development Projects, (iv) Implementation for special groups, namely, Particularly Vulnerable Tribal Groups, Nomadic Pastoralists, Shifting Cultivators, and Forest villages, (v) Protected Areas and Critical Wildlife Habitats, (vi) Future Structure of Forest Governance, (vii) Enhancing Livelihoods through Non-Timber Forest Produce, (viii) Convergence of Development Programmes for Tribals and Forest Dwellers, etc. The recommendations/suggestions of the Committee are under examination for appropriate action.

3.124 The Committee observed that several development projects coming up in forest areas have resulted in displacement of tribal people. In this context, the Committee wanted to know about the role being played by the Ministry in safeguarding the interests of these tribals and ensuring a good rehabilitation package for them to which the Ministry stated that at present this Ministry considers clearance of those irrigation/flood control projects where STs are affected/displaced. Clearances are issued subject to the condition that all measures contained in RR Policy, 2007 and policy of the concerned State Govt. are taken into consideration for rehabilitation of displaced STs.

3.125 The Committee are unhappy to note the slow progress with regard to distribution of title deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 as against 30,56,468 lakh (30,03,617 individual & 52,851 community) claims received only 11,27,400 lakh (11,23,731 individual & 3,669 community) title deeds have been distributed. The Committee also observe that in many of the States though the claims have been received in large numbers, the number of certificates of title deeds distributed is far less than the claims received. The Committee note with serious concern that the implementation of the Act has not progressed at all in the States of Bihar, Tamil Nadu and Uttarakhand where out of a total number of 2291, 21781 and 182 claims received respectively not a single title deed has been distributed so far in these States. In the opinion of the Committee the Ministry of Tribal Affairs being at the helm of affairs as far as the tribal rights are concerned should see and ensure that States are progressing well in implementation of the Act and issues/problems in way of implementation are addressed and cleared on time. Therefore, the Committee recommend the Ministry to take up the issue of early distribution of rights with the above three States at the earliest so that the distribution process kicks off without any further delay. The Committee also desire the Ministry to persuade and facilitate the implementation process in all other States where the implementation has been slow by taking up specific steps and reviewing their progress at regular intervals.

3.126 The Committee observe that the Joint Committee of the Ministry of Tribal Affairs and the Ministry of Environment & Forests, constituted under the

Chairmanship of Dr. N.C. Saxena to study the implementation of Scheduled Tribes and other traditional forest dwellers (Recognition of Forest Rights) Act, 2006 has submitted its Report in which it has given some important recommendations (i) process and Institutions of the FRA, (ii) Implementation of FRA of grant of individual and Community Forest Rights, (iii) Implementation of Development Projects, (iv) Implementation for special groups, namely, Particularly Vulnerable Tribal Groups, Nomadic Pastoralists, Shifting Cultivators, and Forest villagers, (v) Protected Areas and Critical Wildlife Habitats, (vi) Future Structure of Forest Governance, (vii) Enhancing Livelihoods through Non-Timber Forest Produce, (viii) Convergence of Development Programmes for Tribals and Forest Dwellers, etc. The Committee have also been informed that the recommendations/suggestions of the Committee are under examination for appropriate action. The Committee, therefore, desire the Government to take an early view on the Report after consulting all the stake holders and implement the recommendations/suggestions within a definite time frame. The Committee may be apprised of the precise action taken in this regard.

3.127 The Committee note with concern that several development projects coming up in forest areas have resulted in displacement of tribal people. The Ministry have informed that at present this Ministry considers clearance of those irrigation/flood control projects where STs are affected/displaced and the Ministry do not have any role in clearance for other projects wherein tribal people are directly or indirectly affected. Clearances are issued subject to the condition that all measures contained in RR Policy, 2007 and policy of the concerned State Governments are taken into consideration for rehabilitation of displaced STs.

However, the Committee feel that being the nodal Ministry looking after the needs of tribal people the Ministry of Tribal Affairs should have larger role in this regard. Therefore, the Committee desire that the Ministry of Tribal Affairs clearance should be made mandatory not only in irrigation/flood control projects but in respect of all developmental projects which involve displacement of tribal people.

NEW DELHI;

20 June, 2011

30 Jyaistha, 1933 (Saka)

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

Annexure - I

**Ministry of Tribal Affairs
Surrender (Plan)
2010-11 (Demand No. 94)**

(Rupees in thousands)

Head Name	Surrender	Reasons for surrender
Scheme under Tribal Sub Plan	102373	Non submission of proposals alongwith Physical financial progress report by States
Scheme under proviso to Article 275(1) of the constitution	266690	Non submission of proper utilization certificates for the previous releases alongwith physical/financial progress by some States
	34519	
Scheme of PMS, Book Bank and Upgradation of Merit of ST Students	7762	Non receipt of complete proposals from the State Government.
Development of Primitive Tribal Groups	103179	Savings due to lack of complete proposals
Scheme of PMS, Book Bank and Upgradation of Merit of ST Students	1	Non receipt of complete proposals from the State Government.
Research information & Mass Education, Tribal Festivals and others	9400	Out of 17 TRIs , funds could not be released to 3 TRIs due to non-receipt of proposals from those TRIs viz. Karnataka, TamilNadu and Utter Pradesh
Support to National/State Scheduled Tribes Finance & Development Corporations	100	Investments is for equity capital and assets not applicable
Information Technology- NCST	20	Due to less proposals
Grant-in-aid to NGOs for STs including Coaching and Allied Scheme and award for exemplary service	22826	Lack of complete proposals with Selection procedure
Rajiv Gandhi National Fellowship for ST Student	68700	Demand of UGC was less than the allocation
Scheme of Institute of Excellence /Top Class Education	48	Adequate number of proposals complete in all respects were not received from Institutions
Development of Particularly Vulnerable Tribal Groups(PTGs)	5915	Lack of complete proposals
Scholarship to the students of Scheduled Tribes for Studies abroad	1979	Selected Candidates had not taken admission
Grant-in-aid to NGOs for STs including Coaching and Allied Scheme and award for exemplary service	29008	Due to lack of complete proposals
Research information & Mass Education, Tribal Festivals and others	1100	Shortfall due to some of the advertisements could not be released due to enforcement of code of conduct

	10522	Proposals from NGOs not recommended by State Governments were not considered keeping in view the revised guidelines. Many proposals for research studies and workshops/ seminars could not be considered for reasons such as unclear objective and methodologies; poor organizational capacities; etc. . 2 Based on actual proposals received . Selection for the froths COE could not be finalized.
Monitoring and Evaluation	32	Due to less proposals
	1725	Study on Art. 275(1) of the Constitution could not be approved
Strengthening of Education among ST Girls in Low literacy Districts	24333	Lack of complete proposals
Vocational Training in Tribal Areas	20256	Lack of complete proposals
Information Technology	615	Savings is due to non materialization of some major proposals due to administrative reasons
Research information & Mass Education, Tribal Festivals and others	10000	Out of 17 TRIs , funds could not be released to 3 TRIs, due to non-receipt of proposals from some TRIs viz. Karnataka , Tamilnadu and Uttar Pradesh
Grant-in-aid to NGOs for STs including Coaching and Allied Scheme and award for exemplary service	100	Original BE was utilized, Token supplementary not re-appropriated due to less amount and no proposals
Development of Particularly Vulnerable Tribal Groups (PTGs)	8530	Surrender due to lack of complete proposals
Total	729733	

Dr. Mungekar Committee's recommendation in improving the delivery system

6. Effective delivery mechanism	
6(i)	For ensuring effective delivery mechanism there is a strong need to resuscitate ITDPs by re-strengthening and revamping for being able to be the implementing agencies for the new proposed deal.
6(ii)	The process of planning from below should begin with ITDPs. It should move on to block unit in the form of a broad perspective along with annual plan exercise in not more than three years. This preliminary exercise should pave the way for a real process of planning from below for Scheduled Areas in the 12 th Plan. Competent micro planning units should be established at State and also ITDP levels.
6(iii)	A single line administration should be established at the level of ITDPs with a clear chain of command and specific wide-band functional domain. While Panchayat Raj institutions at the District/intermediate level should have decision-making powers in relevant areas, implementation should be the exclusive domain of administration. On the other hand, the domain of Gram Sabha should remain non-violable with administration playing a supportive role.
6(iv)	At the District level, all TSP funds flowing to the Scheduled Areas should be through the ITDPs. Since the flow of funds at the district level for Scheduled Areas is in many cases likely to exceed Rs. 200 crore annually, an officer equal in rank and experience to that of the CEO (ZP) or Project Officer (DRDA) should be provided with a fixed tenure as the District Tribal Welfare Officer or Project Director ITDP.
6(v)	At least for Tribal majority districts such district level officer should be selected by an Expert Committee headed by the Chief Secretary of the State Government. The district level office should be appropriately strengthened and the strength should be reviewed once in 5 years. The entire personnel should be brought under a special disciplinary regime. The District level officer should be vested with full authority, as in Andhra Pradesh, to coordinate with all line Departments, deal with delinquent staff, including termination of service contracts. He/She should also be vested with the administrative authority in respect of regular Government employees upto class-II level officers posted/working in Scheduled Areas.
6(vi)	At the Block level, in Scheduled Areas, monitoring units should be created with modern office and communication facilities under the District Officer in charge of Tribal Affairs. As far as TSP funds are concerned, BDOs should be answerable to the Project Director of the ITDP.
6(vii)	With a set of urgent tasks and need for effective implementation, the holistic frame of TSP should also be put in place immediately for Ministries of Government of India. The Central Ministries/ State Departments must assume their responsibilities. They should assess the lost ground and make good omissions in the 11 th and subsequent Plans. It is necessary that a well defined structure is put in place with the backing of a formal order.
6(viii)	The unacknowledged health crisis in Tribal areas should be handled in a mission-mode in a holistic frame. It should cover all aspects of people's health from pauper-like diet status at one end and invasion of new diseases at the other. The traditional healers and trained

	daies should be integral part of this Mission. Comprehensive health coverage should begin with establishment of full facilities at the Primary Health Centres (PHC) and APHC level to be accomplished within 3 years.
6(ix)	The minimum population norm or criterion, where-ever stipulated in any infrastructure scheme, should be relaxed where these facilities are to be extended to the Tribal population.
6(x)	In sparsely populated hilly or desert areas, villages may be very small or divided into small hamlets. In such cases, and Anganwadi may be set up in a village or a hamlet having a population of 300 or more.
6(xi)	A major special thrust is necessary to ensure that: <ul style="list-style-type: none"> (a) Elementary education of good quality is imparted to all free of cost. (b) Special handicaps are overcome and the great cultural heritage is used as the foundation of real education and
6(xii)	A time bound programme should be taken up comprising inter alia: <ul style="list-style-type: none"> (a) Universal enrolment in elementary stage as a campaign within 2 years. (b) A system of 'academic linkage and guidance' should be established right from the nursery to the University (from 'n to u') within 2 years so as to make the entire educational system vibrant and capable of moving in unison with a purpose; and (c) The school in the village should become the hub of citizen education, equipped with a good library.
6(xiii)	Strengthening/reorienting/revamping of the implementing machinery. There is strong necessity of formulating suitable personnel policies to make postings in the Tribal areas as attractive and satisfactory rather than being considered as punishment postings as is the present opinion across the board with a few exceptions. An effective system of postings, rewards and punishment should be worked out for the Scheduled Areas. To start with all positions in the Ministries/Departments dealing with the Tribal affairs must be held by officers who may have worked in a Tribal area for not less than two years.
6(xiv)	Since no authentic data regarding the land use, including surface and the ground water availability in the Tribal/Scheduled Areas is available, support of the National Remote Sensing Agency (NRSA) may be taken to provide land use, surface and ground water availability in each of the 195 ITDAs of the country so that the specific development plans based on increasing the water regime of the Tribal land may be prepared resulting in enhanced productivity and income thereof. Such periodic assessments, say at interval of two years, would provide comparative status in a time series and form scientific basis of the concurrent review.
6(xv)	All markets should be suitably regulated under the aegis of ITDPs and the Panchayati Raj Institutions within a year. The entire Tribal produce, mainly MFP should be brought under support price system within 2 years.
6(xvi)	A single window system for credit, marketing and supply under the system of Large Sized

	<p>multipurpose Societies (LAMPS) should be established, or revamped where already established, with competent and reliable personnel under the unified control of the ITDP.</p>
<p>7. Creation of Critical Infrastructure</p>	
7(i)	<p>The first proviso to Article 275(1) is unique in the sense that it provides special dispensation for financing developmental programmes for STs and for raising the level of administration in SAs as grants-in-aid to the States.</p>
7(ii)	<p>The quality of administration is the firm foundation of planned economic development. This aspect has somehow been neglected notwithstanding the provisions in Article 275(1). Due to inbuilt exclusion of tribal areas on the basis of population norms and routine extension of general programmes without ST – centric planning to the Scheduled Areas, the level of funding continues to be inadequate and SAs suffer from utter neglect. The potent provisions of the Fifth Schedule, and Article 275(1) read with Article 339 (2) need to be effectively used to avoid a situation of poorest infrastructure in the resource-rich Scheduled Areas.</p>

**MINUTES OF THE SEVENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON WEDNESDAY, 20TH
APRIL, 2011**

The Committee met from 1100 hrs. to 1320 hrs. in Committee Room 'C',
Parliament House Annexe, New Delhi.

PRESENT

SHRI LALIT MOHAN SUKLABAIIDYA - IN THE CHAIR

MEMBERS

LOK SABHA

2. Shri E.T. Mohamed Basheer
3. Smt. Bijoya Chakravarty
4. Shri Bhudeo Choudhary
5. Smt. Rama Devi
6. Shri Premchand Guddu
7. Shri Baliram Jadhav
8. Shri Mohan Jena
9. Shri Kamlesh Paswan
10. Shri Manohar Tirkey
11. Shri Subhash Bapurao Wankhede

RAJYA SABHA

12. Shri Avtar Singh Karimpuri
13. Shri Narayan Singh Kesari
14. Shri Baishnab Parida
15. Shri Praveen Rashtrapal
16. Shri Shivpratap Singh
17. Shri Nandi Yelliah

LOK SABHA SECRETARIAT

- | | | | |
|----|-------------------|---|------------------|
| 1. | Shri Radhey Shyam | - | Joint Secretary |
| 2. | Smt. Anita Jain | - | Director |
| 3. | Dr. Sagarika Dash | - | Deputy Secretary |

REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl. No.	Name of the Officer	Designation and Organisation
1.	Shri A.K. Chugh	Secretary, M/o TA
2.	Shri A.N. Jha	Joint Secretary & Financial Adviser, M/o TA
3.	Dr. Bachittar Singh	Joint Secretary, M/o TA
4.	Shri P.D. Meena	Joint Secretary, M/o TA
5.	Shri S.K. Gupta	DDG, (Statistics) M/o TA
6.	Shri Amar Singh	Economic Adviser, M/o TA
7.	Shri A.N. Bokshi	Chief Controller of Accounts
8.	Shri Gur Saroop Sood	CMD, NSTFDC
9.	Smt. Sneha Latha Kumar	MD, TRIFED
10.	Smt. Prakriti Srivastava	DIG, Wildlife Habitat
11.	Shri Subhash Chandra	DIG, Forest Policy
12.	Shri P. UnniKrishan	General Manager, NSTFDC
13.	Shri J.K. Popli	Director, M/o TA
14.	Shri A.K. Srivastava	Director, M/o TA
15.	Shri Asit Gopal	Director, M/o TA
16.	Smt. Santosh	Director, M/o TA

2. *****

3. Thereafter, the Chairman welcomed the representatives of the Ministry of Tribal Affairs to the sitting of the Committee and informed that the meeting had been

convened to discuss the Demands for Grants (2011-12) of the Ministry of Tribal Affairs. At the instance of the Chairman, the Secretary, Ministry of Tribal Affairs briefly narrated the details of various schemes/programmes undertaken by the Ministry and intimated the physical and financial targets achieved in that connection with the help of the power point presentation .

4. The Members then raised points/questions, which *inter-alia* related to under utilization and surrender of funds under various schemes, utilization of funds under the scheme of Development of Primitive Tribal Groups (PTGs) and the progress on the review of Jarawa Policy, 2004, Action plan for bringing structural changes as per recommendations of Dr. Mungekar Committee, reasons for lack of receipt of viable proposals under various schemes, early finalization and implementation of National Tribal Policy, irregularities in distribution of title deeds under the Forest Rights Act, 2006, strengthening of monitoring mechanism for effectiveness of the schemes and steps for ensuring accountability of NGOs etc.

5. The representatives of the Ministry then responded to the queries put forth by the Members to the extent possible. The Chairman directed them to furnish 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 on various issues.

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

The witnesses then withdrew.

The Committee then adjourned.

MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON MONDAY, 20TH JUNE, 2011

The Committee met from 1500 hrs. to 1625 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

SHRI DARA SINGH CHAUHAN - CHAIRMAN

MEMBERS

LOK SABHA

2. Shri T.R. Baalu
3. Smt. Bijoya Chakravarty
4. Shri Bhudeo Choudhary
5. Smt. Rama Devi
6. Shri R. Dhruvanarayana
7. Shri Premchand Guddu
8. Shri Baliram Jadhav
9. Dr. Manda Jagannath
10. Shri Mohan Jena
11. Shri G.V. Harsha Kumar
12. Shri Basori Singh Masram
13. Shri Lalit Mohan Suklabaidya
14. Shri Manohar Tirkey
15. Shri Om Prakash Yadav

RAJYA SABHA

16. Smt. Jharna Das Baidya
17. Shri Narayan Singh Kesari
18. Shri Ahmad Sayeed Malihabadi
19. Shri Baishnab Parida
20. Shri Praveen Rashtrapal
21. Shri Nandi Yelliah

LOK SABHA SECRETARIAT

- | | | | |
|----|-------------------|---|------------------|
| 1. | Shri Radhey Shyam | - | Joint Secretary |
| 2. | Smt. Anita Jain | - | Director |
| 3. | Dr. Sagarika Dash | - | Deputy Secretary |

2. At the outset, Hon'ble Chairman welcomed the Members to the sitting of the Committee and apprised them that the sitting has been convened to consider and adopt the Three Draft Reports of the Committee on Demands for Grants (2011-12) pertaining to Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs and Ministry of Minority Affairs.

3. Thereafter, the Committee considered and adopted the following draft Reports with some modifications/amendments :-

- (i) Fifteenth Report on Demands for Grants (2011-2012) of the Ministry of Social Justice and Empowerment.
- (ii) Sixteenth Report on Demands for Grants (2011-2012) of the Ministry of Tribal Affairs.
- (iii) Seventeenth Report on Demands for Grants (2011-2012) of the Ministry of Minority Affairs

4. The Committee authorized the Chairman to finalize these draft Reports and present the same to Parliament on their behalf.

5. *****

The Committee then adjourned.