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

(FIFTEENTH LOK SABHA)

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

**DEMANDS FOR GRANTS
(2010-2011)**

FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2010/Chaitra, 1932(Saka)

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(FIFTEENTH LOK SABHA)

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

DEMANDS FOR GRANTS

(2010-2011)

Presented to Lok Sabha on 20.4.2010

Laid in Rajya Sabha on 20.4.2010



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2010/Chaitra, 1932 (Saka)

CONTENTS

PAGE(s)

COMPOSITION OF THE COMMITTEE
INTRODUCTION

REPORT

CHAPTER I Introductory

CHAPTER II General Performance of the Ministry

CHAPTER III Development of Scheduled Castes

- I. Special Central Assistance (SCA) to Scheduled Castes Sub -Plan (SCSP)
- II. Post-Matric Scholarship to students belonging to Scheduled Castes
- III. Free Coaching and Allied Scheme for Weaker Sections including SCs and OBCs

CHAPTER IV Development of Other Backward Classes

Assistance for Construction of Hostels for OBC students

CHAPTER V Welfare of Persons with Disabilities

- I. Scheme of Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances (ADIP)
- II. National Handicapped Finance and Development Corporation

CHAPTER VI Social Defence

- I. Scheme of Assistance for Construction of Old Age Homes
- II Scheme for Assistance for Prevention of Alcoholism and Substance (Drugs) Abuse

ANNEXURE

1. Scheme wise Surrender of Plan Funds during 2009-10
2. Minutes of the Eighth sitting of the Standing Committee on Social Justice and Empowerment held on 25.3.2010.
3. Minutes of the Eleventh sitting of the Standing Committee on Social Justice and Empowerment held on 16.4.2010.

APPENDIX

Statement of observations/recommendations

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

SHRI DARA SINGH CHAUHAN - CHAIRMAN

**MEMBERS
LOK SABHA**

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

**MEMBERS
RAJYA SABHA**

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

#Shri T.R. Baalu nominated to the Committee w.e.f. 11.1.2010.

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

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

\$Shri Suryakantbhai Acharya expired on 21.12.2009.

@Shri Abdul Wahab Peevee ceased to be a Member of Committee consequent upon his retirement from Rajya Sabha w.e.f. 2.4.2010.

LOK SABHA SECRETARIAT

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

INTRODUCTION

I, the Chairman of the Standing Committee on Social Justice and Empowerment (2009-2010) having been authorized by the Committee to submit the Report on their behalf, present this Fourth Report of the Ministry of Social Justice and Empowerment on Demands for Grants, 2010-2011.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Social Justice and Empowerment for the current year i.e. 2010-2011 which was laid on the Table of the House on 12.3.2010. Thereafter, the Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment on 25th March, 2010. The Committee considered and adopted the Report at their sitting held on 16.4.2010.

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

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

NEW DELHI;
16 April, 2010
26 Chaitra, 1932 (Saka)

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

REPORT
CHAPTER – I
INTRODUCTORY

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

Target Groups: Persons belonging to:-

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

Goals

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

Policy Framework

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

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

- Development of Scheduled Castes and Other Backward Classes;

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

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

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

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

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

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

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

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

- National Commission for Scheduled Castes
- National Commission for Safai Karamcharis
- National Commission for Backward Classes
- National Commission for Denotified, Nomadic and Semi-nomadic Tribes

- Commission for Economically Backward Classes
- National Commission for Sub-categorization of Scheduled Castes in Andhra Pradesh

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

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

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

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

CHAPTER – II

GENERAL PERFORMANCE OF THE MINISTRY

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

Plan

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2007-2008	2001.00	2200.00	2173.60
2008-2009	2400.00	2400.00	2357.20
2009-2010	2500.00	2500.00	2076.06*
2010-2011	4500.00		

* As on 1.3.2010

Non- Plan

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2007-2008	58.15	60.00	57.55
2008-2009	59.00	75.00	73.75
2009-2010	85.00	83.00	68.95*
2010-2011	85.00		

* As on 1.3.2010

2.2 When asked as to whether there was any reduction of BE at the RE stage during the year 2009-10 both in Plan and Non-Plan expenditure, the Ministry in their written reply have stated that the Plan RE was kept at BE 2009-10 level i.e. Rs. 2500.00 crore. However, due to imposition of mandatory cut of 10% on non salary items of the non plan schemes, the RE 2009-10 under non-plan is Rs. 83.00 crore against the budget provision of Rs. 85.00 crore. The Committee were also informed that under Post-matric Scholarship Scheme for Scheduled Caste students, the actual expenditure was Rs.

855.81 crore against the RE of Rs. 830 crore. The additional requirement of funds was arranged through re-appropriation of funds from other schemes with the approval of Planning Commission and the Ministry of Finance.

2.3 The Ministry have furnished the following statement showing Budget Estimates, Revised Estimates and Actual Expenditure incurred during the year 2009-10 along with BE for the year 2010-11.

(Rs. in crore)

Sl. No	Bureau	2009-10					
			BE	RE	Exp. up to 01.03.10	% of the Exp. to RE	BE 2010-11
1	Scheduled Castes Development	Plan	1858.00	1883.51	1577.22	83.74	3261
		Non Plan	11.69	13.68	12.70	92.84	12.75
		Total	1869.69	1897.20	1589.92	83.82	3273.75
2	Other Backward Classes	Plan	220.50	249.50	222.69	89.25	449.50
		Non Plan	3.47	3.56	3.15	88.48	2.80
		Total	223.97	253.06	225.84	89.33	452.30
3	Welfare of the Disabled	Plan	234.50	209.20	104.07	49.75	405.00
		Non Plan	46.86	44.96	33.32	74.11	39.08
		Total	281.36	254.16	137.39	54.06	444.08
4	Social Defence	Plan	84.50	60.55	43.49	71.82	199.50
		Non Plan	1.25	0.90	0.40	44.45	1.10
		Total	85.75	62.45	43.89	70.28	200.6
5	Secretariat	Plan	1.00	1.00	0.61	61.00	1.00
		Non Plan	21.73	19.90	19.38	97.39	18.27
		Total	22.73	20.90	19.99	95.24	19.27
6	Lump sum allocation for NE and	Plan	101.50	96.24	27.68	28.76	184.00

	Sikkim						
	Sub total	Plan	2500.00	2500.00	2076.06	83.04	4500.00
		Non Plan	85.00	83.00	68.95	83.07	74.00
	Grand Total		2585.00	2583.00	2145.01	83.04	4574.00

2.4 Scheme-wise Budget Estimates, Actual Expenditure and percentage of expenditure incurred both under plan and non-plan schemes during 2009-10 alongwith the BE for the year 2010-11 have been furnished by the Ministry as follows:-

Statement indicating BE, Actual Expenditure, Percentage of Expenditure to BE for 2009-10 along with BE for 2010-2011 for Plan Schemes

Programme/Schemes	BE 2009-10	Exp. as on 01.3.2010	Exp. as per cent to BE	BE 2010-11
Secretariat	1.00	0.61	61.00	1.00
SCD Division				
Post Matric Scholarship	750.00	855.81	114.11	1700.00
Coaching & Allied Scheme	8.00	0.87	10.88	10.00
Pradhan Mantri Adharsh Gram Yojana	100.00	0.00	0.00	400.00
Strengthening of machinery for Enforcement of Protection of Civil Right Act 1955 and Prevention of Atrocities Act, 1989	43.00	41.51	96.53	59.00
Girls Hostels	60.00	21.51	35.85	80.00
Boys Hostels	40.00	6.17	15.43	50.00
Vol. Orgns. for SCs.	35.00	6.94	19.83	35.00
Research & Training	1.00	0.10	10.00	2.00
Pre-matric Scholarships	80.00	72.71	90.89	80.00
State Sch. Castes Development Corporations	20.00	14.17	70.85	20.00
Up gradation of Merit of SC Students	2.00	2.00	100.00	4.00
National SC Finance and Dev Corporation	45.00	44.00	97.78	50.00
Special Central Assistance to Scheduled Castes Component Plan	480.00	456.40	95.08	600.00
Dr. B.R. Ambedkar Foundation	1.00	0.00	0.00	1.00

National Safai Karamcharis Finance & Development Corporation	30.00	30.00	100.00	40.00
Rajiv Gandhi National Fellowship for SCs	80.00	80.00	100.00	160.00
Self Employment Scheme of Liberation & Rehabilitation of Scavengers	100.00	50.00	50.00	5.00
National Overseas Scholarship for SCs	5.00	3.34	66.80	6.00
Top Class Education for SCs	20.00	5.04	25.20	25.00
Total: SCD Division	1900.00	1442.67	75.93	3327.00
Disability Division				
National Institute for Disabled Persons	49.00	37.32	76.16	60.00
Aids & Appliances for Handicapped	79.00	30.64	38.78	100.00
Artificial Limbs Manufacturing Corporation	3.00	0.00	0.00	3.00
Rehabilitation Council of India	3.00	1.13	37.67	3.00
Spinal Injury Centre	1.00	0.00	0.00	1.00
National Handicapped Finance & Development Corporation	9.00	9.00	100.00	50.00
Scheme for Implementation of the Persons with Disabilities Act 1995	20.00	5.32	26.60	100.00
Deendayal Disabled Rehabilitation Schemes	76.00	19.66	25.87	120.00
Employment of Physically Challenged	15.00	1.00	6.67	8.00
Financial Assistance to Women with Disabilities to look after their Children after birth	5.00	0.00	0.00	5.00
Total Disability Division	260.00	76.90	29.58	450.00
Social Deference				
National Institute of Social Defence	6.00	5.00	83.33	10.00
Education Work for Prohibition and Drug Abuse	35.00	16.84	48.11	41.00
Research Studies & Publications	0.60	0.03	5.00	1.00
Information & Mass Education Cell	10.40	5.52	53.08	25.00

Assistance to VOs. for Providing Social Defence Services	5.00	3.00	60.00	5.00
Assistance to Voluntary Organisations under the Scheme of Integrated Programmes for Older Persons	22.00	15.19	69.05	40.00
Scheme of Assistance for Establishment of Old Age Home for Indigent Senior Citizens	15.00	0.00	0.00	100.00
Total Social Defence	94.00	31.33	33.33	222.00
Backward Classes				
National Backward Classes Finance & Development Corporation	35.00	35.00	100.00	40.00
Pre-matric Scholarship to BCs	30.00	19.46	64.87	50.00
Asstt. To Vol.Orgns for BCs	5.00	0.75	15.00	5.00
Boys & Girls Hostels for BCs	35.00	10.98	31.37	45.00
Post-Matric Scholarship for BCs	135.00	168.96	125.16	350.00
Merit Based Scholarship for BCs	0.00	0.00		0.00
Scheme for Educational and Economical Development of De-notified and Nomadic Tribes	5.00	0.00	0.00	10.00
Total Backward Classes	245.00	187.47	76.52	500.00
Grand Total	2500.00	2076.07	83.04	4500.00

Statement indicating BE, Actual Expenditure, %age of Exp to BE for 2009-10 along with BE for 2010-11 for Non-Plan Schemes

(Rs. in lakhs)

		BE 2009-10	Exp. as on 1.3.2010	Exp. as percent to BE	BE 2010-11
2251	Secretariat	2167.00	1938.00	89.43	1821.00
	Discretionary Grant	6.00	0.00	0.00	6.00
	Scheduled Castes Development				
2225	National Commission for SCs	949.00	1040.00	109.59	1056.00

2225	National Commission for Safai Karmacharis	220.00	230.00	104.55	219.00
	Total : SCD Division	1169.00	1270.00	108.64	1275.00
	Disability Division				
2235	National Institutes for Disabled Persons	4241.00	2968.00	69.98	3500.00
2235	Rehabilitation Council of India	145.00	141.00	97.24	105.00
2235	Handling Clearance of Duty Free Consignments under Bilateral Agreements	100.00	95.00	95.00	100.00
	Chief Commissioner for Physically Disabled	200.00	127.00	63.50	203.00
	Total Disability Division	4686.00	3331.00	71.09	3908.00
	Social Defence				
2235	National Institute of Social Defence	125.00	40.00	32.00	110.00
	Total : Social Defence	125.00	40.0	32.00	110.00
	Backward Class Division				
	National Commission for Backward Classes	250.00	250.00	100.00	260.00
2225	National Commission of Economically Backward Classes	97.00	65.00	67.01	20.00
	Total : Backward Class Division	347.00	315.00	90.78	280.00
	Grand Total	8500.00	6894.00	81.11	7400.00

2.5 When asked about the total Budgetary allocation of Government of India Ministries/Departments and the Ministry of Social Justice and Empowerment for the year 2009-10 and the percentage of the Budgetary Allocation made to the Ministry against the Government of India's total budget estimates, the Ministry in their written reply stated that the Gross Budgetary Support (GBS) to Plan for the year 2010-11 of Government of India is Rs. 280599.99 crore out of which Rs. 4500.00 crore is allocated

to Ministry of Social Justice and Empowerment which comes out to be 1.604% of the total Budgetary allocation of the Government of India.

2.6 The Ministry have further submitted the Division-wise outlay proposed and the outlay approved by the Planning Commission for the year 2010-11 as follows:-

Ministry of Social Justice and Empowerment					
Proposed outlay & Annual Outlay 2010-11					
Rs. in crore					
Sl. No.	Division	Proposed Outlay 2009-10	2010-11 Annual Outlay		
			BE	NE*	TOTAL
1	2	3	4	5	6
1.	Scheduled Castes Development	5020.0	3259.0	66.0	3325.0
2.	Other Backward Classes	800.0	449.5	50.5	500.0
3.	Welfare of Persons with Disabilities	700.0	405.0	45.0	450.0
4.	Social Defence	300.0	202.5	22.5	225.0
	Grand Total	7000.0	4316.0	184.0	4500.0
	*2% in SCD and 10% in other divisions of total allocation				

2.7 The Planning Commission, however, has allocated Rs. 4500 crore for the year 2010-11 as against the proposed plan outlay of Rs. 7000 crore.

2.8 When asked about the reasons cited by the Planning Commission for lowering the annual outlay, the Ministry in their written reply have stated as under:-

“The Planning Commission has stated that they have determined the GBS for various Ministries/Departments, after taking into account the resources available for the year 2010-11, competing demands from other Ministries/Departments and all other relevant factors. It was further mentioned that Finance Ministry and Planning Commission will together make an effort to accommodate genuine requirements for additional funds at the stage of supplementary grants after making a thorough review of the actual progress of expenditure and preparedness in respect of any additional requirement that may be projected by the Ministry at that time.”

2.9 The Ministry informed the Committee that due to persistent efforts made by them the Planning Commission has enhanced the Annual Plan allocation for 2010-2011 to Rs. 4500.00 crore against the allocation of Rs. 2500.00 crore of Annual Plan 2009-10, which is an increase of 80% over the last year's allocation. With this enhancement in Plan Outlay in 2010-11, the Ministry will, *inter alia*, revise rates of scholarship under the post-matric scholarship schemes for SC and OBC students, which is long overdue. It is also proposed to (i) establish an Indian Sign Language Research and Training Centre for the benefit of hearing impaired, (ii) set up District Disability Rehabilitation Centres in 50 additional districts besides two new Composite Regional Centres for persons with disabilities, (iii) expand the coverage of Centrally-sponsored Pilot Scheme of 'Pradhan Mantri Adarsh Gram Yojana' and (iv) to expand the size and scope of the disability related programmes. Besides, a new Centrally-sponsored Scheme for the construction of Old Age Homes for Indigent Senior Citizens is also proposed to be implemented during the year 2010-11.

2.10 The Ministry in their Outcome Budget have stated that the purposes for which the allocated plan funds would be released are as follows:-

Sl. No.	Target group	Educational Development	Economic Development	Social Empowerment	Rehabilitation & Manpower Development	Others	Total
1.	Scheduled Castes	2115.00	1110.00	94.00	5.00	3.00	3327.00
2.	Other Backward Classes	455.00	40.00	0.00	5.00	0.00	500.00
3.	Persons with Disability	0.00	61.00	100.00	164.00	125.00	450.00
4.	Social Defence	0.00	0.00	0.00	196.00	26.00	222.00
5.	Secretariat	0.00	0.00	0.00	0.00	1.00	1.00
	Total	2570.00	1211.00	194.00	370.00	155.00	4500.00

2.11 When the Committee drew the attention of the Ministry to zero allocation made for the educational development of persons with disabilities and asked why this has been so, the Secretary informed the Committee during evidence as under:-

“Disability is in the State list under the Constitution. It is neither in the Central List nor in the Concurrent List. It was a decision taken several years ago that the Government of India would not be supporting scholarship scheme for education of children with disabilities. There was a Centrally-sponsored scheme earlier of providing scholarship to students with disability. It was transferred to states in the mid 90s. That was a conscious decision. Several Centrally-sponsored schemes were transferred. This scheme was also transferred as one of them. That is how, for the last several years this subject is not there in our Ministry. Of course, it is another matter, for example, that under the Sarva Shiksha Abihyan, which is a scheme of the Ministry of Human Resources Development, there is a component for children with disabilities. They give central assistance to States for educational development in the elementary education sector, which includes the component for education of disabled children. But that is as a part of the larger overall scheme of SSA. Similarly, the Ministry of HRD also runs an integrated education scheme for disabled children at the secondary level under which they give assistance. But from the Ministry of Social Justice and Empowerment, for the last 15 years there is nothing. Earlier also, probably there was only a small scheme of scholarship, which was transferred to States, I believe, in the mid 90s.”

2.12 The Committee pointed out that ‘Sarva Shiksha Aabhiyan’ is very big umbrella which includes every section of society i.e. OBCs, SCs and STs. While a separate provision has been made by the Ministry for educational development of SCs with Rs. 2115 crore and OBCs with Rs. 455 crore such a provision has not been made for the differently able people. To this, the Secretary responded during the evidence as under :-

“As I submitted, there was a scheme. As a conscious decision of the Government of India taken by the Planning Commission and the Ministry together, it was transferred to States along with several other Centrally-sponsored schemes sometimes in the mid 90s’. That is why, at the moment we do not have a plan outlay for education of students with disabilities in our Ministry, although there are schemes of the Ministry of HRD, which are specifically targeted for, under which they give assistance to States for education of students with disability”.

2.13 The budgetary allocation of the Ministry has been increased substantially. Even then a scheme on Pre-matric scholarship covering all the SC students does not feature in the budget of the Ministry. During the evidence when the Committee pointed out as to why the pre-matric scholarship is still sanctioned only to children of those Scheduled Caste persons engaged in unclean occupations and why the scope of the pre-matric scholarship scheme has not been expanded to cover all the Scheduled Caste students, the Secretary deposed as under:-

“The pre-matric scholarship which has been funded by the Government of India has always been for this particular target group. But apart from that, certain State Governments do give pre-matric scholarships out of their own resources to Scheduled Caste students. However, we have taken up vigorously the issue of giving Central assistance for pre-matric scholarship for Scheduled Caste students in general and not confined to those who belong to the families engaged in unclean occupations. Unfortunately, our Eleventh Plan outlay did not have any provision for this. When we mooted the proposal to the Planning Commission, they gave in-principle approval, but subsequently they said that they were giving in-principle approval, but we have to get our outlay enhanced. This I now see happening from the Twelfth Plan. When our Twelfth Plan outlay is fixed, we will make a very, very strong pitch for having a pre-matric scholarship scheme for Scheduled Caste students.”

2.14 The Ministry have furnished the following statement showing the details of funds surrendered during the last six years:-

Year	Funds surrendered (Rs. in crore)
2004-05	148.13
2005-06	33.98
2006-07	65.32
2007-08	23.55
2008-09	39.82
2009-10	50.89

2.15 The scheme-wise details of the surrender of plan funds during the year 2009-10 as furnished by the Ministry is given at Annexure – I.

2.16 On the steps taken by the Ministry to overcome the problem of surrender, the Ministry in their post evidence reply have stated that in order to overcome the problem of surrender, the Ministry apart from requesting States regularly to send adequate number of complete proposals in time has modified the procedure of release of funds to NGOs to utilize the funds allocated under the schemes. In order to utilize the earmarked non-lapsable funds for North Eastern States including Sikkim, Ministry held a separate conference with the State Governments of NER States as well as with NGOs at Guwahati to address their problems regarding utilization of funds. Further, to minimize surrender of funds, funds were re-appropriated from the schemes where they were unlikely to be utilized to those where demand was more than the allocated funds. Finally, the Ministry utilized 98%, of its Plan funds in 2009-10.

2.17 The Committee observed that for most of the NGO related schemes such as Assistance to Disabled Persons for Purchase/fitting of Aids/Appliances (ADIP), Deen Dayal Disabled Rehabilitation Scheme (DDRS) and Integrated Programme for the Older Persons etc. considerable funds were released at the fag end of the financial year. When the Committee pointed out to this, the Secretary explained during the evidence as under:-

“This year the Budget was passed late because of the general elections. Therefore, things have got bunched as far as NGO schemes are concerned. Even otherwise, unfortunately, it is the reality that NGO related schemes expenditure does get bunched in the last quarter. This year that was even more the case. But, from the next financial year we will take steps to see that it is uniformly spread. One of the things which we have done, which will help next year is what the Committee also had recommended, namely, to go back to the system of releasing grants under the Deen Dayal Disability Rehabilitation Scheme in two installments. In between, for about two to three years the practice was to release it in one installment and it used to happen invariably

towards the end of the year. Now we have revised that. This year also it has happened in some cases. From the next year, right from the beginning, from the first half, we will be releasing the first installment of 50 per cent to the grantee institutions subject to the fulfillment of certain norms and that would make the pace of expenditure more even.”

2.18 In regard to the under utilization of funds in the disability sector in particular, the Secretary further added:-

“I have no hesitation in saying that expenditure under the disability sector has been less than satisfactory. We expect to touch around Rs. 170 crore to Rs. 180 crore if not more by the end of the financial year in the disability sector. From the next financial year, we will have to work harder, which we will. We would be seriously considering some fundamental structural changes so that the sanction of grant to NGOs is faster. At the moment as the Committee is aware, it is all centralized here and a proposal to decentralize it also is under consideration. We are examining various aspects of the matter so that the NGOs get their grant faster and they do not have to necessarily come to Delhi for the purpose.”

2.19 The Committee have observed that in case of the scheme of Pradhan Mantri Adarsh Gram Yojana though an allocation of Rs.100 crore had been made during 2009-10, the same could not be incurred in full as the implementation of the scheme is expected to start from April, 2010. For the year 2010-11 an allocation of Rs 400 crore has been made under the scheme. Similarly under the Scheme of Construction of Old Age Homes for Indigent Senior Citizens, Scheme of Financial Assistance to Women with Disability to look after their children after birth and Scheme for Educational and Economical Development of De-notified and Nomadic Tribes, B. R. Ambedkar Foundation, Spinal Injury Centre, Research and Training, funds could not be utilized in full for different reasons.

2.20 On the monitoring of various schemes, the Ministry in their Outcome Budget have stated that officers of the Ministry have been appointed as nodal officers for the

States/UTs to undertake field visits for on-the-spot study of implementation of various schemes by implementing agencies including NGOs. In this context, the Committee desired to know as to how many such field visits for on-the-spot study had been undertaken during the last two years and what were the findings/outcome of these field visits and what sort of improvement in various schemes had been advised/suggested by these nodal officers. To this, the Ministry in their written reply submitted as under:

“The orders for designating Divisional Heads as Nodal Officers for States/UTs were issued on 29.9.2009. Due to pre occupation of officers thereafter with the winter and Budget Sessions of Parliament and in processing of the proposals from the States/UTs and other implementing agencies, they have not been able to make field visits on a significant scale so far. However, from 2010-11, they will be asked to make the minimum prescribed visits in their allocated States/UTs.”

2.21 When asked about the minimum number of visits prescribed for these officers, the Ministry have informed that the nodal officers are expected to tour for at least 10-12 days, every six months, in their assigned region/States/UTs. Prior to 29.9.2009, officers were visiting the States/UTs as per the need and feasibility.

2.22 The Committee observe that the budgetary allocation of the Ministry has been increased substantially from Rs. 2500 crore last year (2009-10) to Rs. 4500 crore during the current financial year i.e. 2010-11. Looking at the figures and comparing it with past allocations it indicates a marked increase of 80% over the budgetary allocation of the previous year. This increase would definitely help the Ministry to focus more resourcefully on the needs of the social sector. It would allow the Ministry to expand the scope of the various schemes it is running at present. The Committee have been given to understand that the Ministry would utilize the enhanced amount on long pending projects such as revision of the

scholarship schemes, expanding the scope of disability related schemes, Pradhan Mantri Adarsh Gram Yojana, establishment of the Indian Sign Language, Research & Training etc. While appreciating the Ministry's endeavours in getting the planned budget enhanced and congratulating the Ministry for its success in convincing the Planning Commission of the urgent need for augmenting the budget of this Ministry, the Committee hope that this enhanced allocation would be fully utilized. Problems, if any in the way of its utilization should be identified, looked into and resolved in time. The Committee further recommend that the Ministry should do an assessment of utilization of allocated funds at suitable intervals so as to avoid under-utilization and surrender of funds at the close of the financial year.

2.23 The Committee have noted that while separate provisions have been made by the Ministry for educational development of SCs with Rs. 2115 crore and OBCs with Rs. 455 crore such a provision has not been made under the head of educational development of the persons with disability. The Committee have also been informed that earlier too there was a Centrally sponsored scheme of providing scholarship to students with disability which has since been transferred to States in the 90's. What is more disheartening to note is that it was a conscious decision of the Government of India taken up by Planning Commission and the Ministry was also a party to this decision. The Ministry's argument that the educational development needs of the persons with disability are taken care of by other schemes such as Sarva Siksha Abhiyan (SSA) does not hold water as SSA being a big umbrella programme with provisions for all

sections of society cannot give focused attention to the holistic educational requirements of the persons with disability. As far as States are concerned they have their own resource constraints. Educational development is the key for overall development and security of this section and keeping in view the priority given to education by the Government, the right to education made a fundamental right under Part III of the Constitution, it is imperative that the educational needs of the persons with disability are taken care of. For this, the Committee recommend the Ministry not to deviate from this priority and urgently make some provision under the head educational development of the persons with disability. The Ministry should revive the earlier provision/scheme in this direction and act to provide some kind of scholarship to the students with disability. The Committee may be apprised of the progress made in this regard as early as possible.

2.24 The Committee find that funds to the tune of Rs. 361.69 crore could not be utilized and were surrendered by the Ministry during the last six years. Surrender and under-utilization for the year 2009-10 alone stood at Rs. 50.89 crore. On the issue of underutilization and surrender of funds in 2009-10, the Ministry have stated that the amount allocated could not be utilized due to the fact that budget was passed in the month of July during 2009-10. In their written submission on percentage utilization and shortfall, the Ministry have claimed that they are happy with the 83% spent on various schemes from the overall allocation. Yet in another instance, the Ministry have stated that out of the total budgetary allocation they have utilized 67% up to the end of third quarter which is treated to be satisfactory

in the budget parlance. The Ministry's reasoning that surrender and savings occurred in various schemes due to non-receipt of adequate number of proposals from the States/implementing agencies is also not acceptable to the Committee because the schemes are Central sector schemes, funds are released by the Central Government and hence ultimately it is the responsibility of the Ministry to ensure that proposals complete in all respects are received and processed and money released and spent on time. The Committee are pained to note that while on the one hand the Ministry went on saying that any kind of revision in the scholarship schemes could not be undertaken due to want of funds, on the other hand huge amount of funds could not be utilized and ultimately surrendered. When the Ministry are running important schemes with meagre allocations with a crore or two because of acute shortage of funds, it is very much important that money allocated under each head should be utilized fully and saving/surrender of funds avoided.

2.25 The Committee observe that for most of the NGO related programmes/schemes run by the Ministry, substantial amount of funds were released at the fag end of the financial year i.e. January to March. While the Secretary during the evidence has tried to justify the above action by saying that the release of funds to NGOs particularly in the case of schemes on disability and social defence sector during the last quarter of the financial year is O.K. with the Ministry because the NGOs still have sufficient time/full year to utilize the amount. However, in the opinion of the Committee this is clearly against the sound budgetary principle, as funds released at the fag end are prone to be

diverted and misutilized and most of the time not subject to any kind of audit and monitoring. Therefore, the Committee recommend that the Ministry should ensure that proposals complete in all respects are received well in advance preferably at the commencement of the financial year and processed expeditiously in batches. Due care should be taken at this stage only so as to avoid the undesirable trend of rushing release of funds at the end of the financial year.

2.26 On the launching of the Pre-matric scholarship to cover all SC students, the Committee during their examination of the Demands for Grants for 2009-10 had been informed that the concept note for initiation of the scheme has been sent to the Planning Commission, which has already approved it in principle. However, since the financial implications were high, the scheme could not be launched during the last budget and it would be mooted only when there is an enhancement of allocation. Now after having a look at the current Budget, the Committee fail to understand as to why the scheme of Pre-matric scholarship for all SC students does not feature in the current budget though there has been considerable enhancement in the budgetary allocation. The Secretary, during the evidence has submitted that things have been put off till formulation of the XIIth Five Year Plan in this regard. The Committee view this serious lapse on the part of the Ministry because during the current budget exercise itself some kind of provision of Pre-matric scholarship covering all SC students should have been initiated. The Committee direct the Ministry to take note of this and take necessary action in this regard so that the scheme is able to take off at least during the next financial year.

2.27 The Committee note that funds to the tune of Rs. 100 crore could not be utilized in full and got blocked under the Pradhan Mantri Aadarsh Gram Yojana because of non approval of the scheme by the Planning Commission. The Committee also observe that the Planning Commission has now approved the scheme on 11.3.2010 and an allocation of Rs. 400 crore has been made for the scheme during 2010-11. The scheme being a flagship programme of the Ministry aims at the integrated development of villages having more than 50% Scheduled Caste population through convergent implementation of existing Central and State schemes. Since a huge amount of Rs. 400 crore has been earmarked for the scheme, efforts should be made for successful implementation of the said programme during 2010-11 by utilizing the entire amount allocated for the purpose. The Committee also recommend the Ministry to look into the reasons for under -utilization/non-utilization of funds under the schemes of Construction of Old Age Homes for Indigent Senior Citizens, Financial Assistance to Women with Disability to look after their children after birth and Educational and Economical Development of De-notified and Nomadic Tribes, B. R. Ambedkar Foundation, Spinal Injury Centre, Research and Training and take suitable remedial measures to avoid the repeated under-utilization/non-utilization of funds in these schemes.

2.28 Effective monitoring is an important aspect of any scheme as the efficiency and outcome of the schemes are ensured with this vital tool. On this important aspect the Committee observe that nodal officers appointed for the States/UTs to undertake field visits for on- the- spot study of implementing of the schemes by

implementing agencies and NGOs could not undertake the number of prescribed visits to States due to their pre-occupation with Winter and Budget Sessions of Parliament. The Ministry have also furnished a very casual reason that due to their engagement in processing of the proposals received from States/UTs, the nodal officers have not been able to have field visits on a significant scale. Keeping in view that monitoring is a vital mechanism for ensuring effective implementation of a scheme and that it acts as a vigil on the States/implementing agencies for any mis-utilization and diversion of funds, the Committee recommend that the Ministry should take all necessary steps to ensure that the schemes implemented by them are closely and tightly monitored so as to avoid any laxity and complacency by the States/implementing agencies in implementing the schemes and utilization of funds.

CHAPTER – III

DEVELOPMENT OF SCHEDULED CASTES

I. SPECIAL CENTRAL ASSISTANCE (SCA) TO SCHEDULED CASTES SUB PLAN (SCSP)

A. Scheduled Castes Sub-Plan (SCSP)

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

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

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

Year	Total State Plan Outlay	SCSP Outlay (Rs. in crore)	% of SCSP Outlay to State Plan Outlay
2006-2007	151581.2	20816.5	13.7
2007-2008	233607.16	40094.78	17.16
2008-2009	300590.10	42742.29	14.22
2009-2010	287096.57	38294.44	13.34

3.4 The Ministry have informed that receipt in the year 2009-10, the percentage of allocation under Scheduled Castes Sub-Plan as can be seen from above table has not been commensurate with the 16.23% share of Scheduled Castes in the total population of the country. The Ministry regularly impresses upon the States to ensure adequate allocations under Scheduled Castes Sub-Plan during interactions with them. As an incentive, 25% Special Central Assistance is released to States/UTs on the basis of percentage allocation made by them under Scheduled Castes Sub-Plan in proportion to Scheduled Castes population percentage of the States/UTs.

B. Special Central Assistance (SCA)

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

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

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

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

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

3.8 Information on the physical and financial achievements of the above scheme during the last three years is as follows:-

(Rs. in crore)

Year	Budget Estimates	Revised Estimates	Expenditure (Rs. in crore)	No. of beneficiaries (in lakhs)
2007-08	470.15	450.15	459.15	5.12
2008-09	480.00	544.06	601.59	4.56 (based on information received from 14 States)
2009-10	480.00	480.00	456.59	0.92* (based on information received from 7 States)
2010-11	600.00			

* as on 15.03.2010

3.9 The Ministry have furnished the following statement showing the approved total outlay and outlay under Scheduled Caste Sub-Plan (SCSP) of States and UTs during Annual Plans 2007-08, 2008-09 and 2009-10:-

Approved total outlay and Scheduled Caste Sub-Plan outlay during 2007-08, 2008-09 and 2009-10

Sl. No.	State/U.T	% of SC Population (2001 Census)	Annual Plan 2007-08			Annual Plan 2008-09			Annual Plan 2009-10		
			Total outlay	Total Approved Outlay		Total outlay	Total Approved Outlay		Total outlay	Total Approved Outlay	
				SCSP	%		SCSP	%		SCSP	%
1	2	3	4	5	6	7	8	9	7	8	9
1	Andhra Pradesh	16.20	30500.00	4355.90	14.28	44000.00	7630.42	17.34	33496.75	5243.17	15.65
2	Assam	6.90	3800.00	81.09	2.13	5011.51	100.70	2.01	6000.00	115.67	1.93
3	Bihar	15.70	10200.00	2131.21	20.89	13500.00	2428.26	17.99	16000.00	2721.02	17.01
4	Chattisgarh	11.60	7413.72	2722.31	36.72	9600.00	0.00	0.00	10947.76	--	--
5	Goa	1.80	1430.00	25.74	1.80	1737.65	13.52	0.78	2240.00	16.15	0.72
6	Gujarat	7.10	16000.00	1134.40	7.09	21000.00	186.50	0.89	23500.00	1294.94	5.51
7	Haryana	19.30	5300.00	1023.00	19.30	6650.00	1433.27	21.55	10000.00	1493.21	14.93
8	Himachal Pradesh	24.70	2100.00	231.00	11.00	2400.00	594.00	24.75	2700.00	668.00	24.74
9	Jammu & Kashmir	7.60	4850.00	368.6	7.60	4500.00	0.00	0.00	5500.00	319.73	5.81
10	Jharkhand	11.80	6676.00	3539.70	53.02	8015.00	1012.75	12.64	8200.00	852.86	10.40
11	Karnataka	16.20	17782.58	2916.40	16.40	26188.83	3232.45	12.34	29500.00	--	--
12	Kerala	9.80	6950.00	681.80	9.81	7700.47	755.95	9.82	8920.00	875.12	9.81
13	Madhya Pradesh	15.20	12011.00	2745.88	22.86	14182.61	2209.81	15.58	16174.17	2499.61	15.45
14	Maharashtra	10.20	20200.00	2060.00	10.20	25000.00	2332.80	9.33	--	--	--
15	Manipur	2.80	1374.31	33.04	2.40	1660.00	48.30	2.91	2000.00	58.06	2.90
16	Orissa	16.50	5105.00	843.96	16.53	7500.00	1239.75	16.53	9500.00	1563.03	16.45
17	Punjab	28.90	5111.00	1330.00	26.02	6210.00	1792.00	28.86	8600.00	2488.31	28.93
18	Rajasthan	17.20	11638.87	1787.77	15.36	14000.00	2081.80	14.87	17322.00	2735.49	15.79
19	Sikkim	5.02	691.14	34.70	5.02	852.00	42.60	5.00	1045.00	--	--
20	Tamil Nadu	19.00	14000.00	1649.85	11.78	16000.00	2379.20	14.87	8051.67	1521.45	18.90
21	Tripura	17.40	1220.00	205.22	16.82	1450.00	242.19	16.70	1680.00	280.11	16.67
22	Uttar Pradesh	21.10	25000.00	5307.00	21.23	35000.00	7430.00	21.23	39000.00	8275.00	21.22
23	Uttarakhand	17.90	4378.63	749.82	17.12	4775.00	854.73	17.90	--	--	--
24	West Bengal	23.00	9150.00	2328.83	25.45	11602.38	2677.83	23.08	14150.00	3258.37	23.03
25	Chandigarh	17.50	269.91	46.72	17.31	304.65	45.98	15.09	319.22	55.92	17.52
26	Delhi	16.90	9000.00	1525.13	16.95	10000.00	1694.15	16.94	10000.00	1782.39	17.82
27	Puducherry	16.20	1455.00	235.71	0.00	1750.00	283.33	16.19	2250.00	176.83	7.86
	ALL INDIA	16.20	233607.16	40094.78	17.16	300590.10	42742.29	14.22	287096.57	38294.44	13.34

Source: Planning Commission. Information in respect of Chhatisgarh, Karnataka, Maharashtra, Sikkim and Uttarakhand not provided.

3.10 When asked to state the reasons for decrease in Actual Expenditure as compared to BE during the year 2009-10, the Ministry have informed the Committee that during 2009-10 among major States, Bihar, Jammu & Kashmir and Punjab could not avail their full notional allocation whereas Jharkhand and Uttarakhand could not avail any funds under the scheme due to unspent balance being available with them. The Ministry has been regularly pursuing with the States and UTs to furnish the necessary information/utilization of funds to the former so that remaining funds could be released to them.

3.11 Considering the fact that Actual Expenditure under SCA to SCSP has been on the higher side of BE/RE continuously for the last three years and lot of funds are flowing under SCA to SCSP, the Committee wanted to know what is the monitoring mechanism of the Ministry to ensure that funds released are actually being utilized by States/UTs. To this, the Ministry informed that the scheme is monitored through Quarterly/Annual Progress Reports (QPR/APR) furnished by the States/UTs. Utilization under the scheme is also reviewed during the meeting with State Ministers/Secretaries dealing with social justice. State level review meetings are also held by the Ministry to monitor implementation of its schemes. Further, in order to assess the impact of the scheme, all States/UTs have been requested to inform as to how many beneficiaries assisted in 2005-06 have been able to cross the poverty line. Similar information in respect of beneficiaries assisted in 2006-07 has also been sought from States.

3.12 To the question on the number of Scheduled Caste families who have been able to cross the below poverty line after having availed the financial assistance under the scheme of SCA to SCSP, the Ministry have informed that so far assessment regarding

number of beneficiaries who were able to cross the poverty line has been received from eight States which is summarized below:

Sl. No	State/UT	No. of BPL families assisted during 2005-06	No. of assisted families who crossed the poverty line
1	2	3	4
1	Haryana	15664	13229(84.4%)
2	Jammu & Kashmir	526	526(100%)
3	Karnataka	13985	13985(100%)
4	Kerala	499	38(7.6%)
5	Maharashtra	23357	15645(67.0%)
6	Punjab	6435	2767(43%)
7	Uttar Pradesh	67016	36857(55%)
8	Madhya Pradesh	7444	4914(66%)

In addition, partial information has been received from two States viz. Himachal Pradesh and Rajasthan. The defaulting States/UTs have been reminded again on 15.2.2010 at the level of Chief Secretary to provide the relevant information by 15.3.2010.

3.13 During the evidence when the Committee pointed out to the discrepancy in figures with regard to Kerala where the Ministry have helped 499 families but at the end only 38 families have crossed the BPL line, the Secretary submitted as under:

“Sir, there are two figures which are rather odd here – one is 100 per cent in Karnataka which seems, to my mind, too good to be true and the other is 7.6 per cent for Kerala which also is, *prima facie*, probably not correct. We will be taking it up with both the States Karnataka and Kerala to make sure that the information is correct.”

3.14 On the scheme of Scheduled Caste Sub-Plan, the Secretary stated during evidence as under:-

“We are in full agreement that out of the overall Central Plan outlay as well as State Plan outlay, 16.2 per cent should be spent for the welfare, development and empowerment of the SCs. There is absolutely no dispute on it. There are certain other issues also such as Demands for Grants and Budgetary heads, etc., but the two most important issues, which our hon. Minister has posed are to switch from a system of uniform 16.2 per cent for all Ministers to a system where it is modulated according to the nature of the Ministry’s work so that in aggregate 16.2 per cent is achieved. xxxxxxxx So there are certain modifications required in the guidelines. We have taken them up very vigorously with the decision-makers on the subject, and we hope that this would come about soon.”

3.15 When asked about the percentage each Central Ministry has allocated for Scheduled Castes Sub Plan, the Secretary informed as under :-

“Sir, the issue of Scheduled Caste Sub-plan was raised earlier also and I would have liked to respond to that. The Scheduled Caste Sub-plan guidelines, both of Central Ministries and State Governments, were issued by the Planning Commission determines all policy matters in relation to Plan funding, including the Scheduled Caste Sub-plan and Tribe Sub-plan. We have taken it up at the highest level. We have also suggested that they may want to modify guidelines somewhat to make them more practical and to ensure that those guidelines are fully implemented by all the concerned Central Ministries. We will continue to take it up”.

3.16 On the observation of the Committee that only 16 out of 76 Central Ministries have shown allocation of funds under SCA to SCSP and not all the Ministries are uniformly earmarking their allocation under the scheme, the Secretary further elaborated :-

“This is a complex issue, and I would just like to bring it to the notice of this Committee that the Committee on the Welfare of Scheduled Castes and Scheduled Tribes had taken an entire session of evidence jointly of ours and the Planning Commission sometime in September last year on the subject of SCSP, and both the Planning Commission and we stated our stand before the Committee. We have taken up the matter very vigorously with the Planning Commission, especially, after that evidence both at the official level as well as at the Ministerial level.

The problem here is that there are a large number of schemes which among others also benefit SCs. For example, if it is for setting up IITs, Primary Health Centres, Medical Colleges, AIIMS-like institutions, Sarva Shiksha Abhiyan (SSA) or National Rural Health Mission (NRHM), etc. But at the moment, there is no rational system of treating a part of the expenditure on these schemes under SCSP, based, for example on actual figures of SC beneficiaries. This is a fundamental lacuna in the existing guidelines and this is what has been pointed out to the Planning Commission.

3.17 When the Committee wanted to know whether the Ministry are planning to undertake any evaluation study of the scheme to bring in improvement, the Ministry informed that they had requested the Planning Commission in September, 2009, to get six of its important schemes, including SCA to SCSP, evaluated through its Programme Evaluation Organisation (PEO). Planning Commission has intimated on 5.3.2010 that the Development Evaluation Advisory Committee (DEAC), in the meeting held on 11th November 2009, has assigned the evaluation of the Scheme of Special Central Assistance to Scheduled Castes Sub-Plan and the Scheme of Special Central Assistance to Tribal Sub-Plan (TSP) to PEO. In pursuance to this, the PEO has constituted a Consultancy Evaluation-cum-Monitoring Committee (CEMC).

3.18 When the Committee desired to know as to when the scheme was last revised and whether the Ministry are planning to revise the guidelines of the scheme in near future, it was informed that the scheme was last revised in 1998. Its revision would be undertaken as part of the XII Plan exercise. To a further query on whether it would not be too late if the revision is undertaken as part of XII Plan exercise, the Ministry in their post evidence reply have stated that revision of guidelines of SCA to SCSP will be expedited, after consultation with State Governments and various stakeholders, and taking into account the findings of evaluation studies.

3.19 The Committee observe that there are serious discrepancies and mismatch of figures on the number of assisted population/beneficiaries who have crossed the below poverty line under the SCA to SCSP obtained by the Ministry from the concerned 8 States for which the figures are available. The Secretary himself was candid enough to accept during the evidence the figures to be rather odd and not correct. The Committee consider that the Scheme of SCA to SCSP has tremendous potential for the overall development of the scheduled caste population and data/ feed back on the physical progress, utilization of funds and consequent information on the raising standard of living of the SC population is an important input as far as the assessment of the scheme is concerned. Therefore, the Committee recommend the Ministry to have a fresh look at the whole state of affairs. Instead of being contented with the information sent by States, Officers should be deputed to undertake an exercise of verifying and crosschecking the figures obtained from the concerned States so as to ascertain the accuracy and authenticity of the information. The States, which are not furnishing the requisite information on the number of beneficiaries, should be persuaded to send it at the earliest. The Committee may be apprised of the progress in this regard.

3.20 The Committee observe that not all the States/UTs are formulating and implementing Scheduled Caste Sub-Plan as part of their annual plans by earmarking resources in proportion to their share in total population. The Committee also note with serious concern that the percentage of SCSP outlay in respect of States after having reached to a benchmark of 17.16% during the year

2007-08 has been showing a declining trend i.e. 14.22% in 2008-09 & 13.34% in 2009-10. Also, all the Central Ministries are not uniformly earmarking their allocation under the scheme. In this context, the Committee in their earlier Report presented to the Parliament on 17.12.2009 had recommended that the Ministry should take up the above issue with the Planning Commission in the right earnest. The Committee are happy to note that the Ministry have taken up the issue with the Planning Commission and the latter have also realised the fundamental lacuna in the existing guidelines and informed the Ministry that they are in the process of working out fresh guidelines for central Ministries. The Committee are also in agreement with Planning Commission's observation that the present provision of uniform earmarking of 16% by States and the Central Ministries is not working out well and there is a need to review and reformulate the guidelines. The Committee recommend the Ministry should not leave the matter there and take it forward with Planning Commission on the urgent need for an exhaustive review of the existing guidelines on SCA to SCSP to make these more rational, flexible and acceptable for the Ministries and the States.

II. POST-MATRIC SCHOLARSHIP TO STUDENTS BELONGING TO SCHEDULED CASTES

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

Maintenance Allowance

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

or above degree (not covered in group I & II).		
Group IV		
All post matriculation level courses before taking up graduation like classes XI and XII in 10+2 system and intermediate examination etc, not covered in Group 'II' or 'III'. ITI courses, other vocational courses (if minimum required qualification to pursue the course is at least matriculation).	235	140
Other Allowance		
Study tour charges Rs. 1000/- p.a. Thesis typing/printing charge Rs. 1000/- Book grant for correspondence courses Rs. 750/- Readership allowance for blind scholars (PM): Group I, II – Rs. 150/- Group – III – Rs. 125/- Group IV – Rs. 100/- Transport allowance for disabled students – Rs. 100/- p.m. Escort allowance for severely handicapped day scholar students with low extremity disability – Rs. 100/- p.m. Helper allowance to handicapped students – Rs. 100/- p.m. Coaching allowance to mentally retarded/ill students – Rs. 150/- p.m.		

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

Year	Budget Allocation (Rs. in crore)	Amount released (Rs. in crore)	Beneficiaries covered in lakh
2007-08	625.00	875.08	31.59
2008-09	750.00	645.49	34.36
2009-10	750.00	728.91*	32.45 (anticipated)
2010-11	1700.00		

* up to 31.12.2009

3.23 When enquired about the reasons for incurring less expenditure compared to BE during 2008-09 & 2009-10 and reasons for significant increase in BE for the year 2010-11, the Ministry have informed that during the year 2008-09 Andhra Pradesh, Maharashtra, Bihar, Haryana, Jammu & Kashmir and Pudducherry had unspent balances available with them from previous years. The release of central assistance to these States therefore had to be reduced to that extent. Further, large amount of admissible assistance could not be released to Uttar Pradesh and Assam during 2008-09 for want of clarification on Audit Reports and reported incidents of misutilisation of funds. This resulted in less utilization of funds during that year. As far as the year 2009-10 is concerned, the position shown in the above table reflects the position up to 31.12.2009, and shows that in the first 9 months, 97% of the BE had already been utilized. The expenditure as on 28.2.2010 under the scheme is Rs. 855.81 crore, which is more than BE. The funds over and above the BE have been made available by re-appropriation of savings from other schemes of the Ministry. Significantly higher outlay

has been proposed in 2010-11 in view of the proposed revision of the scheme from that year.

3.24 When asked as to what kind of revision is being contemplated for post-matric scholarship scheme and have the Ministry worked out the revised rates of scholarship as well as the income ceiling so as to avoid under utilization of funds during current financial year, the Ministry have informed that the specific extent of revision in income ceiling and scholarship rates is under consideration and efforts are being made to revise the scheme from the academic session 2010-11. With the proposed modification in the scheme it is expected that the funds provided during 2010-11 will be fully utilized.

3.25 When some Members raised their concern on the low financial assistance being provided under the scheme, the low income ceiling and the need for raising these, the Secretary assured the Committee during the evidence as under:-

“We will be most certainly revising the income ceiling. The exact extent of revision is still under consideration. The entire revision exercise is still in the process.”

3.26 The Ministry have furnished the following statement showing the amount of funds disbursed to the States/UTs as central assistance under the scheme and the number of beneficiaries covered during the last three years, State-wise.

(Rs. in lakh)

S. No.	State/UT	2006-07		2007-08		2008-09	
		Funds released	No. of beneficiaries	Funds released	No. of beneficiaries	Funds released	No. of beneficiaries
1	A.P.	6255.74	374808	24048.4	382059	23978.11	568658
2	Assam	374.86	17430	469.82	16718	0.00	16800
3	Bihar	1892.74	38750	0.00	50046	2692.70	78140
4	Chhattisgarh	734.00	46851	482.85	54927	100.00	62259
5	Goa	19.29	132	0.00	138	0.00	157
6	Gujarat	1432.67	64549	240.36	84379	1556.29	88533

7	Haryana	733.86	18490	494.93	24512	369.52	25750
8	H.P.	99.29	7417	78.84	7501	0.00	8451
9	J&K	173.64	6958	0.00	4670	378.47	10846
10	Jharkhand	0.00	13619	35.32	15296	0.00	17648
11	Karnataka	5142.22	168744	7020.59	312556	3267.91	186059
12	Kerala	2965.14	86344	4072.44	105728	8132.43	115000
13	M.P.	2827.98	121459	695.983	127225	1699.21	129370
14	Maharashtra	4356.86	245832	15953.63	320048	1000.00	431059
15	Manipur	139.32	2816	139.95	2292	163.76	2635
16	Meghalaya	1.62	175	0.00	193	0.00	0
17	Orissa	1739.68	53703	0.00	56333	500.00	60839
18	Punjab	1091.50	56044	539.8	51499	200.00	0
19	Rajasthan	3804.48	126544	3204.42	221108	10340.11	162766
20	Sikkim	4.48	233	0.00	218	3.44	267
21	Tamil Nadu	3233.97	392037	6978.05	431272	500.00	424785
22	Tripura	307.17	10384	180.56	11765	410.98	19093
23	Uttar Pradesh	11034.58	561502	22313.71	628884	4916.98	733185
24	Uttaranchal	555.47	33025	0.00	38450	1089.36	43834
25	West Bengal	3534.42	188014	358.25	203512	3250.23	264083
26	Daman & Diu	2.23	90	0.33	113	0.00	113
27	D&N Haveli	0.00	0	0.00	0	0.00	0
28	Delhi	0.00	443	0.00	487	0.00	0
29	Pondicherry	145.44	6570	200	6882	0.00	7570
	Total	52602.65	2642963	87508.23	3158811	64549.49	3457900

3.27 The Ministry have also informed that Utilization Certificates in respect of central assistance during the last 3 years have been received for all the States/UTs except Goa and Orissa for the year 2008-09. The actual expenditure incurred by the State Governments/ UT Administrations is under compilation in consultation with the States. To a related query on the target fixed for 2010-11, the Ministry submitted that the Post-matric scholarship for SC students is an open ended scheme. However, target under it for 2010-11 is to cover 40 lakh beneficiaries.

3.28 On being asked as to whether any complaints have been received for delay in disbursement of scholarship to students from States and UTs during the last two years, the Ministry stated that the responsibility of implementation of the scheme rests with the

respective State Government/ UT administration. Complaints regarding delay in disbursement of scholarships have not been received in this Ministry.

3.29 The Committee during the course of their examination of the subject “Scholarship Schemes for SCs/OBCs” received a number of grievances on the implementation of the Post-matric scholarship scheme. The nature of grievances ranged from irregularity in disbursement of scholarship on time to procedural difficulties and inadequacy of the sanctioned amount. In this context, the Committee desired to know whether the Ministry have any mechanism for redressal of grievances of SC students. To this, the Ministry in their written reply submitted as under:

“The primary responsibility for implementing the scheme lies with the State Governments/UTs, who incur expenditure from their committed liability with Central Government providing the additional fund required over and above their committed liability. From time to time, advisories are sent by the Ministry to State Govt./UT Admn. for timely disbursal of scholarships to the beneficiaries. Grievances received, if any, are taken up with the concerned State Government for early redressal.”

3.30 The Ministry further informed that the President’s address to Parliament on 4th June, 2009 had mentioned “provision of scholarships and social security schemes through accounts in post offices or banks and a phased transition to smart cards” as one of the priorities for immediate action. In pursuance to this, the Chief Secretaries of all States/UTs were requested in August, 2009 to ensure that payment of scholarships under various schemes of the Ministry, through post office/bank accounts, is universalized during the next two to three months. The matter was followed up in the Conference of States Social Welfare Ministers held at Delhi on September 8-9, 2009.

3.31 On the follow up action by States on the above direction, the Ministry in their post evidence reply have informed as under :-

“The State Governments of Andhra Pradesh, Bihar, Gujarat, J&K, Madhya Pradesh, Delhi, Haryana, Orissa, Uttar Pradesh and Tripura States have reported having implemented the system of disbursement of scholarships through banks/post offices/ATM. State Governments of Punjab, Rajasthan and Kerala have reported having partially implemented the system and taking steps to universalize it. State Government of Himachal Pradesh, Maharashtra and Sikkim have informed that introduction of the system of disbursal through banks/post offices is underway. This Ministry is regularly pursuing the matter with the remaining States/UTs to implement this system”.

3.32 The Committee are happy to note that the budgetary allocation under the post-matric scholarship scheme has been increased significantly from Rs.750 crore during the year 2009-10 to Rs. 1700 crore during the year 2010-2011. The Committee are given to understand that with this enhanced allocation, the Ministry will undertake the much-awaited revision in the scholarship amounts which are at present extremely low. Apart from fulfilling the much-felt needs of the students, this will certainly go a long way in the educational empowerment of the scheduled caste students. However, since the Ministry are yet to work out the details of the revision, the Committee reiterate their earlier recommendation on early revision of the scholarship and hope that in this exercise every aspect of the scholarship will be taken into account and the scheme is dovetailed and revamped in total ready to be implemented by the next academic session. The Committee would like to be apprised about the decision taken in this regard at the earliest.

3.33 The Committee find that at the moment the Ministry do not have any grievance redressal cell as far as its schemes on educational development in general and scholarship schemes in particular are concerned. On this, the Ministry have informed that they take up the matter as and when it is received and

simply pass it on to the concerned state for rectification. There is no record as to how many of these were actually looked into and what follow up action was taken thereon. No wonder that the Committee, during the course of their examination of the subject “Scholarship Schemes for SCs and OBCs” have received end number of grievances when views/suggestions/comments of people on the scholarship schemes were invited by the Committee. In the absence of such a cell, large number of students/parents who have any complaint/issue/grievance are often left in lurch as their concern is not addressed to. The students are also not aware that complaint if any about the disbursement or other aspect of the scheme should be brought to the notice of the Ministry, which in turn takes up the issue with the concerned State. Therefore, the Committee advise the Ministry to create a standing grievance redressal cell so that the students/parents get a platform for hearing of their complaints relating to the schemes on educational development of SCs and OBCs including the scholarship schemes.

3.34 The Committee are happy to note that many States have initiated action with regard to paying the scholarships through Post-offices/banks/smart cards by opening accounts in the name of individual students. The Committee recommend that the States which are not implementing the above mentioned system should be asked to do so urgently. The States which are implementing the system partially should also be advised to implement the system in full so that the students get their due scholarship hassle free and on time.

III. FREE COACHING AND ALLIED SCHEME FOR WEAKER SECTIONS INCLUDING SCs AND OBCs

3.35 The scheme was last revised with effect from 1.4.2007. The salient features of the present scheme are as under:

- (i) The scheme provides for financial assistance for coaching to SC and OBC students for Group A and B examinations conducted by UPSC, SSC, Railway Recruitment Boards and the State Public Service Commissions; Officers' Grade examinations conducted by Banks, Insurance Companies and Public Sector Undertakings (PSUs) and; Finishing courses/Job-oriented courses for employment in the private sector like IT, Bio-technology etc.
- (ii) The scheme is implemented through reputed coaching institutions/centers run by the State Governments/UT Administrations, Universities and the private sector organizations. Proposals are invited every year from the implementing agencies directly. Selection of coaching institutions is made by a Selection Committee in consultation with the State Governments/Union Territory Administrations. Stipend to SC and OBC is admissible at the rate of Rs.750 per month per student for local and Rs.1500 per month per student for outstation students.
- (iii) Only students belonging to SCs and OBCs having total family income up to Rs.2.00 lakh per annum are eligible under the scheme.

3.36 The Ministry have furnished the BE, RE and Actual Expenditure under the scheme for last three years along with BE for the year 2010-11 as under:-

(Rs. in crore)

Year	Budget Estimates	Revised Estimates	Actual Expenditure
2007-08	7.00	7.00	3.92
2008-09	8.00	6.00	4.00
2009-10	8.00	6.00	0.92*
2010-11	10.00		

* upto 31.12.2009

3.37 When asked about the reasons for reduction of BE at RE stage and less expenditure incurred under the scheme, the Ministry have stated that Under the Scheme, adequate proposals were not received from State Governments/UT. Administrations. Further, many of the proposals received were either incomplete or otherwise ineligible. This resulted in reduction of BE at RE stage during the years 2008-09 and 2009-10. The expenditure under the scheme in 2009-10 was Rs.2.79 crore.

3.38 The Ministry have furnished the following statement indicating State-wise funds released to various implementing agencies.

(Rs.in Lakh)

State	2006-07	2007-08	2008-09
Andhra Pradesh	155.15	27.88	35.50
Assam	8.50	31.69	19.80
Bihar	6.58	14.90	5.00
Chhattisgarh	4.51	10.50	5.80
Delhi	15.12	34.90	29.00
Gujarat	0.0	8.90	2.00
Haryana	0.0	14.50	29.50
Himachal Pradesh	5.43	7.70	7.70
Jammu & Kashmir	3.71	2.500	0.0
Jharkhand	0.0	13.00	10.50
Karnataka	7.63	5.90	4.50

Kerala	0.0	4.70	3.50
Madhya Pradesh	14.57	26.00	30.90
Maharashtra	31.49	16.00	63.00
Manipur	22.89	20.90	6.70
Meghalaya	0.0	2.50	0.0
Orissa	3.92	14.60	6.50
Punjab	0.0	2.00	23.90
Rajasthan	39.88	32.10	24.40
Tamil Nadu	15.00	15.80	35.60
Uttar Pradesh	36.12	60.80	17.90
Uttarakhand	0.0	10.00	7.50
West Bengal	17.68	13.70	31.40
Chandigarh	2.53	0.0	0.0
TOTAL	390.71	392.00	399.70

3.39 The Ministry have furnished the following statement showing the State-wise number of beneficiaries under the scheme of free coaching to SC and OBC students for the last three years.

State	Target for 2006-07	Achievement 2006-07	Target for 2007-08	Achievement 2007-08	Target for 2008-09	Achievement 2008-09
Andhra Pradesh		3272		240		250
Assam		200		310		130
Bihar		160		240		60
Chhattisgarh		120		150		90
Delhi		90		370		340
Gujarat		00		200		30
Haryana		00		240		220
Himachal Pradesh		80		120		120
Jammu & Kashmir		00		30		00
Jharkhand		00		240		150
Karnataka		200		120		90
Kerala		00		60		60
Madhya Pradesh		280		310		190

Maharashtra		540		320		430
Manipur		480		120		100
Meghalaya		00		60		00
Orissa		120		280		90
Punjab		00		60		103
Rajasthan		705		360		400
Tamil Nadu		180		340		100
Uttar Pradesh		120		960		290
Uttarakhand		00		140		120
West Bengal		180		250		40
TOTAL	10000	6727	10000	5520	7636	3403

On the target and revision of the scheme, the Ministry have informed that a target of 6000 has been fixed for 2010-11. The scheme was last revised in April, 2007 and the income ceiling was raised from Rs. 1.00 lakh to Rs. 2.00 lakh per annum. Presently there is no proposal to further enhance this ceiling.

3.40 When asked about the rate of success of the SCs/OBCs students in getting into Group A, Group B services after availing the coaching under the scheme, the Ministry maintained that the success rate for Group A and Group B services varies from institute to institute and analysis of 24 institutes shows that the success rate varies from 40% to 50%.

3.41 As per the Outcome Budget considering the huge potential in the BPO Sector, Call Centre Training is provided to the beneficiaries through two Information Technology giants viz. APTECH Ltd. and NIIT Limited at six (6) Metro Centres namely, Bangalore, Chennai, Delhi, Hyderabad, Mumbai and Kolkata. Against this background, the Committee wanted to know whether there is any proposal to expand the scope of the training through other IT companies in other cities throughout India. To this, the Ministry

stated that under the scheme proposals from those institutes/organizations are considered and recommended for grant-in-aid who apply within the prescribed time limit and conform to the provisions of the scheme. A proposal to impart IT training received from ECIL/ECIT is also under active consideration. Admissible proposals for training under the BPO Sector/Call Centre Training in any part of the country shall be duly considered.

3.42 The Committee note with concern that the performance of the Ministry under the Coaching and Allied scheme for SCs and OBCs has not been up to the mark as out of Rs. 8 crore allocated, the Ministry have spent only Rs. 2.79 crore and the number of beneficiaries has also come down during 2009-10. If the proposals received for grants are incomplete or illegible as per the Ministry's submission, they should co-ordinate with the institutes and rectify and ease the requirements under the scheme so that more number of coaching institutes come forward to impart training to SC/OBC beneficiaries. Considering the fact that IT/BPO sector is booming in upcoming cities such as Pune, Ahmedabad, Bhubaneswar etc, the Ministry should try to tap admissible proposals for training in these cities also.

CHAPTER –IV

DEVELOPMENT OF OTHER BACKWARD CLASSES

ASSISTANCE FOR CONSTRUCTION OF HOSTELS FOR OBC STUDENTS

4.1 The scheme aims at providing better educational opportunities to students belonging to Other Backward Classes. Under this scheme, 50% central assistance is provided to the States and 100% to UTs and the Central Government Institutions for construction of hostels for middle, secondary, college and university level students. At least one third of the hostels constructed are exclusively for girls and five percent of the total seats in the hostels are reserved for disabled students.

4.2 Upon revision of the scheme of Hostels for OBC boys and girls, voluntary organizations with good track record in implementation of various OBC schemes will also be eligible to receive assistance under the scheme. Funding pattern for them will be 45% of the cost each to be borne by Central and State Governments and 10% by NGOs. Existing cost sharing pattern with States is 50:50. This will be changed to 90:10 in the case of North-Eastern States including Sikkim. A new component of financial assistance has been approved i.e. a one-time non-recurring grant @ Rs.2500/- per seat will be provided for essential furniture and equipment. Under the revised scheme, priority will be given to uncovered regions/districts. District/towns having a large number of educational institutions will be provided hostels with adequate capacity. Certain minimum physical norms have been approved for providing better hostels.

4.3 The Ministry have furnished the following statement showing the physical and financial achievement of the above scheme:-

Year	Budget Allocation (Rs. in crore)	Achievements		
		No. hostels	No. of seats	Financial (Rs. in crore)
2008-09	35.00	117	8315	34.55
2009-10	35.00	17 (upto Dec. - 09)	1050 (upto Dec.-09)	8.58 (Upto Dec.-09)
2010-11	45.00			

4.4 When the Committee wanted to know the reasons for under utilization of funds during the year 2009-10, the Ministry informed that funds have not been utilized to the desired extent during the current financial year due to receipt of incomplete proposals and non-receipt of proposals from many States. Proposals received are being processed. States which have sent deficient proposals have been requested to send complete proposals immediately so as to be able to utilize the allocation to the maximum extent possible.

4.5 When asked to state the reasons for increase in BE under the head during 2010-11 and whether the Ministry will be able to utilize the entire amount, the Ministry stated that as per the revised norms of the scheme, voluntary organizations with a good track record in implementation of various OBC schemes would also be eligible for financial assistance under the scheme. Moreover, there is a provision for Central Government contribution to the extent of 90% of the cost for North-Eastern States including Sikkim. Hence it is envisaged that there will be sufficient demand from State Governments and NGOs during 2010-11 to utilize the budget allocation. Efforts will also be made for timely

submission of complete proposals early in the financial year from the implementing agencies.

4.6 The Ministry have furnished the following statement showing the number of hostels sanctioned and completed for OBC boys and girls from 2006-07 to 2009-10.

Year	Number of Hostels	
	2006-07	Sanctioned
Completed		49
2007-08	Sanctioned	95
	Completed	43
2008-09	Sanctioned	117
	Completed	36
2009-10	Sanctioned	59
	Completed	12

4.7 The information on State-wise number of hostels sanctioned and completed as furnished by the Ministry is as follows:-

Sl. No.	Name of State	No. of Hostels Sanctioned/Completed					
		2006-07		2007-08		2008-09	
		Sanctioned	Completed	Sanctioned	Completed	Sanctioned	Completed
1	Andhra Pradesh	nil	nil	22	nil	31	nil
2	Bihar	4	nil	nil	nil	nil	nil
3	Chattisgarh	1	1	nil	nil	1	nil
4	Goa	nil	nil	nil	nil	nil	nil
5	Gujarat	nil	nil	3	nil	8	nil
6	Haryana	nil	nil	nil	nil	2	nil
7	Himachal Pradesh	2	nil	nil	nil	nil	nil
8	Jammu & Kashmir	nil	nil	nil	nil	nil	nil
9	Jharkhand	2	2	3	nil	8	2
10	Kerala	nil	nil	nil	nil	3	nil
11	Karnataka	15	5	10	nil	8	nil
12	Madhya Pradesh	17	17	16	16	7	4
13	Maharashtra	nil	nil	nil	nil	nil	nil
14	Orissa	1		nil	nil	nil	nil
15	Punjab	nil	nil	nil	nil	nil	nil
16	Rajasthan	nil	nil	3	3	8	nil

17	Tamil Nadu	22	22	24	24	30	30
18	Uttar Pradesh	14	nil	14	nil	nil	nil
19	Uttrakhand	nil	nil	nil	nil	nil	nil
20	West Bengal	1	nil	nil	nil	3	nil
21	Arunachal Pradesh*	nil	nil	nil	nil	nil	nil
22	Assam	2	2	nil	nil	4	Nil
23	Manipur	1	nil	nil	nil	2	nil
24	Meghalaya *	nil	nil	nil	nil	nil	nil
25	Mizoram*	nil	nil	nil	nil	nil	nil
26	Nagaland*	nil	nil	nil	nil	nil	nil
27	Tripura	nil	nil	nil	nil	nil	nil
28	Sikkim	nil	nil	nil	nil	2	nil
	Total:	82	49	95	43	117	36
* There is no notified OBC population in these States							

4.8 The Ministry in their Annual Report have furnished the following details on hostels sanctioned for OBC girls during 2009-10.

SI.No.	State/UT	No. hostels	No. of seats	Amount sanctioned (Rs. in lakh)
1	Jharkhand	1	100	50.98
2	Gujarat	1	100	60.00
3	Uttar Pradesh	4	200	167.40
	Total	6	400	278.38

The Committee wanted to know whether only 6 hostels were constructed covering above 3 States during 2009-10 and substantial funds (Rs.278.38 lakhs) poured into these 3 States only and why the scheme was not very effective in other States. To this, the Ministry clarified that the present status of hostels sanctioned during 2009-10 for OBC girls is as under:-

(Rs. in lakh)

SI.No.	State/UT	No. hostels	No. of seats	Amount sanctioned
1	Jharkhand	1	100	50.98
2	Gujarat	1	100	60.00
3	Uttar Pradesh	4	200	167.40
4	Andhra Pradesh	3	300	85.00
	Total	9	700	363.38

Proposals received from Karnataka, Madhya Pradesh, Assam, Tamil Nadu and Haryana are under consideration.

4.9 During the course of evidence when the Committee pointed out that not a single hostel was completed in most of the States except Tamil Nadu during the year 2008-09, the Secretary responded as under :-

“The standard time given to the State Government to complete a sanctioned hostel is two years. So, hostels sanctioned in 2008-09 are not expected to be completed by now”.

4.10 On the time limit and cost norms for construction of hostels, the Ministry in their written reply have informed the Committee as follows:-

“Hostels are expected to be completed within two years from the date of sanction. The scheme has been revised in 2009-10 wherein standardized physical norms have been worked out. The financial norm for the indicated physical norms will vary depending on factors like location of the hostel, building material used, year of construction, etc. However, the Ministry at present takes Rs.1.40 lakh per seat as a broad financial norm which may be suitably adjusted for remote and hilly areas subject to adequate justification being provided.”

4.11 On being asked as to whether two years are not an unusual long time for construction of hostels, the Secretary further added:-

“It is because there is also a tendering process. There is issue of technical sanction after which tenders are floated and thereafter, tenders are accepted”.

4.12 It was observed that as per existing provisions five percent of total seats in the hostels for OBC students are reserved for disabled students. When the Committee enquired whether the Ministry were able to fulfill the above criteria by getting sufficient number of disabled students admitted into these hostels, the Ministry stated that the implementation of the scheme is by the State Government and they have been requested to furnish the information.

4.13 To a question on whether any target has been fixed for 2010-11 the Ministry further informed the Committee that targets in terms of number of seats i.e. 5000 seats has been fixed for 2010-11 whereas in the earlier years it was fixed in terms of the number of hostels.

4.14 Asked as to what steps have been taken by the Ministry for timely receipt of complete proposals from the States preferably at the start of the financial year itself and is there any scope for relaxation in the cost norms so as to enable more number of States to send proposals under the scheme, the Ministry informed the Committee that the following steps have been taken for timely submission of proposals:

- While conveying the notional allocation to State Governments in May, 2009, they were requested to send proposals by 30th June, 2009.
- The matter was also pursued with State Governments from time to time and;
- This issue was also discussed during the State Welfare Ministers/Secretaries Conference held in September, 2009, in the conference of North-East States at Guwahati in November, 2009, and in other meetings with State representatives held from time to time.
- As per the existing norms, States have to contribute 50% of the cost, whereas under the revised scheme, North Eastern States will have to contribute only 10% of the cost. There is no proposal to relax these norms further.

4.15 The Committee are constrained to note that the progress of construction of hostels for OBC boys and girls has not at all been satisfactory, as during the last five years out of 353 hostels sanctioned, only 140 hostels could be completed. The reason for shortfall and non-materialisation of the remaining sanctioned

hostels as furnished to the Committee that ultimately OBC hostels are sanctioned to State Governments and grants get held up due to non-furnishing of Utilization Certificates by the States is not at all acceptable to the Committee. The Ministry's submission that there is a two year time period, tendering process and issue of technical sanction involved in construction of hostels is also not convincing because the Committee observe that even hostels sanctioned during 2006-07, 2007-08 and 2008-09 could not be completed on time for reasons not known to the Committee. The Committee observe that the present construction period of two years for hostels is an unusually long period allowing for prolonged delay in construction and also cost escalation due to increase in prices of cement and steel etc. Considering the fact that huge constructions are completed in no time these days with advanced building materials and in comparison, hostels are small buildings with simple dormitory type halls accommodating hardly 100 to 200 students per hostel, the construction should not stretch beyond a year. Accordingly, the Committee recommend that the Ministry should ask State Governments to acquire land before issuing financial sanctions, stipulate in its sanctions that construction be completed within a year and gear up its machinery for strict monitoring of the whole process of construction so that these hostels are completed in a time bound manner strictly within a year's time-frame.

CHAPTER V

WELFARE OF PERSONS WITH DISABILITIES

I SCHEME OF ASSISTANCE TO DISABLED PERSONS FOR PURCHASE/FITTING OF AIDS/APPLIANCES (ADIP)

5.1 The objective of the scheme is to provide durable, sophisticated and scientifically manufactured, modern, standard aids and appliances that can promote their physical, social and psychological rehabilitation by reducing the effects of disability, and to enhance their economic potential. Under the scheme, grant- in- aid is released through the implementing agencies such as societies registered under the Societies Registration Act, 1860, Registered Charitable Trusts, District Rural Development Agencies, Indian Red Cross Societies and other Autonomous Bodies headed by District Collector/ Chief Executive Office/District Development Officer of the Zila Parishad; National/ Apex Institutes functioning under administrative control of the Ministry of Social Justice & Empowerment/ Ministry of Health & Family Welfare; Artificial Limbs Manufacturing Corporation of India (ALIMCO), State Handicapped Development Corporations; Local Bodies-Zila Parishads, Municipalities, District Autonomous Development Councils and Panchayats and Nehru Yuvak Kendras. As per provision under the scheme, persons with disabilities (PWDs) with an income upto Rs. 6500/- per month get the aids/appliances free. For persons with income between Rs. 6501/- to 10,000/-, the aids are provided at 50% of the cost. Only those aids/appliances, which do not cost more than Rs. 6,000/- are covered under the scheme.

5.2 The Ministry have furnished the following statement highlighting the financial and physical achievements for the last three years under the scheme.

(Rs. in crore)

Year	BE	RE	Amount released	No. of NGOs assisted	No. of beneficiaries
2007-08	70.00	70.00	49.09	98	2,24,990
2008-09	79.00	79.00	60.22	81	2,10,000
2009-10	79.00	70.00	23.02	2*	-
2010-11	100.00				

* Up to 31.12.2009.

5.3 When asked to state the reasons for incurring less expenditure under the scheme during the last three years the Ministry, in their written submission stated that during 2007-08 less expenditure was incurred due to non-receipt of complete proposals in time. The full utilization of ADIP grant in 2008-09 and 2009-10 could not be done due to non-receipt of complete proposals of Implementing Agencies in time & the imposition of model Code of Conduct by Election Commission.

5.4 When the Committee pointed out that while 81 NGOs have been assisted in 2008-09, the number of NGOs assisted under the scheme has come down to a mere 2 in 2009-10, the Ministry informed that under the ADIP Scheme not only NGOs, but other Implementing Agencies such as Central/State Handicapped Development Corporations, National Institutes/ALIMCO under the Ministry, DDRCs and other local bodies are eligible for receiving Grants-in-aid. While circulating procedure under the scheme for 2009-10 vide letters dated 27/28.8.09, the State Governments were requested to give preference, *inter-alia*, to the District Red Cross Societies and District Disabled Rehabilitation Centres while proposing allocation of districts to the implementing agencies in respective States. Upto 15.3.2010, 35 NGOs have been sanctioned grants under ADIP and some other cases for release of grants are under consideration.

5.5 To a question on whether the Ministry will be able to utilize the entire amount earmarked for 2010-11 the Ministry stated that it is envisaged that Rs.100 crores would be fully utilized by further simplifying and streamlining of the procedure to facilitate for early receipt of complete proposals and their prompt processing/sanction. Towards this end, district-wise allocations of implementing agencies which was earlier being done every year, is now being done for two years. Further, financial norms under the scheme are also likely to be revised in 2010-11.

5.6 The Ministry have furnished the State-wise details of number of beneficiaries for 2008-09 as follows :-

I. State wise number covered through camps and ADIP-SSA		
S.No.	Name of the State / UT	Number of beneficiaries
1	Andhra Pradesh	9085
2	Bihar	18163
3	Gujarat	7283
4	Haryana	1780
5	Himachal Pradesh	221
6	Jammu and Kashmir	903
7	Jharkhand	1012
8	Karnataka	1978
9	Madhya Pradesh	2228
10	Maharashtra	6398
11	Orissa	7218
12	Punjab	3323
13	Rajasthan	7146
14	Tamil nadu	4100
15	Uttar Pradesh	17163
16	Uttrakhand	3220
17	West Bengal	8119
18	Delhi	2331
19	Assam	15031
20	Manipur	721

TOTAL I		1,17,423
II. Number covered through NGO's headquarter activities and by National Institutes and ALIMCO		
Beneficiaries covered by NGOs under headquarter activity		32421
Beneficiaries covered by National Institute		56410
Beneficiaries covered by ALIMCO		4337
TOTAL II		93,168
GRAND TOTAL (I + II)		2,10,591

5.7 The Committee observed that the proposal for increasing the maximum amount fixed for the purchase of assistive device is under the consideration of a high level Committee constituted by the Ministry. When the Committee enquired as to whether the Committee has submitted its report, the Ministry in their post evidence reply have stated as under :-

“The Committee for revision of ADIP scheme was constituted in June, 2009. The Committee after detailed deliberations requested the Ministry of HRD and Ministry of Health and Family Welfare for their suggestions. The National Institutes under the Ministry were also requested to furnish the estimates of the proposed cost of aids and appliances etc. The Committee is likely to submit its Report by 30th April, 2010”.

5.8 In most cases the devices distributed under the ADIP scheme are very expensive and there is no provision for repair and maintenance of these aids. In this context, the Committee desired to know whether the Ministry are thinking in terms of incorporating such a provision under the scheme to address the issue of regular wear and tear. To this, the Committee were informed that as per para 4 of the ADIP scheme, the Implementing Agencies are to hold follow-up camps for the repair and maintenance of

the aids/appliances. The matter is also under consideration with the Committee set up to review the ADIP Scheme.

5.9 When the Committee pointed out that assistive devices and appliances used to be distributed earlier through the District Magistrate, through the Government and the Ministry used to organize camps on a large scale and distribute them through the Government not through the NGOs and why this is not being done now, the Secretary responded during the evidence as under :-

“This year when we circulated the ADIP guidelines again in the month of July or August, we specifically advised the State Governments that they should give first preference to the District Disability Rehabilitation Centre which, as you mentioned, is chaired by the District Magistrate usually and the District Red Cross Society. This is our advice to State Governments in black and white that these are the two institutions to be given priority at the district level which are both under the control of the District collector and, therefore, of the State Government. These are the ones which should be given overriding priority”.

5.10 On the question as to how the Ministry ensures that grants released are effectively utilized by the implementing agencies and are used for the purpose for which they have been sanctioned and whether there has been any case of misutilization and diversion of fund, the Ministry replied that they release grants based on recommendations of the State Governments and after the receipt of test check of beneficiaries as well as the audited accounts and utilization certificates for the previous grant. Eight complaints have been received regarding misutilisation of funds. In one complaint, the allegations were not substantiated on enquiry and in other complaints enquiry reports from the State Governments are awaited.

5.11 The Committee find that the assistive devices are provided free of cost to persons having income up to Rs. 6,500/- per month and at 50 percent concession to persons with income between Rs. 6,500/- and Rs. 10,000/-. The maximum admissible amount for purchase of a device is Rs. 6,500/-. On the one hand while the use of advanced assistive devices has brought a qualitative change in the lives of the persons with disability, on the other hand the cost of the devices have gone up due to advancement in technology making these beyond the reach of the persons with disability. There is an urgent need for early revision in the guidelines of the scheme to upgrade the ceiling limits and make these devices within the reach of the persons with disability. Therefore, the Committee recommend the Ministry to urgently bring changes in the existing ceiling limits by revising the guidelines of the above scheme.

5.12 The Committee further note that even though the appliances provided are of good quality and ISI marked even then the issue of breakage, wear and tear in the appliances do come and at the moment the ADIP scheme does not have any provision to address the issue of regular wear and tear in the costly devices distributed. In this regard the Ministry have maintained that follow up camps are held to look into any defects. However, in the absence of such a provision in-built in the ADIP scheme for repair and maintenance of these devices at regular intervals, the beneficiaries are often put into difficulty and inconvenience when these devices don't work properly. The warranties coming with the devices as provided by the companies are not enough for this. As such, there is a need for inclusion of such a provision with financial assurance in the scheme itself for

repair and maintenance. Therefore, the Committee recommend the Ministry to take necessary steps in this direction and revise the guidelines of ADIP scheme if need arises to address the above issues. Action taken by the Ministry in this regard may be furnished to the Committee within three months of presentation of this report.

II NATIONAL HANDICAPPED FINANCE AND DEVELOPMENT CORPORATION

5.13 The National Handicapped Finance and Development Corporation (NHFDC) was set up on 24th January 1997. It is registered under Section 25 of the Company Act, 1956 as a company not for profit. It is wholly owned by Government of India and has an authorized share capital of Rs. 400 crore (Rupees Four Hundred Crore only) & paid up capital is Rs.116.80 Crore. The company is managed by Board of Directors nominated by Government of India. The objectives of the Corporation are:-

- (i) To promote economic development activities and self-employment ventures for the benefit of persons with disability.
- (ii) To extend loan to the persons with disability for up-gradation of their entrepreneurial skill for proper and efficient management of self-employment ventures.
- (iii) To extend loans to persons with disability for pursuing professional/technical education, leading to vocational rehabilitation/self-employment.
- (iv) To assist self-employed persons with disability in marketing their produce.

Functioning & Procedure:

5.14 NHFDC functions as an apex institution for channelizing the funds to persons with disabilities through the State Channelizing Agencies (SCAs) nominated by the State Government(s) or through Non-Government Organizations (under Micro Credit

Scheme). NHFDC offers financial assistance in the form of concessional loans on convenient terms for setting up an income generating activity to all eligible Indian Citizens with 40% or more disability, between 18-60 years of age, having annual income below Rs. 5,00,000/- (Rupees Five Lakh only) per annum in urban areas and Rs.3,00,000/- (Rupees Three Lakh only) per annum in rural areas. A rebate of 1% on interest is allowed to women with disabilities in all Schemes.

5.15 The Ministry have furnished the following statement on BE/RE and Actual Expenditure on National Handicapped Finance and Development Corporation.

(Rs. in crores)

Year	BE	RE	Actual Expenditure
2007-08	7.00	10.00	10.00
2008-09	9.00	18.00	18.00
2009-10	9.00	9.00	9.00
2010-11	50.00	-	-

5.16 In response to a question on the reasons for quantum increase in allocation to NHFDC during 2010-11 and whether NHFDC was changing its funding pattern or bringing out any new schemes for which it requires additional funds, the Ministry informed the Committee that the Corporation has progressively enhanced sanction and disbursement of loans in the preceding five years as is visible from the following table :-

(Amt. in Rs. crore)

Financial Year	Sanction	Disbursement
2004-2005	23.94	17.68
2005-2006	19.45	23.44
2006-2007	27.28	26.08
2007-2008	33.81	28.30
2008-2009	41.21	30.28

The increasing trend is expected to continue in future. In the past three financial years the Corporation could not noticeably enhance the disbursement of funds in view

of the constraint of funds. The Corporation is required to increase its coverage of beneficiaries considering that only a marginal portion of the target group has been covered by the Corporation till date. The Corporation has set a target of disbursement of Rs. 75.00 crore in its Memorandum of Understanding for the financial year 2010-11 on the assumption that Government would provide Equity support of Rs.50.00 crore during the year. Against the authorized share capital of Rs. 400 crore, total paid up capital is only Rs. 116.80 crore till now. With the release of Rs. 50 crore next year, the paid capital would be enhanced to Rs. 166.80 crore.

5.17 As on date, there is no change in the funding pattern as compared to financial year 2009-10. However, the Corporation is examining changes in the funding pattern. While no new scheme is being considered at present, additional fund is required for enhanced coverage of beneficiaries under the existing schemes.

5.18 When asked to furnish the information on release of funds to SCAs the Ministry have furnished the following statement showing the State-wise and year-wise amount of funds released to SCAs during last three years :-

(Rs. in lakh)

S. No	Name of States/UTs	2006-07	2007-08	2008-09	2009-10 (upto 16.3.10)
1	Andhra Pradesh	0.00	135.03	200.00	100.66
2	Assam	0.00	0	25.00	0
3	Chandigarh	3.27	7.17	6.38	3.18
4	Chhattisgarh	131.42	72.85	264.25	146.19
5	Delhi	2.18	0	2.70	22.87
6	Goa	2.40	0	0.00	0
7	Gujarat	0.00	109.75	409.74	444.90
8	Haryana	275.00	474.62	564.78	0
9	Himachal Pradesh	112.35	187.36	173.25	125.46

10	Jammu & Kashmir	6.90	112.35	111.75	42.31
11	Jharkhand	0.00	0	74.01	18.51
12	Kerala	117.47	159.29	90.80	132.31
13	Karnataka	41.44	3.50	0.00	0
14	Lakshadweep	7.22	2.75	4.75	3.80
15	Madhya Pradesh	239.12	469.61	324.10	0
20	Maharashtra	1191.78	408.53	132.22	228.99
21	Pondicherry	115.47	19.27	94.76	51.61
22	Punjab	0.00	176.38	108.05	52.79
23	Rajasthan	161.32	193.07	159.53	108.64
24	Sikkim	0.00	0	15.00	0
25	Tamil Nadu	83.12	85.77	172.32	112.54
26	Tripura	0.00	15.68	1.35	0
27	West Bengal	57.74	40.79	31.92	2.06
28	Uttar Pradesh	41.71	11.89	14.39	3.11
29	Uttaranchal	10.87	3.80	14.35	1.92
	TOTAL	2600.78	2689.46	2995.40	1601.85

5.19 The Ministry have furnished the following statement showing the number of beneficiaries covered under the scheme during the last three years :-

S.No.	Name of States/UTs	2006-2007	2007-2008	2008-2009	2009-2010 (upto 16.3.10)
1	Andhra Pradesh	9	1105	438	372
2	Assam	--	--	90	--
3	Bihar	--	--	--	20
4	Chandigarh	28	27	22	15
5	Chattisgarh	220	72	310	144
6	Delhi	23	--	1	26
7	Goa	3	--	--	0
8	Gujarat		282	1055	1165
9	Haryana	494	763	1311	0
10	Himachal Pradesh	99	119	412	124
11	Jammu & Kashmir	12	122	117	42
12	Jharkhand	--	--	53	11
13	Karnataka	228	45	--	0
14	Kerala	155	197	97	132

15	Lakshadweep	8	3	5	4
16	Madhya Pradesh	346	725	479	0
17	Manipur	--	--	--	0
18	Maharashtra	2125	780	32	56
19	Nagaland	--	--	--	0
20	Orissa	--	32	26	24
21	Pondicherry	189	33	183	93
22	Punjab	16	176	289	85
23	Rajasthan	282	380	258	162
24	Sikkim	--	--	54	0
25	Tamil Nadu	432	402	741	587
26	Tripura		19	1	0
27	Uttar Pradesh	60	56	15	4
28	Uttaranchal	10	4	24	2
29	West Bengal	92	156	79	19
	Total	4831	5498	6092	3087

5.20 State-wise details of beneficiaries who have availed the loans from NHFDC and have become economically independent are as follows :-

S.No.	Name of States/UTs	2004-2005	2005-2006	2006-2007	2007-2008	2008-09	2009-2010 (up to 16.3.10)
1	Andhra Pradesh	152	12	9	1105	438	372
2	Assam	0	0	0	0	90	0
3	Bihar	0	0	0	0	0	20
4	Chandigarh	30	28	28	27	22	15
5	Chattisgarh	1	92	220	72	310	144
6	Delhi	301	1	23		1	26
7	Goa	1	1	3	0	0	0
8	Gujarat	1	10		282	1055	1165
9	Haryana	386	475	494	763	1311	0
10	Himachal Pradesh	49	109	99	119	412	124

11	Jammu & Kashmir	4	4	12	122	117	42
12	Jharkhand					53	11
13	Karnataka	237	723	228	45	0	0
14	Kerala	147	103	155	197	97	132
15	Lakshadweep	1	12	8	3	5	4
16	Madhya Pradesh	111	235	346	725	479	0
17	Manipur	31	0	0	0	0	0
18	Maharashtra	734	1727	2125	780	32	56
19	Nagaland	244	2	0	0	0	0
20	Orissa	15	0	0	32	26	24
21	Pondicherry	0	96	189	33	183	93
22	Punjab	8	0	16	176	289	85
23	Rajasthan	494	488	282	380	258	162
24	Sikkim	0	0	0	0	54	0
25	Tamil Nadu	217	500	432	402	741	587
26	Tripura	0	0		19	1	0
27	Uttar Pradesh	0	17	60	56	15	4
28	Uttaranchal	112	23	10	4	24	2
29	West Bengal	6	107	92	156	79	19
	Total	3282	4765	4831	5498	6092	3087

5.21 The Committee desired to know whether NHFDC is facing problems with regard to recovery of loans from beneficiaries and SCAs. To this, the Ministry informed that the National Handicapped Finance and Development Corporation has no direct interface with the beneficiaries in so far as recovery of loan is concerned. The State Channelizing Agency (SCA) is the primary debtor for repayment of NHFDC dues. The

recovery percentage during the last three years has varied from 74% to 76%. The repayment of 4.50 crore received from Orissa, which had been declared bad debt, is the biggest achievement during the current year, due to follow up with the State Government. During the previous financial year, full repayment from Pondicherry was also received.

5.22 On being asked about carrying out an evaluation study of NHFDC by any expert external agency, the Ministry informed the Committee that apart from some State specific study of the scheme to assess the impact by Andhra Pradesh Industrial and Technical Consultancy Organization (APITCO) in Andhra Pradesh, Kerala and Karnataka, Maharashtra Industrial and Technical Consultancy Organization (MITCON) in Maharashtra and Rajasthan Consultancy Organization Ltd. (RAJCON) in Tamil Nadu during the year 2008-09, Agricultural Finance Corporation Ltd. was engaged for evaluation of implementation of Micro Credit scheme in 26 districts in 14 states covering 425 sample beneficiaries and 32 NGOs. Recommendations of the above evaluation studies included:-

- Loan disbursement procedure should be relaxed and simplified.
- Repayment should be collected at beneficiary place.
- Subsidy/margin money should also be given as a part of loan.
- NHFDC should increase funding to the State Channelizing Agencies (SCAs).
- Second loan should be given to successful beneficiaries.
- Applicant should be interviewed at their own place.
- Women should be given loan with reduced interest rates for empowerment of women.
- NHFDC should support/sponsor marketing activities of the beneficiaries.
- Field Officers and Recovery Officers should be appointed for providing guidance to the beneficiaries.
- Survey should be carried out to identify eligible beneficiaries.
- Alternative to surety to loan to beneficiaries should be provided for those beneficiaries who can not arrange adequate security.
- Adequate training should be arranged for the beneficiaries.

- SCAs should be given the authority to sanction loan without any financial limit.
- All plans and programmes should be reviewed and followed up from time to time.
- There is a need to give emphasis to awareness creation, seminar, workshop, exhibition, etc.
- The recovery and implementation of schemes is seriously affected due to lack of staff at SCAs level and therefore SCAs should be strengthened.

5.23 When the Committee enquired about the status of implementation of these recommendations, the Ministry informed the Committee that these recommendations of evaluating agencies in respect of impact study carried out during financial year 2008-09 as received, along with views of NHFDC were placed before the Board of Directors of the Corporation at 58th Board meeting of the Company held on 30.10.2009. Certain aspects of the recommendations and the report/observations required clarifications and these issues have been raised with the evaluating agencies (APITCO & MITCON). The response from these agencies in this regard is still awaited.

5.24 The Committee observe that the National Handicapped Finance Development Corporation (NHFDC) offers financial assistance in the form of concessional loans to persons with disability through the State Channelizing Agencies (SCAs). However, a look at the release of funds to SCAs in the year 2009-10 shows that many States such as Assam, Goa, Karnataka, Madhya Pradesh, Sikkim and Tripura did not receive any grant and as such there was no beneficiary coverage in these States. Out of these States, the States of Goa, Karnakata did not receive any grant even during 2008-09. The Committee recommend the Ministry to look into the specific problems being faced by these

States and hurdles if any should be cleared so that the people with disability in these States are not deprived of the benefits of NHFDC.

5.25 The Committee note that on the issue of evaluation of NHFDC, though steps have been initiated and the Ministry have got many evaluation studies conducted, the positive outcome of these studies have not been put to use. The Committee also observe that some of the recommendations of the Agricultural Finance Corporation Ltd's study on the micro credit scheme of NHFDC such as supporting marketing activities of beneficiaries, strengthening of SCAs, adequate training for beneficiaries and reduced rate of interest for woman beneficiaries, etc. are timely and worth implementation. The Committee therefore, recommend the Ministry to expedite seeking explanation from NHFDC regarding non-implementation of the recommendations in the Evaluation and implement these recommendations in letter and spirit.

CHAPTER VI

SOCIAL DEFENCE

I. SCHEME OF ASSISTANCE FOR CONSTRUCTION OF OLD AGE HOMES

6.1 A Non-Plan Scheme of Assistance to Panchayati Raj Institutions/Voluntary Organizations/Self-Help Groups for Construction of Old Age Homes/Multi Service Centres for Older Persons was started in 1996-97. Grant-in-aid to the extent of 50% of the construction cost subject to a maximum of Rs. 15 lakhs was given under the scheme, was disbursed in two installments, first being 70% and second being 30%. The organization had to show matching contribution while applying for 2nd installment. The scheme was not found attractive by implementing agencies and was discontinued at the end of the X Plan (2006-07).

6.2 Section 19 of the Maintenance & Welfare of Parents & Senior Citizens Act 2007 envisages a provision of at least one old age home for indigent senior citizens with 150 capacities in every district of the country. A new Scheme for giving assistance for Establishment of Old Age Homes for Indigent Senior Citizens in pursuance of the said provision is under formulation and an amount of Rs. 100 crore has been earmarked under the above scheme during the year 2010-11.

6.3 The Ministry have furnished the following statement on BE, RE and Actual Expenditure for above scheme.

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2007-08	1.00	0.00	0.00
2008-09	13.00	13.00	0.00
2009-10	15.00	0.00	0.00
2010-11	100.00		

6.4 On being asked about the status of the scheme and the financial achievement against the provision of Rs. 15.00 crore made during 2009-10, the Ministry replied that the scheme is still awaiting the approval of Planning Commission and hence no expenditure could be incurred during 2009-10.

6.5 When the Committee desired to know whether the details of the above scheme has been worked out by the Ministry and what are the salient features of the scheme, the Ministry replied in positive and informed the Committee about the main features of the scheme which are as under:-

- To provide non-recurring financial assistance for establishment of at least one old age home for indigent senior citizens in each district.
- Agencies eligible for financial assistance are – State Governments/ UT Administrations, Panchayati Raj Institutions, Municipal and other local Statutory Bodies, Non-Governmental Voluntary Organizations having good track record of implementing schemes for older persons.
- Financial assistance of up to 75% of the project cost (excluding cost of land) would be provided under the Scheme and remaining 25% cost and cost of land will be met by the implementing agencies.
- Old age homes may be for 25 inmates with grant-in-aid ceiling of Rs. 0.41 crore, 50 inmates with grant-in-aid ceiling of Rs. 0.75 crore, and 100 inmates with grant-in-aid ceiling of Rs. 1.43 crore.

6.6 On the facilities being envisaged for these old age homes the Ministry further informed the Committee that the following facilities are proposed to be provided under the scheme.

- Single and double rooms and dormitories
- Kitchen
- Recreation room with TV and indoor games facilities and reading room
- Medical facilities
- Prayer room

6.7 When asked about the number of older persons/senior citizens in the country, the Ministry furnished the following statement showing the State-wise number of senior citizens (60+) population as per 2001 census:-

(Fig in lakhs)

S.No.	State/UT	Total Population			% to Total Population		
		Persons	Male	Female	Persons	Male	Female
States other the NER							
	Andhra Pradesh	57.8	27.5	30.3	7.6	7.2	8.0
	Bihar	55.0	29.2	25.7	6.6	6.8	6.5
	Chhattisgarh	15.0	6.9	8.1	7.2	6.6	7.9
	Goa	1.1	0.5	0.6	8.3	7.2	9.5
	Gujarat	34.9	6.2	18.7	6.9	6.2	7.7
	Haryana	15.8	7.6	7.8	7.5	7.0	8.1
	Himachal Pradesh	5.4	2.7	2.7	9.0	8.8	9.3
	J& K	6.7	3.6	3.0	6.7	6.8	6.5
	Jharkhand	15.7	7.8	7.9	5.9	5.7	6.1
	Karnataka	40.6	19.2	21.3	7.7	7.2	8.2
	Kerala	33.3	14.8	18.5	10.5	9.6	11.3
	Madhya Pradesh	42.8	20.9	21.8	7.1	6.7	7.6
	Maharashtra	84.5	39.3	45.2	8.7	7.8	9.7
	Orissa	30.3	15	15.3	8.3	8.1	8.5
	Punjab	21.9	11.1	10.8	9.0	8.6	9.5
	Rajasthan	38.1	18.2	19.8	6.7	6.2	7.3
	Tamil Nadu	55.0	27.3	27.7	8.8	8.7	8.9
	Uttarakhand	6.5	3.2	3.2	7.7	7.6	7.9
	Uttar Pradesh	116.4	61.7	54.7	7.0	7.1	7.0
	West Bengal	57.0	27.8	29.1	7.1	6.7	7.5
NE Region							
	Arunachal Pradesh	0.5	0.2	0.2	4.5	4.6	4.5
	Assam	15.6	8.0	7.6	5.9	5.8	5.9
	Manipur	1.4	0.7	0.7	6.7	6.7	6.7
	Meghalaya	1.0	0.5	0.5	4.6	4.6	4.5
	Mizoram	0.5	0.2	0.2	5.5	5.4	5.6
	Nagaland	0.9	0.5	0.3	4.5	4.8	4.2
	Sikkim	0.2	0.1	0.1	5.4	5.7	5.0
	Tripura	2.3	1.1	1.2	7.3	6.9	7.7
UTs							
	A& N Islands	0.1	0.1	0.08	4.9	5.1	4.6
	Chandigarh	0.4	0.2	0.2	5.0	4.7	5.4
	Daman & Diu	0.08	0.03	0.05	5.1	3.6	7.2

	D&N Haveli	0.09	0.04	0.05	4.0	3.2	5.0
	Delhi	7.2	3.6	3.5	5.2	4.8	5.7
	Lakshadweep	0.04	0.02	0.02	6.1	6.1	6.3
	Pudducherry	0.8	0.3	0.4	8.3	7.5	9.1
	Total	766.2	377.6	388.5	7.5	7.1	7.8

Source: Census of India 2001

6.8 When the Committee enquired as to how the Ministry propose to spend optimally the amount of Rs. 100 crore earmarked for the current financial year to benefit the above population, the Ministry stated that the Financial assistance for construction of old age homes will be provided to those States which have notified the Maintenance & Welfare of Parents & Senior Citizens Act, 2007. A target has been fixed for construction of 40 old age homes for 25 inmates, 75 old age homes for 50 inmates, 20 old age homes for 100 inmates.

6.9 To a further query on whether the Ministry will be able to achieve the projected target of constructing 135 old age homes for 7000 beneficiaries during the current year and what steps have been taken in this regard so that funds do not remain unutilized for the whole year, the Ministry replied that efforts are being made to get the scheme approved at the earliest, after which States will be requested to send proposals for early sanction.

6.10 The Committee are unhappy to observe the 'nil' expenditure under the Scheme of Assistance for Construction of Old Age Homes for the Indigent Senior Citizens during the years 2007-08, 2008-09 & 2010-11. The reason cited by the Ministry for incurring 'nil' expenditure is that the scheme is still awaiting approval of the Planning Commission despite regular follow up. The Committee have been given to understand that the scheme had been initiated in the year 2007-08 in

pursuance of the Maintenance and Welfare of Parents and Senior Citizens Act, 2007 with the noble intention of constructing old age homes for senior citizens. However, even after three years since the above Act has come into force, concrete steps have not been taken to implement the above scheme. In view of the fact that substantial allocation of Rs. 100 crore has been made under the scheme for the year 2010-11, the Committee recommend that the scheme should be formulated early and the details of the scheme worked out expeditiously within the first trimester of the financial year so that the entire amount allocated for the purpose could be utilized. The Committee may be apprised of the steps taken by the Ministry and Planning Commission within three months of presentation of this report.

II SCHEME FOR ASSISTANCE FOR PREVENTION OF ALCOHOLISM AND SUBSTANCE (DRUGS) ABUSE

6.11 The Scheme of Assistance for the Prevention of Alcoholism and Substance (Drugs) Abuse is being implemented for identification, counseling, treatment and rehabilitation of addicts through voluntary and other eligible organizations. Under this scheme, financial assistance up to 90% of the approved expenditure is given to the voluntary organizations and other eligible agencies for setting up/running Integrated Rehabilitation Centre for Addicts (IRCA), Regional Resource and Training Centres (RRTC), for holding Awareness-cum-de-addiction camps (ACDC) and Workplace Prevention Programmes, etc. In case of North-Eastern States, Sikkim and Jammu & Kashmir, the quantum of assistance is 95% of the total admissible expenditure. The balance has to be borne by the implementing agency.

6.12 The Scheme has since been revised w.e.f. 1.10.2008. Some of the important features of the revised scheme are (i) the honorarium rates for service providers of the Integrated Rehabilitation Centres for Addicts (IRCA) projects have been enhanced, (ii) provision for food for inmates who are below poverty line (BPL) has been introduced at the rate of Rs. 900/- per month per inmate, (iii) Panchayati Raj Institutions/Urban Local Bodies have been included under the organizations/institutions eligible for receiving assistance under the scheme and (iv) the 15 and 30 bed IRCAs can be upgraded to 20 and 40 beds respectively, in the urban areas and the North-East.

6.13 The Ministry have furnished the following statement on the financial achievement of the above scheme:-

(Rs. in crore)			
Year	BE	RE	Actual Expenditure
2007-08	35.00	27.00	26.11
2008-09	35.00	30.00	20.91
2009-10	35.00	25.00	10.15*
2010-11	41.00	-	-

* Upto 31.12.2009

6.14 The Committee observed that the actual expenditure incurred under the scheme has been low in comparison to BE and RE during the last three years. When asked to furnish the reasons for the same, the Ministry have stated that during the year 2007-08 and 2008-09 the main reasons for low utilization of funds are inadequate number of proposals received from States/UTs and receipt of incomplete proposals/late receipt of proposals. Imposition of the Model Code Conduct for General Elections also affected utilization of funds during 2008-09 to a certain extent both in case of ongoing projects and new proposals. The expenditure figures for 2009-10 above are up to 31.12.2009. As on 15.3.2010, Rs. 17.64 crore have already been released. The remaining amount of RE for 2009-10 is expected to be utilized before 31.03.2010.

6.15 Asked as to why an enhanced allocation has been made under the scheme for the year 2010-2011, the Ministry explained that the revision of the Scheme made implementation of the projects more viable for the implementing agencies. Therefore, it is expected that more voluntary organizations would come forward in implementing the projects under the scheme even from the regions which were hitherto unserved. Therefore, the BE for 2010-11 has been increased to Rs. 41.00 crore.

6.16 When the Committee desired to know whether the Ministry have the data pertaining to number of alcoholics and drug addicts in the country, the Ministry informed that there is no authentic data available in this regard. However, during the period March 2000 to November 2001, a Survey was undertaken to assess the extent, pattern and trends of drug and substance abuse. Its report was released in June 2004. As per the Survey carried out on 40,697 males in the age group of 12 to 60 years it was revealed that alcohol, cannabis and opiates were found to be the three most commonly used drugs. The prevalence of use within the preceding month among the surveyed people was as follows:

Alcohol	21.4%
Cannabis	3.0%
Opiates	0.7%
Any illicit drug	3.6%
Injecting Drug Users (IDU)	0.1%

The above table excludes tobacco users who accounted for around 55.8%.

Based on the above data, the number of current users was projected as follows:

- Alcohol - 6.25 crore
- Cannabis – 0.87 crore
- Opiates – 0.2 crore

It was estimated that among current alcohol users, 17% were dependent users (addicts). Correspondingly, 26% of current cannabis users and 22% of current opiate users were dependent users. These figures translate to 1 crore alcohol-dependent individuals, 23 lakh cannabis-dependent and 5 lakh opiate-dependent individuals. In order to assess the latest extent, patterns and trends of substance abuse in the country, National Sample Survey Organization (NSSO) has been requested to undertake a National Survey. A pilot survey in the States of Punjab and Manipur and the city of Mumbai has been initiated by NSSO.

6.17 A statement on the approximate number of addicts registered for de-addiction treatment and services run by the NGOs with financial assistance of the Ministry is as under :-

S.No.	Name of the State/ UT	2006-07	2007-08	2008-09
	ROC			
1	Andhra Pradesh	3988	4680	3724
2	Bihar	3722	4368	3724
3	Chhatisgarh	798	936	745
4	Goa	266	312	0
5	Gujarat	1329	1560	1863
6	Haryana	5317	6240	1490
7	Himachal Pradesh	1063	1248	745
8	Jammu & Kashmir	532	624	745
9	Jharkhand	0	0	0
10	Karnataka	7976	9360	8193

11	Kerala	5849	6864	7450
12	Madhya Pradesh	5317	6240	3352
13	Maharashtra	12496	14664	16020
14	Orissa	7710	9048	8556
15	Punjab	4786	5616	4096
16	Rajasthan	3988	4680	3352
17	Tamil Nadu	7445	8736	3724
18	Uttar Pradesh	13293	15288	13040
19	Uttarakhand	1329	1560	1490
20	West Bengal	3988	4680	5586
21	A& N Islands	0	0	0
22	Chandigarh	266	312	0
23	D& N Haveli	0	0	0
24	Daman& Diu	0	0	0
25	Delhi	2393	2808	2979
26	Lakshadweep	0	0	0
27	Puduchery	0	0	0
	North East Region			
1	Arunachal Pradesh	0	0	372
2	Assam	2127	2496	1490
3	Manipur	5583	6552	8193
4	Meghalaya	798	936	740
5	Mizoram	2659	3120	3724
6	Nagaland	1329	1560	2235

7	Sikkim	266	312	372
8	Tripura	532	624	0
	Total	107145	125424	108000

6.18 When asked to furnish details on the number of NGOs supported by the Ministry during last two years separately for drug awareness, assistance, counseling centre and Treatment cum Rehabilitation Centre, the Ministry provided the following details :-

Year	Projects	No. of Projects funded	No. of NGOs funded
2007-08	Treatment cum Rehabilitation Centers	307	269
	Counseling centers	22	17
	Awareness camps	1	1
2008-09	Treatment cum Rehabilitation Centers	287	248
	Counseling centers	3	3*
	Awareness camps	1	1

* Under the revised Scheme which came into effect from 1.10.2008, funding of Counseling Centres has been discontinued. The functions of these Counseling Centres have been merged with that of Treatment & Rehabilitation Centres and the merged project is implemented in the name of "Integrated Rehabilitation Centres for Addicts (IRCA)"

6.19 A statement showing State-wise physical and financial performance of the Scheme of Assistance to Voluntary Organizations for Prevention of Alcoholism and Substance (drug) Abuse during 2009-10 (up to 31.12.09) is as follows :-

Sl. No.	States/UTs	Funds Released (Rs. in Lakhs)	No. of NGOs assisted	No. of Projects assisted	Projected No. of Beneficiaries *
1.	Andhra Pradesh	31.64	3	3	540
2.	Bihar	6.05	1	1	180
3.	Chhattisgarh	6.3	1	1	180

4.	Goa	0	0	0	0
5.	Gujarat	37.2	2	4	720
6.	Haryana	13.91	3	3	540
7.	Himachal Pradesh	5.43	1	1	180
8.	Jammu & Kashmir	0	0	0	0
9.	Jharkhand	0	0	0	0
10.	Karnataka	188.46	13	16	2880
11.	Kerala	105.67	10	11	1980
12.	Madhya Pradesh	14.38	2	2	360
13.	Maharashtra	130.89	17	19	3420
14.	Orissa	65.62	7	8	1440
15.	Punjab	13.17	2	2	360
16.	Rajasthan	28.29	3	3	540
17.	Tamil Nadu	184.82	17	19	3420
18.	Uttarakhand	13.43	2	2	360
19.	Uttar Pradesh	9.75	2	2	360
20.	West Bengal	45.13	6	6	1080
21.	A& N Islands	0	0	0	0
22.	Chandigarh	0.08	1	1	180
23.	D& N Haveli	0	0	0	0
24.	Delhi	30.38	4	4	720
25.	Daman& Diu	0	0	0	0
26.	Lakshadweep	0	0	0	0
27.	Pudducherry	0	0	0	0
A	Total (ROC)	930.6	97	108	19440
	NE				
28.	Arunachal Pradesh	9.31	1	1	180
29.	Assam	0	0	0	0
30.	Tripura	0	0	0	0
31.	Manipur	60.78	7	7	1260
32.	Meghalaya	0	0	0	0
33.	Mizoram	14.34	2	2	360
34.	Nagaland	0	0	0	0
35.	Sikkim	0	0	0	0
B	Total (NE)	84.43	10	10	1800
	Total (A+B)	1015.03	107	118	21240

* The projected number of beneficiaries has been calculated based on the assumption that a beneficiary stays in a centre for a period of 1 month. Thus, for a 15 bedded Treatment-cum-Rehabilitation centre the projected number of beneficiary comes to 180 per annum. However, the actual number of beneficiaries per centre is actually often more, due to period of stay being less than a month in some cases.

6.20 When the Committee desired to know whether there is a National Policy on Drug and Substance Abuse Prevention and Rehabilitation, the Ministry stated that there is presently no National Policy on Drug and Substance Abuse Prevention and

Rehabilitation. When asked about the steps taken by the Ministry in the direction of National Policy on Prevention of Drug and Substance Abuse, the Ministry have informed that in order to formulate such a policy, a sub-committee of the National Consultative Committee on De-addiction and Rehabilitation (NCCDR) has been constituted.

6.21 On being asked about the action since been taken by this Committee in the direction of the above policy, the Ministry in their post evidence reply have stated as under :-

“The Sub-Committee was constituted on 28th February, 2009. Three meetings of the sub-committee have been held so far wherein inputs and suggestions were obtained from the members, and a broad framework for the policy was prepared. The sub-committee recommended that the same may be referred to a smaller group consisting of persons with experience and expertise in the area, for preparing a draft National Policy on Prevention of Alcoholism and Substance Abuse and Rehabilitation of its victims. The expert group has since submitted a revised draft after consultation with various implementing agencies on 17.2.2010. Further action is underway”.

6.22 When asked as to how many de-addiction camps have been organized during the last three years and the action taken by the Ministry for rehabilitation and social reintegration of these de-addicted people, the Committee were informed that only one organization (from Rajasthan) has requested for and has been provided financial assistance for conducting Awareness-cum- De-addiction Camps in each of the given three years.

6.23 Asked as to why only one organization has been availing the funds during the last three years, the Ministry in their post evidence reply have informed the Committee that the Scheme for Prevention of Alcoholism and Substance abuse is demand driven and presently only one organization from Rajasthan has submitted proposals for

organizing de-addiction camps and hence financial assistance has been released for that purpose.

6.24 Awareness generation is an integral part of the scheme of Prevention of Alcoholism and Substance (Drugs) Abuse. In this context, the Committee specifically wanted to know as to what special steps have been taken by the Ministry to create awareness among the masses for the prevention and control of drug abuse. To this, the Ministry in their written reply stated as under:-

“The Ministry launches a national level awareness campaign each year on the occasion of the International Day against Drug Abuse & Illicit Trafficking on 26th June. All State Governments, related Central Ministries, RRTCs and NGOs are asked to organize appropriate awareness generation programmes. Messages in the form of tickers are also broadcast on a number of TV channels in June. A national-level programme observing the International Day Against Drug Abuse and Illicit Trafficking is organized at Delhi on the 26th June.

In addition, through the Ministry’s radio programme “Sawarti Jaayen Jeevan Ki Raahen” also, messages on awareness towards ill effects of addiction are broadcast.

The National Institute of Social Defense (NISD) also organizes sensitization programmes in areas related to drug abuse prevention for NGOs, Nehru Yuva Kendra functionaries, PRI functionaries etc. The Institute organized 5 such programmes in 2008-09. NISD also participates in National Youth Festival and other exhibitions and fairs for creating awareness related to drug abuse prevention.”

6.25 The Committee note with concern that at present there is no National Policy on Drug and Substance Abuse Prevention and Rehabilitation. About the steps taken in this direction, the Committee have been informed that a sub-committee of the National Consultative Committee on De-addiction and Rehabilitation (NCCDR) has been constituted. The Ministry have informed that

there is a large number of people who are under the spell of some kind of drugs/alcohols and their de-addiction and rehabilitation is an area of national concern calling for collective action. The Committee also endorse the above view/ information shared by the Ministry and consider that a national strategy to tackle the issue of drug addiction is a priority area and the constitution of the above Committee is definitely a positive development. A National Policy on Drug and Substance Abuse Prevention and Rehabilitation is absolutely necessary not only for curbing the increasing number of drug addicts in the country but also in rehabilitating the addicts and giving them a new lease of life. Most nations of the world have already formulated their national policy on drug abuse highlighting their strategy to curb the menace and India should not be left behind. While recommending the Ministry to expedite the early finalization of the above policy within a stipulated time frame, the Committee urge the Ministry to ensure that the National Policy in this regard should be an all comprehensive one covering every aspect of the problem. It should also be in tune with the UN Charter of Drug Abuse. Smaller issues of having preventive strategy in schools through dissemination of information and awareness to larger issue of tackling cross border trade of narcotics should also be incorporated in the above policy.

6.26 The Committee observe that only one state i,e the State of Rajasthan has availed the funds for organizing de-addiction camps for three successive years. In this regard, the Committee are not happy with the reason advanced by the Ministry that the scheme being demand driven, the fund could be disbursed to only one organization as demand had been made only by them. Drug addiction

being an all pervasive phenomenon prevalent in the country, a sizeable population in States like Punjab, Uttar Pradesh, North East being under its influence and more number adding each day, it is very unfortunate that the Ministry is not able to bring many States under the fold of the scheme. The Committee hope that the Ministry will keep it in mind and improve the position by trying to motivate, guide and appropriately assist the States so that organizations/NGOs from all the States throng to avail the grants for organizing de-addiction camps.

NEW DELHI;

16 April, 2010
26 Chaitra, 1932 (Saka)

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

Annexure – 1

Scheme wise Surrender of Plan Funds during 2009-10

S.No.	Programme/Schemes	Surrender of Funds
1	Secretariat	0.07
	SCD Division	
2	Post Matric Scholarship	0.00
3	Coaching & Allied Scheme	1.29
4	Pradhan Mantri Adharsh Gram Yojana	2.00
5	Strengthening of machinery for Enforcement of Protection of Civil Right Act 1955 and Prevention of Atrocities Act, 1989	0.91
6	Girls Hostels	4.09
7	Boys Hostels	1.11
8	Vol. Orgns. for SCs.	6.70
9	Research & Training	0.04
10	Pre-matric Scholarships	0.00
11	State Sch. Castes Development Corporations	5.00
12	Up gradation of Merit of SC Students	0.00
13	National SC Finance and Dev Corporation	0.00
14	Special Central Assistance to Scheduled Castes Component Plan	4.91
15	Dr. B.R. Ambedkar Foundation	0.00
16	National Safai Karamcharis Finance & Development Corporation	0.00
17	Assistance to students belonging to SCs for pursuing study in residential public schools	0.00
18	Rajiv Gandhi National Fellowship for SCs	0.00
19	Self Employment Scheme of Liberation & Rehabilitation of Scavengers	0.00
20	National Overseas Scholarship for SCs	0.00
21	Top Class Education for SCs	1.74
22	Babu Jagjivan Ram National Foundation	0.00
23	Setting up Residential School	0.00
24	Total: SCD Division	27.79
	Disability Division	
25	National Institute for Disabled Persons	0.58
26	Aids & Appliances for Handicapped	0.17
27	Technology Development Projects in Mission Mode	0.00
28	Artificial Limbs Manufacturing Corporation	0.00
29	Rehabilitation Council of India	0.00
30	Spinal Injury Centre	0.00

31	National Handicapped Finance & Development Corporation	0.00
32	Scheme for Implementation of the Persons with Disabilities Act 1995	2.16
33	Deendayal Disabled Rehabilitation Schemes	5.18
34	Technology Centre for Visually, Hearing and Orthopaedically Disabled Persons	0.00
35	Employment of Physically Challenged	0.00
36	Financial Assistance to Women with Disabilities to look after their Children after birth	0.00
	Total Disability Division	8.09
	Social Defence	
37	National Institute of Social Defence	0.00
38	Education Work for Prohibition and Drug Abuse	3.71
39	Research Studies & Publications	0.00
40	Information & Mass Education Cell	0.54
41	Assistance to VOs. for Providing Social Defence Services	0.00
42	Assistance to Voluntary Organisations under the Scheme of Integrated Programmes for Older Persons	2.17
43	Scheme of Assistance for Establishment of Old Age Home for Indigent Senior Citizens	1.50
	Total Social Defence	7.92
	Backward Classes	
44	National Backward Classes Finance & Development Corporation	0.00
45	Pre-matric Scholarship to BCs	0.00
46	Asstt. To Vol.Orgns for BCs	1.34
47	Boys & Girls Hostels for BCs	0.95
48	Post-Matric Scholarship for BCs	4.23
49	Merit Based Scholarship for BCs	0.00
50	Scheme for Educational and Economical Development of De-notified and Nomadic Tribes	0.50
	Total Backward Classes	7.02
	Grand Total	50.89

MINUTES OF THE EIGHTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON THURSDAY, 25TH MARCH, 2010.

The Committee met from 1100 hrs. to 1310 hrs. in Committee Room 'B' Parliament House Annexe, New Delhi.

PRESENT

Dr. Manda Jagannath - In the Chair

**MEMBERS
LOK SABHA**

2. Shri T.R. Baalu
3. Shri E.T. Mohamed Basheer
4. Shri Bhudeo Choudhary
5. Smt. Rama Devi
6. Shri R. Dhruvanarayana
7. Shri Premchand Guddu
8. Shri Baliram Jadhav
9. Shri Lalit Mohan Suklabaidya
10. Shri Manohar Tirkey

**MEMBERS
RAJYA SABHA**

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

LOK SABHA SECRETARIAT

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

Representatives of the Ministry of Social Justice and Empowerment

SI.No.	Name of the Officer	Designation and Organisation
1.	Shri K.M. Acharya	Secretary, M/o SJE
2.	Smt. Sangita Gairola	Additional Secretary, M/o SJE
3.	Shri P.K. Sinha	Additional Secretary & Financial Advisor, M/o SJE
4.	Shri K. Gunasekaran	Additional Secretary
5.	Shri Partha Pratim Mitra	Joint Secretary, M/o SJE
6.	Shri Sanjeev Kumar	Joint Secretary, M/o SJE
7.	Shri Arbind Prasad	Joint Secretary, M/o SJE
8.	Smt. Purnima Singh	Joint Secretary, M/o SJE
9.	Shri J.C. Sharma	Economic Advisor
10.	Shri Mukut Singh	Deputy Director General, M/o SJE
11.	Shri Lalsanglur	Director, M/o SJE
12.	Shri V.R. Malhotra	Director, M/o SJE
13.	Shri Nilambuj Sharan	Director, M/o SJE
14.	Smt. K. Kipgen	Director, M/o SJE
15.	Shri D.K. Singh	Director, M/o SJE
16.	Smt. Reena Garg	Director, M/o SJE
17.	Shri K. Vivekanand	Director, M/o SJE
18.	Shri K. Pattanayak	Director, M/o SJE
19.	Smt. Nidhi Khare	Director, M/o SJE
20.	Shri A.C. Padhi,	CMD, NSFDC

21.	Dr. Dharmender Kumar	Director
22.	Shri Atul Prasad	C.E.O.
23.	Shri Lalit Kohli	M.D.
24.	Shri A.A. Naqvi	M.D.
25.	Shri A.K. Dey	D.G.M.
26.	Shri S.K. Mukherjee	CMD
27.	Shri J.P. Singh	Member Secretary
28.	Shri A.K. Dhariyal	Deputy C.C.D.

In the absence of Chairman, the Committee chose Dr. Manda Jagannath to act as chairman for the sitting of the Committee under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

2. At the outset, the Chairman welcomed the Members and representatives of the Ministry of Social Justice & Empowerment to the sitting of the Committee. The Chairman then stated that the meeting had been convened to discuss the Demands for Grants (2010-2011) of the Ministry of Social Justice and Empowerment. At the instance of the Chairman, the Secretary, Ministry of Social Justice & Empowerment briefly narrated the details of various schemes/programmes undertaken by the Ministry and intimated the physical and financial targets achieved in that connection.

3. The Members then raised points/questions, which *inter-alia* related to under utilization and surrender of funds under various schemes, non adherence of central Ministries in earmarking funds under SCA to SCSP, need for revision of scholarship

schemes in a time bound manner, measures for improving the disability related schemes such as ADIP and DDRS and tardy progress in construction of hostels in various States etc.

4. 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 expeditious replies to those points which could not be replied in the meeting.

5. 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 candid manner.

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

The witnesses then withdrew.

The Committee then adjourned.

**MINUTES OF THE ELEVENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON FRIDAY, 16TH APRIL, 2010**

The Committee met from 1500 hrs. to 1545 hrs. in Committee Room No.139,
Parliament House Annexe, New Delhi.

PRESENT

SHRI DARA SINGH CHAUHAN - CHAIRMAN

**MEMBERS
LOK SABHA**

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

**MEMBERS
RAJYA SABHA**

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

LOK SABHA SECRETARIAT

1. Shri A. Mukhophadhyay - Joint Secretary
2. Smt. Anita Jain - Director
3. Shri S.C. Kaliraman - Additional Director

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 following Draft Reports of the Committee:-

- (i) Fourth Report on Demands for Grants (2010-2011) of the Ministry of Social Justice and Empowerment.
- (ii) Fifth Report on Demands for Grants (2010-2011) of the Ministry of Tribal Affairs.
- (iii) Sixth Report on Demands for Grants (2010-2011) of the Ministry of Minority Affairs.

3. Thereafter, the Committee considered and adopted the Fourth Report of the Committee with minor modifications/amendments.

4. *****

5. *****

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

The Committee then adjourned.

APPENDIX

STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No	Para No.	Observations/Recommendation
1	2	3
1	2.22	<p>The Committee observe that the budgetary allocation of the Ministry has been increased substantially from Rs. 2500 crore last year (2009-10) to Rs. 4500 crore during the current financial year i.e. 2010-11. Looking at the figures and comparing it with past allocations it indicates a marked increase of 80% over the budgetary allocation of the previous year. This increase would definitely help the Ministry to focus more resourcefully on the needs of the social sector. It would allow the Ministry to expand the scope of the various schemes it is running at present. The Committee have been given to understand that the Ministry would utilize the enhanced amount on long pending projects such as revision of the scholarship schemes, expanding the scope of disability related schemes, Pradhan Mantri Adarsh Gram Yojana, establishment of the Indian Sign Language, Research & Training etc. While appreciating the Ministry's endeavours in getting the planned budget enhanced and congratulating the Ministry for its success in convincing the Planning Commission of the urgent need for augmenting the budget of this Ministry, the Committee hope that this enhanced allocation would be fully utilized. Problems, if any in the way of its utilization should be identified, looked into and resolved in time. The Committee further recommend that the Ministry should do an assessment of utilization of allocated funds at suitable intervals so as to avoid under-utilization and surrender of funds at the close of the financial year.</p>
2	2.23	<p>The Committee have noted that while separate provisions have been made by the Ministry for educational development of SCs with Rs. 2115 crore and OBCs with Rs. 455 crore such a provision has not been made under the head of educational development of the persons with disability. The Committee have also been informed that earlier too there was a Centrally sponsored scheme of providing scholarship to students with disability which has since been transferred to States in the 90's. What is more</p>

disheartening to note is that it was a conscious decision of the Government of India taken up by Planning Commission and the Ministry was also a party to this decision. The Ministry's argument that the educational development needs of the persons with disability are taken care of by other schemes such as Sarva Siksha Abhiyan (SSA) does not hold water as SSA being a big umbrella programme with provisions for all sections of society cannot give focused attention to the holistic educational requirements of the persons with disability. As far as States are concerned they have their own resource constraints. Educational development is the key for overall development and security of this section and keeping in view the priority given to education by the Government, the right to education made a fundamental right under Part III of the Constitution, it is imperative that the educational needs of the persons with disability are taken care of. For this, the Committee recommend the Ministry not to deviate from this priority and urgently make some provision under the head educational development of the persons with disability. The Ministry should revive the earlier provision/scheme in this direction and act to provide some kind of scholarship to the students with disability. The Committee may be apprised of the progress made in this regard as early as possible.

- 3 2.24 The Committee find that funds to the tune of Rs. 361.69 crore could not be utilized and were surrendered by the Ministry during the last six years. Surrender and under-utilization for the year 2009-10 alone stood at Rs. 50.89 crore. On the issue of underutilization and surrender of funds in 2009-10, the Ministry have stated that the amount allocated could not be utilized due to the fact that budget was passed in the month of July during 2009-10. In their written submission on percentage utilization and shortfall, the Ministry have claimed that they are happy with the 83% spent on various schemes from the overall allocation. Yet in another instance, the Ministry have stated that out of the total budgetary allocation they have utilized 67% up to the end of third quarter which is treated to be satisfactory in the budget parlance. The Ministry's reasoning that surrender and savings occurred in various schemes due to non-receipt of adequate number of proposals from the States/implementing

agencies is also not acceptable to the Committee because the schemes are Central sector schemes, funds are released by the Central Government and hence ultimately it is the responsibility of the Ministry to ensure that proposals complete in all respects are received and processed and money released and spent on time. The Committee are pained to note that while on the one hand the Ministry went on saying that any kind of revision in the scholarship schemes could not be undertaken due to want of funds, on the other hand huge amount of funds could not be utilized and ultimately surrendered. When the Ministry are running important schemes with meagre allocations with a crore or two because of acute shortage of funds, it is very much important that money allocated under each head should be utilized fully and saving/surrender of funds avoided.

- 4 2.25 The Committee observe that for most of the NGO related programmes/schemes run by the Ministry, substantial amount of funds were released at the fag end of the financial year i.e. January to March. While the Secretary during the evidence has tried to justify the above action by saying that the release of funds to NGOs particularly in the case of schemes on disability and social defence sector during the last quarter of the financial year is O.K. with the Ministry because the NGOs still have sufficient time/full year to utilize the amount. However, in the opinion of the Committee this is clearly against the sound budgetary principle, as funds released at the fag end are prone to be diverted and misutilized and most of the time not subject to any kind of audit and monitoring. Therefore, the Committee recommend that the Ministry should ensure that proposals complete in all respects are received well in advance preferably at the commencement of the financial year and processed expeditiously in batches. Due care should be taken at this stage only so as to avoid the undesirable trend of rushing release of funds at the end of the financial year.
- 5 2.26 On the launching of the Pre-matric scholarship to cover all SC students, the Committee during their examination of the Demands for Grants for 2009-10 had been informed that the concept note for initiation of the scheme has been sent to the Planning

Commission, which has already approved it in principle. However, since the financial implications were high, the scheme could not be launched during the last budget and it would be mooted only when there is an enhancement of allocation. Now after having a look at the current Budget, the Committee fail to understand as to why the scheme of Pre-matric scholarship for all SC students does not feature in the current budget though there has been considerable enhancement in the budgetary allocation. The Secretary, during the evidence has submitted that things have been put off till formulation of the XIIth Five Year Plan in this regard. The Committee view this serious lapse on the part of the Ministry because during the current budget exercise itself some kind of provision of Pre-matric scholarship covering all SC students should have been initiated. The Committee direct the Ministry to take note of this and take necessary action in this regard so that the scheme is able to take off at least during the next financial year.

- 6 2.27 The Committee note that funds to the tune of Rs. 100 crore could not be utilized in full and got blocked under the Pradhan Mantri Aadarsh Gram Yojana because of non approval of the scheme by the Planning Commission. The Committee also observe that the Planning Commission has now approved the scheme on 11.3.2010 and an allocation of Rs. 400 crore has been made for the scheme during 2010-11. The scheme being a flagship programme of the Ministry aims at the integrated development of villages having more than 50% Scheduled Caste population through convergent implementation of existing Central and State schemes. Since a huge amount of Rs. 400 crore has been earmarked for the scheme, efforts should be made for successful implementation of the said programme during 2010-11 by utilizing the entire amount allocated for the purpose. The Committee also recommend the Ministry to look into the reasons for under -utilization/non-utilization of funds under the schemes of Construction of Old Age Homes for Indigent Senior Citizens, Financial Assistance to Women with Disability to look after their children after birth and Educational and Economical Development of De-notified and Nomadic Tribes, B. R. Ambedkar Foundation, Spinal Injury Centre, Research and

Training and take suitable remedial measures to avoid the repeated under-utilization/non-utilization of funds in these schemes.

7 2.28 2.29 Effective monitoring is an important aspect of any scheme as the efficiency and outcome of the schemes are ensured with this vital tool. On this important aspect the Committee observe that nodal officers appointed for the States/UTs to undertake field visits for on- the- spot study of implementing of the schemes by implementing agencies and NGOs could not undertake the number of prescribed visits to States due to their pre-occupation with Winter and Budget Sessions of Parliament. The Ministry have also furnished a very casual reason that due to their engagement in processing of the proposals received from States/UTs, the nodal officers have not been able to have field visits on a significant scale. Keeping in view that monitoring is a vital mechanism for ensuring effective implementation of a scheme and that it acts as a vigil on the States/implementing agencies for any mis-utilization and diversion of funds, the Committee recommend that the Ministry should take all necessary steps to ensure that the schemes implemented by them are closely and tightly monitored so as to avoid any laxity and complacency by the States/implementing agencies in implementing the schemes and utilization of funds.

8 3.19 The Committee observe that there are serious discrepancies and mismatch of figures on the number of assisted population/beneficiaries who have crossed the below poverty line under the SCA to SCSP obtained by the Ministry from the concerned 8 States for which the figures are available. The Secretary himself was candid enough to accept during the evidence the figures to be rather odd and not correct. The Committee consider that the Scheme of SCA to SCSP has tremendous potential for the overall development of the scheduled caste population and data/ feed back on the physical progress, utilization of funds and consequent information on the raising standard of living of the SC population is an important input as far as the assessment of the scheme is concerned. Therefore, the Committee recommend the Ministry to have a fresh look at the whole state of

affairs. Instead of being contended with the information sent by States, Officers should be deputed to undertake an exercise of verifying and crosschecking the figures obtained from the concerned States so as to ascertain the accuracy and authenticity of the information. The States, which are not furnishing the requisite information on the number of beneficiaries, should be persuaded to send it at the earliest. The Committee may be apprised of the progress in this regard.

- 9 3.20 The Committee observe that not all the States/UTs are formulating and implementing Scheduled Caste Sub-Plan as part of their annual plans by earmarking resources in proportion to their share in total population. The Committee also note with serious concern that the percentage of SCSP outlay in respect of States after having reached to a benchmark of 17.16% during the year 2007-08 has been showing a declining trend i.e. 14.22% in 2008-09 & 13.34% in 2009-10. Also, all the Central Ministries are not uniformly earmarking their allocation under the scheme. In this context, the Committee in their earlier Report presented to the Parliament on 17.12.2009 had recommended that the Ministry should take up the above issue with the Planning Commission in the right earnest. The Committee are happy to note that the Ministry have taken up the issue with the Planning Commission and the latter have also realised the fundamental lacuna in the existing guidelines and informed the Ministry that they are in the process of working out fresh guidelines for central Ministries. The Committee are also in agreement with Planning Commission's observation that the present provision of uniform earmarking of 16% by States and the Central Ministries is not working out well and there is a need to review and reformulate the guidelines. The Committee recommend the Ministry should not leave the matter there and take it forward with Planning Commission on the urgent need for an exhaustive review of the existing guidelines on SCA to SCSP to make these more rational, flexible and acceptable for the Ministries and the States.

- 10 3.32 The Committee are happy to note that the budgetary allocation under the post-matric scholarship scheme has been increased significantly from Rs.750 crore during the year 2009-10 to Rs. 1700 crore during the year 2010-2011. The Committee are given to understand that with this enhanced allocation, the Ministry will undertake the much-awaited revision in the scholarship amounts which are at present extremely low. Apart from fulfilling the much-felt needs of the students, this will certainly go a long way in the educational empowerment of the scheduled caste students. However, since the Ministry are yet to work out the details of the revision, the Committee reiterate their earlier recommendation on early revision of the scholarship and hope that in this exercise every aspect of the scholarship will be taken into account and the scheme is dovetailed and revamped in total ready to be implemented by the next academic session. The Committee would like to be apprised about the decision taken in this regard at the earliest.
- 11 3.33 The Committee find that at the moment the Ministry do not have any grievance redressal cell as far as its schemes on educational development in general and scholarship schemes in particular are concerned. On this, the Ministry have informed that they take up the matter as and when it is received and simply pass it on to the concerned state for rectification. There is no record as to how many of these were actually looked into and what follow up action was taken thereon. No wonder that the Committee, during the course of their examination of the subject "Scholarship Schemes for SCs and OBCs" have received end number of grievances when views/suggestions/comments of people on the scholarship schemes were invited by the Committee. In the absence of such a cell, large number of students/parents who have any complaint/issue/grievance are often left in lurch as their concern is not addressed to. The students are also not aware that complaint if any about the disbursement or other aspect of the scheme should be brought to the notice of the Ministry, which in turn takes up the issue with the concerned State. Therefore, the Committee advise the Ministry to create a standing grievance redressal cell so that the students/parents get a platform for hearing of their complaints relating to the

schemes on educational development of SCs and OBCs including the scholarship schemes.

- 12 3.34 The Committee are happy to note that many States have initiated action with regard to paying the scholarships through Post-offices/banks/smart cards by opening accounts in the name of individual students. The Committee recommend that the States which are not implementing the above mentioned system should be asked to do so urgently. The States which are implementing the system partially should also be advised to implement the system in full so that the students get their due scholarship hassle free and on time.
- 13 3.42 The Committee note with concern that the performance of the Ministry under the Coaching and Allied scheme for SCs and OBCs has not been up to the mark as out of Rs. 8 crore allocated, the Ministry have spent only Rs. 2.79 crore and the number of beneficiaries has also come down during 2009-10. If the proposals received for grants are incomplete or illegible as per the Ministry's submission, they should co-ordinate with the institutes and rectify and ease the requirements under the scheme so that more number of coaching institutes come forward to impart training to SC/OBC beneficiaries. Considering the fact that IT/BPO sector is booming in upcoming cities such as Pune, Ahmedabad, Bhubaneswar etc, the Ministry should try to tap admissible proposals for training in these cities also.
- 14 4.15 The Committee are constrained to note that the progress of construction of hostels for OBC boys and girls has not at all been satisfactory, as during the last five years out of 353 hostels sanctioned, only 140 hostels could be completed. The reason for shortfall and non-materialisation of the remaining sanctioned hostels as furnished to the Committee that ultimately OBC hostels are sanctioned to State Governments and grants get held up due to non-furnishing of Utilization Certificates by the States is not at all acceptable to the Committee. The Ministry's submission that there is a two year time period, tendering process and issue of technical sanction involved in construction of hostels is

also not convincing because the Committee observe that even hostels sanctioned during 2006-07, 2007-08 and 2008-09 could not be completed on time for reasons not known to the Committee. The Committee observe that the present construction period of two years for hostels is an unusually long period allowing for prolonged delay in construction and also cost escalation due to increase in prices of cement and steel etc. Considering the fact that huge constructions are completed in no time these days with advanced building materials and in comparison, hostels are small buildings with simple dormitory type halls accommodating hardly 100 to 200 students per hostel, the construction should not stretch beyond a year. Accordingly, the Committee recommend that the Ministry should ask State Governments to acquire land before issuing financial sanctions, stipulate in its sanctions that construction be completed within a year and gear up its machinery for strict monitoring of the whole process of construction so that these hostels are completed in a time bound manner strictly within a year's time-frame.

- 15 5.11 The Committee find that the assistive devices are provided free of cost to persons having income up to Rs. 6,500/- per month and at 50 percent concession to persons with income between Rs. 6,500/- and Rs. 10,000/-. The maximum admissible amount for purchase of a device is Rs. 6,500/-. On the one hand while the use of advanced assistive devices has brought a qualitative change in the lives of the persons with disability, on the other hand the cost of the devices have gone up due to advancement in technology making these beyond the reach of the persons with disability. There is an urgent need for early revision in the guidelines of the scheme to upgrade the ceiling limits and make these devices within the reach of the persons with disability. Therefore, the Committee recommend the Ministry to urgently bring changes in the existing ceiling limits by revising the guidelines of the above scheme.
- 16 5.12 The Committee further note that even though the appliances provided are of good quality and ISI marked even then the issue of breakage, wear and tear in the appliances do come and at the moment the ADIP

scheme does not have any provision to address the issue of regular wear and tear in the costly devices distributed. In this regard the Ministry have maintained that follow up camps are held to look into any defects. However, in the absence of such a provision in-built in the ADIP scheme for repair and maintenance of these devices at regular intervals, the beneficiaries are often put into difficulty and inconvenience when these devices don't work properly. The warranties coming with the devices as provided by the companies are not enough for this. As such, there is a need for inclusion of such a provision with financial assurance in the scheme itself for repair and maintenance. Therefore, the Committee recommend the Ministry to take necessary steps in this direction and revise the guidelines of ADIP scheme if need arises to address the above issues. Action taken by the Ministry in this regard may be furnished to the Committee within three months of presentation of this report.

17 5.24 The Committee observe that the National Handicapped Finance Development Corporation (NHFDC) offers financial assistance in the form of concessional loans to persons with disability through the State Channelizing Agencies (SCAs). However, a look at the release of funds to SCAs in the year 2009-10 shows that many States such as Assam, Goa, Karnataka, Madhya Pradesh, Sikkim and Tripura did not receive any grant and as such there was no beneficiary coverage in these States. Out of these States, the States of Goa, Karnakata did not receive any grant even during 2008-09. The Committee recommend the Ministry to look into the specific problems being faced by these States and hurdles if any should be cleared so that the people with disability in these States are not deprived of the benefits of NHFDC.

18 5.25 The Committee note that on the issue of evaluation of NHFDC, though steps have been initiated and the Ministry have got many evaluation studies conducted, the positive outcome of these studies have not been put to use. The Committee also observe that some of the recommendations of the Agricultural Finance Corporation Ltd's study on the micro credit scheme of NHFDC such as supporting marketing activities of beneficiaries, strengthening of SCAs, adequate training

for beneficiaries and reduced rate of interest for woman beneficiaries, etc. are timely and worth implementation. The Committee therefore, recommend the Ministry to expedite seeking explanation from NHFDC regarding non-implementation of the recommendations in the Evaluation and implement these recommendations in letter and spirit.

19 6.10 The Committee are unhappy to observe the 'nil' expenditure under the Scheme of Assistance for Construction of Old Age Homes for the Indigent Senior Citizens during the years 2007-08, 2008-09 & 2010-11. The reason cited by the Ministry for incurring 'nil' expenditure is that the scheme is still awaiting approval of the Planning Commission despite regular follow up. The Committee have been given to understand that the scheme had been initiated in the year 2007-08 in pursuance of the Maintenance and Welfare of Parents and Senior Citizens Act, 2007 with the noble intention of constructing old age homes for senior citizens. However, even after three years since the above Act has come into force, concrete steps have not been taken to implement the above scheme. In view of the fact that substantial allocation of Rs. 100 crore has been made under the scheme for the year 2010-11, the Committee recommend that the scheme should be formulated early and the details of the scheme worked out expeditiously within the first trimester of the financial year so that the entire amount allocated for the purpose could be utilized. The Committee may be apprised of the steps taken by the Ministry and Planning Commission within three months of presentation of this report.

20 6.25 The Committee note with concern that at present there is no National Policy on Drug and Substance Abuse Prevention and Rehabilitation. About the steps taken in this direction, the Committee have been informed that a sub-committee of the National Consultative Committee on De-addiction and Rehabilitation (NCCDR) has been constituted. The Ministry have informed that there is a large number of people who are under the spell of some kind of drugs/alcohols and their de-addiction and rehabilitation is an area of national concern calling for collective action. The Committee also endorse the above view/ information shared by the Ministry and consider that a national

strategy to tackle the issue of drug addiction is a priority area and the constitution of the above Committee is definitely a positive development. A National Policy on Drug and Substance Abuse Prevention and Rehabilitation is absolutely necessary not only for curbing the increasing number of drug addicts in the country but also in rehabilitating the addicts and giving them a new lease of life. Most nations of the world have already formulated their national policy on drug abuse highlighting their strategy to curb the menace and India should not be left behind. While recommending the Ministry to expedite the early finalization of the above policy within a stipulated time frame, the Committee urge the Ministry to ensure that the National Policy in this regard should be an all comprehensive one covering every aspect of the problem. It should also be in tune with the UN Charter of Drug Abuse. Smaller issues of having preventive strategy in schools through dissemination of information and awareness to larger issue of tackling cross border trade of narcotics should also be incorporated in the above policy.

21 6.26

The Committee observe that only one state i.e the State of Rajasthan has availed the funds for organizing de-addiction camps for three successive years. In this regard, the Committee are not happy with the reason advanced by the Ministry that the scheme being demand driven, the fund could be disbursed to only one organization as demand had been made only by them. Drug addiction being an all pervasive phenomenon prevalent in the country, a sizeable population in States like Punjab, Uttar Pradesh, North East being under its influence and more number adding each day, it is very unfortunate that the Ministry is not able to bring many States under the fold of the scheme. The Committee hope that the Ministry will keep it in mind and improve the position by trying to motivate, guide and appropriately assist the States so that organizations/NGOs from all the States throng to avail the grants for organizing de-addiction camps.