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STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT

(2009-2010)

(FIFTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

DEMANDS FOR GRANTS

(2010-2011)

FIFTH REPORT



LOK SABHA SECRETARIAT

NEW DELHI

April, 2010/Chaitra, 1932(Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT

(2009-2010)

SHRI DARA SINGH CHAUHAN - CHAIRMAN

MEMBERS

LOK SABHA

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

MEMBERS

RAJYA SABHA

23. Shri Suryakantbhai Acharya\$
24. 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. Shri Yash Pal Sharma - Senior Executive Assistant

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 Fifth Report of the Ministry of Tribal Affairs on Demands for Grants, 2010-2011.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Tribal Affairs 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 Tribal Affairs on 26th 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 Tribal Affairs for placing before them the detailed written notes on the subject and furnishing the information the Committee desired in connection with the examination of the Demands for Grants and tendering evidence before the Committee.

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

NEW DELHI;

16 April, 2010
26 Chaitra, 1932 (Saka)

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

REPORT

CHAPTER - I

INTRODUCTORY

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

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

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

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

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

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

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

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

1.6 The Demands for Grants asked for by the Ministry of Tribal Affairs are given under Demand No.94. The Committee have attempted to scrutinize these demands to the extent possible within the limited time and the conclusions drawn by them have been highlighted in the succeeding Chapter.

CHAPTER – II

A. GENERAL PERFORMANCE OF THE MINISTRY

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

PLAN

Rs. (in crore)

Year	BE	RE	Actual Exp.	% age of Expenditure over BE
2007-2008	1719.71	1719.71	1524.32	88.63
2008-2009	2121.00	1970.00	1805.2723	85.11
2009-2010	3205.50	2000.00	*1905.44	59.44
2010-2011	3206.50	-	-	-

NON-PLAN

Year	BE	RE	Actual Exp.	% age of Expenditure over BE
2007-2008	12.33	11.43	9.1049	73.84
2008-2009	12.55	14.16	12.9747	103.38
2009-2010	14.61	16.17	15.05	103.01
2010-2011	13.87	-	-	-

* Upto 15.3.2010

2.2 It has been observed from above that the budgetary provision of this Ministry for 2010-11 of Rs. 3206.50 crore is more or less same as that of B.E. for 2009-10. During 2010-11 the Ministry had proposed to Planning Commission an amount of Rs. 3401.21 crore against which the Planning Commission has sanctioned Rs. 3206.50 crore.

2.3 It is further observed that the Budget Estimate during 2009-10 has been drastically reduced from Rs. 3205.50 crore to Rs. 2000.00 crore at R.E. stage. The Committee enquired about the reasons for this drastic reduction in B.E. (2009-10), the Ministry have stated that allocations under certain schemes were drastically reduced at RE stage. This reduction is attributable to the overall reduction in the outlay of the Ministry by the Ministry of Finance taking into account the utilization of funds till the 3rd quarter of the financial year.

2.4 According to the Ministry, the following schemes suffered due to drastic reduction in the budgetary allocation:

1. Grants under article 275(1)
2. SCA to TSP
3. Development of Particularly Vulnerable Tribal Groups (PTG)
4. Strengthening of Education among ST girls in low literacy districts

2.5 On being asked the measures being taken so that same is not repeated and budget for 2010-11 is utilized in full, the Ministry in their written submission stated as under:-

“Taking into account the drastic reduction in funds during 2009-10, the State Governments concerned will be sensitized by the Ministry and asked to submit proposals complete in all respects under both the programmes at the beginning of the financial year 2010-2011 so that the entire BE allocation could be utilized during 2010-2011. Communication in the form of letters, telecom, review

meetings is being arranged with the State Governments. In the case of equity support to NSTDFC/STFDC, note for EFC is being processed since release of funds to support NSTFDC/STFDCs depends upon its approval by the competent authority”.

Overall performance of the Ministry

2.6 The Secretary made a presentation before the Committee on the responsibilities of Ministry of Tribal Affairs and other Ministries/States in implementation of various Tribal Development programme and the problem points in their implementation. He also mentioned that each Central Ministry is nodal and responsible for their programmes on tribal development welfare. The Ministry of Tribal Affairs’ developmental and welfare interventions are through gap filling plan schemes. The Ministry at present is implementing 17 schemes in total which are executed by the States.

2.7 The performance of these scheme is dependent on the response from the State Governments as States are the implementing agencies for these schemes. He referred to the delay in submission of proposals, non-submission of proposals by States, incomplete proposals as per scheme guidelines, States’s in capacity to execute these schemes, weak administration and extremism as the main problem areas of the Ministry.

2.8 When the Committee pointed out that since Central Government funds for Ministry of Tribal Affairs are being given to the State Governments for a specific purpose and the Ministry of Tribal Affairs being the nodal Ministry does have a role to play in ensuring that these funds are utilized, the Secretary during evidence stated as under :-

“We had noted it but ultimately what is the way which we can use to pull up or pressurize the State Governments to perform better. Later on, I will also indicate

why the State Governments are also not in a position to perform better. But we will use this advice of the Committee to go to the Planning Commission. As you would have noticed, a representative of the Planning Commission is here. We have been actually approaching the Planning Commission as the annual plans of the State Governments are actually cleared by them. So, if there is a problem in the State in performing, then we have no way of pressurizing beyond a point”.

Additional Central Assistance (ACA) for Educational Development

2.9 An allocation of Rs. 500.00 crore was made for Additional Central Assistance (ACA) for Educational Development of Tribal Children in Scheduled-V areas and Naxal affected areas in the BE (2009-10). However no such allocation has been made in BE for the year 2010-11.

2.10 When asked to furnish the details of the actual expenditure incurred under the above scheme during 2009-10, the Ministry in their written reply have stated that:-

“The details of amount released from ACA for construction of Hostels and Ashram Schools in naxal-affected districts alongwith the number of Hostels/Ashram Schools sanctioned and number of seats. The allocations were made as per the demands of States Governments, not uniformly distributed. The letter method would have meant possible lapsing of funds due to non-receipt of proposals.”

Rs. in lakh)

S.No.	Name of State	Amt. Released for hostels	No. of Hostels	No. of seats	Amt. Released for Ashram Schools	No. of Schools	No. of seats	Total
1.	Madhya Pradesh	1131.00	13	650	95.00	1	50	1226.00
2.	Chhattisgarh	3443.50	45	2250	1906.60	23	1250	5350.10
3.	Andhra Pradesh	-	-	-	20677.40	42	4200	20677.40
4.	Orissa	19837.00	478	47800	-	-	-	19837.00
5.	Jharkhand	426.21	6	300	2483.28	9	900	2909.49
	Total	24837.71	542	51000	25162.28	75	6400	49999.99

2.11 When enquired about the reasons for non- allocation of any amount in BE (2010-11) for the Scheme, the Ministry have stated that the allocation under the Scheme of ACA for Educational Development of Tribal Children in Schedule V areas and Naxal-affected areas was a one- time grant for the year 2009-10. Therefore, under the Scheme, no allocation was made for the year 2010-2011.

Co-ordination with other Ministries/Departments implementation programme for Tribal Development

2.12 During the evidence, the Committee pointed out the dependence of the Ministry on other Ministries and the need for ensuring more co-ordination with them for speedy disposal of schemes. To this, the Secretary responded as under :-

“Then co-ordination with other departments, that is a point which we are very painfully aware that it is not happening. One of the points which the other Members also mentioned is that we need to actually relook into the way the Ministry has been functioning to find out whether in the last ten years the way we have been doing is good or whether we can change our way of functioning to make us feel more effective at the field level. In this context, two years ago, the Planning Commission brought out a report suggesting how the Ministry should function. It is known as the Mungekar Committee Report. It has made some very drastic suggestions on going away from the way we are working today. This Report is under examination. The Government will have to take a view. We are also expecting to send our views to the office of the Prime Minister. At this point of time, this is not a document which has been released. But we are taking our views and then it will be taken up”.

Non Plan expenditure – shortage of staff

2.13 The Committee have been informed that in the Non-plan expenditure during 2007-08 under the head ‘Salaries’, (Annexure-1) the funds allocated could not be utilized fully and the actual expenditure has been only 86.59% owing to the reasons that number of posts were lying vacant and not filled up during the year.

2.14 The Secretary in his presentation made to the Committee informed that Ministry of Tribal Affairs have a small sanctioned strength of 134 staff out of which 21 posts are vacant. He has also informed that schemes have increased, outlays has been

increased by 5 times, however the staff strength has not been increased in proportion to the increased in outlay as is evident from the following statement :-

Sl. No	Year	Budget Estimates (Plan + Non Plan) (Rs. in crore)	Sanctioned Staff Strength
1	1999-2000	687	95
2	2007-08	1726	134
3	2008-09	2128	134
4	2009-10	3205.50	134
5	2010-11	3206.50	134

2.15 On being asked as to how it has affected the monitoring of various schemes of the Government, the Ministry in their written submission stated as under :-

“As a result of shortage of staff, the work in almost all the Divisions of this Ministry has suffered and monitoring and evaluation of the existing programmes have been unable to receive due attention. Moreover, with the increase in quantum of workload, it has become very difficult to cope with the deadlines”.

2.16 On being enquired about the efforts being made by the Ministry to fill up vacancies and the other measures being taken so that monitoring of schemes will not suffer due to shortage of staff during the financial year 2010-11, it was informed by the Ministry that with a view to ensure proper monitoring of various schemes of this Ministry, the Hon'ble Minister has recently approved a proposal for creation of 27 additional posts at various grades to reinforce the depleted staff. The proposal as approved by the Minister has already been submitted to the Integrated Finance Division(IFD) of this Ministry for taking up with the Ministry of Finance, Department of Expenditure and is

under examination. Other than this, regular persuasions with the Cadre Controlling authorities are also being made for filling up of the existing vacancies.

The Committee was further informed that a study proposed by this Ministry on work measurement by SIU has also been agreed to by the Ministry of Finance, Department of Expenditure. It has been assured by them that the same will be included in their Annual Programme of Studies in 2010-11.

2.17 It has also been informed that ever since this Ministry was created w.e.f 29.10.1999, the Ministry of Social Justice and Empowerment, the cadre controlling authority for posts belonging to CSS/CSSS/CSCS has not been able to fill up post at the cutting edge level and as such a large number of posts (ranging from 17% to 30%) such Section Officers, Assistants, UDCs, LDCs, etc have always remained vacant. This has adversely affected the Ministry in its effort to implement its given mandate. Therefore, this Ministry have also taken up the issue for creation of a separate cadre with DOP&T. Recently, DOP&T has requested this Ministry for comments on certain issues and accordingly appropriate reply has already been sent to DOP&T for further consideration of the case.

Furnishing of Utilization Certificates

2.18 The Committee have been informed that release of funds to State Governments are made only after receipt of Utilization Certificates in respect of previous grants.

2.19 The Committee enquired whether there is any instance where grants have been withheld to States/UTs due to their inability to furnish utilization certificates/non-utilization of funds during 2009-10, the Ministry stated that under the scheme of Vocational Training in Tribal Areas grants-in-aid could not be released to J&K due to

non-receipt of Utilization Certificate. Under the scheme of Development of Particularly Vulnerable Tribal Groups, the Government of Tamil Nadu and Rajasthan sought funds during 2009-10 but and the same could not be considered for want of UC. The State Governments have been requested to expedite UCs. Similarly, grants are withheld under the SCA to TSP and Article 275(1) of the Constitution.

2.20 As regards the reasons for non-receipt of utilization certificates from States/UTs and measures taken to ensure timely receipt of utilization certificates the Ministry have informed that as per the provisions of GFRs, the Utilization Certificates have to be obtained within 12 months of the closure of the financial year in which the grants-in-aid were released. Further grants will not be released without obtaining UCs of the previous Years' grants released to the State Governments/UT Administrations. Meeting of the officers from States/UTs are organized from time to time to get feedback on the progress of implementation of the schemes. The officers of this Ministry are also deputed to visit the States and UTs for inspecting the projects sanctioned by this Ministry.

The Ministry further informed that the onus is on the State Governments to furnish proposals for both the special area programmes and also monitor the implementation of the activities taken up by the implementing agencies. Inability of the State Governments to furnish UCs from time to time is best known to the States themselves and Ministry would not be able to indicate reasons, as these vary from State to State. The State Governments are repeatedly reminded of such matters from time to time in writing and on telephone and during the periodical meetings. The non-release of funds in a particular year due to non-availability of UCs is expected to make the States more prompt in this matter.

Regarding difficulties being faced by States in furnishing Utilization Certificates, the Ministry stated that the States distribute the funds to various implementing agencies at district level. The collection of Expenditure report from all such agencies, involve considerable time. The need for timely receipt of utilization certificates would be emphasized to the State Governments and they would be requested for issue of UCs.

2.21 In this connection, during evidence the Secretary stated that States which are administratively better geared are able to spend money received from Government in time. In the presentation before the Committee, the Ministry stated that they can improve effectively by enabling States to improve delivery system.

Feedback from States

2.22 Asked whether the Ministry receive regular feedback from the States/UTs about the various schemes and has a system to address their difficulties in implementing these schemes, it was stated that the Ministry has an ongoing dialogue with all the States/UTs about their response to the various schemes. Any suggestions/difficulties in implementing the schemes which are brought to the notice of the Ministry by the States/UTs during the review meetings or during any other communication are addressed by the Ministry on priority. Ministry does get feedback from the States, mostly during the review meetings held. Keeping these in view, difficulties indicated are addressed appropriately. Two such instances are (i) modification in the guidelines of SCA to TSP and Article 275(1) issued in January 2008 regarding submission of proposals and (ii) issue of revised guidelines in December 2009 for setting up of new Eklavya Model Residential Schools.

Performance of NGOs

2.23 It has been recognized that the task of the development of Scheduled Tribes cannot be achieved by Government efforts only. The role of voluntary or non-governmental organizations, with their local roots and sense of service has become increasingly important. They supplement the efforts of the State in ensuring that the benefits reach to large number of populations. In certain cases, it is the voluntary organizations who are in better position to implement the schemes of the Government in a more efficient and objective manner than the Government itself. There are four ongoing schemes of the Ministry, which are open to the participation of voluntary/non-governmental organizations. During evidence the Committee drew attention of the Ministry towards under performance of NGOs and ensuring their accountability. To this Secretary responded as under :-

“Another thing which we are doing and which will help, and which we tried doing from last year, but we could not succeeded, is that any time any proposal comes to our Ministry, we should put it on our net mentioning that proposal from so and so on this subject has come. If the proposal has any deficiency, then that will also come on the net. The status of the proposal will be on the net so nobody needs to come. The contact persons are also on the net so that if they want clarification, it can be obtained. We want to avoid anybody coming here”.

xxx

xxx

xxx

“Sir, we also agree with the Members saying that the NGOs are actually performing a good gap filling job like the Ministry is performing. It is up to the State Government to actually identify which are the unserved areas where the schemes are not going well and find out an NGO to do this. Now, questions are often raised as to what the capacity of that NGO to perform is. Even if they have the capacity, are they performing well? Till now, we have been relying on the report of the State Government who send their own individual essentially the District Administrative people to give their reports. But from this year, as I mentioned, we have involved national level institutions who are going first to survey, on a sample manner, what were they supposed to deliver; how they have delivered; if they have not delivered, why; and then that recommendation will come to us. There could be certain NGOs, who for the money being given to them their output is low. So, we have to take a decision on that. We can showly phase them out. We cannot do drastically because ultimately it is the Scheduled Tribe children who are being looked after them, and all the hospitals are going to suffer. We will be able to focus on the good NGOs. We also have a list of established voluntary organizations like the Ramakrishna Mission, Bharat Sewa

Sang, who are all established. So, we are favourable to them for expanding their activities rather than selecting the new NGOs”.

Monitoring of schemes/programmes

2.24 The Ministry monitor the implementation of various schemes by review meetings held from time to time, field inspection by Ministry's officials, periodic programme reports etc.

2.25 In addition the services of monitoring and evaluation of all NGO schemes/projects have been outsourced to two private agencies for next three years. For monitoring of the programmes of SCA to TSP and grant under Article 275(1), Ministry has decided to avail services of expert agencies through outsourcing and action is in progress. In the case of NSTFDC, a re-engineering exercise is also proposed to be undertaken by the company.

Concept Note on Pre-matric scholarship

2.26 When asked what is the number of drop out for Scheduled Tribes students who are not able to complete schooling due to financial reasons and whether the Ministry is planning to introduce Pre-Matric Scholarship Scheme for Scheduled Tribe students, the Ministry stated that the information regarding drop-out rate is maintained by the nodal Ministry for Education viz. MHRD. The Ministry had sent a concept note to the Planning Commission regarding Pre-Matric Scholarship scheme for ST students but the matter is still pending for want of confirmation regarding fund availability/ allocation etc. Additional amounts have also been sought under the Post-Matric Scholarships. There is no plan as yet to introduce Pre-Matric Scholarship Scheme for Scheduled Tribe Students.

Publicity of schemes

2.27 The Ministry of Tribal Affairs have been implementing a number of welfare and development schemes for the Scheduled Tribes for decades. However, many of the tribals are not aware of these Schemes.

2.28 When asked steps taken by the Ministry to create awareness among the Scheduled Tribes so that they may come forward to avail the Scheme, the Ministry in their written submission stated as under :-

“The Ministry releases advertisements on special occasions like Independence Day and Republic Day highlighting the various schemes and the achievements. Advertisements on specific schemes are inserted in regional newspapers for the general awareness of the public, in particular of the ST population. Scheme guidelines are also placed on the Ministry’s website for reference.

The Ministry also conducts workshops/seminars through Universities/Non-Government Organizations (NGOs) and various TRIs specifically aimed at generating awareness about the various schemes it implements for the benefit of the Scheduled Tribes”.

2.29 The Committee enquired about the steps taken by the Ministry to popularize the schemes in remote and far flung areas wherein it has been stated that for remote and far flung areas, the schemes are advertised in local and regional newspapers. Some States have devised schemes-specific publicity and training, especially for those who cannot read.

2.30 The Committee are unhappy to note that the budgetary allocations of Rs.3205.50 crores for 2009-10 has been drastically cut to Rs.2000 crores in revised estimates by Ministry of Finance taking into account the utilization of funds by the Ministry till third quarter of the financial year. This indicates that the Ministry of Tribal Affairs has been unable to adequately sensitise the States to submit complete proposals by the third quarter of financial year so that the funds could be released timely and allocation for the year could be utilized in full. Since Ministry is dependent on States for execution of various planned schemes for development of tribal welfare, delay/non-submission /incomplete proposals by

States are the major cause for under-utilization of funds. The Committee have been given to understand that if State Governments are not performing, i.e. not timely sending the complete proposals, the Ministry have no way to press beyond a point.

In view of above, the Committee, recommend in order to exert pressure on States for timely submission of complete proposals, the matter be taken up at the Planning Commission level so that at the time of discussion of the annual plans of the States, the Commission may take some action against the defaulting States.

2.31 The Committee have been informed that the Ministry proposes to put on the internet the proposals received by them from States and if any proposal has a deficiency, the status of proposal will also be on internet alongwith the contact number for any clarification. The Committee desire in addition to the above, the Ministry while releasing funds for any scheme to the State should also endorse a copy of it to the concerned district authorities so that they can also coordinate with the State for expeditious release of the same to the implementing agencies.

2.32 The Committee note that one time grant of Rs.500 crores was made for educational development of Tribal children in Naxal-affected areas for the year 2009-10. The entire amount has since been released to 5 States for construction of hostels in Naxal affected areas.

Keeping in view the importance of schemes the Committee desire that a close monitoring be done by Ministry on the status of the projects sanctioned under the programme to ensure the allocation is utilized for the intended purpose

in a definite time frame. The Committee would like to be apprised of the progress made by States in this regard.

2.33 The Committee note that as per Government of India (Allocation of Business) rules, the Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes of development for the Scheduled Tribes. In regard to sectoral programmes and schemes of development of these communities, policy, planning, monitoring, evaluation etc. as also their coordination will be the responsibility of the concerned Central Ministries/Departments, State Governments and Union Territory Administrations. The Secretary, Ministry of Tribal Affairs in the presentation to the Committee emphasized that each Central Ministry/Department is the nodal and responsible for their programmes in tribal development welfare and the Ministry of Tribal Affairs undertakes only developmental and welfare interventions through gap filling plan scheme.

In this regard the Committee would like to point out that the Ministry of Tribal Affairs was constituted with the objective of providing more focused attention on the integrated socio-economic development of the most under-privileged sections of Indian society - the Scheduled Tribes in a coordinated and planned manner. The Ministry, therefore, should not undermine their key position in ensuring all round development and upliftment of tribal people. Hence it need to keep track of various tribal developmental programmes of various Ministries/Departments/State Governments/Voluntary Organisations so that they can design schemes to complement their efforts so as to fill the critical gaps. The Committee, therefore, desire that the Ministry of Tribal Affairs should closely watch the tribals welfare programmes of other Ministries and keep full

information/data on the programmes so that they are better armed while formulating programmes/schemes for ST and for getting the same approved from Planning Commission.

2.34 The Committee are, however, constrained to note the coordination of the Ministry of Tribal Affairs with other Ministries like HRD, Health Affairs etc. which are also implementing programmes pertaining to tribal welfare is not upto the desired level. Since close coordination with other Ministries is absolutely necessary for planned development of Scheduled Tribes the Committee recommend the Government to put in place a coordinating Committee under the Ministry of Tribal Affairs with top officials of concerned Ministries/Departments as members who should meet at regular intervals to oversee the progress/status of the schemes and identify the critical gap and take suitable action.

2.35 The Committee have been informed that Planning Commission has brought out Mungekar Committee Report suggesting how Ministry should function to be more effective at field level. The Report of the said Committee which has reported to have made drastic suggestions in this regard is being examined by the Government. The Committee desire the Government to take a view on the Report urgently and also place it before this Committee for their consideration.

2.36 The Committee note the Ministry was created in 1997 with a budgetary outlay of Rs.687 crore and had staff strength of 95. In 10 years of its existence, the work load of Ministry has increased manifold and correspondingly budgetary outlay has also increased 5 times to Rs.3206 crore but staff strength has only marginally increased to 134. Moreover, there are 29 vacancies in various grades in the Ministry. As per the Ministry's contention, due to shortage of staff the

work in almost all the Divisions of the Ministry has suffered and monitoring and evaluation of the existing programmes have been unable to receive due attention. Moreover with increase in quantum of workload, it has become difficult to cope with the dead lines.

In this regard the Committee in their second report on DFG had recommended that the matter of shortage of staff be taken up with the Ministry of Finance/DOPT for creation of more posts and filling up of vacancies. The Committee have been informed that a proposal for creation of 27 additional posts in various grades to reinforce insufficient staff has been approved by Hon'ble Minister of Tribal Affairs and the matter has now been taken up with the concerned departments.

In view of critical shortage of staff in the Ministry which is adversely affecting the work, the Committee recommend the Ministry to earnestly pursue the matter with concerned Ministries at appropriate levels to strengthen the staff at the earliest. The Committee would also like to urge upon the Ministry of Finance and DOPT to urgently look into the need for strengthening of staff in the Ministry without any delay.

2.37 The Committee note that non submission of utilization certificates of funds of previous years by the State Governments is a problem point due to which the Ministry is forced to withhold funds for the crucial schemes including SCA to TSP, Grants under Article 275(i), Scheme of Development of Particularly Vulnerable Tribal Group.

Though the Ministry have stated that the matter has been constantly pursued with the States through phones, letters, review meetings, the problem

still persists with the result that the tribal people are being deprived of the crucial funds meant for their development due to inaction on the part of State Governments. The Committee, therefore, recommend the matter be taken up urgently with State Chief Secretaries/Secretaries in-charge of the Tribal Welfare Department and impress upon them the absolute necessity of furnishing Utilization Certificates of the funds released during the previous years.

The Committee view the inability of the Ministry to make funds available as per the intentions of Article 275(1) of the constitution very seriously. In this regard, the Committee note the difficulties being faced by States in furnishing Utilization Certificates viz. State capacity to execute the schemes, weak administration, extremism etc. Also the collection of expenditure reports from various implementing agencies at district level involves considerable time and only States which are administratively better are able to utilize Central Government funds in time. The Committee are of the view that above problems cannot be addressed unless the States are administratively geared up and improve their delivery system. As these concerns are very genuine the Committee desire that the Government take special administrative measures after identifying the weak points in these States and remedy the situation. Accordingly, an action plan be prepared and placed before the Government in order that a constitutional provision does not get vitiated by routine/mundane questions related to furnishing utilization certificates by the States.

2.38 The Committee note that the Ministry take feedback on the various schemes/programmes mostly during review meetings wherein the States/UTs bring to the notice of the Ministry any suggestion/difficulty in implementing the scheme. Since proper feedback on schemes/programmes is crucial to know

their efficacy and impact, the Committee recommend that a IT-enabled service be implemented to get prompt feedback from the State Govts./Associations/individuals and other implementing agencies on a regular basis.

2.39 The Committee note that there is no established system of monitoring/evaluation of the schemes of the Ministry being implemented by the States and NGOs. The monitoring/evaluation is done mainly through review meetings which are few in number and for the performance of NGO, the Ministry has to rely on reports of State Governments. The Committee were informed during evidence that the Ministry is trying to seek cooperation of MORD/CAPART/CII and national institutions to do the review/monitoring for them. The Committee fully endorse it and feel that engaging already established agencies will definitely help in improving the monitoring mechanism.

While appreciating the initiative of the Ministry, the Committee desire that a full fledged system of close monitoring and evaluation of schemes should be put in place at the earliest so that the resources are utilized prudently and reach the targeted tribal people.

2.40 The Committee observe that the Ministry had sent a concept note to the Planning Commission regarding Pre-Matric Scholarship scheme for ST students but the matter is still pending with the Government. The Committee strongly feel that scholarships for poor ST students at pre-matric stage will motivate and facilitate them to attend schools in large numbers. They, therefore, recommend the Ministry to vigorously take up with the Planning Commission for early clearance of the scheme.

The Committee are further unhappy to note that to their query on number of drop-outs from ST students who have not been able to complete schooling due to financial reasons, the Ministry gave a casual reply that the same is not maintained by them but by the nodal Ministry of Education namely the Ministry of Human Resource Development. The Committee had expected the Ministry to obtain this information from the concerned Ministry and furnish the same to the Committee. As recommended in their earlier recommendation, the Committee desire the Ministry of Tribal Affairs to have effective coordination with line Ministries and maintain such vital data which will greatly help them in formulating schemes for the STs.

2.41 The Committee are constrained to note that the Ministry of Tribal Affairs have been implementing a number of welfare and development schemes for the Scheduled Tribes for decades. However, many of the tribals are not aware of these Schemes. Though the Ministry have taken some steps on publicity by releasing advertisements on special occasions like Independence Day and Republic Day highlighting the various schemes and the achievements and advertising specific schemes through inserting them in regional newspapers for the generating awareness of the public, in particular of the ST population, yet these are not enough. The Committee also observe that the Ministry also conducts workshops/seminars through Universities/Non-Government Organizations (NGOs) and various TRIs specifically aimed at generating awareness about the various schemes it implements for the benefit of the Scheduled Tribes. However, sufficient steps have not been taken to popularize the schemes in remote and far flung areas. According to the Ministry, the schemes are advertised in local and regional newspapers and some States

have devised schemes-specific publicity and training, especially for those who cannot read. The Committee desire that in order to generate publicity in remote and far flung areas, the Ministry should organise 'Samwad Programmes' through NGOs and also distributing pamphlets in regional language in tribal areas. The Committee hope that these steps would certainly help the tribal people in availing the benefits of the scheme.

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

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

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

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

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

2.46 The Ministry have furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the scheme of SCA to TSP for the last three years as well as BE for 2010-11 as under:-

(Rs. in crore)

Year	Budget Estimates	Revised Estimates	Actual Expenditure
2007-08	816.71	816.71	678.26
2008-09	900.00	860.50	780.87
2009-10	900.50	481.24	478.02 (as on 31.1.2010)
2010-11	914.50		

2.47 The Committee enquired as to why the BE for 2009-10 was reduced from Rs. 900 crore to Rs. 481.24 crore at RE stage, the Ministry in their written submission stated as under :-

“The said reduction at RE stage in the scheme of SCA to TSP was necessitated due to reduction in the entire RE outlay for the Ministry by the Ministry of Finance. For the period up to 31.12.2009, Ministry could only release Rs. 449.66 crore under the programme due to poor response of the States in the submission of proposals, complete in all respects”.

2.48 When asked whether the amount allocated during 2009-10 was adequate to meet the requirements and to what extent the scheme would be affected due to less allocation of funds, the Ministry have informed that although the funds available at RE stage have since been released in entirety to the States, the reduction has resulted in the Ministry's not being able to release funds to those States which submitted relevant details at a later stage. Such States have had to shelve some of the proposed activities. No quantification of the same can be indicated at this stage.

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

Forest Villages, Development of entrepreneurship in SSI etc. and 30% for development of infrastructure incidental thereto.

2.50 On the query of the Committee whether any target has been fixed for assisting the ST families/SHGs/Community based workers etc. during the Eleventh five Year Plan and details on the achievement made so far, the Ministry in their written reply have informed that the funding under the programme is broadly meant for income-generation community activities and these activities are to be undertaken in integration/ conjunction with the other schemes implemented by the States. No targets for assisting the ST families/SHGs/Community based workers, therefore, have been fixed.

2.51 Under the schemes 30% beneficiaries are to be women. On being asked to furnish details of the projects/schemes targeted at women, amount allocated and how many tribal women have been benefited under each scheme during each of the last three years, the Ministry have stated that to ensure that the coverage of the programme reaches the women beneficiaries also, the guidelines stipulate a minimum percentage coverage for women. The programme is broadly intended to cover community-based activities which obviously includes women and these activities are to be undertaken in integration/ conjunction with the other schemes implemented by the States. The exact quantification of women beneficiaries is not maintained in the Ministry.

Development of Forest Villages

2.52 Presently there are 2,474 forest villages/habitations spread over 12 States and the Ministry of Tribal Affairs have approved proposals covering 2,413 forest villages in 12 States and also released Rs. 60876.26 lakh as on 31.03.2009. Under the programme, infrastructure work relating to basic services and facilities viz. approach

roads, healthcare, primary education, minor irrigation, rainwater harvesting, drinking water, sanitation, community halls, etc. are taken up for implementation.

2.53 When enquired by what time these remaining forests villages will be covered and special measures taken by the Ministry to cover the remaining forests villages, the Ministry have informed that there are 61 forest villages remaining to be funded in the States of Assam, Chhattisgarh, Madhya Pradesh, Uttarakhand and Uttar Pradesh. However, from the interaction with these States, it is observed that these States are not submitting proposals for the remaining villages.

2.54 This programme is in its final stages and during 2010-11 some more funds may be released subject to the State Governments furnishing satisfactory progress reports relating to funds already received by them. Details of such funding likely to be done are given below:

(Rs. In Lakh)

State	Villages may be covered in the 2 nd phase	Funding done	Remaining funds(committed) to be given
Assam	498	4350.00	2911.40
Chhattisgarh	364	2377.50	1938.33
Gujarat	182	1365.50	1365.00
Jharkhand	24	360.00	360.00
Meghalaya	23	345.00	345.00
Madhya Pradesh	867	13005.0	0.00
Mizoram	85	870.00	405.00
Tripura	62	558.00	372.00

Orissa	20	180.00	120.00
UP	2	0.00	30.00
West Bengal	170	2550.00	0.00
Total	2297	25961.00	7441.73

2.55 The Committee enquired about efforts being made to persuade the above States to send their proposals for development of the forest villages at the earliest, the Ministry have stated that from the responses received and interactions held with these States, it is observed that these States are not likely to submit proposals for the remaining villages.

2.56 On being asked how many forest villages have been covered during 2009-10, the committee have been informed that this programme is in its final stages and no new villages have been covered during 2009-10.

2.57 When enquired about the number of forest villages proposed to be covered during 2010-2011, the Ministry in their written reply have submitted as under:-

“No new forest village is to be covered in 2010-11. However, 1260 forest villages are proposed to be covered for second phase (remaining) funding provided a review of the 1st phase shows full utility.”

2.58 The Committee note that budgetary allocation of Rs.900.50 crore for SCA to TSP was drastically reduced to Rs.481.24 crores in the revised estimates i.e. a reduction of 46% by the Ministry of Finance taking into the account that only 449.66 crore was released upto 31.12.09. The Committee feel that a cut of 46% of the budgetary allocations in the revised estimates when 50% of the budgetary allocation was already released by 31.12.09 is totally unjustified as it has left only

a meager Rs.32 crores to be spent in three months from January 2010 to March 2010. The Committee note that because of this reduction the Ministry has not been able to release funds to those States which submitted relevant details at a later stage and such States have had to shelve some of the proposed activity. Unable to understand the decision of the Ministry of Finance for making unjustified cuts the Committee desire that their views may be brought to the notice of the Ministry of Finance and immediate steps be taken to allot and release funds for completion of work under the scheme.

The Committee note for the year 2010-11 a budgetary allocation of Rs.914.50 has been made. The Committee desire that the Ministry to sensitise the States to submit complete proposals well in time in order to have full utilization of allocation and to avoid reduction in the revised stage.

C. SCHEME OF POST MATRIC SCHOLARSHIPS, BOOK BANKS AND UPGRADATION OF MERIT OF ST STUDENTS.

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

2.60 Many ST students selected in professional courses find it difficult to continue their education for want of books on their subjects, as these are often expensive. In order to reduce the dropout rate of ST students from professional institutes/universities, funds are provided for purchase of books under Book Bank scheme. The scheme is open to all ST students pursuing medical (including Indian Systems of medicine & Homeopathy) engineering, agriculture, veterinary, polytechnic, law, chartered accountancy, business management, bio-science subjects, who are receiving Post-matric scholarships.

2.61 The scheme of ‘Up-gradation of Merit of ST Students’ has been merged into the scheme of “Post Matric Scholarship” in the Tenth Five Year Plan and is functioning only

as a sub-scheme since then. The objective of the scheme is to upgrade the merit of Scheduled Tribe including PTG students in classes IX to XII by providing them with facilities for all round development through education in residential schools so that they can compete with other students for admission to higher education courses and for senior administrative and technical occupations.

2.62 The Ministry have furnished the following statement showing the BE, RE and Actual expenditure incurred under the scheme of 'Post Matric Scholarships, Book Banks and Upgradation of Merit of ST Students' as under :-

(Rs.in crore)

Year	BE	RE	Actual Expenditure
2007-08	202.99	202.84	202.41
2008-09	250.00	226.60	226.50
2009-10	272.95	271.37	227.87 (till 31.1.2010)
2010-11	558.03	-	

2.63 The Committee enquired whether the Ministry has evolved an action plan for proper utilization of the enhanced budgetary provision for 2010-11, the Ministry in their written reply stated that they have sought approval from Planning Commission for an increase in the rate of scholarships under PMS for which the enhanced budgetary provision is required.

2.64 When enquired about the monitoring mechanism in the Ministry to ensure that funds released by them are actually utilized for the welfare of Scheduled Tribe students, the Ministry in their written submission stated as under :-

“Funds are sanctioned and released under the scheme only upon receipt of physical progress reports and utilization certificates in respect of previous grants. There has been no complaint or notice of any case where funds released under the PMS were not utilized for the purposes for which they were released. Moreover, Ministry does monitoring of schemes through review meetings of State/UT Governments, visit by officers, letters and telephonic communications”.

2.65 A statement showing the State-wise coverage of beneficiaries and funds released under Book Banks Scheme during the last three years i.e. from 2007-08 to 2009-10 is as under:-

(Rs.in lakhs)

Sl. No.	Name of State /UT	Funds released			No. of beneficiaries		
		2007-08	2008-09	2009-10	2007-08	2008-09	2009-10
1	Andhra Pradesh	76.45	32.957	219.451	5428	5530	13263
2	Arunachal Pradesh	0	0	0	0	0	0
3	Assam	6.00	6.00	6.00	280	280	280
4	Bihar	0	0	0	0	0	0
5	Chhattisgarh	0	10.00	10.00	0	548	575
6	Goa	0.745	4.498	0	72	24	232
7	Gujarat	3.455	3.44	2.075	620	825	488
8	Himachal Pradesh	0	0	0	0	0	0
9	Jammu & Kashmir	1.00	2.00	0	46	100	0
10	Jharkhand	0	0	0	0	0	0
11	Karnataka	20.00	22.715	24.17	1364	1414	1532
12	Kerala	0	0	0	0	0	0
13	Madhya Pradesh	29.90	29.90	0	1990	1990	1990
14	Maharashtra	0	0	0	0	0	0
15	Manipur	0	0	0	0	0	0
16	Meghalaya	0	0	0	0	0	0
17	Mizoram	0	0	0	0	0	0
18	Nagaland	0	0	0	0	0	0
19	Orissa	3.00	0	0	138	0	0
20	Rajasthan	17.50	17.50	17.50	890	445	900
21	Sikkim	0	0	0	0	0	0
22	Tamil Nadu	0	0	0	0	0	0
23	Tripura	5.9375	0	0	307	0	0
24	Uttar Pradesh	0	0	0	0	0	0
25	Uttarakhand	0.8455	0	0	55	0	0
26	West Bengal	0	0	0	0	0	0
27	A.& N. Islands	0	0	0	0	0	0

28	Daman & Diu	0	0	0	0	0	0
	Total	164.833	129.01	279.196	11190	11156	19260

2.66 It has been observed from above that during 2007-08 to 2009-10 no funds were released to Arunachal Pradesh, Bihar, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Uttar Pradesh, West Bengal, A&N Islands and Daman & Diu and the beneficiaries coverage has been shown 'nil' for these States.

2.67 On being enquired by the Committee about the reasons for the same, the Ministry have stated that the above mentioned States have not sought funds under the scheme of Book Bank in the years 2007-08 to 2009-10. Consequently no funds have been released to them under the sub scheme of Book Banks. However, the States have availed of their funds under the main scheme of Post Matric Scholarships of which the sub scheme of Book Banks is a part.

2.68 When asked whether the books are being provided to the deserving students on time and as per the norms prescribed in the scheme, it was stated by the Ministry that the proposals received from the States/ UTs for sanction of funds under the Book Banks sub-scheme conform to the norms of the Scheme.

2.69 On a query of the Committee whether the Government consider to provide separate sets of books to individual students in respect of graduate level courses as in case of post graduate level course to ensure smooth studies, the Ministry in their written submission stated as under :-

“No feedback recommending any change in the pattern of the Book Bank Scheme has been received from States/ UTs. Therefore, there is no proposal to make any change therein at this juncture”.

UPGRADATION OF MERIT OF ST STUDENTS

2.70 The Ministry have furnished a statement showing BE, RE and actual expenditure incurred under the scheme during the last three years and BE for 2010-2011 along with the reasons for shortfall in expenditure as under:-

Year	BE	RE	Actual Expenditure
2007-08	1.75 crores	1.75 crores	Rs.1,38,28,000/-
2008-09	2.00 crores	2.00 crores	Rs.73,29,560/-
2009-10	2.00 crores	50.00 lakhs	Rs.50,00,000/-
2010-11	2.00 crores	-	

The Ministry have attributed the reasons for low expenditure as complete proposals under the scheme were not received from the State Governments/UTs.

2.71 The target under the scheme during the year 2008-09 was 1053 students whereas the achievement was 478 students. During the year 2009-10, the target set for 1053 students while the achievement is only 348 students as on 31.12.2010.

2.72 The Committee enquired as to why the target was not achieved during 2007-2008 and less target achieved during 2009-10, the Ministry have stated that there were shortfalls in the complete proposals received from the State Governments because of which less amount was sanctioned and achievement was below target.

2.73 When enquired about steps being taken/ proposed to be taken to ensure that the complete proposals are received from State Governments and targets are achieved, the Committee have been informed that State Governments were reminded to send their

previous years' Utilisation Certificates and physical progress reports along with their current proposals, so that amounts could be released and targets fulfilled.

2.74 To a specific query as how many ST students have got admission in professional courses like Engineering, Medical, Management etc. after taking the remedial and special coaching, the Ministry have stated that ST students of class IX, X, XI & XII are being coached for better future prospects. However, this Ministry does not maintain data on the future study courses pursued by these students.

2.75 When asked whether the matter has ever been taken up with the State Governments, the Committee have been informed that the scope of the scheme of Upgradation of Merit does not encompass the need to maintain data on future study courses to be pursued by the students. There has, therefore, not been any action to take up this matter with the State Governments. However, the impact of the coaching of ST students of class IX, X, XI & XII under the scheme is visible in the steadily increasing number of ST student beneficiaries in higher education viz. through the Post Matric Scholarship scheme.

2.76 The Committee note with concern that under Book Bank scheme during 2007-08 to 2009-10 no funds were released to Arunachal Pradesh, Bihar, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Uttar Pradesh, West Bengal, A&N Islands and Daman & Diu and the beneficiaries coverage has been also 'nil' for these States. The Committee are not satisfied with the reply of the Ministry that these States have not sought funds under the above scheme. It appears that there has not been adequate publicity of this scheme in these States as a result ST students are not aware of the scheme. The Committee, therefore, recommend that Ministry

to impress upon these States to publicize the scheme vigorously amongst the ST students so that they apply in large numbers and take benefit of the scheme.

D. VOCATIONAL TRAINING CENTRES IN TRIBAL AREAS

2.77 The scheme was introduced in 1992-93; revised with effect from 1.4.2009 and is being implemented through the State Governments/UT Administrations, institutions or organizations set up by Government as autonomous bodies, educational and other institutions like local bodies and cooperative societies and Non-Governmental Organizations etc.

2.78 The main aim of this scheme is to upgrade the skills of the tribal youth in various traditional/modern vocations depending upon their educational qualification, present economic trends and the market potential, which would enable them to gain suitable employment or enable them to become self employed.

2.79 Hundred percent grants under the scheme are provided to the States, Union Territories and other Associations implementing the scheme.

2.80 The Ministry have furnished the statement showing Budget Estimates, Revised Estimates and Actual Expenditure for the last three years for both NGOs and State Governments component as under :-

Year	BE(in crores)	RE (in crores)	Actual Expenditure (in crores)
2007-08	9.00	9.00	9.00
2008-09	10.00	8.50	8.44
2009-10	14.72	2.00	0.54 (as on 20.8.2010)
2010-11	9.00	-	-

2.81 The Committee enquired as to why Budget Estimate was reduced during 2009-10 from Rs. 14.72 to 2.00 crore and whether the scheme would be affected due to less allocation of funds, the Ministry in their written submission stated as under:-

“The scheme of Vocational Training in Tribal Areas is implemented by the State Governments/UTs as well as by the NGOs. The scheme was substantially revised w.e.f. 1.4.2009 and the ensuing number of complete proposals received which were in conformity with the revised scheme were very few and such as were not received in time. The State Government/UT component under the scheme had to be reduced to zero at the RE stage. The BE was Rs. 3.72 crores (NGO component) which got reduced to Rs. 2.00 crores, in RE, the reason being lack of complete proposals/ documents from the concerned organizations. The amount allocated in RE has been completely utilized. The revised scheme emphasizes the importance of quality in the vocational training to be imparted to the ST youth by the insistence on accreditation of courses. The implementing agencies are also expected to propose vocational training in institutions and for trades which have definite marketability and reliability of placement. This has initially resulted in slowing down of proposals received from States/UTs but it is expected that in due course the training institutions and the implementing agencies would fully comprehend the revisions in the scheme and be able to forward complete proposals which would ultimately result in a much higher quality of vocational training to the ST youth. This scheme would not suffer ultimately from less allocation of funds as arrear grants would be released after receipt of complete proposals from States / NGOs”.

2.82 When asked how many proposals have been received, approved and are pending as on date, the Ministry have stated that under the scheme of ‘Vocational Training in Tribal Areas’ as many as 8 (eight) ongoing proposals and 49(forty nine) new proposals have been received from NGOs as on 16/3/2010. Out of 8 on going proposals, 2 proposals are pending due to non-receipt of complete documents and 6 proposals have been approved. The budget provision is not adequate to consider any new proposals. (shortage of staff is also a handicap).

As regards 49 new proposals, it these are incomplete as the Institution/ organisations have not got recognition/affiliation/accreditation under “Modular Employable Skills (MES)” from Regional Directorate of Apprenticeship Training of the State/UT Governments or recognition/affiliation under “Craftsmen Training Scheme

(CTS)” from National Council of Vocational Training (NCVT) under Directorate General of Employment & Training (Ministry of Labour & Employment, Govt. of India. Moreover, under the scheme the allocation got reduced at R.E. stage to Rs.2.00 crores which was adequate only for ongoing proposals.

The Scheme of Vocational Training Centre was revised w.e.f. .1.4.2009. All the State Governments have been informed accordingly. During 2009-10 no complete proposal based on revised norms was received.

2.83 A statement showing details of physical target and achievements for the last three years is as under:-

Year	Target	Achievements
2007-08	6000	4462
2008-09	6500	4982
2009-10	5085	-
2010-11	4885	-

2.84 When enquired as to why the target was not achieved during 2007-08 and 2008-09, the Ministry have stated that the physical target is computed on the basis of the allocation of funds and the stipulated expenditure per trainee. In 2007-08 for the States/UTs the physical target was fixed at 5000 and the achievement was 4240 for the States/UTs and in 2008-09 the target was 5200 and the achievement was 5290. The actual achievement may vary from the fixed target because the funds released in a particular year might pertain to the remainder of the funds sought for the previous year. At times the States may have unspent amounts from previous years which are utilized at a later date and the number of beneficiaries in a particular year may be higher than

the target for that year as a result of owing to greater availability of funds at the State level. The targets for NGO component for the years 2008-09 and 2009-10 were 1300 and 1000 beneficiaries respectively against which funds were released for 790 and 600 beneficiaries respectively. Lack of complete proposals and paucity of funds resulted in target not being achieved. The fact remains that tribals are benefiting from the on-going projects but the time lag in the release of funds results in under reporting of beneficiaries.

2.85 On being asked to state reasons as to why no beneficiaries have been covered during 2009-10 till now, the Ministry have informed that the allocation under the scheme for the States/UT component in 2009-10 was reduced to nil. Consequently no funds were released and no beneficiaries were covered in 2009-10. In the case of NGO component, 600 beneficiaries have been covered during the year 2009-10.

2.86 The Committee drew the attention of the Ministry to the fact that even after completing vocational training most tribal students remain job less. When the Committee enquired as to what is being done by the Ministry so that the tribal students get employment, the Secretary during evidence stated as under :-

“Now what we have done is that we are going to give preference to such institutions which actually assure us that training is linked to a job. We have been interacting with the industry associations, CII, FICCI, ASSOCHAM; we have been telling them that you have your vacancies. Some of them are at a very junior level, at the field level. Suppose there are vacancies of masons, or fitters, or X-ray attendants or something like that, if you have vacancies like these, why do you not select or set up training institutions for the tribals to train them and then fill up these vacancies directly? That becomes a good one. I am happy to report that in Madhya Pradesh – that is the best example that I can report now – Tata company, for one of their motor ancillary manufacturing units, have recently selected 1000 persons from the tribal areas; given them extensive training; made them fit for the job and appointed them. That is in Bhopal or in Indore. That is the model which we are trying to impress upon the associations saying that if you have a vacancy, you train; we will help you also if necessary. Money-wise we need not help them because they have got enough money. So they should train and they should employ. This is one way we are doing this. Earlier our scheme

did not allow us to fund for training to institutions outside the training institutes. Now we allow. For instance, if a tribal in North-East wants to get training as an air hostess in some institute in Bangalore, and the cost of the training is Rs. 100000, then, within our scheme, we reimburse up to a point.”

2.87 The Committee note that the scheme of vocational training in tribal areas in operation since 1992-93 has been revised w.e.f. 1.4.2009 to emphasize the importance of quality in the vocational training to ST youth in institutions which have marketability and reliability of placement. The Committee were informed that under the revised schemes the Ministry has received as many as 8 ongoing proposals and 49 new proposals from NGOs . The Committee are, however, constrained to note that budget allocation of Rs.14.72 crores for 2009-10 for the scheme was reduced to Rs.2 crores at RE stage by Ministry of Finance which was adequate only for 8 ongoing projects and no new projects could be taken up. For the year 2010-11 a budgetary allocation of only Rs.9 crores has been made.

Expressing displeasure on the unjustified cut on the budgetary allocation for the scheme which is greatly benefitting tribals, by the Ministry of Finance and low allocation for 2010-11, the Committee recommend the Ministry to prudently utilize the same and also seek extra allocation in the revised estimate so that the programme does not suffer for paucity of funds.

The Committee further desire that Vocational Training should be made part of mainstream education and reservation in reputed ITIs, and polytechnics should be given to tribal students that will ensure their employability.

The Committee are pleased to note that at the instance of the Ministry some manufacturing units like TATA company motor ancillary unit have selected 1000 persons for tribal area and given them extensive training and

appointed them. The Committee were informed that the Ministry has impressed upon more like CII, FICCI, ASSOCHAM to select more students for tribal areas and employ them after joining suitable training.

While appreciating the initiatives of the Ministry, the Committee desire that Government should also work out a plan so that the trained STs are able to get suitable employment.

E. HOSTEL FACILITY FOR ST BOYS AND GIRLS

2.88 The scheme for construction of ST Girls' Hostels was started during the Thrid Plan period. A separate scheme for construction of Hostels for Scheduled Tribe Boys was launched in 1989-90. Both schemes were merged into one scheme during the 10th Five Year Plan. The scheme was revised with effect from the financial year 2008-2009 (w.e.f. 1-4-2008).

2.89 The objective of the scheme is to promote literacy among tribal students by providing hostel accommodation to such ST students who would otherwise have been unable to continue their education because of their poor economic condition, and the remote location of their villages. The primary objective of the modification is to attract the implementing agencies for undertaking hostel construction programme for ST students, particularly Girls, studying in middle schools, higher secondary schools, colleges and universities towards the broader vision of containment and reduction of their drop out rate.

2.90 This is a Centrally Sponsored Scheme on a cost sharing basis between the Centre and the States.

2.91 The Ministry have furnished the following statement showing the BE, RE and Actual expenditure incurred under the scheme of 'Hostel facilities for ST Boys and Girls' for the last three year as well as BE for 2010-11.

(Rs. in Crores)

Year	BE	RE	Actual Expenditure
2007-08	37.00	37.00	37.00
2008-09	66.00	65.00	65.00

2009-10	64.00	64.00	32.40 (till 31.1.2010)
2010-2011	78.00		

2.92 It has been observed from above that as on 31st January, 2010 only Rs. 32.40 crore has been spent. On being enquired whether the Ministry will be able to utilize the remaining amount within this financial year, the Committee have been informed that the Ministry has released entire allocation of Rs. 64.00 core for the year 2009-10.

2.93 During evidence, the Committee enquired as to why the entire amount of Rs. 64.00 crore has been released to States while the actual expenditure is Rs. 32.40 as on 31st January, 2010, wherein the representative of the Ministry stated as under :-

“Sir, in boys and girls hostels, we have released Rs. 64 crore which was in our budgetary allocation for this year. All the releases that we have made are based on the utilization certificates which we have received from the States and the actual physical progress which they have indicated in their earlier release”.

2.94 A statement showing the number of hostels sanctioned and completed for ST Boys and Girls during the last three years (year-wise and State wise) alongwith the date of sanction is as under :-

2007-08

S.No.	Name of State/UT/University	No. of Hostels sanctioned	Date of sanction	No of hostels completed	Remarks
1.	Tripura	07	27.09.07	3	Others are at different stages of construction.
2.	Jharkhand	08	27.09.07	8	-
3.	Orissa	252	27.09.07	252	-
4.	Manipur	29	27.09.07	16	Others are at different stages of construction.
5.	Karnataka	6	02.01.08	-	All are at different stages

					of construction. The 2 nd and final inst. has been released on 27.2.2009
6.	Himachal Pradesh	4	22.01.08	-	2 nd and final instalment released on 4.12.2009
7.	Rajiv Gandhi University, Itanagar, Arunachal Pradesh	2	22.11.07	-	Only 1 st inst. has been released. 2 nd and final inst. is due.
8.	Hyderabad University	1	26.12.07	-	Physical & financial progress report is awaited.
9.	Dadar and Nagar Haveli	5	26.12.07	-	Physical & financial progress report is awaited.
	Total	314		276	

2008-09

S.No	Name of State/UT/ University	No. of Hostels sanctioned	Date of sanction	No of hostels completed	Remarks
1.	Assam	9	07.08.08	-	Physical progress report awaited.
2.	Orissa	30	08.08.08	28	Two are under construction
3.	Tripura	11	02.09.08	-	All are at different stage of construction
4.	Chhattisgarh	40	23.10.08	-	2 nd and final instalment released on 17.9.2009
5.	Himachal Pradesh	2	16.01.09	-	2 nd instalment released on 15.01.2009
6.	Uttrakhand	2	31.01.09	-	2 nd and final instalment is due.
7.	Rajasthan	41	05.02.09	13	Full and final instalment was provided only for

					27 hostels. Out of 27, 13 completed and 14 other are at different stage of construction.
8.	Nagaland	1	13.02.09	-	Only 1 st inst. has been released.
9.	Maharashtra	15	28.02.09	-	Only 1 st inst. has been released. 2 nd and final inst. is due.
10	Jharkhand	11	27.02.09	1	3 rd and final instalment has been released on 8.01.10,
11.	English and Foreign Language University (Shillong Campus) Hyderabad, A.P.	2	22.01.09	-	2 nd and final instalment is due.
	Total	164		42	

2009-10

S.No.	Name of State/UT/University	No. of Hostels sanctioned	Date of sanction	No of hostels completed *	Remark
1.	Tripura	12	11.12.09		1 st inst.
2.	Madhya Pradesh	60	12.12.09		1 st inst.
3.	Karnataka	10	04.02.10		1 st inst.
4.	West Bengal	1	24.02.10		Full & final
5.	Tamil Nadu	8	02.03.10		1 st inst.
6.	Gujarat	44	04.03.10		1 st inst.
7.	Rajasthan	13	04.03.10		1 st inst.
	Total	148			

*These hostels have only been sanctioned during the current year.

2.95 The Committee enquired about the time limit for completion of hostels, the Ministry in their written reply have stated as under:-

“As per the provisions of the revised scheme applicable w.e.f. 1.4.2008, there is a time limit of two years for completion of the hostels after the release of final instalment of grant”.

2.96 When asked whether the ST Boys and girls Hostels are maintained properly and steps being taken/proposed to be taken towards proper maintenance of the Hostels, the Ministry in their written reply submitted as under :-

“The maintenance of the hostels is the responsibility of the State Governments/UT Administrations/University concerned. If any complaint regarding poor maintenance of hostels is brought to the notice of the Ministry, the same is intimated to the State Govt. Recently, a M.P. has raised the matter in Parliament under Rule 377 regarding inadequate number of toilets in SC, ST and OBC hostels in the State of Andhra Pradesh. The Ministry has taken a serious view of this and State Government has been asked to create adequate basic amenities like toilets and bathrooms in ST hostels and to provide sufficient funds in their State Budget for this purpose”.

2.97 Under the revised scheme, State Governments are eligible for 100% central share for construction of all Girls’ hostels and also for construction of Boys’ hostel in naxal affected areas (identified by Ministry of Home Affairs from time to time). However, the funding pattern for the other Boys’ Hostels is on 50:50 basis.

2.98 Asked Whether the Government is considering to give 100% central share for construction of Boys’ Hostels in other States also, the Committee have been informed that the Ministry has no proposal to provide 100% central share for all boys’ hostels. The present scheme of hostels lays greater thrust on augmenting educational facilities in weaker areas viz. education for ST girls and education in naxal affected districts.

2.99 The Committee note that against the budgetary allocation of Rs.64 crores during 2009-10 for construction of hostels the actual expenditure till 31.1.2010 was only Rs.32.40 crores. However, the full allocation of 64 crores was released

to States by the end of financial year. Though the Ministry has informed that release is based on actual physical progress, the Committee feel that release of 50% of allocation at the fag end of the financial year is not a healthy practice and needs to be avoided.

From the material provided by the Ministry the Committee note that progress of construction of hostels in the States is not at all satisfactory. In the year 2007-08, only Orissa with 252 hostels and Jharkhand with 8 hostels have been able to complete the construction of sanctioned hostels. In case of Tripura and Manipur there is some achievement as out of 7 and 29 projects sanctioned, 3 and 16 have been completed. For other States like Karnataka, Himachal Pradesh, Arunachal Pradesh, Hyderabad and Dadra and Nagar Haveli no hostel could be completed even after 3 years. Likewise for 2008-09 Orissa has been able to complete 28 hostels out of 30 sanctioned, Rajasthan 13 out of 41 sanctioned, Jharkhand 1 out of 11 but in other States there have been no achievement.

While commending the extraordinary achievement of Orissa for completion of 280 hostels in two years *viz.* 2007-08 and 2008-09, the Committee desire the other States should also gear up and give priority to completion of all sanctioned hostels at an early date.

2.100 The Committee have been informed that as per the provision of revised scheme applicable w.e.f. 1.4.2008 there is a time limit of 2 years for completion of hostels after release of final instalments of funds. The Committee are firmly of the view that this time limit is an usually long period for construction of a simple hostel building which should not take more than one year. They, therefore,

recommend that this provision be changed to make the time limit of completion of hostels after release of final installment of fund to be one year.

F. SCHEME OF TOP CLASS EDUCATION FOR ST STUDENTS

2.101 The objective of the scheme is to encourage meritorious ST students for pursuing studies at degree and post degree level in any of the selected list of institutes, in which the scholarship scheme would be operative.

2.102 The family income of the ST students from all the sources shall not exceed Rs. 2.00 lakh per annum. The scheme will be funded by the Ministry of Tribal Affairs on 100% basis and the funds shall be released directly to the institution concerned.

2.103 The Ministry have furnished a statement showing the Budget Estimates, Revised Estimates and Actual expenditure incurred under the scheme for the last three years as well as Budget Estimates for 2010-11.

(Rs. in Crores)

Year	BE	RE	Actual Expenditure
2007-08	10.00	1.50	1.05
2008-09	10.00	2.50	1.22
2009-10	4.00	1.75	0.16 (till 31.12.2010)
2010-2011	2.50		

2.104 The Committee enquired reasons for less expenditure incurred during 2007-08 and 2008-2009, the Ministry in their written submission stated as under :-

“The scheme was introduced only during the year 2007-08. Not all the selected institutes sent proposals, and among those received, many were not complete in all respects”.

2.105 As regards reasons for low utilization of funds during the 2009-10, the Ministry have stated that due to late receipt of the clarifications from the institutes, the utilization could not be speeded up by 31.01.2010.

2.106 However, the Ministry has sanctioned the entire amount of Rs. 1.75 crore (RE) during the year 2009-10.

2.107 According to the Ministry, there are 125 institutions identified under the scheme in both the Government and private sectors covering the field of management, medicine, engineering, law and commercial courses.

2.108 On being enquired by the Committee as to how the candidates are selected in these institutes, the Ministry in their written reply have submitted as under :-

“All the IITs, NITs, and other premier institutes are covered under the scheme. The selection of candidates is made by the institutes through competitive examinations like AIEEE, PMT, CAT etc. The institutes select candidates through their own examinations and the Ministry has no role in the same. The institutes then forward to the Ministry, the names of the first five ST students, based on inter-se seniority in the institutes, who are also found eligible in terms of the conditions of the Top-Class Scheme”.

2.109 When enquired whether the Ministry is giving special training to students to get admission in these institutions, the Committee have been informed that the scheme does not contain any component of special training/coaching to students to get admission in selected institutes.

2.110 The target under the scheme during the year 2007-08 and 2008-09 were 1270 students while the achievement is only 78 students and 58 students respectively. During the year 2009-10, the target set for 350 students and achievement is only 18 students as on 31st December, 2009. The reasons for shortfall is due to non-receipt of complete proposals in all respect from most institutions.

2.111 When asked as to why the target was lowered during 2009-10, the Ministry in their written reply stated as under :-

“Physical targets are fixed on the basis of the financial allocation under the scheme. The allocation for the year 2009-10 was much less than the allocation for the year 2007-08 and 2008-09. Further, in view of past experience, the physical targets for the year 2009-10 was lowered”.

2.112 On being enquired about steps being taken/proposed to be taken to ensure that the complete proposals are received and targets are achieved, the Committee have been informed that the Ministry has written to Institutes about submission of complete proposals and all the information which is required under the scheme has been explained in detail. In the past 2 years the Ministry has also held meetings with the officials of the Institutes to explain the procedural formalities for seeking scholarship under the scheme. Further, any representative of the institutes visiting the Ministry or seeking information on telephone is fully apprised about the submission of proposal. The response to these efforts has been positive and gradually proposals are being received which are almost complete. It is expected that the targets would be fully achieved in future.

2.113 The Committee note the dismal performance of scheme of Top Class Education for tribal students. The scheme which was started in 2007-08 has not picked up even after 3 years and the expenditure is of the order of only 10-20% . On the contrary, because of poor performance the allocations for the scheme were lowered from 10 crores in 2008-09 to 4 crores in 2009-10 and have been further lowered to 2.5 crore in 2010-11. Correspondingly, physical targets were also lowered. The reason attributed is non-receipt of complete proposals from most of the institutes. The Committee are constrained to note that the scheme which were formulated with the objective of encouraging meritorious ST students

have been allowed to decline due to reasons which can be easily addressed with better coordination with institutes. Taking a serious view thereon, the Committee recommend the Ministry to make concerted efforts to make the programme a success.

2.114 The Committee find 125 institutes have been identified and the selection of candidates under the scheme both in Government and Private sector and where selection of candidates is made through competitive examination like AIEEE, PMT CAT. The scheme does not contain any component of special training/coaching to students to get admission to these institutes. The Committee feel that in the absence of any criteria or any coaching /training to ST students these institutes are unreachable to ST students. The Committee therefore, recommend that the Government to facilitate the ST students to get admission in the top class institutions, a different criteria for ST students be worked out and some coaching/training be also imparted to them to prepare them for entrance examination.

G. RESEARCH AND TRAINING PROGRAMME

2.115 Under Research and Training programme, the grants-in-aid is provided to States/TRIs for conducting evaluation research and studies, collection of data etc. and also support is given for disseminate of knowledge about tribal issues, seminar/workshops. Under Research and Training (Head 2225) the B.E., R.E. and Actual expenditure is as follows :-

(Rs. in crore)

2008-09			2009-10			2010-11
B.E.	R.E.	Actual expenditure	B.E.	R.E.	Actual expenditure	B.E.
0.60	0.00	0.00	0.60	0.00	0.00	0.60

2.116 As regards physical achievements, the programmes are as under :-

2008-09			2009-10			% of achievement during last three years	2010-11 Target
Target	Achievements	Shortfall if any indicating reasons in brief	Target	Achievements	Shortfall if any indicating reasons in brief		
Release of funds to 1 TRI – A&N islands	NIL	No proposal received	Support to TRI, Andaman and Nicobar Islands to carry out (i) research and evaluation studies and give inputs to the UT Government and also the Ministry in planning and formulating tribal welfare and development programmes. (ii) Sensitisation of State government functionaries through training programmes (iii) Awareness generation through	No proposals received. The fund has been surrendered at the RE stage.	No proposals received. The fund has been surrendered at the RE stage.	2007-08=100% 2008-09=0% 2009-10= 0%	Support to TRI, Andaman and Nicobar Islands to carry out (i) research and evaluation studies and give inputs to the UT Government and also the Ministry in planning and formulating tribal welfare and development programmes. (ii) Sensitisation of State government functionaries through training programmes (iii) Awareness generation through

			seminars. (iv) Learning of success stories/good practices through workshops.				seminars. (iv) Learning of success stories/good practices through workshops.
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2.117 The Committee are unhappy to note the nil expenditure in Reserved and Training Programme for two years in succession due to non-receipt of proposals for any States/TRI. The funds which are meant as support to States/TRI for carrying out research/evaluation studies, organizing seminar, workshop/training etc. are important in planning and formulating of programmes and to generate awareness etc.

The Committee desire the Ministry to analyse the reasons for non submission of proposals by the State Governments and impress upon them the critical importance of the programme. The Committee expect that in the year 2010-11, the full allocation for the programme would be utilized.

H. SCHEME OF EXCHANGE OF VISITS BY TRIBALS

2.118 Under the Scheme of “Exchange of Visits by Tribals” the BE and RE during 2007-08 was Rs.0.30 crore and the actual expenditure was Rs.0.11 crore. During 2008-09, the BE and RE was Rs.0.45 crore and actual expenditure was nil. The BE during 2009-10 was Rs.0.45 crore which has been reduced to Rs. 0.20 crore at RE stage and the actual expenditure as on 8th February, 2010 is nil. The BE for 2010-11 is Rs. 0.45 crore.

2.119 The Committee further wanted to know the reasons for low expenditure during 2007-08 and ‘nil’ expenditure during 2008-09 and 2009-10, the Ministry in their written submission stated as under :-

“The scheme of “Exchange of Visits by Tribals” is a demand-driven scheme implemented by the State Governments/Tribal Research Institutes. The reason for low expenditure during 2007-08 was due to lesser number of proposals from State/Union Territory Governments. During 2008-09 and 2009-10 no expenditure was incurred as the proposals received from State/UT Governments were incomplete and the revised proposals were not received in the Ministry. To facilitate State/UT Governments, the Ministry revised the guidelines during the current financial year, clearly mentioning the scheme objectives and the procedure for selection/formation of groups. Accordingly, three State Governments/Tribal Research Institutes have sent their proposals which have been recommended to Integrated Finance Division of the Ministry for concurrence”.

2.120 The Committee are constrained to note the ‘nil’ expenditure on the ‘Scheme of exchange visit by Tribals’, in 2008-09 and 2009-10 due to non-receipt of complete proposals from the State Governments. The Committee need not emphasize the importance of the exchange visits which give much needed exposure to tribals from one State to interact with tribals in other States and strengthen social and cultural ties amongst themselves. The Committee have been informed that Ministry has revised the guidelines during the current financial year and have received some proposals from State Governments. The

Committee desire the Ministry to earnestly promote and facilitate more and more exchange visits of tribals and if need be seek increased allocation at the RE stage.

I. SUPPORT TO NATIONAL/STATES ST FINANCINE AND DEVELOPMENT CORPORATIONS.

2.121 The National Scheduled Tribes Finance and Development Corporation (NSTFDC) has been set up in April, 2001 as a Government company and granted a license under Section 25 of the Companies Act, 1956 (A company not for profit) following the decision of the Government to bifurcate the erstwhile National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC).

2.122 NSTFDC is an apex institution for financing scheme(s)/projects(s) for the economic development of eligible Scheduled Tribes. The broad objectives of the NSTFDC are identification of economic activities of importance to the Scheduled Tribes so as to generate employment/self employment and raise their level of income, upgradation of skills and processes used by the Scheduled Tribes by providing both institutional and on the job training, to make existing State/UT Scheduled Tribe Finance and Development Corporations and other development agencies engaged in the economic development of Scheduled Tribes, more effective, to assist State Channelising Agencies (SCAs) in project formulation/implementation of NSTFDC assisted schemes and in imparting necessary training to their staff and to innovative, experiment and promote rather than replicate the work of the existing agencies.

2.123 The Ministry have furnished the following statement showing the BE, RE and actual expenditure incurred under the scheme during the last three years as well as BE for the current year :-

Rs. (in Crores)

Year	BE	RE	Actual Expenditure
2007-08	11.50	0.00	0.00
2008-09	35.00	35.00	0.00
2009-10	50.00	0.00	0.00
2010-2011	70.00		

2.124 The Committee enquired as to why no amount has been allocated at the RE stage during 2007-08 and 2009-10 and also explain reasons as no expenditure incurred during 2008-09, the Ministry in their written submission stated as under :-

“Fund under this Head could not be released during 2007-08 owing to non-submission of evaluation study report by PEO of Planning Commission. In the absence of this report, in spite of the allocations in 2008-09 and at RE stage in 2009-10, no amounts could be released. Therefore, no allocation was made at RE stage in 2007-08 and in 2009-10”.

2.125 On being asked when the Programme Evaluation Organization (PEO) of the Planning Commission was assigned to carry out evaluation study of NSTFDC assisted scheme, the Ministry have stated that the Planning Commission was assigned to carry out evaluation study of NSTFDC assisted scheme in April, 2003.

2.126 When asked what specific efforts are being made to receive the report of PEO from the Planning Commission and by what time this report will be received, the Committee have been informed that in June, 2009, Planning Commission finally communicated that due to huge data gap and increase in sampling and non-sampling error, the findings of the study submitted by the concerned agency could not be accepted by PEO. Accordingly the study is treated as closed without any final report.

2.127 When enquired about recovery percentage of loans from SCAs as well as recovery percentage of loans from individual beneficiaries to SCAs during the last three years, the Ministry have stated that Cumulative Recovery percentages of loans from SCAs during the last three years are:

2006-07 : 75.39%

2007-08 : 78.05%

2008-09 : 80.11%

Information pertaining to recovery percentage from beneficiaries by the SCAs during the last three years is not available with NSTFDC.

2.128 The Committee wanted to know about the details of beneficiaries who have availed loans from NSTFDC and then become economically independent during the last five years, the Ministry in their written reply have informed that the number of beneficiaries assisted under income-generating schemes during the last five years is as under:

F.Y.	No. of Beneficiaries assisted
2004-05	12808
2005-06	6227
2006-07	31348
2007-08	18829
2008-09	36113
Total	105325

NSTFDC does the project appraisal before sanctioning the individual projects. One of the criteria for sanctioning the loan is the basis of additional income envisaged in the scheme.

Officials of NSTFDC carry out inspection of units and it is found that majority of units inspected reflect positive impact on improving the income. Further, evaluation studies have been conducted by NSTFDC through TATA institute of Social Science (TISS) and National Institute of Rural Development (NIRD) under the Ministry of Rural Development, Govt. of India. The TISS report found that majority of the schemes studied have made a positive impact on the development of STs. Similarly, NIRD report concluded that the out of the sample studied, 52% of the schemes are having appreciable improvement in the income levels of the target group.

2.129 The Committee note that the funds under the NSTFDC scheme could not be released during 2007-08 owing to non-submission of evaluation study report by PEO of Planning Commission. The Committee also observe that in spite of the allocations in 2008-09 and at RE stage in 2009-10, no amounts could be released. The Committee observe with serious concern that Planning Commission finally communicated that due to huge data gap and increase in sampling and non-sampling error, the findings of the study submitted by the concerned agency could not be accepted by PEO and accordingly the study is treated as closed without any final report. The Committee therefore, strongly recommend that Ministry should pursue the Planning Commission to get the evaluation study of NSTFDC assisted schemes done by another agency so that impact of the scheme could be seen and funds could be allocated to NSTFDC for its various welfare schemes.

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

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

As per the information collected till 28.02.2010, more than 27.16 lakh claims have been filed and more than 7.59 lakh titles have been distributed. More than 36 thousand titles were ready for distribution. Status of State-wise implementation of the Act is given as under :-

(As on 28.2.2010)

S.No.	State	Total number of claims received upto 28.2.2010	Total number of titles deeds distributed /ready upto 28.2.2010
1.	Andhra Pradesh	325818 (318750 individual and 7,068 community)	173334 distributed
2.	Arunachal Pradesh	-	-
3.	Assam	101454 (97111 individual and 4343 community)	12056 distributed (12008 individual and 48 community)
4.	Bihar	788	-
5.	Chhattisgarh	486101	214633 distributed
6.	Goa	-	-
7.	Gujarat	186334 (178207	14562 distributed

		individual and 8127 community)	
8.	Himachal Pradesh	-	-
9.	Jharkhand	25220 (24847 individual and 371 community)	2505 distributed
10.	Karnataka	45801	-
11.	Kerala	36822 (35658 individual and 1164 community)	3958 distributed
12.	Madhya Pradesh	384466 (378559 individual and 5907 community)	72485 distributed and 31185 ready
13.	Maharashtra	317322	7480 distributed
14.	Manipur	-	-
15.	Meghalaya	-	-
16.	Mizoram	-	-
17.	Orissa	355698	132868 (132700 individual and 168 community) distributed
18.	Rajasthan	59900 (59578 individual and 322 community)	14277 distributed
19.	Sikkim	-	-
20.	Tamil Nadu	10766	2104 ready*
21.	Tripura	164726	84750 distributed
22.	Uttar Pradesh	73143	9070 distributed
23.	Uttarakhand	182	-
24.	West Bengal	141783 (131664 individual and 10119 community)	18001 distributed and 2721 ready
25.	A&N Islands	-	-
26.	Daman & Diu	-	-
27.	Dadra & Nagar Haveli	-	-
	Total	2716324	759979 distributed and 36010 ready

* In the State of Tamil Nadu, titles could not be distributed due to restrictive High Court's order.

2.131 When enquired which States are lagging behind in implementation of the above schemes/programmes for development of tribals, the Committee have been informed that so far as the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 is concerned, the States have progressed in varying degrees. While States like Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Jharkhand,

Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tripura, Uttar Pradesh and West Bengal have established the prescribed structures and procedures, have received a large number of claims and have started distributing the title deeds, other States, because of various reasons, are still to catch up.

2.132 As regards the other schemes and programmes for development of tribals, there has been relatively better progress in the States of Chhattisgarh, Gujarat, Madhya Pradesh and Rajasthan. These States have taken necessary steps for implementation of some schemes/programmes and other States are expected to gain from these experiences.

2.133 The Committee enquired as to why in Gujarat out of 186,334 applications, the State Government has distributed only 14,562 title deeds, whereupon the Secretary, Ministry of Tribal Affairs, during evidence stated as under:-

“The first point is how the Government of India is going to implement this Act. It has been prescribed in the Act itself as well the rules framed under the Act. It clearly says that there are Committees in the State Governments which are supposed to do certain things. In case they are not doing those things, then, we can find out the reasons why they are not doing it.

In the case of Gujarat, we have ascertained the position. The Minister has written to the Chief Minister. The Cabinet Secretary has written to the Chief Secretary. We have been writing to the Chief Secretary saying that the Gujarat Government’s performance has not been as expected. The reasons given by the Gujarat Government are like this. They say that in the process of distributing the right, they have to give maps. So, they are finding it difficult to give them the maps with the title deeds.

Secondly, they have had a lot of objections on the rights which have been claimed by others. So, they do not want to take a decision to give the right when there are objections. So, these are the reasons. There could be one or two things I may be missing out. This is why, the Gujarat Government has not done it. We, in our assessment which is given on the Net, have said that Gujarat’s performance has not been up to the mark”.

2.134 The Committee regret to note the sorry state of affairs with regard to the distribution of title deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 as against 27.16 lakh claims filed only 7.59 lakh titles have been distributed so far. The Committee observe with serious concern that the above Act is not being implemented in many States. Even for the States where the Ministry claims to have distributed the title deeds, it is a ground reality that many tribes have not actually been distributed the *pattas* relating to the titles. The Ministry have also tried to put the onus on the State Governments by saying that they are not taking appropriate action on the implementation of the Act. The Committee strongly feel that the Ministry of Tribal Affairs being at the helm of the affairs as far as the tribal development is concerned are the sole authority to see that the Act is implemented in true spirit and the title deeds are actually distributed to the needy tribes. The Committee recommend that the responsibility should be fixed in this regard and strong action is taken against the States/Departments which are not implementing the Act.

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

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

Annexure - 1**Statement showing the Budget Estimates, Revised Estimates, Actual Expenditure and Percentage of Expenditure incurred for the year 2007-08****Non-Plan (Secretariat-Social Services)****(Rs. in crore)**

S.N o.	Head	B.E.	R.E.	Actual Expenditure	Percentage w.r.t. B.E.	Reasons
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Salaries	3.58	3.58	3.10	86.59	A number of posts were lying vacant and not filled up during the year.
2.	Wages	0.08	0.08	0.06	75.00	Due to non-materialization of proposal to appoint some more daily wagers and 2 daily wagers were regularized and payment made from 'Salaries' head.
3.	Overtime Allowances	0.03	0.03	0.02	66.66	Less expenditure due to austerity measures.
4.	Medical Treatment	0.10	0.10	0.07	70.00	Actual expenditure depending upon claims received.
5.	Domestic Travel Expenses	0.40	0.40	0.39	97.50	Negligible savings.
6.	Foreign Travel Expenses	0.02	0.02	0.00	0.00	No foreign tour was undertaken during the year.
7.	Office Expenses	2.54	2.44	2.28	89.76	Due to austerity measures the expenditure was less and also anticipated expenditure towards purchases were not materialize during the year.
8.	Publications	0.09	0.09	0.06	66.66	Due to non-receipt of bills in connection with Annual Report for the year.
9.	Other Administrative Expenditure	0.10	0.40	0.39	390.00	No savings w.r.t. BE. Negligible savings w.r.t. RE.
10.	Professional Services	0.01	0.01	0.01	100.00	No excess or saving.
	Total	6.95	7.15	6.38	91.79	

MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON FRIDAY, 26TH MARCH, 2010.

The Committee met from 1100 hrs. to 1300 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
15. Shri Nand Kishore Yadav

LOK SABHA SECRETARIAT

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

REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl.No.	Name of the Officer	Designation and Organisation
1.	Shri G.B. Mukherjee	Secretary, M/o TA
2.	Shri S.K. Ray	Additional Secretary & Financial Adviser, M/o TA
3.	Dr. Bachittar Singh	Joint Secretary, M/o TA
4.	Smt. Urvashi Sadhwani	Adviser (Economic), M/o TA
5.	Shri S.K. Gupta	Deputy Director General, (Statistics), M/o TA
6.	Shri A.N. Bokshi	Chief Controller of Accounts, M/o TA
7.	Shri Gur Saroop Sood	Chairman & Managing Director, NSTFDC
8.	Shri G.B. Panda	Advisor, Planning Commission
9.	Shri R.S. Meena	Executive Director, TERIFED
10.	Shri P. Unnikrishan	General Manager, NSTFDC
11.	Ms. Juthika Patankar	Director, M/o TA
12.	Shri J.K. Popli	Director, M/o TA
13.	Shri A.K. Srivastava	Director, M/o TA
14.	Shri Asist Gopal	Director, M/o TA

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. Thereafter, the Chairman welcomed the Members and representatives of the Ministry of Tribal Affairs 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 Tribal Affairs. At the instance of the Chairman, the Secretary, Ministry of Tribal Affairs briefed the Committee about the various schemes/programmes being implemented by the Ministry and informed about the physical and financial targets achieved during the year 2009-10.

3. The Members then raised questions, which *inter-alia* included drastic reduction of BE funds at RE stage during 2009-10, shortage of staff and efforts to fill up vacant posts in the Ministry, less distribution of title deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, special training to tribal students for getting admission in institutions, vocational training, reasons for under utilization of funds, non receipt of utilization certificates, expanding the activities of NGOs and reasons for non release of funds to many States under Ashram School schemes etc.

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

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 free and frank 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

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. *****

4. Thereafter, the Committee considered and adopted the Fifth Report of the Committee without any amendments.

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.	2.30	<p>The Committee are unhappy to note that the budgetary allocations of Rs.3205.50 crores for 2009-10 has been drastically cut to Rs.2000 crores in revised estimates by Ministry of Finance taking into account the utilization of funds by the Ministry till third quarter of the financial year. This indicates that the Ministry of Tribal Affairs has been unable to adequately sensitise the States to submit complete proposals by the third quarter of financial year so that the funds could be released timely and allocation for the year could be utilized in full. Since Ministry is dependent on States for execution of various planned schemes for development of tribal welfare, delay/non-submission /incomplete proposals by States are the major cause for under-utilization of funds. The Committee have been given to understand that if State Governments are not performing, i.e. not timely sending the complete proposals, the Ministry have no way to press beyond a point.</p> <p>In view of above, the Committee, recommend in order to exert pressure on States for timely submission of complete proposals, the matter be taken up at the Planning Commission level so that at the time of discussion of the annual plans of the States, the Commission may take some action against the defaulting States.</p>
2.	2.31	<p>The Committee have been informed that the Ministry proposes to put on the internet the proposals received by them from States and if any proposal has a deficiency, the status of proposal will also be on internet alongwith the contact number for any clarification. The Committee desire in addition to the above, the Ministry while releasing funds for any scheme to the State should also endorse a copy of it to the concerned district authorities so that they can also coordinate with the State for expeditious release of the same to the implementing agencies.</p>

3. 2.32 The Committee note that one time grant of Rs.500 crores was made for educational development of Tribal children in Naxal-affected areas for the year 2009-10. The entire amount has since been released to 5 States for construction of hostels in Naxal affected areas.

Keeping in view the importance of schemes the Committee desire that a close monitoring be done by Ministry on the status of the projects sanctioned under the programme to ensure the allocation is utilized for the intended purpose in a definite time frame. The Committee would like to be apprised of the progress made by States in this regard.

4. 2.33 The Committee note that as per Government of India (Allocation of Business) rules, the Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes of development for the Scheduled Tribes. In regard to sectoral programmes and schemes of development of these communities, policy, planning, monitoring, evaluation etc. as also their coordination will be the responsibility of the concerned Central Ministries/Departments, State Governments and Union Territory Administrations. The Secretary, Ministry of Tribal Affairs in the presentation to the Committee emphasized that each Central Ministry/Department is the nodal and responsible for their programmes in tribal development welfare and the Ministry of Tribal Affairs undertakes only developmental and welfare interventions through gap filling plan scheme.

In this regard the Committee would like to point out that the Ministry of Tribal Affairs was constituted with the objective of providing more focused attention on the integrated socio-economic development of the most under-privileged sections of Indian society - the Scheduled Tribes in a coordinated and planned manner. The Ministry, therefore, should not undermine their key position in ensuring all round development and upliftment of tribal people. Hence it need to keep track of various tribal developmental programmes of various Ministries/Departments/State Governments /Voluntary Organisations so that they can design schemes to complement their efforts so as to fill the critical gaps. The Committee, therefore, desire that the Ministry of Tribal Affairs should

closely watch the tribals welfare programmes of other Ministries and keep full information/data on the programmes so that they are better armed while formulating programmes/schemes for ST and for getting the same approved from Planning Commission.

5. 2.34 The Committee are, however, constrained to note the coordination of the Ministry of Tribal Affairs with other Ministries like HRD, Health Affairs etc. which are also implementing programmes pertaining to tribal welfare is not upto the desired level. Since close coordination with other Ministries is absolutely necessary for planned development of Scheduled Tribes the Committee recommend the Government to put in place a coordinating Committee under the Ministry of Tribal Affairs with top officials of concerned Ministries/Departments as members who should meet at regular intervals to oversee the progress/status of the schemes and identify the critical gap and take suitable action.
6. 2.35 The Committee have been informed that Planning Commission has brought out Mungekar Committee Report suggesting how Ministry should function to be more effective at field level. The Report of the said Committee which has reported to have made drastic suggestions in this regard is being examined by the Government. The Committee desire the Government to take a view on the Report urgently and also place it before this Committee for their consideration.
7. 2.36 The Committee note the Ministry was created in 1997 with a budgetary outlay of Rs.687 crore and had staff strength of 95. In 10 years of its existence, the work load of Ministry has increased manifold and correspondingly budgetary outlay has also increased 5 times to Rs.3206 crore but staff strength has only marginally increased to 134. Moreover, there are 29 vacancies in various grades in the Ministry. As per the Ministry's contention, due to shortage of staff the work in almost all the Divisions of the Ministry has suffered and monitoring and evaluation of the existing programmes have been unable to receive due attention. Moreover with increase in quantum of workload, it has become difficult to cope with the dead lines.

In this regard the Committee in their second report on DFG had recommended that the matter of shortage of staff be taken up with the Ministry of Finance/DOPT for creation of more posts and filling up of vacancies. The Committee have been informed that a proposal for creation of 27 additional posts in various grades to reinforce insufficient staff has been approved by Hon'ble Minister of Tribal Affairs and the matter has now been taken up with the concerned departments.

In view of critical shortage of staff in the Ministry which is adversely affecting the work, the Committee recommend the Ministry to earnestly pursue the matter with concerned Ministries at appropriate levels to strengthen the staff at the earliest. The Committee would also like to urge upon the Ministry of Finance and DOPT to urgently look into the need for strengthening of staff in the Ministry without any delay.

8. 2.37

The Committee note that non submission of utilization certificates of funds of previous years by the State Governments is a problem point due to which the Ministry is forced to withhold funds for the crucial schemes including SCA to TSP, Grants under Article 275(i), Scheme of Development of Particularly Vulnerable Tribal Group.

Though the Ministry have stated that the matter has been constantly pursued with the States through phones, letters, review meetings, the problem still persists with the result that the tribal people are being deprived of the crucial funds meant for their development due to inaction on the part of State Governments. The Committee, therefore, recommend the matter be taken up urgently with State Chief Secretaries/Secretaries in-charge of the Tribal Welfare Department and impress upon them the absolute necessity of furnishing Utilization Certificates of the funds released during the previous years.

The Committee view the inability of the Ministry to make funds available as per the intentions of Article 275(1) of the constitution very seriously. In this regard, the Committee note the difficulties being faced by States in furnishing Utilization Certificates viz. State capacity to execute the schemes, weak administration, extremism etc. Also the collection of expenditure reports from

various implementing agencies at district level involves considerable time and only States which are administratively better are able to utilize Central Government funds in time. The Committee are of the view that above problems cannot be addressed unless the States are administratively geared up and improve their delivery system. As these concerns are very genuine the Committee desire that the Government take special administrative measures after identifying the weak points in these States and remedy the situation. Accordingly, an action plan be prepared and placed before the Government in order that a constitutional provision does not get vitiated by routine/mundane questions related to furnishing utilization certificates by the States.

9. 2.38 The Committee note that the Ministry take feedback on the various schemes/programmes mostly during review meetings wherein the States/UTs bring to the notice of the Ministry any suggestion/difficulty in implementing the scheme. Since proper feedback on schemes/programmes is crucial to know their efficacy and impact, the Committee recommend that a IT-enabled service be implemented to get prompt feedback from the State Govts./Associations/individuals and other implementing agencies on a regular basis.

10. 2.39 The Committee note that there is no established system of monitoring/evaluation of the schemes of the Ministry being implemented by the States and NGOs. The monitoring/evaluation is done mainly through review meetings which are few in number and for the performance of NGO, the Ministry has to rely on reports of State Governments. The Committee were informed during evidence that the Ministry is trying to seek cooperation of MORD/CAPART/CII and national institutions to do the review/monitoring for them. The Committee fully endorse it and feel that engaging already established agencies will definitely help in improving the monitoring mechanism.

While appreciating the initiative of the Ministry, the Committee desire that a full fledged system of close monitoring and evaluation of schemes should be put in place at the earliest so that the resources are utilized prudently and reach the targeted tribal people.

11. 2.40 The Committee observe that the Ministry had sent a concept note to the Planning Commission regarding Pre-Matric Scholarship scheme for ST students but the matter is still pending with the Government. The Committee strongly feel that scholarships for poor ST students at pre-matric stage will motivate and facilitate them to attend schools in large numbers. They, therefore, recommend the Ministry to vigorously take up with the Planning Commission for early clearance of the scheme.

The Committee are further unhappy to note that to their query on number of drop-outs from ST students who have not been able to complete schooling due to financial reasons, the Ministry gave a casual reply that the same is not maintained by them but by the nodal Ministry of Education namely the Ministry of Human Resource Development. The Committee had expected the Ministry to obtain this information from the concerned Ministry and furnish the same to the Committee. As recommended in their earlier recommendation, the Committee desire the Ministry of Tribal Affairs to have effective coordination with line Ministries and maintain such vital data which will greatly help them in formulating schemes for the STs.

12. 2.41 The Committee are constrained to note that the Ministry of Tribal Affairs have been implementing a number of welfare and development schemes for the Scheduled Tribes for decades. However, many of the tribals are not aware of these Schemes. Though the Ministry have taken some steps on publicity by releasing advertisements on special occasions like Independence Day and Republic Day highlighting the various schemes and the achievements and advertising specific schemes through inserting them in regional newspapers for the generating awareness of the public, in particular of the ST population, yet these are not enough. The Committee also observe that the Ministry also conducts workshops/seminars through Universities/Non-Government Organizations (NGOs) and various TRIs specifically aimed at generating awareness about the various schemes it implements for the benefit of the Scheduled Tribes. However, sufficient steps have not been taken to popularize the schemes in remote and far flung areas. According to the

Ministry, the schemes are advertised in local and regional newspapers and some States have devised schemes-specific publicity and training, especially for those who cannot read. The Committee desire that in order to generate publicity in remote and far flung areas, the Ministry should organise 'Samwad Programmes' through NGOs and also distributing pamphlets in regional language in tribal areas. The Committee hope that these steps would certainly help the tribal people in availing the benefits of the scheme.

13. 2.58 The Committee note that budgetary allocation of Rs.900.50 crore for SCA to TSP was drastically reduced to Rs.481.24 crores in the revised estimates i.e. a reduction of 46% by the Ministry of Finance taking into the account that only 449.66 crore was released upto 31.12.09. The Committee feel that a cut of 46% of the budgetary allocations in the revised estimates when 50% of the budgetary allocation was already released by 31.12.09 is totally unjustified as it has left only a meager Rs.32 crores to be spent in three months from January 2010 to March 2010. The Committee note that because of this reduction the Ministry has not been able to release funds to those States which submitted relevant details at a later stage and such States have had to shelve some of the proposed activity. Unable to understand the decision of the Ministry of Finance for making unjustified cuts the Committee desire that their views may be brought to the notice of the Ministry of Finance and immediate steps be taken to allot and release funds for completion of work under the scheme.

The Committee note for the year 2010-11 a budgetary allocation of Rs.914.50 has been made. The Committee desire that the Ministry to sensitise the States to submit complete proposals well in time in order to have full utilization of allocation and to avoid reduction in the revised stage.

14. 2.76 The Committee note with concern that under Book Bank scheme during 2007-08 to 2009-10 no funds were released to Arunachal Pradesh, Bihar, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Uttar Pradesh, West Bengal, A&N Islands and Daman & Diu and the beneficiaries coverage has been also 'nil' for these

States. The Committee are not satisfied with the reply of the Ministry that these States have not sought funds under the above scheme. It appears that there has not been adequate publicity of this scheme in these States as a result ST students are not aware of the scheme. The Committee, therefore, recommend that Ministry to impress upon these States to publicize the scheme vigorously amongst the ST students so that they apply in large numbers and take benefit of the scheme.

15. 2.87

The Committee note that the scheme of vocational training in tribal areas in operation since 1992-93 has been revised w.e.f. 1.4.2009 to emphasize the importance of quality in the vocational training to ST youth in institutions which have marketability and reliability of placement. The Committee were informed that under the revised schemes the Ministry has received as many as 8 ongoing proposals and 49 new proposals from NGOs. The Committee are, however, constrained to note that budget allocation of Rs.14.72 crores for 2009-10 for the scheme was reduced to Rs.2 crores at RE stage by Ministry of Finance which was adequate only for 8 ongoing projects and no new projects could be taken up. For the year 2010-11 a budgetary allocation of only Rs.9 crores has been made.

Expressing displeasure on the unjustified cut on the budgetary allocation for the scheme which is greatly benefitting tribals, by the Ministry of Finance and low allocation for 2010-11, the Committee recommend the Ministry to prudently utilize the same and also seek extra allocation in the revised estimate so that the programme does not suffer for paucity of funds.

The Committee further desire that Vocational Training should be made part of mainstream education and reservation in reputed ITIs, and polytechnics should be given to tribal students that will ensure their employability.

The Committee are pleased to note that at the instance of the Ministry some manufacturing units like TATA company motor ancillary unit have selected 1000 persons for tribal area and given them extensive training and appointed them. The Committee were informed that the Ministry has impressed upon more like CII, FICCI, ASSOCHAM to

select more students for tribal areas and employ them after joining suitable training.

While appreciating the initiatives of the Ministry, the Committee desire that Government should also work out a plan so that the trained STs are able to get suitable employment.

16. 2.99

The Committee note that against the budgetary allocation of Rs.64 crores during 2009-10 for construction of hostels the actual expenditure till 31.1.2010 was only Rs.32.40 crores. However, the full allocation of 64 crores was released to States by the end of financial year. Though the Ministry has informed that release is based on actual physical progress, the Committee feel that release of 50% of allocation at the fag end of the financial year is not a healthy practice and needs to be avoided.

From the material provided by the Ministry the Committee note that progress of construction of hostels in the States is not at all satisfactory. In the year 2007-08, only Orissa with 252 hostels and Jharkhand with 8 hostels have been able to complete the construction of sanctioned hostels. In case of Tripura and Manipur there is some achievement as out of 7 and 29 projects sanctioned, 3 and 16 have been completed. For other States like Karnataka, Himachal Pradesh, Arunachal Pradesh, Hyderabad and Dadra and Nagar Haveli no hostel could be completed even after 3 years. Likewise for 2008-09 Orissa has been able to complete 28 hostels out of 30 sanctioned, Rajasthan 13 out of 41 sanctioned, Jharkhand 1 out of 11 but in other States there have been no achievement.

While commending the extraordinary achievement of Orissa for completion of 280 hostels in two years viz. 2007-08 and 2008-09, the Committee desire the other States should also gear up and give priority to completion of all sanctioned hostels at an early date.

17. 2.100

The Committee have been informed that as per the provision of revised scheme applicable w.e.f. 1.4.2008 there is a time limit of 2 years for completion of hostels after release of final instalments of funds. The Committee are firmly of the view that this time limit is an usually long

period for construction of a simple hostel building which should not take more than one year. They, therefore, recommend that this provision be changed to make the time limit of completion of hostels after release of final installment of fund to be one year.

18. 2.113 The Committee note the dismal performance of scheme of Top Class Education for tribal students. The scheme which was started in 2007-08 has not picked up even after 3 years and the expenditure is of the order of only 10-20% . On the contrary, because of poor performance the allocations for the scheme were lowered from 10 crores in 2008-09 to 4 crores in 2009-10 and have been further lowered to 2.5 crore in 2010-11. Correspondingly, physical targets were also lowered. The reason attributed is non-receipt of complete proposals from most of the institutes. The Committee are constrained to note that the scheme which were formulated with the objective of encouraging meritorious ST students have been allowed to decline due to reasons which can be easily addressed with better coordination with institutes. Taking a serious view thereon, the Committee recommend the Ministry to make concerted efforts to make the programme a success.
19. 2.114 The Committee find 125 institutes have been identified and the selection of candidates under the scheme both in Government and Private sector and where selection of candidates is made through competitive examination like AIEEE, PMT CAT. The scheme does not contain any component of special training/coaching to students to get admission to these institutes. The Committee feel that in the absence of any criteria or any coaching /training to ST students these institutes are unreachable to ST students. The Committee therefore, recommend that the Government to facilitate the ST students to get admission in the top class institutions, a different criteria for ST students be worked out and some coaching/training be also imparted to them to prepare them for entrance examination.
20. 2.117 The Committee are unhappy to note the nil expenditure in Reserved and Training Programme for two years in succession due to non-receipt of proposals for any States/TRI. The funds which are meant as support to States/TRI for carrying out

research/evaluation studies, organizing seminar, workshop/training etc. are important in planning and formulating of programmes and to generate awareness etc.

The Committee desire the Ministry to analyse the reasons for non submission of proposals by the State Governments and impress upon them the critical importance of the programme. The Committee expect that in the year 2010-11, the full allocation for the programme would be utilized.

21. 2.120 The Committee are constrained to note the 'nil' expenditure on the 'Scheme of exchange visit by Tribals', in 2008-09 and 2009-10 due to non-receipt of complete proposals from the State Governments. The Committee need not emphasize the importance of the exchange visits which give much needed exposure to tribals from one State to interact with tribals in other States and strengthen social and cultural ties amongst themselves. The Committee have been informed that Ministry has revised the guidelines during the current financial year and have received some proposals from State Governments. The Committee desire the Ministry to earnestly promote and facilitate more and more exchange visits of tribals and if need be seek increased allocation at the RE stage.
22. 2.129 The Committee note that the funds under the NSTFDC scheme could not be released during 2007-08 owing to non-submission of evaluation study report by PEO of Planning Commission. The Committee also observe that in spite of the allocations in 2008-09 and at RE stage in 2009-10, no amounts could be released. The Committee observe with serious concern that Planning Commission finally communicated that due to huge data gap and increase in sampling and non-sampling error, the findings of the study submitted by the concerned agency could not be accepted by PEO and accordingly the study is treated as closed without any final report. The Committee therefore, strongly recommend that Ministry should pursue the Planning Commission to get the evaluation study of NSTFDC assisted schemes done by another agency so that impact of the scheme could be seen and funds could be allocated to NSTFDC for its various welfare schemes.

23. 2.134 The Committee regret to note the sorry state of affairs with regard to the distribution of title deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 as against 27.16 lakh claims filed only 7.59 lakh titles have been distributed so far. The Committee observe with serious concern that the above Act is not being implemented in many States. Even for the States where the Ministry claims to have distributed the title deeds, it is a ground reality that many tribes have not actually been distributed the *pattas* relating to the titles. The Ministry have also tried to put the onus on the State Governments by saying that they are not taking appropriate action on the implementation of the Act. The Committee strongly feel that the Ministry of Tribal Affairs being at the helm of the affairs as far as the tribal development is concerned are the sole authority to see that the Act is implemented in true spirit and the title deeds are actually distributed to the needy tribes. The Committee recommend that the responsibility should be fixed in this regard and strong action is taken against the States/Departments which are not implementing the Act.