

8

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

(FIFTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

Action taken by the Government on the Observations/Recommendations contained in the Second Report of the Standing Committee on Social Justice and Empowerment on Demands for Grants for the year 2009-2010 of the Ministry of Tribal Affairs.

EIGHTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI
July, 2010/Asadha, 1932 (Saka)**

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STANDING COMMITTEE ON SOCIAL JUSTICE AND
EMPOWERMENT
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Action taken by the Government on the Observations/Recommendations contained in the Second Report of the Standing Committee on Social Justice and Empowerment on Demands for Grants for the year 2009-2010 of the Ministry of Tribal Affairs.

Presented to Lok Sabha on 19.8.2010

Laid in Rajya Sabha on 19.8.2010



LOK SABHA SECRETARIAT
NEW DELHI
July, 2010/Asadha, 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. Smt. Jharna Das Baidya\$\$
25. Shri Avtar Singh Karimpuri
26. Shri Narayan Singh Kesari
27. Shri Mahmood A. Madani
28. Shri Ahmad Saeed Malihabadi
29. Shri Abdul Wahab Peevee@
30. Shri Praveen Rashtrapal
31. Shri Nand Kishore Yadav@@

#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.

\$\$ Smt. Jharna Das Baidya nominated to the Committee w.e.f. 26.4.2010.

@@ Shri Nand Kishore Yadav ceased to be a Member of Committee consequent upon his retirement from Rajya Sabha w.e.f. 4.7.2010.

LOK SABHA SECRETARIAT

- | | | | |
|----|----------------------------|---|------------------|
| 1. | Shri. A. Mukhopadhyay | - | Joint Secretary |
| 2. | Smt. Anita Jain | - | Director |
| 3. | Shri. Sanjeev Kumar Mishra | - | Deputy Secretary |

INTRODUCTION

I, the Chairman of the Standing Committee on Social Justice and Empowerment having been authorized by the Committee to submit the Report on their behalf, present this Eighth Report on the action taken by the Government on the observations/recommendations contained in the Second Report of the Standing Committee on Social Justice and Empowerment (Fifteenth Lok Sabha) on Demands for Grants – 2009-2010 relating to the Ministry of Tribal Affairs.

2. The Second Report was presented to Lok Sabha and laid in Rajya Sabha on 17th December, 2009. The Ministry of Tribal Affairs furnished their replies indicating action taken on the recommendations contained in that Report on 16.3.2010. The Report was considered and adopted by the Standing Committee on Social Justice and Empowerment at their sitting held on 8th July, 2010.

3. An analysis of the action taken by Government on the recommendations contained in the Second Report of the Standing Committee on Social Justice and Empowerment (Fifteenth Lok Sabha) is given in **Appendix**.

4. For facility of reference observations/recommendations of the Committee have been printed in thick type in the body of the Report.

5. The Committee place on record their appreciation for the valuable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

NEW DELHI:
8 July, 2010
17 Asadha, 1932 (Saka)

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

CHAPTER I

REPORT

1.1 This Report of the Standing Committee on Social Justice and Empowerment deals with the action taken by the Government on the observations/recommendations contained in the Second-Report of the Standing Committee on Social Justice and Empowerment (Fifteenth Lok Sabha) on Demands for Grants-2009-10 relating to Ministry of Tribal Affairs.

1.2 The Second-Report was presented to Lok Sabha and was laid in Rajya Sabha on 17th December, 2009. It contained 17 recommendations. Replies of Government in respect of all the recommendations have been received and are categorized as under:

- (i) Observations/Recommendations, which have been accepted by the Government :

Paragraph Nos. 3.32, 3.33, 3.35, 3.54, 3.55, 3.69, 3.116, 3.117 and 3.123

(Total 9 – Chapter II)

- (ii) Observations/Recommendations which the committee do not desire to pursue in view of the replies of the Government.

Paragraph Nos. 3.91

(Total 1 – Chapter III)

- (iii) Observations/Recommendations, in respect of which replies of the Government have not been accepted and have been commented upon by the Committee in Chapter I:

Paragraph Nos. 3.31, 3.90 and 3.103

(Total 3 – Chapter IV)

- (iv) Observations/Recommendations in respect of which replies of the Government are interim in nature.

Paragraph Nos. 1.4, 3.34, 3.36 and 3.92

(Total 4 – Chapter V)

1.3 The Committee desire that action taken notes on the recommendations contained in Chapter-I and final action taken notes in respect of the recommendations contained in Chapter-V of this Report may be furnished to them at the earliest and in any cases not later than three months of the presentation of the Report.

1.4 The committee will now deal with some of the replies received from the Government which need reiteration or merit comments.

Recommendation (Sl. No. 2, Para No. 3.31)

1.5 The Committee had noted that the budgetary allocation of the Ministry for 2009-10 had been significantly enhanced to Rs. 3205.50 crore from Rs. 2121.00 crore in 2008-09. In the enhanced budget besides making increased allocations for Eklavya Model Residential Schools (EMRS) and Rajiv Gandhi National Fellowship Scheme, an additional Rs. 500 crore had been allocated for Educational Development in Naxal affected areas which would be utilized for construction of Hostels and Ashram Schools for ST students in Schedule V and Naxal affected areas. The Central share for establishment of Ashram schools in Naxal affected areas had also been increased from 50 % to 100%. Since educational development in Naxal affected areas was key to their social and financial empowerment which was need of the hour, the Committee had fully endorsed this enhanced allocation to the Ministry. The Committee had further noted that release of funds under Additional Central Assistance was subject to receipt of complete proposals from the States and the Ministry had already written to states in this regard. However, looking at the trend of past expenditure, when the funds had been constantly underutilized due to lack of proposals from the States, the Committee were of the view that unless concerted efforts were made in this direction, the enhanced

allocation might not be utilized fully. The Committee had desired that in addition to writing to States, the officers of the Ministry should visit Naxal affected States and interact with State officials at various levels and help them in formulating the proposals as per the guidelines. The Ministry might also formulate some model proposals for naxal affected areas and circulate the same to the concerned State Government for their guidance and use.

Reply of the Government

1.6 The recommendations of the Committee have been noted for compliance. In the case of naxal affected areas, the concerned State Governments are required to identify the requirements of the local people and for this purpose the State Governments are sensitised from time to time during interactions. The Ministry has also requested the States to report activities being taken in naxal affected districts under both the special area programmes of SCA to TSP and grant under Article 275(1). They have also been advised to submit details of district-wise funding proposed in each of the naxal affected districts in the State from 2010-11. Rs 1000.00 crore was projected for grant under Article 275(1) in the BE and this got reduced to Rs 399.10 crore at RE stage, due to poor off take by the States for reasons of delayed submission of proposals alongwith requisite details like UC for past releases, and administrative reasons. In the case of EMRS, Ministry has issued fresh guidelines in December 2009 and States have been requested to submit proposals for additional EMRS. Proposals have been received and scrutiny of the same is under process. However, funds would be released in 2010-11. The entire amount of funds allocated for Hostels and Ashram Schools for ST Boys and Girls in Naxal affected areas has been released to the States. The Ministry has taken care to ensure 100% funding of Hostels and Ashram Schools in Naxal

affected areas as a parameter within the two schemes. A model for such hostels has also been circulated, indicating essential components of infrastructure.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

1.7 While taking note of the significant enhanced budgetary allocation of the Ministry for 2009-10 and also the trend of expenditure in the past years when allocations were being underutilized due to lack of proposals from States, the Committee had desired that the officers of the Ministry should pay more visits to the States and interact with State officials at various levels and help them in formulating the proposals as per the guidelines so that the enhanced allocation for 2009-10 utilized in full. Though the Ministry have taken some measures by way of requesting the States to report activities being taken in naxal affected districts under both the special area programmes of SCA to TSP and grant under Article 275(I), the Committee have not been informed of any specific steps taken by Ministry to reach out to States and facilitating them in submitting complete proposals in time. Also there does not seem to be any improvement in expenditure position during 2009-10 as Rs 1000.00 crore projected for grant under Article 275(1) in the BE, got reduced to Rs 399.10 crore at RE stage, due to poor off take by the States for reasons of delayed submission of proposals alongwith requisite details like UC for past releases, and administrative reasons. While expressing disappointment at the large scale reduction of allocation at R.E. stage, the Committee recommend the Ministry to have greater interaction with State Governments, organise periodical meetings with the representatives of all the

States Governments/UT Administrations and vigorously pursue with them so that proposals are submitted at the beginning of the year and also furnish utilization certificates in time for full utilization of allocated funds.

Recommendation (Sl. No.11, Para No. 3.90)

1.8 The Committee were unhappy to note that there had been drastic fall in the number of students imparted training under the scheme of 'Grant-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' from 3095 in 2006-07 to 2151 in 2007-08 and to a mere 934 in 2008-09. As mentioned by the Ministry the decline was due to enhanced financial norms for the scheme and inadequate allotment of funds for the scheme. The Committee had also noted that in the States like Madhya Pradesh whereas 1200 students were imparted training during 2006-07 and 1390 students in 2007-08, only 174 students could get training in 2008-09 due to shortage of funds. The Committee had also found that in State like Andhra Pradesh, Bihar and Mizoram while some students were imparted training in 2006-07, not even a single student was imparted training during 2007-08 and 2008-09 as no proposals were received from these States. The Committee had desired the Government to analyze the reasons for the same and also increase allocation for these schemes so that all the eligible and interested students get the benefit of the scheme.

Reply of the Government

1.9 During the year 2008-09, a sum of Rs. 20.00 Lakhs was released to Pre Examination Centres in Gujarat and M.P., against the Budget provision of Rs. 20.00 lakhs in RE 2008-09. The budget provision in BE 2009-10 was enhanced to Rs. 49.00 lakhs. During 2009-10, we received proposals from Gujarat, Bihar and

Karnataka. But we could not release funds to any of these Coaching Centres during 2009-10, for want of complete proposals and supporting documents. The scheme is demand-driven and hence, the Ministry is not in a position to release the funds to the Coaching Centres, without the demand along with supporting documents. The allocation for 2010-11 is Rs.50.00 lakhs for the States under this scheme. Ministry will analyse the reasons through the State Governments.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

1.10 The Committee had expressed concern that there had been drastic fall in the number of students imparted training under the scheme of 'Grant-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' from 3095 in 2006-07 to 2151 in 2007-08 and to a mere 934 in 2008-09 and had desired the Government to analyze the reasons for the same. The Committee are not satisfied with the reply of the Government that there were lack of complete proposals from some States and as the scheme is demand driven, funds could not be released to coaching centres in these States. Since the scheme is very important in improving the prospects of the ST students for qualifying in competitive examinations, the Committee desire the Ministry to find out the reasons for the lack of proposals from States and take urgent corrective measures so that the students are not deprived of the benefits of the scheme.

Recommendation (Sl. No. 14, Para No. 3.103)

1.11 The committee were unhappy to note that under the scheme of National Overseas Scholarship for Higher Studies against a budgetary allocation of Rs. 1.00 crore and Rs. 2.00 crore, expenditure incurred was only Rs. 0.1359 crore and Rs.

0.0117 crore during 2007-08 and 2008-09 respectively. Moreover, there was shortfall in achieving physical targets as the number of candidates who actually got admission into foreign accredited Universities was 2 in 2005-06, 2 in 2006-07, 7 in 2007-08 against the annual target of 10 in 2006-07 and 15 in 2007-08 and 2008-09. The Committee had further noted that out of the 19 selected Candidates in previous years i.e. from 2004-05 to 2007-08, only 4 selected candidates could actually get admission into foreign accredited Universities during the year 2006-07 to 2008-09. The Ministry had informed that they had no role to discharge in the admission of students to foreign accredited Universities. The students seek admission to accredited Universities of their own choice/performance within three years from the date of issue of Provisional Award and the responsibility of seeking and gaining such admission was entirely their own. The Committee were of the view that the Government, besides the issue of award for pursuing higher studies abroad, should also give appropriate guidance to students in getting admission to foreign accredited Universities so that more and more students were able to avail the benefit of the scheme.

Reply of the Government

1.12 The directions of the Committee have been noted, but is not sure as to how it can guide on a subject it is not familiar with.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

1.13 The Committee had observed that out of 19 selected candidates in previous years i.e. from 2004-05 to 2007-08, only 4 selected candidates could

get admission into foreign accredited universities during the year 2006-07 to 2008-09. The Committee had, therefore, desired that the Government, besides the issue of award for pursuing higher studies abroad, should also give appropriate guidance to students in getting admission to foreign accredited universities so that more and more students are able to avail the benefits of the scheme. The Ministry in their action taken reply have stated that the directions of the Committee have been noted, but they are not sure as to how they can guide on a subject not familiar with. In this context, the Committee desire that the Ministry may tie up with the Ministry of Human Resource Development in order to chalk out a programme which could provide requisite guidance/counselling to selected candidates. The Committee would like to be apprised of the action taken by Ministry in this regard.

CHAPTER II

OBSERVATIONS/ RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 3, Para No. 3.32)

2.1 The Committee express their serious concern over the fact that there has been substantial surrender of funds every year in the last 5 years which amounts to Rs. 95.1177 crore in 2004-05, Rs.109.6237 crore in 2005-06, Rs. 45.9144 crore in 2006-07, Rs.216.5097 crore in 2007-08 and Rs.318.3766 crore in 2008-09. The main reasons attributed for surrender of funds are non-receipt of adequate number of complete proposals in accordance with the scheme guidelines and Utilization Certificates and lack of physical progress by State Governments, non filling of vacant posts, austerity measures, non receipts of bills from the suppliers etc. The Committee, in this regard have been informed that the Ministry is dependent on the States Governments for submission of proposals and other relevant documents like Utilization Certificate, progress report from time to time and it is in regular touch with State Government for timely receipt of above. Needless to say, the steps taken by the Ministry are clearly inadequate as the surrender of funds have been increasing year after year and has reached in alarming proportion of Rs. 318 crore in 2008-09. The Committee feel that it indicates the sluggish implementation of various schemes by State Government which are crucial for upliftment for tribals. The Committee desire that an exhaustive review of guidelines of the various schemes should be undertaken to make them more flexible so that State Governments can implement the schemes as per their local condition. At the same

time some accountability should also be fixed on State Governments for implementation of the schemes as well as utilization of allocated funds. The Committee feel that it will go a long way in improving utilization of funds. The Committee observe that the Secretary of the Ministry, during evidence has admitted that sometimes procedural delays in the Ministry itself create problem for full utilization of funds as they are concerned that the money is well spent. The Committee while acknowledging the need for tight scrutiny of utilization of funds by implementing agencies are of the strong view that the procedural bottle-necks in the Ministry should not come into the way of release of funds to the States.

Reply of the Government

2.2 Suggestion of the Committee has been noted for compliance. An exhaustive review of guidelines of some of the schemes implemented will be taken up on the eve of the next 5 year plan in order to ensure that the allocated funds are optimally utilized. Some innovations in monitoring have been initiated. In the case of fund releases under SCA to TSP and grant under Article 275(1), persistent efforts are being made to sensitize the State Governments to expedite submission of proposal alongwith other details like UC and progress reports for previous releases. Procedural bottlenecks in the Ministry have been attempted to be removed. The non-utilisation of funds may be attributed mainly to the delayed/ no response of the States in terms of non- submission of proposal in the prescribed format and physical/ financial progress reports, and delayed sanctions. Based on experience gained by the Ministry, modifications in the guidelines indicating procedural changes in submission of proposals were prescribed in respect of both the programmes - SCA to TSP and grant under Article 275(1), in January 2008, so as to address the needs of tribals. It is proposed to conduct evaluation studies on both

the programmes and further revision in the guidelines relating to implementation of these programmes would be considered based on the findings of such studies. The State Governments have already been requested to get the mid-term review of the implementation of the scheme of Development of Particularly Vulnerable Tribal Groups (PTGs). Further course of action will depend upon the feedbacks received from the State Governments.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 4, Para No. 3.33)

2.3 The Committee are constrained to note that under the schemes of Special Central Assistance to Tribal Sub-Plan during 2008-09 funds amounting to Rs. 12364.72 lakhs were not released to States due to non-availability of Utilization Certificates of the previous years. Similarly, in case of Grants under First Proviso to Article 275(1) of the Constitution, full grants were not released to States due to non-utilization of funds during the previous years. The Committee further note with concern that under the various schemes of the Ministry huge unspent balances are lying with the State Governments viz. under Post Matric Scholarship for Scheduled Tribes Student scheme Rs. 21972.61 lakh, under Up gradation of Merit scheme Rs. 90.34 lakh, under Vocational Training in Tribal Area scheme Rs.871.27 lakh, under Ashram School in Tribal Sub-Plan Areas scheme Rs. 1030.59 lakh and under Hostels for ST Girls & Boys scheme Rs. 7928.23 lakh. In this regard the Committee have learnt that the above issues are pursued repeatedly with the State Governments through meetings/ telephonic communications/ correspondence for early submission of Utilization Certificate(s) of previous year(s), but they have not paid any attention so far. This clearly indicates that these State Governments are

not fulfilling their commitment and obligation towards the upliftment of the poor ST beneficiaries. The committee are of the opinion that the matter should be taken up with the concerned Ministers as well as State Chief Secretaries at the earliest. The progress achieved in this regard may be conveyed to the Committee.

Reply of the Government

2.4 The grants-in-aid under the schemes of Hostels for ST girls under boys and scheme of Establishment of Ashram Schools in Tribal Sub Plan areas are released for construction of buildings as a non-recurring grant. As per the provisions, the time for receipt of utilization certificates for non-recurring grant is 18 months from the date of release of grant. Therefore, after the lapse of one year if the utilization certificate is not received then the amount is shown as unspent. The grant-in-aid under the scheme of Post Matric Scholarship for ST students is released on the basis of the anticipated expenditure in a particular year. Generally, State Governments show anticipated expenditure on higher side. On receipt of the actual expenditure figure, if there is any unspent amount in a particular year with a particular State, that amount is adjusted against the admissible central share of next year. State Governments have also been addressed in this regard while asking for the proposal for 2010-11. The recommendation of the Committee has been noted and steps would be taken to pursue the matter at higher levels with the State Governments. For SCA to TSP and grant under Article 275(1) of the Constitution, Ministry constantly pursue with State Governments and releases the fund after taking into account the unspent balance with the concerned State Governments.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 6, Para 3.35)

2.5 The Committee express their dismay that despite the huge under spending in various welfare schemes for Schedule Tribes and felt need for generating awareness about the schemes, no specific allocation has been earmarked for the same. The Committee have further been informed that under Article 275(1) grants, the States may earmark upto 2% of the grant for project management, training, MIS, administrative expenses and monitoring/ evaluation and may utilize these funds for awareness also. The Committee feel that undertaking so many activities under 2 % of the grant will spare hardly any amount for creating awareness for the scheme. On their part also the Ministry have done little in generating publicity of the schemes by way of limited advertisements in newspapers. The Committee have been informed that a brochure containing information about the schemes and programmes for welfare of tribal will be published shortly in the form of pamphlet. The Committee desire that in addition to the publication of brochure of the schemes, the Ministry should extensively advertise these welfare programmes by way of both print and electronic media like TV/Radio channels, in vernacular print media and also by using traditional media like folk music/dance/drama etc. exclusively in the tribal areas. In this effort Panchayats and local bodies can also be involved in generation awareness. The Committee also recommend that a new scheme on generation awareness on welfare schemes for Tribal Areas may be drawn up wherein NGO participation in above activities may also be ensured.

Reply of the Government

2.6 For generating awareness about the schemes implemented by the Ministry, advertisements are released periodically in print media particularly on important

occasion such as Independence Day and Republic Day. Special attention is also given to vernacular print media in tribal areas at the time of releasing such advertisements on special occasions. Efforts would be made to use the electronic media as well for generating awareness about the various schemes of the Ministry under implementation. Designing the new scheme on awareness generation, involving NGOs is noted for appropriate action well before the 12th Plan. The various schemes such as, for example Top Class Education and National Overseas Scholarship for STs and also Commercial Pilot License scholarship under PMS Schemes etc. are advertised every year in national leading news-papers and in the Employment News. Further, all the schemes are also available on the web-site on the Ministry. Further, State Governments are advised again and again for the implementation of the schemes.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 8, Para 3.54)

2.7 The Committee note that though funds were fully utilized in 2006-07 under the Special Central Assistance (SCA) to Tribal Sub-Plan (TSP), there has been significant under utilization of sanctioned funds during 2007-08 and 2008-09. The reasons attributed for this by the Ministry are non-submission of Utilization Certificates by the States for previous years and proposals in the prescribed format. The Committee further note that for the scheme of under development of forest villages, an amount of Rs. 103 crore was surrendered during 2007-08 due to non-submission of proposals by the States in time and delay in comments from the Ministry of Environment and Forest. The Committee, therefore, recommend that the Ministry should vigorously pursue with the State Governments to furnish Utilization

Certificates of previous years as well as fresh proposals in the prescribed format on time so that funds could be fully utilized which would ultimately help the States/UTs to implement the schemes effectively and efficiently. The Committee also desire that the Ministry should also simplify the procedure for effective implementation of the schemes.

Reply of the Government

2.8 The recommendation of the Committee has been noted and steps are being taken to pursue the matter at higher levels with the State Governments to speed up effective and efficient implementation of scheme & better utilisation of fund. In the case of fund releases under SCA to TSP, & grant under Article 275(1), procedural bottlenecks in the Ministry are being addressed for removal. Format for submission of proposals has been simplified. In the case of development of forest villages, the Ministry of Environment & Forests has recently taken up with the State Governments concerned regarding submission of progress reports.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 9, Para No. 3.55)

2.9 The Committee note that under the scheme of SCA to TSP the target during 2008-09 was to cover 7,00,000 beneficiaries but the number of beneficiaries covered has been reported only from Andhra Pradesh, Gujarat, Kerala, and Madhya Pradesh. The Committee note with regret that the figures of beneficiaries from the remaining 18 States are still awaited. The Ministry have informed that the State Governments did not furnish information despite being reminded. The Committee feel that in the absence of information by majority of States, the Ministry will not be able to assess the full impact of schemes properly. The Committee,

therefore, recommend that the Ministry should sincerely pursue with the remaining States for obtaining information so that implementation of the scheme could be assessed properly.

Reply of the Government

2.10 Ministry is constantly making efforts to collect such information so that the impact of the programme can be assessed. However, it is also relevant to mention that since the programme is basically a supplementary funding to the State Governments and to be implemented in integration/ conjunction with other schemes of Centre/ State governments, assessment of impact of the programme on the basis of the quantification of beneficiaries may not be a proper yardstick, since such quantification need not necessarily be only because of these programmes.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (SI. No. 10, Para 3.69)

2.11 The Committee note that allocation for the Grants under First Proviso to Article 275(1) of the Constitution has been substantially enhanced to Rs.1000 crore in BE during 2009-10 as against Rs. 416 crore in 2008-09. Significant portion of the grants is to be used for completing the existing sanctioned Eklavya Model Residential Schools (EMRSs), opening of new EMRSs and providing recurring grant to the existing EMRSs at enhanced costs. The Committee note that the Government proposes to take special care to ensure quality furniture & fixtures to make schools more attractive. The Committee fully endorse it and desire that the establishment of the EMRSs be closely monitored by the Ministry so that they fulfill their intended purpose. The Committee further desire that with increased funds in

their hands, more focus be given on the quality of teaching and efforts be made to appoint well qualified trained teachers in these schools.

Reply of the Government

2.12 The guidelines for setting up/ running of EMRS have been revised and fresh guidelines have been issued in December 2009 indicating increased scale of fund allocation for both recurring and non-recurring expenditure for EMRS, and to ensure better quality standards of infrastructure and of education. Fresh proposals have been invited from the States based on the new guidelines and proposals are being received. Funds for the same are proposed to be released to the States from 2010-11 after scrutiny of such proposals received. As regards monitoring and appointment of well qualified trained teachers, the State Governments have been authorised to set up such mechanism as may be necessary to ensure high quality of education in accordance with the guidelines prescribed by the Ministry.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 15, Para No. 3.116)

2.13 The Committee find that the Scheme for Strengthening Education among Scheduled Tribe (ST) Girls in Low Literacy Districts aims to Bridge the gap in literacy levels between the general female population and tribal women. The committee also notes that the scheme is implemented through Voluntary Organizations (VOs)/Non-Governmental Organizations (NGOs) and autonomous society/Institutions of State Government/Union Territory Administration. However, the Committee regret to note that the scheme is being implemented only in six States. In this regard, the reason attributed by the Ministry is that the revised scheme covers only 13 States/UTs and the Ministry received eligible proposals from only six States during 2008-09. Keeping in view the fact that educational

complexes are important instrument for providing education among the tribal girls in low literacy areas, the committee urge the Ministry to pursue the remaining States/UTs to send completes proposals for setting up of new Educational Complexes right from the beginning of the year so that benefits of the scheme could reach the targets groups.

Reply of the Government

2.14 Under the revised scheme, the funds may be released to both NGOs as well as autonomous societies formed by the State Governments subject to fulfilling the eligibility criteria as laid down in the revised scheme. In the year 2009-10 funds have been released to NGOs/State Governments in the States of Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Orissa and Rajasthan till date. Other proposals received from the States of Andhra Pradesh, Arunachal Pradesh, Maharashtra are being examined. Ministry has not received any proposals from Dadra Nagar & Haveli, Nagaland, Tripura and Jammu & Kashmir. Ministry will continue to pursue.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 16, Para No. 3.117)

2.15 The Committee further note with concern that during 2006-07 and 2007-08 no beneficiaries were covered due to non sanction of Educational Complexes under the above scheme. Now that the scheme has been revised, the committee hopes that the Ministry will issue sanction for Educational Complexes so as to cover more number of beneficiaries during the current financial year.

Reply of the Government

2.16 During the year 2008-09 the beneficiaries covered were 26,872 in 133 projects. This included some arrear grants also. During 2009-10, Ministry has so far released funds to 30 projects covering 8596 beneficiaries as on 28-2-2010. In addition, proposals from Andhra Pradesh, Arunachal Pradesh, Maharashtra, Madhya Pradesh, Orissa and Rajasthan covering 12554 beneficiaries have also been received and are being examined.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 17, Para No. 3.123)

2.17 The Committee are constrained to note that there is no uniformity in fixing the price of Minor Forest Produce (MFP) among the States. The Committee also note that in some States the State Governments have established Committee for fixing the procurement prices of MFPs and in some States the Collectors have been entrusted with this responsibility. The Committee desire that Price Fixation Committees may be set up in all the States and the members of tribal community should also be represented in the Price Fixation Committees proportionately and the States should adopt common minimum prices for the Minor Forest Produces of the tribals.

Reply of the Government

2.18 The issue regarding fixation of Minimum Support Price for MFP (MSP for MFP) has been considered by the Ministry of Environment & Forests. In a Report prepared by that Ministry it has been expressed that it would be better if an Apex Body on the lines of some of the Commodity Boards (Coffee Board, Tea Board, etc.) is established to take care of the MFP trade. It is expected that the Ministry of Environment and Forests would consult all stake holders before taking a final

decision. The views of the Hon'ble Committee would be conveyed to the Ministry of Environment & Forests so that they can take into account these inputs as well before taking a final decision.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

CHAPTER III

OBSERVATIONS/ RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT

Recommendation (Sl. No. 12, Para No. 3.91)

3.1 The Committee note that among the projects sanctioned under the scheme of 'Grant-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' there are 18 projects of residential schools in 2008-09 whereas no project has been sanctioned for non-residential school, Mobile Dispensary, hospitals etc due to shortage of funds. The Committee feel that the health problems of tribals who always fall victim to various diseases like malaria, typhoid, dangué, pneumonia etc, should be addressed by giving utmost priority and more and more such projects in this regard should be sanctioned.

Reply of the Government

3.2 During the year 2008-09 the 18 additional projects taken up under the scheme of Grant-in-Aid to Voluntary Organizations working for the Scheduled Tribes were earlier being supported by this Ministry under the erstwhile scheme of Educational Complexes in Low Literacy Pockets. As these 18 projects' locations are no longer covered in the 54 identified low literacy districts under the revised scheme of Educational Complexes renamed as "Strengthening Education among ST Girls in Low Literacy Districts", it was decided to fund them under the scheme of 'Grant-in-Aid to Voluntary Organizations working for Scheduled Tribes'. On account of paucity of funds no other new projects could be undertaken under the scheme of Grant-in-Aid to Voluntary Organizations. However, there are 71 ongoing projects of

Mobile Dispensaries benefiting 4, 68,269 STs and 30 Ten or more bedded hospitals which are benefiting 1,54,652 STs.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

CHAPTER – IV

OBSERVATIONS/ RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED AND HAVE BEEN COMMENTED UPON IN CHAPTER – I

Recommendation (Sl. No. 2, Para No. 3.31)

4.1 The Committee note that the budgetary allocation of the Ministry for 2009-10 has been significantly enhanced to Rs. 3205.50 crore from Rs. 2121.00 crore in 2008-09. In the enhanced budget besides making increased allocations for Eklavya Model Residential Schools and Rajiv Gandhi National Fellowship Scheme, an additional Rs. 500 crore have been allocated for Educational Development in Naxal affected areas which will be utilized for construction of Hostels and Ashram Schools for ST students in Schedule V and Naxal affected areas. The Central share for establishment of Ashram schools in Naxal affected areas has also been increased from 50 % to 100%. Since educational development in Naxal affected areas is key to their social and financial empowerment which is need of the hour, the Committee fully endorse this enhanced allocation to the Ministry. The Committee further note that release of funds under Additional Central Assistance is subject to receipt of complete proposals from the States and the Ministry have already written to states in this regard. However, looking at the trend of past expenditure, when the funds have been constantly underutilized due to lack of proposals from the States, the Committee are of the view that unless concerted efforts are made in this direction, the enhanced allocation may not be utilized fully. The Committee desire that in addition to writing to States, the officers of the Ministry should visit Naxal affected

States and have interaction with State officials at various levels and help them in formulating the proposals as per the guidelines. The Ministry may also formulate some model proposals for naxal affected areas and circulate the same to the concerned State Government for their guidance and use.

Reply of the Government

4.2 The recommendations of the Committee have been noted for compliance. In the case of naxal affected areas, the concerned State Governments are required to identify the requirements of the local people and for this purpose the State Governments are sensitised from time to time during interactions. The Ministry has also requested the States to report activities being taken in naxal affected districts under both the special area programmes of SCA to TSP and grant under Article 275(1). They have also been advised to submit details of district-wise funding proposed in each of the naxal affected districts in the State from 2010-11. Rs 1000.00 crore was projected for grant under Article 275(1) in the BE and this got reduced to Rs 399.10 crore at RE stage, due to poor off take by the States for reasons of delayed submission of proposals alongwith requisite details like UC for past releases, and administrative reasons. In the case of EMRS Ministry has issued fresh guidelines in December 2009 and States have been requested to submit proposals for additional EMRS. Proposals have been received and scrutiny of the same is under process. However, funds would be released in 2010-11. The entire amount of funds allocated for Hostels and Ashram Schools for ST Boys and Girls in Naxal affected areas has been released to the States. The Ministry has taken care to ensure 100% funding of Hostels and Ashram Schools in Naxal

affected areas as a parameter within the two schemes. A model for such hostels has also been circulated, indicating essential components of infrastructure.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Comments of the Committee

(Please see Para 1.7 of Chapter-I of the Report)

Recommendation (Sl. No. 11, Para No. 3.90)

4.3 The Committee are unhappy to note that there has been drastic fall in the number of students imparted training under the scheme of 'Grant-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' from 3095 in 2006-07 to 2151 in 2007-08 and to a mere 934 in 2008-09. As mentioned by the Ministry the decline is due to enhance financial norms for the scheme and inadequate allotment of funds for the scheme. The Committee also note that in the States like Madhya Pradesh whereas 1200 students were imparted training during 2006-07 and 1390 students in 2007-08, only 174 students could get training in 2008-09 due to shortage of funds. The Committee also find that in State like Andhra Pradesh, Bihar and Mizoram while some students were imparted training in 2006-07, not even a single student was imparted training during 2007-08 and 2008-09 as no proposals were received from these States. The Committee desire the Government to analyze the reasons for the same and also increase allocation for these schemes so that all the eligible and interested students get the benefit of the scheme.

Reply of the Government

4.4 During the year 2008-09, a sum of Rs. 20.00 Lakhs was released to Pre Examination Centres in Gujarat and M.P., against the Budget provision of Rs. 20.00 lakhs in RE 2008-09. The budget provision in BE 2009-10 was enhanced to Rs. 49.00 lakhs. During 2009-10, we received proposals from Gujarat, Bihar and Karnataka. But we could not release funds to any of these Coaching Centres during 2009-10, for want of complete proposals and supporting documents. The scheme is demand-driven and hence, the Ministry is not in a position to release the funds to the Coaching Centres, without the demand along with supporting documents. The allocation for 2010-11 is Rs.50.00 lakhs for the States under this scheme. Ministry will analyse the reasons through the State Governments.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Comments of the Committee

(Please see Para 1.10 of Chapter-I of the Report)

Recommendation (Sl. No. 14, Para No. 3.103)

4.5 The committee are unhappy to note that under the scheme of National Overseas Scholarship for Higher Studies against a budgetary allocation of Rs. 0.1359 crore and Rs. 0.0117 crore during 2007-08 and 2008-09 respectively. Moreover, there was shortfall in achieving physical targets as the number of candidates who actually got admission into foreign accredited Universities was 2 in 2005-06, 2 in 2006-07, 7 in 2007-08 against the annual target of 10 in 2006-07 and 15 in 2007-08 and 2008-09. The Committee further note that out of the 19 selected Candidates in previous years i.e. from 2004-05 to 2007-08, only 4 selected candidates could actually get admission into foreign accredited Universities during

the year 2006-07 to 2008-09. The Ministry have informed that they have no role to discharge in the admission of students to foreign accredited Universities. The students seek admission to accredited Universities of their own choice/performance within three years from the date of issue of Provisional Award and the responsibility of seeking and gaining such admission is entirely their own. The Committee are of the view that the Government, besides the issue of award for pursuing higher studies abroad, should also give appropriate guidance to students in getting admission to foreign accredited Universities so that more and more students are able to avail the benefit of the scheme.

Reply of the Government

4.6 The directions of the Committee have been noted, but is not sure as to how it can guide on a subject it is not familiar with.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Comments of the Committee

(Please see Para 1.13 of Chapter-I of the Report)

CHAPTER – V

OBSERVATIONS/ RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT ARE INTERIM IN NATURE

Recommendation (Sl. No. 1, Para No. 1.4)

5.1 The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Thirty-fourth Report on Demands for Grants, 2008-09 of the Ministry of Tribal Affairs as only 2 out of 14 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations.

Reply of the Government

5.2 The recommendations of the Committee have been noted for compliance.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 5, Para No. 3.34)

5.3 The Committee are unhappy to note that monitoring of the schemes are generally done through review meetings and the latter are not held frequently. The Committee further note that as mentioned by Secretary (Tribal Affairs) during evidence the Ministry have adequate funds but the number of staff members being inadequate, as such they cannot improve the monitoring. The Committee feel that in the absence of periodic inspections by the Ministry, effective implementation of the scheme cannot be ensured. The Committee, therefore, recommend that a Monitoring Committee may be set up in the Ministry to ensure regular and strict monitoring of various schemes in a concerted and focussed manner. The

Committee also desire that the Ministry should take up with the Ministry of Finance/DOPT for creation of more posts and posting of additional staff to ensure smooth functioning and effective implementation of the various welfare schemes for Scheduled Tribes.

Reply of the Government

5.4 The monitoring of the implementation of the schemes in the various parts/corners of the country is a massive exercise and can be undertaken by establishing a system on matching scale. For this, the Ministry has taken up with the Ministry of Rural Development seeking their cooperation through their District Vigilance and Monitoring Committees chaired by a Member of Parliament, for reviewing the schemes of this Ministry also. A proposal for creation of additional posts to reinforce the depleted staff, was submitted for Hon'ble Minister's approval and he has approved the proposal for creation of 27 posts in various grades. The proposal as approved by the Hon'ble Minister is being taken up with the Ministry of Finance, Department of Expenditure through Integrated Finance Division of this Ministry for further consideration. Other than this, the matter is being regularly perused with the Cadre Controlling authorities for filling of existing vacancies. A study proposed by this Ministry on work measurement by SIU has also been agreed to by 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. It has also been noted 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 posts at the cutting edge level and as such a large number of posts (ranging from 17% to 30%) such as

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 has 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 for further consideration of the case.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (SI. No. 7, Para No. 3.36)

5.5 The Committee are unhappy to note that the final draft of the National Tribal Policy which was placed before the Union Cabinet for approval on 31.5.2007 has not yet been finalized and is still under consideration. The Committee regret to point out the inordinate delay in formulation of the National Tribal Policy. The Committee cannot but overemphasize the need for early consideration and approval of this policy by the Cabinet. The Committee would like to be apprised of the latest position in this regard.

Reply of the Government

5.6 The draft National Tribal Policy was placed before the Union Cabinet for approval on 31-5-2007. Union Cabinet referred the Policy to a Group of Ministers (GoM) for consideration and harmonization with National Rehabilitation Policy. After deliberations, the GoM made its recommendation. The recommendations of GoM were accordingly incorporated in the Cabinet Note and the same was submitted on 14.7.2008, and resubmitted on 7.11.2008 to Cabinet Secretariat for placing it before Cabinet for approval. The Cabinet Secretariat returned the Cabinet Note in March 2009 with direction to seek the comments of the Department of Expenditure on the proposal for creation of posts and to have further consultations with PMO. Now the

issue relating to creation of posts for Implementation Cell in the Ministry stands referred to the Ministry of Finance and its decision is still awaited.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

Recommendation (Sl. No. 13, Para No. 3.92)

5.7 The Committee find that during 2009-10, three spot inspections were carried out by the officials of the Ministry of Andhra Pradesh and during the inspections two residential schools and one non-residential school were inspected. However, the Committee are constrained to note that out of the three projects two were found to be deficient in providing proper facilities to the students. The Committee have also been informed that now both the residential and non-residential schools have sent their rectification reports by way of constructing additional toilets/class rooms etc. While taking a serious view of deficiencies found in these schools, the Committee recommend that more and more inspections of the residential/non-residential schools should be carried out by the officials of the Ministry.

Reply of the Government

5.8 The Ministry would like to conduct more and more inspections as directed by the Committee. However, due to shortage of Staff in the Ministry, frequent inspections by the officials has not been possible. Therefore, in order to ensure regular monitoring and evaluation of the projects run by the NGOs, this Ministry is in the process of entrusting the task to a professional agency. The process of

selection is in its final stage. The directions of the Committee will be kept in mind for compliance whenever opportunities arise.

[Ministry of Tribal affairs OM No. 16015/04/2009-PC & V dated 16.3.2010]

NEW DELHI:

**8 July, 2010
17 Asadha, 1932 (Saka)**

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

MINUTES OF THE THIRTEENTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON THURSDAY, 8th JULY, 2010.

The Committee met from 1430 hrs. to 1620 hrs. in Committee Room 'D' Parliament House Annexe, New Delhi.

PRESENT

SHRI DARA SINGH CHAUHAN - CHAIRMAN

MEMBERS
LOK SABHA

2. Shri T.R. Baalu
3. Shri E.T. Mohamed Basheer
4. Shri Bhudeo Choudhary
5. Shri R. Dhruvanarayana
6. Shri Premchand Guddu
7. Shri Baliram Jadhav
8. Dr. Manda Jagannath
9. Shri Mohan Jena
10. Shri Lalit Mohan Suklabaidya

MEMBERS
RAJYA SABHA

11. Smt. Jharna Das Baidya

LOK SABHA SECRETARIAT

- | | | | |
|----|---------------------------|---|------------------|
| 1. | Shri A. Mukhophadhyay | - | Joint Secretary |
| 2. | Smt. Anita Jain | - | Director |
| 3. | Shri Sanjeev Kumar Mishra | - | Deputy Secretary |
| 4. | Dr. (Smt.) Sagarika Dash | - | Under Secretary |

2. At the outset, Hon'ble Chairman welcomed the Members to the sitting of the Committee.

3. The Committee then considered and adopted the following two draft Reports without any amendment :-

(i) *****

(ii) Eighth Report on Action Taken by the Government on the observations/recommendations contained in the Second Report on Demands for Grants (2009-10) of the Ministry of Tribal Affairs.

The Committee authorized the Chairman to finalize these draft Reports and present the same to both Houses of Parliament.

4. *****

5. *****

6. *****

7. *****

8. *****

9. *****

The Committee then adjourned.

APPENDIX

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SECOND REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT (FIFTEENTH LOK SABHA)

	Total	Percentage
I. Total number of Recommendations	17	
II. Observations/Recommendations which have been accepted by the Government: (Paragraph Nos. 3.32, 3.33, 3.35, 3.54, 3.55, 3.69, 3.116, 3.117 and 3.123)	9	52.94%
III. Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government: (Paragraph Nos. 3.91)	1	5.88%
IV. Observations/Recommendations in respect of which replies of the Government have not been accepted and have been commented upon by the Committee in Chapter I (Paragraph Nos. 3.31, 3.90 and 3.103)	3	17.65%
V. Observations/Recommendations in respect of which replies of the Government are interim in nature: (Paragraph Nos. 1.4, 3.34, 3.36 and 3.92)	4	23.53%