

**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2014-2015)**

(SIXTEENTH LOK SABHA)

**MINISTRY OF SOCIAL JUSTICE AND
EMPOWERMENT**

**(DEPARTMENT OF SOCIAL JUSTICE AND
EMPOWERMENT)**

**DEMANDS FOR GRANTS
(2015-2016)**

ELEVENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2015/Vaisakha, 1937 (Saka)

11

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(2015-2016)

Presented to Lok Sabha on 28.04.2015

Laid in Rajya Sabha on 28.04.2015



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2015/Vaisakha, 1937 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE
AND EMPOWERMENT (2014-2015)**

SHRI RAMESH BAIS - CHAIRMAN

**MEMBERS
LOK SABHA**

2. Shri Jasvantsinh Sumanbhai Bhabhor
3. Kunwar Bharatendra
4. Shri Dilip Singh Bhuria
5. Shri Santokh Singh Chaudhary
- #6. Shri Sher Singh Ghubaya
7. Shri Jhina Hikaka
8. Shri Prakash Babanna Hukkeri
9. Shri Bhagwant Khuba
10. Shri Sadashiv Lokhande
11. Smt. Maragatham K.
12. Shri Kariya Munda
13. Prof. A.S.R. Naik
14. Shri Asaduddin Owaisi
15. Sadhvi Savitri Bai Phule
16. Dr. Udit Raj
17. Smt. Satabdi Roy
18. Prof. Sadhu Singh
19. Smt. Neelam Sonkar
- #20. Smt. Mamta Thakur
- *21. Shri Tejpratap Singh Yadav

**MEMBERS
RAJYA SABHA**

22. Smt. Jharna Das Baidya
- **23. Dr. Tazeen Fatma
24. Shri Ahamed Hassan
25. Smt. Sarojini Hembram
26. Shri Prabhat Jha
27. Smt. Mohsina Kidwai
28. Shri Praveen Rashtrapal
29. Shri Nand Kumar Sai
30. Smt. Vijila Sathyananth
31. Smt. Wansuk Syiem

* Nominated w.e.f. 22.12.2014.

** Nominated w.e.f. 29.1.2015.

Nominated w.e.f. 25.3.2015.

LOK SABHA SECRETARIAT

1. Shri Ashok Kumar Singh - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Shri Kushal Sarkar - Additional Director
4. Smt. Shilpa Kant - Executive Assistant

INTRODUCTION

I, the Chairman, Standing Committee on Social Justice and Empowerment (2014-15) having been authorized by the Committee to submit the Report on their behalf, do present this Eleventh Report on Demands for Grants for the year 2015-16 of the Department of Social Justice and Empowerment (Ministry of Social Justice and Empowerment).

2. The Committee considered the Demands for Grants of the Ministry of Social Justice and Empowerment for the current year i.e. 2014-15 which was laid on the Table of the House on *i.e.*, 20.03.2015 in Lok Sabha and Rajya Sabha. Thereafter, the Committee took evidence of the representatives of the Department of Social Justice and Empowerment (Ministry of Social Justice and Empowerment) on 30.03.2015. The Committee considered and adopted the Report at their sitting held on 24.04.2015.

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

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;

24 April, 2015

4 Vaisakha, 1937 (Saka)

RAMESH BAIS

Chairman,

Standing Committee on

Social Justice and

Empowerment

REPORT

DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT

INTRODUCTORY

1.1 The Department of Social Justice and Empowerment is responsible for looking after the welfare of the disadvantaged and marginalized sections of society such as Scheduled Castes, Other Backward Classes, Senior Citizens and victims of substance abuse. The basic objective of policies, programmes, laws and institution of the Indian Welfare System is to bring the target-groups into the mainstream of development by making them self-reliant.

1.2 The population of the main target groups of the Department of Social Justice and Empowerment as per census 2011 is given below:

Table 1.2: Population of target groups of Department of Social Justice and Empowerment

Sl. No.	Target Group	Population and its per cent in total Population (as per 2011 Census unless otherwise stated)
1.	Scheduled Castes	20.14 crore (16.6 per cent)
2.	Other Backward Classes	Caste Census has not been done since 1931. The Mandal Commission had estimated OBC population at 52 per cent of the total population while NSSO (2011-12) had estimated it to be 44 per cent.
3.	Senior Citizens	10.38 (8.60%) 2011 census
4.	Victim of Substance Abuse	Authentic data not available. At least 1 per cent of the population is believed to be addicted.

1.3 The following subjects fall under the domain of the Department of Social Justice and Empowerment:

- Nomadic and Migratory Tribes (entry 15, concurrent list).
- Scheduled Castes;
- Socially and Educationally Backward Classes;
- Denotified Tribes;
- Economically Backward Classes; and
- Senior Citizens.
- Scholarships, hostels, residential schools, skill training, concessional loans and subsidy for self-employment, etc for Scheduled Castes, Socially and Educationally Backward Classes, denotified Tribes and economically backward classes.
- Rehabilitation of Manual Scavengers in alternative occupations.
- Programme of care and support to senior citizens.
- Prohibition.
- Rehabilitation of victims of alcoholism and substance abuse, and their families
- Beggary.
- International Conventions and Agreements on matters dealt within the Department.
- Awareness generation, research, evaluation and training in regard to subjects allocated to the Department.

- Charitable and Religious Endowments and promotion and development of Voluntary Effort pertaining to subjects allocated to the Department.
- The Protection of Civil Rights Act, 1955 (22 of 1955).
- The Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989 (33 of 1989), (in so far as it relates to the Scheduled Castes, excluding administration of criminal justice in regard to offences under the Act).
- The National Commission for Backward Classes Act, 1993.
- The Maintenance and Welfare of Parents and Senior Citizens Act, 2007.
- The National Commission for the Scheduled Castes.
- The National Commission for Safai Karmacharis.
- The National Commission for Backward Classes.
- The National Scheduled Castes Finance and Development Corporation.
- The National Safai Karamcharis Finance and Development Corporation.
- The National Backward Classes Finance and Development Corporation.
- National Institute of Social Defence.
- Dr. Ambedkar Foundation.
- Babu Jagjivan Ram National Foundation

A. GENERAL PERFORMANCE

2.1 The Department of Social Justice and Empowerment has furnished the following statement showing the Plan and Non-plan expenditure for the year 2014-15 and budgetary outlay for 2015-16:-

Table 2.1: Plan and Non-Plan expenditure

(Amount in Rs crore)				
Head	BE 2014-15	RE 2014-15	Actual Expenditure	BE 2015-16
Plan	6165.00	5400.00	5354.64	6467.00
Non- plan	47.44	52.05	43.63 (UPTO 06.02.2015)	57.82

2.2 When asked to reason the failure of the Department to arrest the trend of under-utilization of funds year after year, the Department submitted as under:

“Under-utilization of allocated funds under the schemes is either due to delay in the submission of project proposals by the State Governments or due to submission of proposals with incomplete supporting papers or papers not in the prescribed format as per the scheme guidelines. In spite of the repeated advice to the State Governments, the proposals are generally received during or after the third quarter of the respective Financial Year. This results in less expenditure of the budgetary allocation during the initial months and the Finance Ministry imposes cut/reduction in the allocation in the RE based on the trend of expenditure during the first and second quarters. Therefore, the apparent under utilization of funds occurs year after year, which is attributable to the late receipt/non receipt of complete proposals from the State Governments and the Department was, therefore, unable to arrest the trend despite the best efforts made in this regard.”

2.3 The Department has furnished the following figures for bureau-wise Annual Plan Outlay/Financial Achievements during 2014-15 and allocation for the year 2015-16:

Table 2.3: Bureau-wise expenditure during 2014-15 and allocation for 2015-16

Sl. No.	Bureau	2014-15				2015-16
		BE	RE	Exp. As on (upto 31.1.2015)	per cent of Exp. to RE	
1.	Scheduled Castes Development	4837.50	4216.62	3115.81	73.89	5128.50
2.	Other Backward Classes	1129.50	1070.48	1009.22	94.28	1225.48
3.	Social Defence	143.00	75.90	41.06	54.10	109.02
4.	Miscellaneous	50.00	37.00	14.49	39.16	4.00
	Grand Total	6165.00	5400.00	4180.58	77.42	6467.00

2.4 As per the directions given by the Ministry of Finance, the Department of Social Justice and Empowerment has formulated the Annual Plan proposal (2015-16) and submitted its requirements at Rs. 9367.35 crore for 2015-16 to the Ministry of Finance. Against the projected requirements, the Department was allocated Rs. 6467.00 crore for the year 2015-16.

2.5 Asked to explain the rationale for seeking enhanced allocation and manner of utilization of this enhanced amount, the Department replied that:

“The proposal for enhanced budgetary allocation was made on account of revision of cost norms of certain schemes like Assistance for Prevention of Alcoholism and Substance (Drugs) Abuse as the cost norms of this Scheme had been revised w.e.f. 1st January, 2015. In addition, some new Schemes have been launched for which the enhanced budgetary allocation was required. Further, higher amounts are generally required under scholarship schemes like Post Matric Scholarship for SCs, OBCs, etc. due to increasing number of beneficiary students. However, all efforts would be made to utilise entire budget amount, with vigorous follow-up with States & UTs”.

2.6 The Department of Social Justice and Empowerment furnished the following statement showing Budget Estimates, Revised Estimates and Actual Expenditure incurred during the year 2014-15 alongwith B.E for the year 2015-16 as also statement showing scheme-wise surrender of funds during the year 2014-15.

Rs. In crore

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
Scheduled Castes Development															
1.	Post Matric Scholarship	1500	1500	1654.64	-	1500	1908.87	2152.99	-	1500	1904.78	1422.26	-	-10.3 -12.78 25.33	1599.00
2.	Free Coaching for SCs and OBCs	12	6	5.38	Due to less proposals received from the States/UTs	12.00	12	8.95	Due to less proposals received from the States/UTs	12	9.0	5.68	Due to less proposals received from the States/UTs	10.33 25.41 36.88	12.24
3.	Pradhan Mantri Adarsh Gram Yojana	1	0.01	0	Due to no proposals received from the States/UTs	100	25	0.00	Due to no proposals received from the States/UTs	100	33.00	0.00	Due to no proposals received from the States/UTs	100 100 100	200.00
4.	Strengthening of machinery for PCR Act, 1989	100	84	97.47	-	90	130	127.59	-	90	150.00	101.82	-	-16.04 1.85 32.12	90.75
5.	Girls Hostels	95	14	20.22	Due to less proposals received from the States/UTs	50	41.24	41.52	Due to less proposals received from the States/UTs	50	35.66	11.63	Due to less proposals received from the States/UTs	-44.43 -0.67 67.38	50.00
6.	Boys Hostels	50	13	15.59	Due to less proposals received from the States/UTs	25	11	7.94	Due to less proposals received from the States/UTs	25			Due to less proposals received from the States/UTs	-19.92 27.81 67.38	25.00

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
7.	Vol. Orgns. for SCs.	50	15	14.86	Due to less proposals received from the States/UTs	28	28.53	27.10	-	50	23.72	8.97	-	0.93 5.01 62.18	51.00
8.	Pre-matric Scholarships for Children of those engaged in Unclean Occupation	10	9	10	Due to less proposals received from the States/UTs	10	20.60	18.43	-	10	10.00	0.18	-	42.9 10.53 98.20	10.00
9.	Pre-matric Scholarships for SC Students in classes IX & X	824	938	931.37	-	900	700	545.90	Due to less proposals received from the States/UTs	834	500.00	438.33	Due to less proposals received from the States/UTs	0.71 21.83 12.333	842.55
10.	State Sch. Castes Development Corporation	20	5	5	-	20	20	20	-	20	20.00	17.82	-	0.00 0.00 10.9	20.00
11.	Upgradation of Merit of SC Students	5	5	1.97	Due to less proposals received from the States/UTs	5	5	4.38	-	5	3.66	2.03	-	60.6 12.4 49.26	4.00
12.	National SC Finance and Dev Corporation	100	100	100	-	100	100	100	-	100	100.00	100.00	-	0.00 0.00 0.00	100.00
13.	SCA to SCSP	1200	1050	872.05	Due to less proposals received from the States/UTs	1051	800	790.25	Due to less proposals received from the States/UTs	1060	700.00	587.03	Due to less proposals received from the States/UTs	12.79 1.21 16.13	1107.44
14.	Dr. B.R. Ambedkar Foundation	1.00	1.00	1.00	-	1	1	1	-	1	1.00	1.00	-	0.00 0.00 0.00	1.00
15.	NSKFDC	50	50	50	-	50	50	50	-	50	50.00	50.00	-	0.00 0.00	50.00

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
														0.00	
16.	Rajiv Gandhi National Fellowship for SCs	125	25	0	Due to no demand received from UGC	100	25	24.50	Due to less demand received from UGC	200	150.00	98.00	Due to less demand received from UGC	100 2.00 34.67	209.550
17.	Self Employment Scheme of Liberation & Rehabilitation of Scavengers	100	20	20	Due to less proposals received from the States/UTs	570	70	35	Due to less proposals received from the States/UTs	448	50.00	0.00	Due to less proposals received from the States/UTs	0.00 50.00 100.00	470.19
18.	National Overseas Scholarship for SCs	6	6	6.89	-	6	6	6	-	6	6.00	6.44	-	4.33 0.00 -7.33	6.1200
19.	Top Class Education for SCs	25	15	16.67	-	21	25	37	-	21	21.00	18.20	-	-11.13 2.52 13.33	21.4200
20.	Dr. Ambedkar National Centre	10	0.01	0	-	10	3.30	3.30		45.50	45.50	44.59		100.00 67.00 2.00	48.00
21.	Dr. Ambedkar National Memorial	14	0.01	0	-	10	0	0	New Scheme	10	3.30	3.10	New Scheme	100 100 32.25	10.00
22.	Venture Capital Fund(new scheme)	0.00	0.00	0.00	-	0.00	0.00	0.00	-	200	200.00	200.00	0.00	0.00 0.00 0.00	102.00
23.	Credit enhancement Guarantee Scheme (New Scheme)	0.00	0.00	0.00	-	0.00	0.00	0.00	-	0.00	200.00	0.00	New Scheme	0.00 0.00 100.00	98.24
	Sub-Total	4298.00	3856.03	3823.11	-	4659.00	3982.54	3989.22	-	4837.50	4216.62	3117.08	-	0.84 -0.18 26.07	5128.50
Social Defence															

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
1	Integrated Programme for Older Persons	40.00	18.00	18.21	Recommendation from most of the States/UTs are received in the third and fourth quarter of the financial year	45.00	21.95	15.57	Recommendation from most of the States/UTs are received in the third and fourth quarter of the financial year	50.00	25.00	10.45	Recommendation from most of the States/UTs are received in the third and fourth quarter of the financial year	-- 29.06 58.20	55.00
2.	Assistance to voluntary organizations for Prevention of Alcoholism and Drug Abuse	40.00	18.00	17.92		45.00	28.12	25.41		50.00	35.11	18.61		0.44 9.69 46.99	20.15
3.	GIA for financial assistance in the field of Social Defence	5.00	3.00	3.00	--	5.00	3.00	0.99	During the year 2013-14 full grant of Rs. 3 Cr could not be released as the complete proposal for grant-in-aid was lately submitted by the Council and expenditure was curtailed to 33per cent in last quarter of financial year 2013-14.	5.00	3.65	2.01	During the year 2013-14 full grant of Rs. 3 Cr could not be released as the complete proposal for grant-in-aid was lately submitted by the Council and expenditure was curtailed to 33per cent in last quarter of financial year 2013-1	---- 67 44.93	3.00
	Sub Total														
Other Backward Classes															

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
1	Pre-Matric Scholarship for OBC students	50.00	50.00	47.01	Shortfall of Rs. 2.99 crore. Amount not released to States/UTs due to pending UCs	150.00	123.00	115.99	Shortfall Rs. 7.01 crore. Amount not released to States/UTs due to pending UCs	150.00	116.63	105.48	Shortfall Rs. 11.15 crore. Amount not released to States/UTs due to pending UCs from NE States.	5.98 5.69 9.56	150.00
2	Post-Matric Scholarship for OBC students	625.00	722.35	666.86	Shortfall Rs. 55.49 crore. Amount not released to States/UTs due to pending UCs	900.00	822.34	768.56	Shortfall Rs. 53.78 crore. Amount not released to States/UTs due to pending UCs	785.00	790.13	770.60	Shortfall Rs. 19.53 crore. Amount not released to States/UTs due to pending UCs from NE States.	7.68 6.54 2.47	885.00
3	Construction of Hostels for OBC Boys and Girls	45.00	15.00	14.76	Shortfall Rs. 0.24 crore. Proposals not received from the States complete in all respects.	45.00	23.53	23.20	Shortfall Rs. 0.33 crore. Proposals not received from the States complete in all respects.	45.00	30.22	15.37	There will be no shortfall/excess after the reappropriation of Rs. 14.62 crore.	1.60 1.40 43.13	45.00
4	Assistance to Voluntary Organisations for the Welfare of OBCs	5.00	1.50	0.46	Shortfall Rs. 1.04 crore. Proposals not received from the States complete in all respects.	5.00	3.83	2.97	Shortfall Rs. 0.86 crore. File for revalidation of Rs 52 lakhs has been sent to Ministry of Finance, since PAO could not make payment. Remaining amount of Rs	6.00	4.50	4.29	The pending amount will be utilized by end of the year.	69.33 22.45 4.66	6.12

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
									34 lakhs was reappropriated for other scheme						
5	National Overseas Scheme for OBC students (NOS-OBC)	5.00	0.00	0.00	Scheme yet to be launched hence no expenditure was made	5.00	0.00	0.00	Scheme yet to be launched hence no expenditure was made	6.00	1.00	0.00	Scheme revised as Interest Subsidy on Educational Loan Scheme. To be implemented by NBCFDC	-- -- 100	6.66
6	National Fellowship for OBC students (NF-OBC)	50.00	0.00	0.00	Scheme yet to be launched hence no expenditure was made	10.00	0.00	0.00	Scheme yet to be launched hence no expenditure was made	6.00	11.00	11.00	No shortfall	-- -- --	6.20
7	Schemes for Denotified, Nomadic and Semi-nomadic Tribes (DNTs)	10.00	0.00	0.00	Scheme yet to be launched hence no expenditure was made	5.00	0.00		Scheme yet to be launched hence no expenditure was made	5.00	4.00	3.50	Shortfall Rs.0 .50 crore is for NE from where no proposal received.	-- -- 14.28	5.00
8	Schemes for Economically Backward	5.00	0.00	0.00	Scheme yet to be launched hence no	5.00	0.00		Scheme yet to be launched hence no expenditure	9.50	1.00	0.00	Scheme launched in 2014-15. The amount is	-- -- 100	9.50

Sl. No.	Name of the Scheme/ Project/ Programme	2012-13				2013-14				2014-15				per cent of shortfall/ excess exp., year-wise in order : 2012-13 2013-14 2014-15	BE 2015-16
		BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp	Shortfall/ Excess exp., if any, indicating reasons in brief	BE	RE	Actual Exp (as on 13.02.2015)	Shortfall/ Excess exp., if any, indicating reasons in brief		
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.
	Classes (EBCs)				expenditure was made				was made				being utilized.		
9	National Backward Classes Finance & Dev. Corp. (NBCFDC)	100.00	27.65	27.65	No shortfall	100.00	100.00	100.00	No shortfall	112.00	112.00	112.00	No shortfall	-- -- --	112.00
	Sub-Total														
	Grand Total														

2.7 Regarding budgetary allocation of funds, the Secretary candidly admitted before the Committee that:

“... in the year 2015-16 we had put forth our demand for budgetary allocation of Rs. 9367 crore, against which we got Rs. 6467 crore for the year 2014-15, the budgetary provision was of Rs. 6165 crore, but when R.E stage was finalized, it was reduced to Rs. 5400 crore. This is because when R.E was estimated, at that time our expenditure was not satisfactory. As a result, there was a shortfall of Rs. 675 crore from our B.E.”

2.8 Regarding under-utilization of funds, the Secretary affirmed that:

“We work with the States. We wait for their proposals. We also follow up with them. The States use to forward the proposals from the NGO Sector. It is due to these reasons that we see that we could not conform with the ‘quarterly expenditure pattern’ fixed by the Ministry of Finance and as a result the allocated money is cut. Subsequently, at the end of financial year, there is shortfall in our demands posed by us”.

2.9 When enquired about the steps taken by the Ministry to check this under-utilization of funds trend during the current financial year, the Department stated that:

“The State Governments have been advised from time to time to ensure timely submission of complete proposals. It has also been impressed upon the State Governments that the proposals should invariably be supported with the requisite documents such as Inspection Reports, Minutes of the State Grants-in-Aid Committee Meetings etc. The NGOs have also been advised periodically to ensure submission of the complete applications with all supporting documents and Utilization Certificate (UC). In addition, from the year 2014-15, the application for grants-in-aid has been made online so that the NGOs could submit the applications online and the respective State Governments could forward the same to the Ministry electronically for further processing. This will result in cutting down of delays and also in improvement of transparency. Further, 75per cent of the admissible amount was released as first instalment in advance, without waiting for receipt of the recommendation of the State Governments/UTs in cases where the NGO has been receiving GIA for the last three years continuously and they have applied online with all the documents uploaded. It is expected that these steps would facilitate elimination of under utilization of funds during the current year and in future.”

2.10 The Secretary further assured the Committee as:

“From the next year we have to see to it as to in what way the expenditure, from the beginning of the financial year we stepped up. We should immediately consider those cases without waiting. We already have the online proposal for the year 2014-15. We shall not wait for the year to pass. If we work from the first financial quarter of the year, then our expenditure will definitely improve”.

2.11 Department of Social Justice and Empowerment has furnished the following statement showing the allocations sought and the amount actually allocated to the Department.

Table 2.10: Proposed Outlay and Approved Annual Outlay 2015-16

(Rs. in crore)

S.N.	Division	Proposed Outlay 2015-16	Approved Outlay 2015-16
(1)	(2)	(3)	(4)
1.	Scheduled Castes Development	7520.00	5128.50
2.	Other Backward Classes	1599.60	1225.48
3.	Social Defence	188.50	84.52
4.	Misc.	59.25	28.50
	Grant Total	9367.35	6467.00

2.12 The Department furnished the following details on various new Schemes/Programmes and initiatives which have been included in the year 2015-16:

New Schemes/initiatives proposed in 2015-16

Scheduled Caste Division :

- Venture Capital Fund for SCs – launched by HMSJE on 16.01.2015
- Credit Enhancement Guarantee Scheme for the Scheduled Castes – approved by HNSJ&E on 10.02.2015
- Swachhta Udyami Yojana launched on 2nd October, 2014 (NSKFDC)
- Green Business Scheme (NSFDC)

Backward Class Division:

- Dr. Ambedkar Pre-Matric and Post-Matric Scholarship Scheme for DNTs
- Nanaji Deshmukh Scheme of Construction of Hostels for DNT boys and girls
- Dr. Ambedkar Post-Matric Scholarship Scheme for EBCs
- Dr. Ambedkar Interest Subsidy on Educational loan for Overseas studies students of Economically Backward Classes
- The DNT Commission set up and Chairperson and Member appointed
- E-marketing of the products of the artisans initiated

2.13 Elaborating on some of the new schemes, the Department proclaimed that the schemes such as "Post-Matric Scholarship for EBCs" and "National Overseas Scholarship" for OBCs have already been launched in 2014-15 under the names of (i) "Dr. Ambedkar Post-Matric Scholarship for EBCs" and (ii) "Dr. Ambedkar Scheme of Interest Subsidy on Educational Loan for Overseas Studies for OBCs". The demand for grants has been made under these schemes since the Schemes has been launched and will function with full potential from 2015-16 onwards.

2.14 The Department further informed that under the scheme Post-Matric Scholarship for EBCs, no State has sent proposal except Rajasthan whereas 10 per cent mandatory provision for N.E. States is also difficult to utilize. Regarding other new schemes which are under formulation by the Department, a final decision is yet to be taken.

2.15 As informed by the Department, receiving of Utilization Certificates late that too in the last quarter of the financial year is one of the prime causes of the shortfall in expenditure. The Department has furnished the following statement showing outstanding Utilization Certificates in respect of grants released:

No. of UCs due in respect of	Amount involved (Rupees)	No. of UCs received	Amount involved in respect of	No. of UCs outstanding as on	Amount involved in respect of
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grants released up to March 2014	in Crore)	(out those col.1)	of in of Col.3 (Rupees in Crore)	February, 2015	Col. 5 (Rupees in Crore)
(1)	(2)	(3)	(4)	(5)	(6)
38322	4392.93	26766	3545.64	9886 (D/o SJE)	680.22 (D/o SJE)

According to the Department, around 9656 number of UCs worth Rs. 64359 lakhs were pending as on 31.3.2015 for the Ministry of Social Justice & Empowerment.

2.16 What measures have been taken to ensure timely receipt of UCs, the Department stated that the release of GIA for the subsequent financial year is released only after ensuring that the UC in respect of the previous year's release is received from the NGO and that there are no UCs pending from the same NGO in respect of any previous releases. State Governments are also advised to ensure that required UCs are invariably enclosed while forwarding NGO's proposals for grants-in-aid, with their recommendations. Besides this, the following measures are being taken to ensure timely receipt of UCs:

- a) Bi monthly meeting with the State Government Welfare officials
- b) Video Conference with State Secretaries/Principal Secretaries in-charge of Social Welfare.
- c) Pursuing the matter with the State Government through Phone/Fax/e-mail rather than following the standard channel of communication through post/speed post, to expedite receipt of information including UCs.
- d) Visit of officials to States and interacting with the concerned officials to obtain timely information including UCs.

2.17 The Committee are deeply concerned to note the perennial trend of under-utilization of funds by the Department of Social Justice and Empowerment. Even during 2014-15 also, against BE of Rs. 6165 crore, the RE was Rs. 5400 crore and the AE Rs. 5354.64 crore. The reasons attributed by the Department for under utilization of funds are late submission of project proposals by the State Governments and submission of proposals either with incomplete documents or papers not in sync with the scheme guidelines which result in less expenditure of the budgetary allocation during the initial months and then Finance Ministry imposes cut / reduction in the allocation in the RE based on the trend of expenditure during the first and second quarter. The Committee desire the Department to persistently impress upon the States to forward the selected proposals positively by the second quarter of the Financial Year so that the reduction / cut at the RE stage by the Ministry of Finance could be prevented. The Committee also desire that the Department may formulate new guidelines for the welfare schemes under which proposals from the State Governments can be forwarded for the coming financial year too so that the problem of receiving proposals late can be solved and the funds could be utilized in full.

2.18 The Committee note that the Department of Social Justice and Empowerment submitted demand for Rs. 9367.35 crore for the year 2015-16 which was reduced to Rs. 6467.00 crore at BE stage. The reasons assigned for this enhanced demand are revision of cost norms of some of the schemes with increased grant-in-aid, launching of new schemes and increasing number of beneficiaries under the schemes like Post Matric Scholarship for SCs, OBCs etc. The Secretary candidly admitted before the Committee that the difference between

Outlay & Approved outlay shortfall was due to late receiving of the proposals by the State Governments/UTs. The Committee are not satisfied with the state of affairs as almost some reasons are advanced by the Department every year for shortfalls in meeting the annual physical targets. The Committee desire that the efforts of the Central Ministries/Departments and State Governments/UT administration should be dove-tailed to enhance pooling of resources for social sector projects and to bring out better utilization of allocated funds with better outputs. The Committee would also like to know the present status of the new schemes/programmes initiated by the Department in the current financial year.

2.19 The Committee are glad that the Department has been formulating schemes for Economically Backward Classes (EBCs), but at the same time, are equally perturbed by the poor response of the States in not sending the proposals except Rajasthan. The Committee, therefore, impress upon the Department to pursue the matter vigorously with those States who are not forwarding proposals under the scheme with the advisory to send the proposals viz., by the end of second quarter of the financial year. As the mandatory amount of 10 per cent for NE States every year remains unutilised, the Committee desire that the Department should pursue the matter with the Ministry of Development of North Eastern Region (DoNER) to utilize the mandatory provision of 10 per cent provided for the development of North Eastern States. The Committee also wish to know the status of the other new schemes related to EBCs and DNTs which are under finalization by the Department.

2.20 The Committee are constrained to note the pendency of Utilization Certificates which, as on February, 2015, were 9886. Taking note of the fact that receiving of UCs late in the last quarter of the financial year is one of the prime causes for shortfall in expenditure of the allocated funds, the Committee urge the Department to impress upon the States to forward the proposals of NGOs/implementing agencies by the end of second quarter of the financial year positively so that Department's funds are not curtailed at RE stage.

B. SCHEDULED CASTES DIVISION

I Pre-Matric Scholarship to the Children of those engaged in occupations involving cleaning and prone to health hazards

2.21 The objective of this scheme is to provide financial assistance to the children of the parents traditionally engaged in unclean occupations like scavengers of dry-latrines, tanners, flayers and sweepers having traditional links with scavenging and those engaged in cleaning of manholes or open drains and rag pickers. 100 per cent central assistance is provided to the State Governments and UT Administrations, over and above their committed liabilities. The 'Object' and 'Conditions of eligibility' have been modified in 2011, in such a manner as to do away with the condition which restricts the scholarship to the children of only existing manual scavengers. The condition of giving annual certificate by the manual scavengers has been done away with. Salient features of the Scheme are as follows:

- Assistance under the scheme consists of two components, viz.
 - i. Monthly Scholarship (for 10 months)
 - ii. Annual Ad hoc Grant (to cover incidental expenses like stationery, uniform, etc.)
- There is no income ceiling or caste restriction for eligibility
- There are special provisions for students amongst target group with disabilities.
- The scheme is implemented through State Governments.

2.22 The rates of scholarships are:

Rates of admissible allowances: The current rates of allowances admissible under the Scheme are summarized below:

S N.	Component of Scheme	Amount admissible (Amount in Rupees)		
1.	Monthly Scholarship	Class	Day Scholars	Hostellers
		I-II	110	-
		III-X	110	700
2.	Annual Ad-hoc Grant (Per Annum)	Day Scholars – Rs 750		
		Hostellers – Rs 1000		

2.23 Commenting upon the rates of scholarship provided to the children under this scheme, the Department admitted that:

“Rate of scholarship is not commensurate *vis-à-vis* present day cost of living expenses. However, is unable to consider any revision due to budgetary constraint. There is no proposal for revising the rates of scholarship at present”.

2.24 The Department forwarded the following figures denoting BE, RE and AE for the previous years and BE for the current year:

(Rs. in crore)

Year	Budget allocation	RE	Actual Expenditure
2012-13	10.00	9.00	10.00
2013-14	10.00	20.60	18.43
2014-15	10.00	10.00	0.18
2015-16	10.00	-	-

2.25 When asked about the reasons for such under utilization during 2014-15 under the Scheme, it was informed to the Committee that:

“The Department had not been able to check the under utilization under this Scheme mainly on account of non-receipt of complete proposals from the

States/UTs in spite of repeated reminders. Second reason for receiving less number of proposals was that many States have similar schemes under operation and hence do not wish to avail assistance under this Centrally Sponsored Scheme. Third reason for under utilization was that some States like Gujarat, Maharashtra and Rajasthan had unspent balance of the past releases and as such had not been asking for Central Assistance under this Scheme. The identification of the beneficiaries for these schemes by the States/UTs was also not satisfactory, resulting in inadequate proposals for release of Central Assistance under this scheme.

In order to utilize the full amount in the year 2015-16, the Department proposes to identify the potential States/UTs which are in need of these funds under this Scheme during the first quarter and will ensure that proposals are received from these States to utilize the funds available”.

2.26 The Department elaborated the number of beneficiaries State-wise for the last three years as under:-

Details of State-wise number of beneficiaries under Pre-Matric Scholarship to the children of those engaged in occupations involving cleaning and prone to health hazards during the last three years and the current year as on 31.03.2015.

S.N.	State/UTs	2011-12	2012-13	2013-14	2014-15 (anticipated)
1	Andhra Pradesh	16603	00	00	00
2	Assam	5405	00	00	4049
3	Bihar	9280	00	00	00
4	Chhattisgarh	23492	23889	00	00
5	Delhi	00	00	00	00
6	Goa	200	00	250	00
7	Gujarat	306970	317901	375739	00
8	Haryana	00	00	00	00
9	Himachal Pradesh	1586	1818	1796	1929
10	J & K	4336	00	00	00
11	Jharkhand	00	00	00	00
12	Karnataka	4054	00	00	00
13	Kerala	1291	1687	00	1362
14	Madhya Pradesh	35448	00	00	00
15	Maharashtra	102317	00	155664	00
16	Mizoram	00	118	197	275
17	Odisha	1843	00	1427	1572
18	Pondicherry	00	00	00	00
19	Punjab	6731	00	00	00

20	Rajasthan	95170	104058	79369	00
21	Sikkim	00	00	00	00
22	Tamil Nadu	61354	00	00	00
23	Tripura	4310	5019	00	00
24	Uttar Pradesh	00	00	00	00
25	Uttarakhand	1608	00	00	00
26	West Bengal	4239	00	4571	5086
	Total	686237	454490	619013	14273

2.27 The Committee note that empowerment of the Scheduled Castes through implementation of educational schemes, notably, Post-Matric Scholarship Scheme and Pre-Matric Scholarship Scheme for the children of IX and X classes as well as for the children of those engaged in occupations involving cleaning is the prime objective of the Department of Social Justice and Empowerment. The Committee are dismayed over the inability of the Department to raise these current rates of Pre-Matric Scholarship to the children of those engaged in occupations involving cleaning which are Rs. 110 to the day scholars and Rs. 700 to the hostellers per month. The Committee find these rates of scholarship too less to serve any practical purpose of these children. The Committee, therefore, recommend the Department to take up the matter with the Ministry of Finance and demand an allocation of more funds for the schemes which are meant for the welfare of the most downtrodden and neglected section of the society.

II. Rajiv Gandhi National Fellowships for SC students

2.28 The Scheme provides financial assistance to Scheduled Caste students for pursuing research studies leading to MPhil, PhD and equivalent research degree in universities, research institutions and scientific institutions. University Grants Commission (UGC) is the nodal agency for implementing the scheme. 2000 Research Fellowships (Junior Research Fellows) per year are awarded to Scheduled Caste Students. Number of fellowships was increased from 1333 to 2000 w.e.f. 2010-11. In case of non-availability of adequate number of Scheduled Caste candidates, the number of fellowships not availed during a year will be carried forward to the next academic session. In case, the number of candidates exceeds the number of available awards, the UGC selects the candidates based on the percentage of marks obtained by the candidates in their Post Graduation examination. There is no income-ceiling prescribed under the Scheme.

2.29 The BE, RE and Actual Expenditure for the previous years along with BE for the current year are as follows:-

(Rs. in Crore)

Year	BE	RE	Actual Expenditure
2012-13	125.00	25.00	0.00
2013-14	100.00	25.00	24.50
2014-15	200.00	150.00	148.00
2015-16	209.55	-	-

2.30 When asked that during the year 2012-13, when the amount was drastically reduced from Rs. 100 crore to Rs. 25 crore at RE stage and in the year 2014-15 from Rs.

200 crore to 150 crore, on what basis the Department zeroed in for the eligible candidates, the Department replied that:

“No survey has been conducted by them to find out the number of eligible candidates. However, as per the scheme, maximum 2000 fellowships per year are awarded to SC students to pursue higher studies under this Scheme by University Grants Commission which is the implementing agency. All the 2000 fellowships have been utilized during 2013-14 and 2014-15.”

2.31 The Department further informed that in order to arrest less utilization of allocated funds as is evident in the year 2012-13, the University Grants Commission has been periodically advised to send the requisite demand for funds along with other necessary documents like the utilization certificates so that the funds can be released in time.

2.32 When enquired about the subsequent enhanced demand for grants for the year 2015-16 to Rs. 209.55 crore, the Committee were informed that the main reason for enhancement of Demands for Grants of Rs. 209.55 crore during 2015-16 is the increase in the rates of fellowships from December 2014. The fellowships for junior fellowships have been enhanced from Rs. 16000 to Rs. 25000 per month and the fellowship for senior fellowships has been increased from Rs. 18000 to Rs. 28000 per month.

2.33 Rajiv Gandhi Fellowships for SC Students (RGNF) is a very important scheme for the educational empowerment of SCs and provides financial assistance to Scheduled Caste students for pursuing research studies leading to M.Phil, PhD and equivalent research degrees in universities and research institutions. The Committee, however, are constrained to observe that against the budgetary allocation of Rs. 125 crores in 2012-13, Rs. 100 crore in 2013-14 and Rs. 200 crore in 2014-15, RE was drastically cut down to Rs. 25 crore in 2012-13 and again Rs. 25 crore in 2013-14 and Rs. 150 crore in 2014-15, yet the actual expenditure was nil in 2012-13, only Rs. 24.50 crore in 2013-14 and RS. 148 crore in the year 2014-15. With such a dismal performance the claim of the Department that all the 2000 fellowships have been utilized during 2013-14 and 2014-15 is beyond the comprehension of the Committee. The Committee wonder how the Department was able to award all the 2000 fellowships in the year 2013-14 and 2014-15 when the total amount spent was so varied i.e. Rs. 24.50 crore in 2013-14 and Rs. 148 crore in 2014-15. Expressing their concern over the drastic cut at the RE stage of such a vital scheme, the Committee urge the Department to strictly monitor the scheme in co-ordination with the Ministry of Human Resource Development and UGC and ensure that the list of eligible candidates along with other necessary documents and utilization certificates are forwarded to them in time, so that the deserving SC students get the fellowship and funds meant for the scheme are utilized optimally.

III Pradhan Mantri Aadarsh Gram Yojana (PMAGY)

2.34 The Centrally Sponsored Pilot Scheme 'Pradhan Mantri Adarsh Gram Yojana' (PMAGY) is being implemented for integrated development of 1000 Scheduled Castes majority villages in 5 States viz. Assam (100 villages), Bihar, Himachal Pradesh, Rajasthan and Tamil Nadu (225 villages each). The objective of the Scheme, so approved, is integrated development of PMAGY villages primarily through convergent implementation of the relevant Central and State Schemes and by providing these villages Central Assistance in form of gap-filling funds to the extent of Rs.20.00 lakh on an average basis.

The States were also expected to contribute a matching share for the 'gap filling' funds, though it was not mandatory. The activities which do not get covered under the existing Central and State government Schemes are to be taken up under the component of 'gap filling'. For implementation of the Scheme in the selected villages, the following activities were to be carried out:

- i) Base line survey of the villages to assess the existing standard of amenities
- ii) Preparation of Village Development Plans (VDP) based on data gathered through Base Line Survey.

While preparing the VDP, involvement of the members of the village community was to be ensured. Based on the needs identified in the VDPs, various types of schemes were to be implemented in the sampled villages so that the physical and social infrastructural gaps in scheduled castes concentrated villages are reduced to improve the living standards of the village community.

2.35 The Department furnished the following data for BE, RE and Actual Expenditure for the last three years and BE for the year 2015-16:-

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2012-13	1	0.01	0
2013-14	100	25	0
2014-15	100	33	30
2015-16	200	-	-

2.36 Regarding their inability to utilize the amount allocated under the Scheme and properly implementing the scheme, the Department informed that PMAGY was approved in March, 2010 for integrated development of 1000 Scheduled Castes- majority villages in 5 States viz. Assam (100 villages), Bihar, Uttar Pradesh, Rajasthan and Tamil Nadu (225 villages each). Uttar Pradesh did not concur to implement the Scheme and it was replaced by Himachal Pradesh in February, 2011. The Scheme is currently being implemented in the 5 PMAGY States of the Pilot Phase. For the 'nil' utilization of the money in the previous years, the Department has put forth the following reasons:

1. The objective of the Scheme, so approved, was integrated development of 1,000 villages with more than 50per cent SC population:
 - i) Primarily through convergent implementation of the relevant Central and State Schemes; and
 - ii) To the extent needs of the identified villages cannot be met through convergence, they are to be met through 'gap-filling' funds for which Central assistance was to be provided at the rate of Rs.10.0 lakh per village with State Governments expected to contribute a matching share. The component of gap filling was enhanced to Rs 20.00 lakhs per village in September, 2011.
2. The total Central Assistance to be released as 'gap filling component' to the 5 PMAGY States of the Pilot Phase was therefore Rs 201 crore (consisting of Rs 200 crore at the rate of Rs 20 lakh for 1000 villages + administrative expenses of Rs 1 crore at the rate of 5 per cent of gap filling component {Rs 20 lakhs} for each of the 1000 villages). The same was fully released to the 5 PMAGY States in three lots as follows:

S. N	States	Central Assistance Released (Rs in crore)			Total
		2009-2010 (March, 2010)	2010-2011 (month of release)	2011-12 (month of release)	
1	Rajasthan	1.4	21.325 (May, 2010)	22.50 (Sept, 2011)	45.225
2	Bihar	1.3	21.425 (June, 2010)	-do-	45.225
3	Assam	-	10.10 (June, 2010)	10.00 (Sept. & Nov., 2011)	20.10
4	Tamil Nadu	1.3	21.425 (September, 2010)	22.50 (Sept, 2011)	45.225
5	Himachal Pradesh*		22.725 (February, 2011)	-do-	45.225
	Total	4.0	97.00	100.00	201.00

*concluded to implement the Scheme only in February 2011.

4. Thereafter, the States had to utilize the gap filling component as per the provisions of the Scheme, as brought out at para 2 (ii) above.
5. In the first meeting of the Central Advisory Committee (CAC) on PMAGY, held on 18.11.2011, the then Minister of SJE, also the CO-Chairman of CAC, along with the Minister of Rural Development decided that PMAGY may be considered for transfer to the Ministry of Rural Development, w.e.f the Financial Year 2012-13. The proposal was accepted by the Ministry of Rural Development and concurred by the Planning Commission and the Ministry of Finance. An amount of Rs 1 crore only was kept by the D/o SJE, as a token budget provision for the Scheme for FY 2012-13, which was to be surrendered at RE State. The Ministry of Rural Development was expected, if required, to make provisions for the Scheme in its supplementary demand for the year 2012-13. Ministry of Finance suggested that the transfer of the Scheme should be from the year 2013-14. However, matter was reconsidered in the Department of SJ&E and it was decided to retain the Scheme with the Department. MoF and Planning Commission communicated their acceptance to the proposal vide their letters dated 22.1.13 and 14.2.13 respectively.
6. In 2013-14, and 2014-15, proposal to revise the Scheme, to enhance the amount of Central Assistance and to expand the Scheme to more SC majority villages was put up before the Expenditure Finance Committee (EFC). The Scheme was finally approved in January, 2015 for expansion to 1500 villages across 10 States in the country, as follows:
 - i. Uttar Pradesh

- ii. West Bengal
- iii. Madhya Pradesh
- iv. Karnataka
- v. Punjab
- vi. Odisha
- vii. Chhattisgarh
- viii. Uttarakhand
- ix. Jharkhand
- x. Assam

7. The newly selected States have been intimated about their selection through DO letters from Secretary, SJE and Minister, SJE and have been requested to submit their proposals duly indicating their acceptance of the Scheme, with its terms and conditions, at the earliest.

8. Proposal in the prescribed format has been received from the State of Punjab.

2.37 Explaining the utilization of funds in the year 2014-15, the Department stated that in the financial year 2014-15 an amount of Rs 100 crore was catered for in the BE, anticipating the approval of expansion of the Scheme. As the Scheme was approved only in Jan 2015, according to the guidelines of the Ministry of Finance (Department of Expenditure) only 33 per cent, i.e, Rs 33 crore were available in the Scheme in RE. Out of this, an amount of Rs 30 crore has been released under the Scheme. Only, an amount of Rs 3 crore, pertaining to North-East has been surrendered, as proposal was not received from Assam.

2.38 The Department further stated that in the year 2015-16 proposals have already been invited from the 10 States selected for the expansion of the Scheme. As and when the proposals are received, the admissible Central Assistance will be released to the States. The implementation of the Scheme is carried out by the States.

2.39 Regarding non-utilization of allocated funds, the Secretary frankly admitted during the evidence before the Committee:

“Your observation is absolutely correct that we have not been able to spend the allocated fund according to the provision. We have brought the amount to 33 crores by way of internal relocation. We were not getting expenditure related reports from the States. But the Department has expanded this scheme with the Government approval and under this, Rs. 125 crore are to be expanded in 125 new districts during the current year itself. No proposal was received from Punjab, but the same has now been received. In total, we have spent Rs. 30 crores this year. ... There is a need to bring about certain changes to the operational guidelines of this scheme. We are going to conduct awareness workshops to create awareness amongst States. A differ criteria is there in respect of Adarsh Gram. In it, there are a lot of things which the village can adopt. Therefore, money is not required so much. The overall condition of the village can improve by social status.

Secondly, due to the quantum of funds we provide, some States don't show any zeal for implementing it. Keeping this in view, we are going to amend the guidelines. Meanwhile, we have expanded this scheme also. We have come up with additional 1500 villages therein. I feel we would make a headway in this scheme during next year. We also desire to see to it as to what types of problems are bring faced in areas where this scheme is already under implementation. In this regard, very good guidelines have been framed. I am telling this based on my actual experience that until and unless, there is a participation of the Gram Sabha or village community, the exercise concerning assessment of village need remains on papers only.”

2.40 Elaboring the scheme, the Secretary further deposed:

“Sir, I want to tell you that there are one or two States who are not ready to implement it. The idea was that the flagship schemes of the Government meant for the model village should all be converged into model village scheme. After converging all these schemes if any critical need is left out then this money should be used as a gap filling. ... Besides all the flagship schemes would be implemented in that village and the concerned State Government would be responsible for its monitoring. We would hand hold it. Officers have visited two – three States. This year we would intensify it more. I want to bring it into your notice that there is only one scheme for the population percentage based area for Scheduled Castes.”

2.41 Explaining the present status of the scheme and its further expansion, it was stated that there are 46, 844 SC majority villages (having greater than 50 per cent SC population) in the country. With the pilot phase and the present expansion, 2500 SC majority villages will be covered under the Scheme. As per the XIIth Plan Outlay, the budget available for the Scheme is Rs 422 crore. The expenditure on the expansion of the Scheme works out to Rs 393.75 crore. With the limited availability of Budget in the

current 5 Year Plan , further expansion of the Scheme will be taken up in XIIIth 5 Year Plan only.

2.42 The Secretary also informed during her deposition before the Committee that:-

“I would like to inform you that under the PMAGY work has been carried out in 16 village as per the concept of model village. There are 10 villages in Himachal Pradesh and 6 villages in Rajasthan, thereby a total of 16 villages are there, work has been carried out therein, meaning thereby that the funds have been fully utilized. Work is going on at other places and reports pertaining this are also coming. The National Institute of Rural Development had, on our part, conducted surveys. It was found that the funds have either been utilized or are being utilized at all the places. The kind of synergy was expected. By way of addition of these funds to the remaining funds, a scheme be formulated and the contribution of not only the Scheduled Castes but the other communities also be sought to properly implement the scheme. This process is yet to be completed. We are providing Rs. 20 lakh to each are of the villages.”

2.43 Regarding expansion of the scheme, the Secretary during her evidence deposed as follows:-

“200 villages were selected in Uttar Pradesh, it is in expansion phase. In the last pilot phase, Assam, Bihar, Himachal Pradesh, Rajasthan, Tamil Nadu were there but not Uttar Pradesh. It was included on the expanded phase. A proposal is expected from Uttar Pradesh. We had requested the States to submit the proposal by 24 March but the same are awaited as yet. We would wait for their proposals to come by the end of April.”

2.44 The Committee note with concern that in the last three years, the Department has not been able to implement SC components in Pradhan Mantri Aadarsh Gram Yojana (PMAGY) which is for integrated development of the villages having more than 50 per cent population. The Committee are equally concerned to note the 'nil' expenditure in the years 2012-13 and 2013-14 and only 30 per cent expenditure in 2014-15. The Secretary of the Department forthrightly admitted that there was under utilization of funds under this scheme. Taking serious note of this fact, the Committee recommend that the Department should address the impediments faced by it and, if necessary, brings changes in the operational guidelines of the Scheme. The Committee also impress upon the Department to conduct awareness workshops/seminars in the States which have majority of SC population and pursue the States to adopt this scheme for development of social and economic infrastructure in the villages.

The Committee observe that in the expanded phase, ten States have been selected but proposals from these States are still awaited. The Committee desire that the Department pursue these States from time to time to ensure timely receipt of proposals. The Committee also recommend the Department to organize field visits in the selected villages periodically to ensure proper and effective implementation of the Scheme.

2.45 The Committee note that the Department has relied on XIIIth Five Year Plan for further expansion of the scheme of PMAGY, as the available budget is not enough for expansion of the Scheme. The Committee feel that the Department

instead of waiting for next 'Five Year Plan' should pursue the Ministry of Finance for enhanced budgetary allocation for the Scheme in the next financial year.

IV. SPECIAL CENTRAL ASSISTANCE TO SCHEDULED CASTES SUB-PLAN (SCA to SCSP)

2.46 Special Central Assistance (SCA) to Scheduled Castes Sub Plan (SCSP) is a central sector scheme, started in 1980, under which 100 per cent grant is given to the States/UTs, as an additive to their Scheduled Castes Sub Plan (SCSP). Central Assistance under the scheme is released to States/UTs on the basis of the following criteria:

(i)	SC population of State/UT	40 per cent
(ii)	Relative backwardness of State/UT	10 per cent
(iii)	Percentage of SCs Families in the State/UT covered by Composite economic development programmes in the State Plan to enable them to cross the poverty line and	25 per cent
(iv)	Percentage of Special Component Plan to the Annual Plan as compared to SC population percentage of State/UT	25 per cent

2.47 Funds under the scheme are provided as an additive to States/ UTs implementing SCSP. Main thrust is on economic development of SC population in order to bring them above poverty line through self employment or training.

Salient features of the scheme are as follows:

- Amount of subsidy admissible under the scheme is 50 per cent of the project cost, subject to a maximum of Rs. 10,000/ per beneficiary.
- Upto 10 per cent of the total release to State/UT can be utilized for infrastructure development in villages having 50 per cent or more SC population.
- At least 15 per cent of the SCA to be utilized by States/UTs for SC women
- 5 per cent of the total SCA released to the States/UTs will be utilised by them exclusively for the economic development of disabled persons among SCs.
- 3 per cent of the total SCA released to the States/UTs shall be utilised by States for supervision, monitoring and evaluation of economic development schemes implemented with the support of SCA funds.
- 2 per cent of the total budget allocation for the scheme will be earmarked for North Eastern States which implement SCSP for SCs.
- At least 10 per cent of SCA released in a year has to be utilized for skill development programmes.

2.48 The Department furnished the following figures of budgetary allocation for the last three years and BE for the current year 2015-16 as follows:

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2012-13	1200	1000	872.05
2013-14	1051	800	790.05
2014-15	1060	700	587.03
2015-16	1107.44	-	-

2.49 When enquired about the reasons for less release of funds desiring last three years the Department explained that the under utilization of funds was due to less proposals were received from the State Governments/UTs.

2.50 According to the statement 12 of Expenditure Budget Vol. I the figures for Allocation under Union Budget for the Scheme SCA to SCSP are as follows:

(Rs. in crore)

	2013-14	2014-15	2015-16
Total Plan Budget	419068.00	236591.51	260493.00
Allocation to SC/ST outlay	41561.13	50548.16	30850.88
Due as per proportion of the SCs at the rate of 16.6	69565.29	39274.19	43241.84
Denied allocation	28004.16	-	12390.96

2.51 The Committee note that under Special Central Assistance to Scheduled Castes Sub-Plan 100 per cent grant is given to the States/UTs, as an additive to their Scheduled Castes Sub-Plan for economic development of SC population in order to bring them above poverty line through self employment training. The Committee are, however, unhappy to note that in 2014-15, the allocation of Rs. 1060 crore in BE was reduced to Rs. 1050 crore and only Rs. 587.03 crore were released by the Department. The similar trend of under utilization of budgetary allocation was evident during previous years also. This shortfall has been assigned to less proposals received from the States/UTs by the Department. The Committee express their disapproval over the lackadaisical approach of the States/UTs in submitting the documents timely resulting in less release of crucial funds meant for disadvantaged sections of society. The Committee, therefore, recommend the Department to take up the matter with the defaulting States/UTs at highest level and hold frequent meetings with them besides impressing upon them to timely submit the documents, that too latest by the second quarter of the financial year, so that the entire amount allocated for the noble purpose is utilized.

2.52 Taking cognizance of the reducing trend of funds year after year, the Committee desire the Department to pursue the matter with the Ministry of Finance seriously not to clip the funds of the approved scheme further which are too vital for the overall development of socially and economically disadvantaged sections of our society.

V. IMPLEMENTATION OF “PROHIBITION OF EMPLOYMENT AS MANUAL SCAVENGERS AND THEIR REHABILITATION ACT, 2013” (MS Act, 2013)

2.53 In order to implement the Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013, the State Governments/UTs and the Central Ministries/Departments were urged to take necessary action on the following issues:

- Survey of insanitary latrines and manual scavengers must be completed immediately.
- Bank accounts should be opened under the “Pradhan Mantri Jan Dhan Yojana” for all the identified manual scavengers.
- States/UTs should issue Notification prohibiting Hazardous cleaning of sewers and septic tanks, if not notified already.
- Cases of sewer deaths since 1993 may be got identified by the State Governments/UT Administrations and compensation be paid to the affected families, as per Supreme Court’s directive.

2.54 Under the MS Act, 2013, 98 persons have been identified as manual scavengers in West Bengal. Admissible one-time relief has been credited in the bank accounts of 96 manual scavengers. Minister of State for Social Justice and Empowerment interacted with them in a function in Kolkata on 22.09.2014 to emphasize on their comprehensive rehabilitation. Principal Secretary, Social Welfare and other officers of West Bengal Government attended the function and motivated the manual scavengers present to get benefits under the Self Employment Scheme for Rehabilitation of Manual Scavengers.

2.55 The implementation of “The MS Act, 2013” in West Bengal, Uttarakhand, Odisha, Maharashtra, Madhya Pradesh and Tamil Nadu was reviewed on 09.04.2014,

21.04.2014, 23.04.2014, 30.4.2014, 06.05.2014 and 12.06.2014 respectively. The status of action taken under the Act, by the Central Ministries/Departments was also reviewed on 24.04.2014. Similarly it was reviewed in Gujarat on 13.07.2014 by the Minister [SJ&E], Assam on 03.07.2014 by the Additional Secretary [SJ&E] and Jharkhand on 30.08.2014, by the Secretary [SJ&E].

2.56 The Scheme of Self-Employment, Liberation and Rehabilitation of Scavengers has also been implemented by the Department to assist the implementation of “The Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013”. The Department furnished the following figures of budgetary allocation for the last three years and BE for the current year 2015-16 under the Scheme as follows:

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2012-13	100	20	20
2013-14	570	70	35
2014-15	448	50	0
2015-16	470.19	-	-

2.57 Elaboring the work done under the Act, the Secretary during her evidence before the Committee informed as under:

“Under this Act, survey of manual scavengers was to be done. We have done implementation in tandem with the States, our performance could not even reach near the realistic position. The Hon’ble Minister had organized a conference with Chief Ministers and Secretaries of all States on 18 February. As per the Housing Census, there are 26.06 lakhs insanitary latrines. The States stated that action has been taken in the form of dismantling or reconversion of latrines. The figures pertaining Manual Scavengers has come out to be 12753 that is very less. It means their identification is not being carried out properly. 2-3 reasons for this have been found. The State agencies told that when it is enquired as to who are the Manual Scavengers, the people don’t tell. In particular States, an affidavit has already been filed that there are no manual scavengers therein. That’s why they

are facing problems is getting and collecting the information. We felt that the identification task could be accomplished in this way. It is not picking of a form. For their identification, Safai Karamcharis Aandolan Karmis got the figures relating to manual scavengers in tabular form and circulated it to all the States. It is the duty of the State to confirm these figures or deny them stating the figures are not correct. Until and unless the Safai Karamcharis Aandolan Karmis are not included therein, the identification task shall remain on papers only. We circulated it to the States asking them to include those people in the survey work. These people would go to localities along with you, since if it is asked directly to someone that he or she is a manual scavenger or not, the people would not tell. We request them to properly conduct the surveys.

Sir, commendable work has been done in Uttar Pradesh. After identification, a financial assistance of Rs. 40,000 is provided. It is provided for the purpose of Integrated Assistance Rehabilitation, Training and Livelihood. There are few States that have worked in this direction. A lot of work has been done in Uttar Pradesh. Their number in West Bengal is very less, but very good work has been done there. West Bengal has already released funds for identifying 97 beneficiaries. There is another aspect with regard to which the Hon'ble Supreme Court had stipulated in respect of sewer deaths. All sewer deaths were identified since 1993 so as to provide a compensation of Rs. 10 lakhs. Except Tamil Nadu, no other State has paid full compensation. It is a matter of great concern. We don't have any official information but it is known that still no proper equipments for protection are used. Identification work is going on, assessment is going on by formulation of a scheme with help of Safai Karamcharis Corporation. But a lot of work is to be done concerning identification. Until and unless the Safai Karamchari Aandolan Karmis are integrated in the Government set up satisfactory results can't be achieved."

2.58 The Department forwarded the following statement showing numbers of Manual Scavengers identified under MS Act, 2013 (upto 31.12.2014).

Sl. No.	State/UT	No. of Manual Scavengers identified in Urban areas	No. of Manual Scavengers identified in Rural areas
1	Andaman & Nicobar Islands	Nil	NA
2.	Andhra Pradesh	89	NA
3.	Arunachal Pradesh	Nil	NA
4.	Assam	NA	NA
5.	Bihar	137	NAI
6.	Chandigarh	Nil	Nil
7.	Chhattisgarh	3	Nil
8.	Dadara & Nagar Haveli	Nil	Nil
9.	Daman & Diu	Nil	NA
10.	Goa	Nil	NA

11.	Gurajat	Nil	NA
12.	Haryana	Nil	NA
13.	Himachal Pradesh	NA	NA
14.	Jammu & Kashmir	119	NA
15.	Jharkhand	NA	NA
16.	Karnataka	302	Nil
17.	Kerala	Nil	NA
18.	Madhya Pradesh	NA	NA
19.	Maharashtra*	139	NA
20.	Manipur	Nil	NA
21.	Meghalaya	Nil	NA
22.	Mizoram	Nil	NA
23.	Nagaland	NA	NA
24.	NCT of Delhi	Nil	Nil
25.	Odisha	386	Nil
26.	Puducherry	Nil	NA
27.	Punjab	64	NA
28.	Rajasthan*	284	NA
29.	Sikkim	Nil	NA
30.	Tamil Nadu*	979	NA
31.	Telangana	Nil	NA
32.	Tripura	Nil	NA
33.	Uttar Pradesh	2404	7612
34.	Uttarakhand	137	NA
35.	West Bengal	98	NA
	Total	5141	7612
	G. Total	12753	
NA = Not Availa ble	* = Provisional data		

2.59 The Committee note that “Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013” is a very progressive step in the direction of socio-economic upliftment of the manual scavengers in the country. The Committee, however, are constrained to note that Department was unable to spend even a single penny from the allocated budgetary funds under the scheme during 2014-15 while in the previous years too, less than 50 per cent of the BE was released under the ‘Scheme for Self Employment, Liberation and Rehabilitation of Scavengers’ by the Department. The Secretary too accepted before the Committee that the identification of the manual scavengers has not been carried out in a proper way which has obstructed the proper implementation of the Act.

2.60 The Committee express their concern that even though a large number of persons are working as manual scavengers in the country, in urban as well as rural areas, no effective mechanism exist to identify them. The Committee recommend that Department of Social Justice and Empowerment being the nodal agency for implementation of the Act, should set up a mechanism, in coordination with the State Governments/UTs, to work at the grass root level to identify the manual scavengers as it is only after identification, the liberation and rehabilitation could be done for their socio-economic development. The Committee also desire to know the work done by the Department in the field of 'identification' in all the affected States during 2015-16. The Committee desire that the Department should pursue the States/UTs to carry out proper identification in the rural areas, as except Uttar Pradesh, no other State has made efforts for identification of manual scavengers in rural areas.

2.61 Having noted that the Scheme is implemented through State Governments and as is evident from the statement denoting State-wise number of beneficiaries under the scheme, which only five States/UTs have implemented so far, the Committee recommend that being the nodal agency, the Department of Social Justice and Empowerment should strictly monitor and pursue the State Governments to identify the eligible candidates in their States/UTs. The Committee are dismayed to note that against same BE and RE of Rs. 10 crore, the Department has been able to utilize only RS. 0.18 crore under this scheme as it reflect upon the seriousness of the Department and States/UTs towards the scheme. The Committee are of the considered opinion that the Department should take effective measures to monitor the scheme effectively and pursue the States to utilize the full funds so that the very purpose of the scheme is not defeated.

C. BACKWARD CLASSES DIVISION

Post-Matric Scholarship to the OBCs students for study in India

2.62 The scheme is intended to promote higher education by providing financial support to OBC students studying at Post-Matric/Post Secondary levels upto PhD degree. The scholarships are awarded through the State Governments/UT Administrations to which the applicant belongs for study in recognised institutions. Under the scheme, 100 per cent Central assistance is provided to State Governments/UT Administrations over and above their committed liability. The scheme has been revised w.e.f. 1.7.2011. The major changes effected under the scheme are that parental income ceiling has been raised from Rs. 44.500/- to Rs. 1 lakh per annum as also increase in maintenance and other allowances for OBC students.

2.63 The rates of scholarship as maintenance allowance under the scheme are as given below:

S. N.	Item / Component	Revised Provision /Rates (Amount in Rs.)		
			Day Scholars	Hosteller
a	Maintenance Allowance (per month)			
		Group A	350/-	750/-
		Group B	335/-	510/-
		Group C	210/-	400/-
		Group D	160/-	260/-

2.64 The Department have furnished the following table giving the BE, RE and expenditure position of Department under the scheme in the last three years and current year 2015-16:-

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2012-13	625.00	722.35	666.58
2013-14	900.00	822.34	768.53
2014-15	785.00	790.13	770.60
2015-16	885.00	-	-

2.65 When asked to justify the enhanced demand for the year 2015-16, the Department stated that:

“The under-utilized amount in the previous two years, as per the above table, is actually because of the 10per cent mandatory allocation for North-Eastern States which is never fully utilized. Only four out of eight NE States have OBC population. In spite of repeated persuasion with those four States and even after meeting the full demands of these States, every year significant amount remains unutilized. Matter has already been taken up with D/o DONER to exempt the 10per cent mandatory allocation since there is no adequate OBC population in North East. So far, this request of M/o SJE has not been considered. However, there is always a high demand every year from States/UTs and the total outlays under individual schemes have never been enough to meet such demands. Accordingly, every year enhanced allocation is sought for schemes for development of OBCs”.

2.66 Regarding late disbursement of scholarship money to the eligible candidates, the Secretary stated as follows:

“As far as Post-Matric scholarship is concerned we have not received updated proposals from Haryana and Punjab. I have conducted meetings with the concerned Ministers of both the States... we are bound to allocate ten per cent money to the North-Eastern States... In Manipur and Assam our Rs. 20 crore is lying unspent. We have been receiving utilization certificates from Sikkim & Tripura and we have released money to these two States in time”.

2.67 Following table shows the number of beneficiaries, State-wise, under this scheme in the last three years as given by the Department:

(Beneficiaries in lakhs)				
S. N.	State/UTs	2011-12	2012-13	2013-14
1	Andhra Pradesh	14.36	13.87	0.76
2	Bihar	1.28	1.63	1.37
3	Chattisgarh	0.00	0.00	2.19
4	Goa	0.01	0.01	0.04
5	Gujarat	0.43	0.37	1.79
6	Haryana	0.54	0.54	0.56
7	Himachal Pradesh	0.06	0.06	0.07
8	Jammu & Kashmir	0.05	0.08	0.09
9	Jharkhand	0.42	0.68	1.79
10	Karnataka	0.71	1.00	1.72
11	Kerala	1.16	1.23	1.61
12	Madhya Pradesh	5.73	6.50	0.32
13	Maharashtra	1.17	3.33	3.49
14	Odisha	0.41	0.65	1.22
15	Punjab	0.02	0.13	0.62
16	Rajasthan	1.05	1.41	2.05
17	Tamil Nadu	1.11	1.23	1.36
18	Telangana	0.00	0.00	2.26
19	Uttar Pradesh	4.48	4.03	6.34
20	Uttarakhand	0.12	0.23	0.25
21	West Bengal	0.53	0.74	2.20
22	Andaman & Nico.	0.00	0.00	0.00
23	Dadra & Nagar Hav.	0.00	0.00	0.00
24	Daman & Diu	0.00	0.00	0.01
25	Chandigarh	0.00	0.00	0.00
26	Delhi	0.01	0.01	0.00
27	Puducherry	0.02	0.05	0.00
28	Assam	0.18	0.38	0.68
29	Manipur	0.10	0.00	0.09
30	Tripura	0.30	0.25	0.30
31	Sikkim	0.01	0.01	0.01
	Total:	34.26	38.42	33.19

Note: No. of Beneficiaries for 2014-15 will be received from States/UTs along with the proposals for 2015-16.

2.68 Keeping in view the meager rates of scholarship and when the Department was asked about the revision of the rates of scholarship, it stated that:

“The scheme was launched in 1998-99 and was last revised in 2011-12. At present, there is no plan to revise the scholarship rates under this Scheme. Considering the low allocation under this Scheme, the intention of the Ministry has been to cover as many poorest of the poor students as possible by keeping the rates unchanged.”

2.69 Further, it was informed that in 2007-08, evaluation of implementation of the Scheme was conducted by Centre for Research, Planning and Action, New Delhi. The key recommendations were: (i) Management should ensure timely release of scholarship amount (ii) The income slab should be increased (iii) Scholarship amount should be released at the beginning of the session (iv) Parents and Guardians of the Students should be included in the Managing Committee (v) Books, Uniforms and Stationery should be provided to the Students instead of money (vi) Amount of scholarship should be increased.

The Department admitted its inability to enhance the rates in view of the limited budgetary support being provided.

2.70 Regarding disbursement of the money to the eligible candidates, the Secretary in her deposition before the Committee stated:

“The problem is that the State Government has to make the money available.

... We are trying in those States where the State Governments are not releasing the money on time, this is a very important issue. We have to take it up with the States strongly. In that case there should be some disincentive. The States which take money on time but do not release it on time, we have to review them before releasing further any amount to them.”

2.71 The Committee note that the Backward Class Division of the Department of Social Justice and Empowerment runs the scholarship schemes for Backward Classes, Economically Backward Classes and Students of Denotified Tribes. Post Matric Scholarship Scheme for OBC Students is one of them which aims at promoting higher education by providing financial support to OBC students studying at Post Matric/Post Secondary Levels including Ph.D. Degree. The Committee note that the rates of scholarship provided to the students for the day scholars as well as for hostellers are not at all sufficient and justified as per the current consumer price index. The Committee, therefore, recommend that the rates of scholarship for day scholars as well as hostellers be revised. The Committee also desire that the Department should pursue Ministry of Finance to increase allocation of funds under the scheme to include more candidates so as to keep the number of eligible candidates at par with the OBC population of the country.

2.72 The Committee are unhappy to observe that the allocated funds could not be used fully under the scheme due to 10 per cent mandatory allocation for North Eastern States which is never fully utilized. The Committee urge the Department to take up the matter again with the Ministry of DoNER to examine the 10 per cent mandatory allocation for 4 out of 8 North Eastern States which have no OBC population at all. As receiving UCs late is the prime cause of under-utilization, the Committee desire that the Department, in coordination with the State Governments, should monitor the scheme and set a defined procedure to obtain Utilization Certificates from the States/UTs in time. The Secretary, in her

deposition, informed the Committee that State Governments are responsible for delays in releasing the scholarship money to the concerned students. In Committee's view blaming the States for delays in releasing the scholarship money to the students does not give the Department any alibi to shun its responsibility in the matter. The Committee, therefore, strongly recommend the Department to take up the matter seriously with the State Governments, adopt stringent measures to ensure timely disbursement of money to the students and take punitive action against those officials who are responsible for these delays which adversely affects the future of the students.

D SOCIAL DEFENCE

Integrated Programme for Older Persons (IPOP)

2.73 Under the Scheme, financial assistance up to 90 per cent of the project cost is provided to Government/ Non-Governmental Organizations/Panchayati Raj Institutions/ local bodies etc. for establishing and maintaining old age homes, day care centres and mobile medicare units. The Scheme has been revised w.e.f. 1.4.2008. Besides increase in amount of financial assistance for existing projects, several innovative projects have been added as being eligible for assistance under the Scheme. Some of these are:

- Maintenance of Respite Care Homes and Continuous Care Homes
- Running of Day Care Centres for Alzheimer's Disease/ Dementia Patients
- Physiotherapy Clinics for older persons
- Help-lines and Counseling Centres for older persons
- Sensitizing programmes for children particularly in Schools and Colleges
- Regional Resource and Training Centres
- Training of Caregivers to the older persons
- Awareness Generation Programmes for Older Persons and Care Givers
- Formation of Senior Citizens Associations etc.

The eligibility criteria for beneficiaries of some important activities/ projects supported under the Scheme are:

- Old Age Homes - for destitute older persons
- Mobile Medicare Units - for older persons living in slums, rural and inaccessible areas where proper health facilities are not available
- Respite Care Homes and Continuous Care Homes - for older persons seriously ill requiring continuous nursing care and respite

2.74 The Department furnished following figures for BE, RE and AE for the previous three years and BE for the year 2015-16:

(Rs. in crore)

Year	BE	RE	Actual Expenditure
2012-13	40.00	18.00	18.21
2013-14	45.00	21.95	15.57
2014-15	50.00	25.00	10.45
2015-16	55.00	-	-

2.75 Elaborating the schemes added under the Integrated Programme for Older Persons the Department informed that the programmes were added when the scheme of IPOP was revised w.e.f. 1.4.2008 along with the revision of cost norms. Grant in Aid is being released for such programmes also, as and when project proposals are received and are approved for financial assistance by the Ministry as per the Scheme of IPOP.

2.76 Regarding enhancing the demands for grants every year despite the fact that the allocated amount remained unspent each year, the Department replied that the under-utilization of funds occur mostly due to the reasons not attributable to the Ministry. Adequate budgetary allocation has to be sought keeping in view the financial and physical target proposed to be met in respect of the ongoing programmes/projects under the Plan Scheme of IPOP. Cost norms of the IPOP scheme have been revised, which will be effective from 1.4.2015. The percentage enhancement in the rates of the financial assistance varies from 43 per cent to 274 per cent. In view of the same, enhanced allocation was sought for implementation of the revised cost norms effective from the FY 2015-16.

2.77 Regarding the steps taken by the Department to overcome the problem of receiving proposals late from the State Governments/UTs in the current financial year, the Department stated that the State Governments have been advised from time to time

to ensure timely submission of the completed proposals to the Ministry. It has also been impressed upon the Governments that the proposals should invariably be supported with the requisite documents such as Inspection Reports, Minutes of the State Grants-in-Aid Committee Meetings etc. The NGOs have also been advised periodically to ensure submission of the complete applications with all supporting documents and Utilization Certificate (UC). In addition, from the year 2014-15, the application for grants-in-aid has been made online so that the NGOs could submit the applications online and the respective State Governments could forward the same to the Ministry electronically for further processing. This will result in cutting down of delays and also in improvement of transparency.

2.78 In respect of utilizing the enhanced budgetary allocation in the year 2015-16, the Department stated that the system of online processing of applications for GIA and release/monitoring of expenditure implemented during 2014-15 has been facing some technical problems at the initial stage. It is expected that the same will be fully operational from the year 2015-16 which will ensure smooth and expeditious processing of GIA cases. Further, additional manpower has been sought to augment the existing staff strength to be commensurate with the workload.

2.79 The Committee note that Integrated Programme for Older Persons (IPOP) is an important scheme dealing with the issues relating to senior citizens in the society under which financial assistance upto 90 per cent of the project cost is provided to Government/Non-Governmental Organizations/Panchayati Raj Institutions/local bodies etc. The Committee are concerned to note that amount allocated under the Scheme at the BE stage was Rs. 50 crore in 2014-15 which was cut down to Rs. 25 crore at RE stage and the Department could utilize only Rs. 10.45 crore. Having noted the fact that there is more than 50 per cent shortfall in expenditure by the Department every year, the reason being recommendations from most of the States/UTs are received in the third or fourth quarter of the financial year, the Committee urge the Department to set up a strong monitoring mechanism to ensure timely receipt of appropriate recommendations from concerned States/UTs. The Committee also recommend the Ministry to examine the extension of some more facilities to older persons by Central / State Governments, including CGHS as well as revising dispensary ceiling thereunder to provide them desired social and health security.

**New Delhi;
24 April, 2015
4 Vaisakha, 1937 (Saka)**

**RAMESH BAIS,
Chairman,
Standing Committee on Social
Justice and Empowerment.**

**MINUTES OF THE SIXTEENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON MONDAY, 30th MARCH, 2015**

The Committee met from 1215 hrs. to 1400 hrs. in Committee Room 'C',
Parliament House Annexe, New Delhi.

PRESENT

SHRI RAMESH BAIS - CHAIRMAN

**MEMBERS
LOK SABHA**

2. Shri Jasvantsinh Sumanbhai Bhabhor
3. Kunwar Bharatendra
4. Shri Dilip Singh Bhuria
5. Shri Santokh Singh Chaudhary
6. Shri Sher Singh Ghubaya
7. Shri Sadashiv Lokhande
8. Prof. A.S.R. Naik
9. Shri Asaduddin Owaisi
10. Sadhvi Savitri Bai Phule
11. Smt. Neelam Sonkar

RAJYA SABHA

12. Shri Ahamed Hassan
13. Smt. Mohsina Kidwai
14. Shri Nand Kumar Sai
15. Smt. Vijila Sathyananth

SECRETARIAT

1. Shri A.K. Singh - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Shri Kushal Sarkar - Additional Director

**REPRESENTATIVES OF THE MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT
(DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT)**

Sl. No.	Name	Designation and Organization
1.	Smt. Anita Agnihotri	Secretary, Department of Social Justice and Empowerment
2.	Smt. Ghazala Meenai	Joint Secretary, Department of Social Justice and Empowerment
3.	Smt. Sujata Sharma	Economic Advisor, Department of Social Justice and Empowerment
4.	Shri Shyam Kapor	Joint Secretary, Department of Social Justice and Empowerment
5.	Shri B.L. Meena	Joint Secretary, Department of Social Justice and Empowerment
6.	Ms. Kiran Puri	Joint Secretary & Financial Advisor, Department of Social Justice and Empowerment
7.	Smt. Aindri Anurag	Joint Secretary, Department of Social Justice and Empowerment
8.	Shri Mukat Singh	Deputy Director General, Department of Social Justice and Empowerment
9.	Shri R.K. Singh	CMD, NSFDC
10.	Shri M. Nagaraj	Managing Director, NSKFDC
11.	Shri A.A. Naqvi	Managing Director, NBCFDC
12.	Shri Arvind Kathuria	General Managing (Finance), NBCFDC

2. At the outset, the Chairman welcomed the Secretary and other accompanying officers of the Department of Social Justice and Empowerment and invited their attention to the provisions contained in Direction 55(1) of the Directions by the Speaker, Lok Sabha.

3. The Chairman, thereafter, asked the Secretary to brief the Committee on Demands for Grants (2015-16) pertaining to her Department.

4. The Secretary then briefed the Committee about the performance of the Department, detailing the budgetary allocations, actual expenditure incurred/physical targets achieved under various schemes/programmes with help of a power point presentation. The broad issues discussed at the meeting relating to Demands for Grants (2015-16) of the Department are as follows :-

- (i) Remarkable shortfall in over all expenditure of the allocated funds under Plan head provided to the Department for welfare of the targeted groups in majority of schemes.
- (ii) Zero expenditure of the allocated funds under PMAGY in the last three years still enhancing the Budget Estimates for the year 2015-16 by 100%.
- (iii) Identification, elimination and rehabilitation of manual scavengers throughout the country through proper and effective implementation of "Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013".
- (iv) Strategy adopted to deal with the perennial problem of late receipt of utilization certificates by the Department from State Governments/ Implementing Agencies.
- (v) Under-utilization and diversion of funds to other Schemes under Special Central Assistance (SCA) to Scheduled Castes Sub Plan.
- (vi) Under-utilization of funds under the Pre-matric and Post-matric Scholarship Schemes for Scheduled Castes and Backward Classes.
- (vii) Diversion of funds allocated under various educational schemes of Scholarships for Scheduled Castes and Backward Classes.
- (viii) New schemes and initiatives related to Senior Citizens and beggars.
- (ix) Inclusion of the transgender persons and economically backward classes in the list of targeted groups and the schemes related to them.

5. The representatives of the Department responded to the queries by the Members to the extent possible. The Chairman requested the Secretary to furnish written replies to the unanswered queries raised by Members to the Secretariat by 8th April, 2015.

6. The Chairman then thanked the Secretary and other officials of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) for giving valuable

information to the Committee on the subject and expressing their views in a free and frank manner on various issues raised by the Members.

A copy of the verbatim proceedings of the sitting was kept for record.

[The representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) then withdrew]

(The Committee then adjourned)

**MINUTES OF THE TWENTY FIRST SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON FRIDAY, 24TH APRIL, 2015**

The Committee sat from 1500 hrs. to 1515 hrs. in Committee Room 'B',
Parliament House Annexe, New Delhi.

PRESENT

SHRI RAMESH BAIS - CHAIRMAN

**MEMBERS
LOK SABHA**

2. Kunwar Bharatendra
3. Shri Santokh Singh Chaudhary
4. Smt. Maragatham K.
5. Shri Kariya Munda
6. Prof. Sadhu Singh

RAJYA SABHA

7. Smt. Jharna Das Baidya
8. Shri Ahamed Hassan
9. Shri Nand Kumar Sai
10. Smt. Vijila Sathyananth

LOK SABHA SECRETARIAT

1. Shri Ashok Kumar Singh - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Shri Kushal Sarkar - Additional Director

STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No.	Para	Observations/Recommendations
(1)	(2)	(3)
1	2.17	<p>The Committee are deeply concerned to note the perennial trend of under-utilization of funds by the Department of Social Justice and Empowerment. Even during 2014-15 also, against BE of Rs. 6165 crore, the RE was Rs. 5400 crore and the AE Rs. 5354.64 crore. The reasons attributed by the Department for under utilization of funds are late submission of project proposals by the State Governments and submission of proposals either with incomplete documents or papers not in sync with the scheme guidelines which result in less expenditure of the budgetary allocation during the initial months and then Finance Ministry imposes cut / reduction in the allocation in the RE based on the trend of expenditure during the first and second quarter. The Committee desire the Department to persistently impress upon the States to forward the selected proposals positively by the second quarter of the Financial Year so that the reduction / cut at the RE stage by the Ministry of Finance could be prevented. The Committee also desire that the Department may formulate new guidelines for the welfare schemes under which proposals from the State Governments can be forwarded for the coming financial year too so that the problem of receiving proposals late can be solved and the funds could be utilized in full.</p>
2	2.18	<p>The Committee note that the Department of Social Justice and Empowerment submitted demand for Rs. 9367.35 crore for the year 2015-16 which was reduced to Rs. 6467.00 crore at BE stage. The reasons assigned for this enhanced demand are revision of cost norms of some of the schemes with increased grant-in-aid, launching of new schemes and increasing number of beneficiaries under the schemes like Post Matric Scholarship for SCs, OBCs etc. The Secretary candidly admitted before the Committee that the difference between Outlay & Approved outlay shortfall was due to late receiving of the proposals by the State Governments/UTs. The Committee are not satisfied with the state of affairs as almost some reasons are advanced by the Department every year for shortfalls in meeting the annual physical targets. The Committee desire that the efforts of the Central Ministries/Departments and State Governments/UT administration should be dove-tailed to enhance pooling of resources for social sector projects and to bring out better utilization of allocated funds with better outputs. The Committee would also like to know the present status of the new schemes/programmes initiated by the Department in the current financial year.</p>

- 3 2.19 The Committee are glad that the Department has been formulating schemes for Economically Backward Classes (EBCs), but at the same time, are equally perturbed by the poor response of the States in not sending the proposals except Rajasthan. The Committee, therefore, impress upon the Department to pursue the matter vigorously with those States who are not forwarding proposals under the scheme with the advisory to send the proposals viz., by the end of second quarter of the financial year. As the mandatory amount of 10 per cent for NE States every year remains unutilised, the Committee desire that the Department should pursue the matter with the Ministry of Development of North Eastern Region (DoNER) to utilize the mandatory provision of 10 per cent provided for the development of North Eastern States. The Committee also wish to know the status of the other new schemes related to EBCs and DNTs which are under finalization by the Department.
- 4 2.20 The Committee are constrained to note the pendency of Utilization Certificates which, as on February, 2015, were 9886. Taking note of the fact that receiving of UCs late in the last quarter of the financial year is one of the prime causes for shortfall in expenditure of the allocated funds, the Committee urge the Department to impress upon the States to forward the proposals of NGOs/implementing agencies by the end of second quarter of the financial year positively so that Department's funds are not curtailed at RE stage.
- 5 2.27 The Committee note that empowerment of the Scheduled Castes through implementation of educational schemes, notably, Post-Matric Scholarship Scheme and Pre-Matric Scholarship Scheme for the children of IX and X classes as well as for the children of those engaged in occupations involving cleaning is the prime objective of the Department of Social Justice and Empowerment. The Committee are dismayed over the inability of the Department to raise these current rates of Pre-Matric Scholarship to the children of those engaged in occupations involving cleaning which are Rs. 110 to the day scholars and Rs. 700 to the hostellers per month. The Committee find these rates of scholarship too less to serve any practical purpose of these children. The Committee, therefore, recommend the Department to take up the matter with the Ministry of Finance and demand an allocation of more funds for the schemes which are meant for the welfare of the most downtrodden and neglected section of the society.
- 6 2.33 Rajiv Gandhi Fellowships for SC Students (RGNF) is a very important scheme for the educational empowerment of SCs and provides financial assistance to Scheduled Caste students for pursuing research studies leading to M.Phil, PhD and equivalent research degrees in universities and research institutions. The Committee, however, are constrained to observe that against the budgetary allocation of Rs. 125 crores in 2012-13, Rs. 100 crore in 2013-14 and Rs. 200 crore in 2014-15, RE was drastically cut down to Rs. 25 crore in 2012-13 and again Rs. 25 crore in 2013-14 and Rs. 150 crore in

2014-15, yet the actual expenditure was nil in 2012-13, only Rs. 24.50 crore in 2013-14 and RS. 148 crore in the year 2014-15. With such a dismal performance the claim of the Department that all the 2000 fellowships have been utilized during 2013-14 and 2014-15 is beyond the comprehension of the Committee. The Committee wonder how the Department was able to award all the 2000 fellowships in the year 2013-14 and 2014-15 when the total amount spent was so varied i.e. Rs. 24.50 crore in 2013-14 and Rs. 148 crore in 2014-15. Expressing their concern over the drastic cut at the RE stage of such a vital scheme, the Committee urge the Department to strictly monitor the scheme in co-ordination with the Ministry of Human Resource Development and UGC and ensure that the list of eligible candidates along with other necessary documents and utilization certificates are forwarded to them in time, so that the deserving SC students get the fellowship and funds meant for the scheme are utilized optimally.

- 7 2.44 The Committee note with concern that in the last three years, the Department has not been able to implement SC components in Pradhan Mantri Aadarsh Gram Yojana (PMAGY) which is for integrated development of the villages having more than 50 per cent population. The Committee are equally concerned to note the 'nil' expenditure in the years 2012-13 and 2013-14 and only 30 per cent expenditure in 2014-15. The Secretary of the Department forthrightly admitted that there was under utilization of funds under this scheme. Taking serious note of this fact, the Committee recommend that the Department should address the impediments faced by it and, if necessary, brings changes in the operational guidelines of the Scheme. The Committee also impress upon the Department to conduct awareness workshops/seminars in the States which have majority of SC population and pursue the States to adopt this scheme for development of social and economic infrastructure in the villages.

The Committee observe that in the expanded phase, ten States have been selected but proposals from these States are still awaited. The Committee desire that the Department pursue these States from time to time to ensure timely receipt of proposals. The Committee also recommend the Department to organize field visits in the selected villages periodically to ensure proper and effective implementation of the Scheme.

- 8 2.45 The Committee note that the Department has relied on XIIIth Five Year Plan for further expansion of the scheme of PMAGY, as the available budget is not enough for expansion of the Scheme. The Committee feel that the Department instead of waiting for next 'Five Year Plan' should pursue the Ministry of Finance for enhanced budgetary allocation for the Scheme in the next financial year.

- 9 2.51 The Committee note that under Special Central Assistance to Scheduled Castes Sub-Plan 100 per cent grant is given to the States/UTs, as an additive to their Scheduled Castes Sub-Plan for economic development of SC population in order to bring them above poverty line through self employment training. The Committee are,

however, unhappy to note that in 2014-15, the allocation of Rs. 1060 crore in BE was reduced to Rs. 1050 crore and only Rs. 587.03 crore were released by the Department. The similar trend of under utilization of budgetary allocation was evident during previous years also. This shortfall has been assigned to less proposals received from the States/UTs by the Department. The Committee express their disapproval over the lackadaisical approach of the States/UTs in submitting the documents timely resulting in less release of crucial funds meant for disadvantaged sections of society. The Committee, therefore, recommend the Department to take up the matter with the defaulting States/UTs at highest level and hold frequent meetings with them besides impressing upon them to timely submit the documents, that too latest by the second quarter of the financial year, so that the entire amount allocated for the noble purpose is utilized.

- 10 2.52 Taking cognizance of the reducing trend of funds year after year, the Committee desire the Department to pursue the matter with the Ministry of Finance seriously not to clip the funds of the approved scheme further which are too vital for the overall development of socially and economically disadvantaged sections of our society.
- 11 2.59 The Committee note that “Prohibition of Employment as Manual Scavengers and their Rehabilitation Act, 2013” is a very progressive step in the direction of socio-economic upliftment of the manual scavengers in the country. The Committee, however, are constrained to note that Department was unable to spend even a single penny from the allocated budgetary funds under the scheme during 2014-15 while in the previous years too, less than 50 per cent of the BE was released under the ‘Scheme for Self Employment, Liberation and Rehabilitation of Scavengers’ by the Department. The Secretary too accepted before the Committee that the identification of the manual scavengers has not been carried out in a proper way which has obstructed the proper implementation of the Act.
- 12 2.60 The Committee express their concern that even though a large number of persons are working as manual scavengers in the country, in urban as well as rural areas, no effective mechanism exist to identify them. The Committee recommend that Department of Social Justice and Empowerment being the nodal agency for implementation of the Act, should set up a mechanism, in coordination with the State Governments/UTs, to work at the grass root level to identify the manual scavengers as it is only after identification, the liberation and rehabilitation could be done for their socio-economic development. The Committee also desire to know the work done by the Department in the field of 'identification' in all the affected States during 2015-16. The Committee desire that the Department should pursue the States/UTs to carry out proper identification in the rural areas, as except Uttar Pradesh, no other State has made efforts for identification of manual scavengers in rural areas.
- 13 2.61 Having noted that the Scheme is implemented through State Governments and as is evident from the statement denoting State-

wise number of beneficiaries under the scheme, which only five States/UTs have implemented so far, the Committee recommend that being the nodal agency, the Department of Social Justice and Empowerment should strictly monitor and pursue the State Governments to identify the eligible candidates in their States/UTs. The Committee are dismayed to note that against same BE and RE of Rs. 10 crore, the Department has been able to utilize only RS. 0.18 crore under this scheme as it reflect upon the seriousness of the Department and States/UTs towards the scheme. The Committee are of the considered opinion that the Department should take effective measures to monitor the scheme effectively and pursue the States to utilize the full funds so that the very purpose of the scheme is not defeated.

14 2.71 The Committee note that the Backward Class Division of the Department of Social Justice and Empowerment runs the scholarship schemes for Backward Classes, Economically Backward Classes and Students of Denotified Tribes. Post Matric Scholarship Scheme for OBC Students is one of them which aims at promoting higher education by providing financial support to OBC students studying at Post Matric/Post Secondary Levels including Ph.D. Degree. The Committee note that the rates of scholarship provided to the students for the day scholars as well as for hostellers are not at all sufficient and justified as per the current consumer price index. The Committee, therefore, recommend that the rates of scholarship for day scholars as well as hostellers be revised. The Committee also desire that the Department should pursue Ministry of Finance to increase allocation of funds under the scheme to include more candidates so as to keep the number of eligible candidates at par with the OBC population of the country.

15 2.72 2.72 The Committee are unhappy to observe that the allocated funds could not be used fully under the scheme due to 10 per cent mandatory allocation for North Eastern States which is never fully utilized. The Committee urge the Department to take up the matter again with the Ministry of DoNER to examine the 10 per cent mandatory allocation for 4 out of 8 North Eastern States which have no OBC population at all. As receiving UCs late is the prime cause of under-utilization, the Committee desire that the Department, in coordination with the State Governments, should monitor the scheme and set a defined procedure to obtain Utilization Certificates from the States/UTs in time. The Secretary, in her deposition, informed the Committee that State Governments are responsible for delays in releasing the scholarship money to the concerned students. In Committee's view blaming the States for delays in releasing the scholarship money to the students does not give the Department any alibi to shun its responsibility in the matter. The Committee, therefore, strongly recommend the Department to take up the matter seriously with the State Governments, adopt stringent measures to ensure timely disbursement of money to the students and take punitive action against those officials who are responsible for these delays

which adversely affects the future of the students.

- 16 2.79 **2.79** The Committee note that Integrated Programme for Older Persons (IPOP) is an important scheme dealing with the issues relating to senior citizens in the society under which financial assistance upto 90 per cent of the project cost is provided to Government/Non-Governmental Organizations/Panchayati Raj Institutions/local bodies etc. The Committee are concerned to note that amount allocated under the Scheme at the BE stage was Rs. 50 crore in 2014-15 which was cut down to Rs. 25 crore at RE stage and the Department could utilize only Rs. 10.45 crore. Having noted the fact that there is more than 50 per cent shortfall in expenditure by the Department every year, the reason being recommendations from most of the States/UTs are received in the third or fourth quarter of the financial year, the Committee urge the Department to set up a strong monitoring mechanism to ensure timely receipt of appropriate recommendations from concerned States/UTs. The Committee also recommend the Ministry to examine the extension of some more facilities to older persons by Central / State Governments, including CGHS as well as revising dispensary ceiling thereunder to provide them desired social and health security.