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**STANDING COMMITTEE ON SOCIAL JUSTICE AND
EMPOWERMENT (2018-2019)**

(SIXTEENTH LOK SABHA)

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

**ASSESSMENT OF THE WORKING OF SCHEME OF
SPECIAL CENTRAL ASSISTANCE TO SCHEDULED
CASTES SUB PLAN (SCA TO SCSP)**

SIXTY-FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

January, 2019/Pausha, 1940 (Saka)

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CASTES SUB PLAN (SCA TO SCSP)**

Presented to Lok Sabha on 03.01.2019

Laid in Rajya Sabha on 03.01.2019



**LOK SABHA SECRETARIAT
NEW DELHI**

January, 2019/Pausha, 1940 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL
JUSTICE AND EMPOWERMENT (2016-2017)**

SHRI RAMESH BAIS - CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Kantilal Bhuria
3. Shri Santokh Singh Chaudhary
4. Shri Sher Singh Ghubaya
5. Shri Jhina Hikaka
6. Shri Prakash B. Hukkeri
7. Shri Bhagwant Khuba
8. Shri Mohanbhai K. Kundariya
9. Shri Sadashiv Kisan Lokhande
10. Smt. K. Maragatham
11. Shri Kariya Munda
12. Prof. Seetaram Ajmeera Naik
13. Shri Asaduddin Owaisi
14. Sadhvi Savitri Bai Phule
15. Dr. Udit Raj
16. Smt. Satabdi Roy (Banerjee)
17. Kunwar Bhartendra Singh
18. Prof. Sadhu Singh
19. Smt. Mamta Thakur
20. Shri Mansukhbhai Dhanjibhai Vasava
21. Shri Tej Pratap Singh Yadav

RAJYA SABHA

22. Smt. Jharna Das Baidya
23. Dr. Tazeen Fatma
24. Shri Chunibhai Kanjibhai Gohel
25. Shri Ahamed Hassan
26. Smt. Sarojini Hembram
27. Dr. Narendra Jadhav
28. Smt. Vijila Sathyananth
29. Smt. Wansuk Syiem
30. Smt. Chhaya Verma
31. Shri Ramkumar Verma

**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL
JUSTICE AND EMPOWERMENT (2018-19)**

SHRI RAMESH BAIS - CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Kanti Lal Bhuria
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4. Shri Rajendra Gavit
5. Shri Sher Singh Ghubaya
6. Shri Jhina Hikaka
7. Shri Faggan Singh Kulaste
8. Shri Sadashiv Kisan Lokhande
9. Smt. K. Maragatham
10. Shri Kariya Munda
11. Shri Asaduddin Owaisi
12. Shri Tapas Paul
13. Dr. Udit Raj
14. Smt. Satabdi Roy (Banerjee)
15. Kunwar Bharatendra Singh
16. Prof. Sadhu Singh
17. Smt. Mamata Thakur
18. Shri Mansukhbhai Dhanjibhai Vasava
19. Dr. Karan Singh Yadav
20. Shri Tej Pratap Singh Yadav
- 21.* Vacant

RAJYA SABHA

22. Smt. Jharna Das Baidya
23. Shri Abir Ranjan Biswas
24. Shri Chunibhai Kanjibhai Gohel
25. Smt. Sarojini Hembram
26. Dr. Narendra Jadhav
27. Smt. Kanta Kardam
28. Smt. Vijila Sathyananth
29. Smt. Wansuk Syiem
30. Smt. Chhaya Verma
31. Shri Ramkumar Verma

* Shri Ch. Malla Reddy has resigned his seat in Lok Sabha w.e.f. 14.12.2018.

LOK SABHA SECRETARIAT

1. Shri Ashok Sajwan - Director
2. Smt. Mamta Kemwal - Director
3. Smt. Shilpa Kant - Sr. Executive Assistant

INTRODUCTION

I, the Chairperson, Standing Committee on Social Justice and Empowerment (2018-19) having been authorized by the Committee to submit the Report on their behalf, do present this Sixty-fourth Report on the subject “Assessment of the working of Scheme of Special Central Assistance to Scheduled Castes Sub Plan (SCA to SCSP)”.

2. The Committee took oral evidence of the representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) on 08.02.2017 and 16.10.2018. The observations of the Committee are based on the appraisal of the evidence of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment).

3. The Committee considered and adopted the Report at their sitting held on 28.12.2018.

4. The Committee wish to express their thanks to the officers of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) for furnishing the written replies and other material/information and for appearing before the Committee to tender their evidence in connection with the examination of the subject.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

New Delhi;
28 December, 2018
07 Pausha, 1940 (Saka)

RAMESH BAIS,
Chairperson,
Standing Committee on Social
Justice and Empowerment.

REPORT

CHAPTER- I

ASSESSMENT OF THE WORKING OF SCHEME OF SPECIAL CENTRAL ASSISTANCE TO SCHEDULED CASTES SUB PLAN (SCA TO SCSP)

INTRODUCTION

1.1 In India, certain social groups such as the Scheduled Castes (SCs) and Scheduled Tribes (STs) have historically been disadvantaged and vulnerable. The Government of independent India has been trying to uplift the Scheduled Castes and Scheduled Tribes right from its very inception. The Governmental attempts to promote the welfare of the SCs and STs can be classified into two groups. (A) Constitutional and legislative measures and (B) Other welfare measures and programmes.

1.2 The Government has incorporated some special provisions in its Constitution for the removal of untouchability and to promote the welfare of SCs and STs. The Constitution ensures the protection and assures the promotion of interests of SCs, STs and other weaker sections of the population in the fields such as:

- (1) political representation,
- (2) representation in services,
- (3) economic development,
- (4) socio-cultural safeguards and

(5) legal support.

1.3 In addition to it, the Preamble of the Constitution of India declares that it assures equality, promotes fraternity, guarantees liberty and ensures justice to one and all. Articles 15, 16, 17, 38 and 46 of the Constitution of India guarantee that the State shall not discriminate between persons on account of their religion or region and caste and creed.

1.4 There are other welfare measures and programmes run by the Government for the upliftment of Scheduled Castes which include:

- (i) Appointment of a National Commission for the Welfare of Scheduled Castes;
- (ii) Centrally Sponsored Schemes for educational upliftment;
- (iii) Expansion of economic opportunities; expansion of employment opportunities and reservation;
- (iv) Upliftment of Scheduled Castes through following Five-Year Plans:
 - (a) Special Component Plan [SCP];
 - (b) Special Central Assistance [SCA];
 - (c) Scheduled Caste Development Corporation [SCDC] .

1.5 For the upliftment of the Scheduled Castes the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) is implementing several schemes amongst which there is a scheme called "Central Sector Scheme of Special Central Assistance (SCA) to Scheduled Castes Sub Plan (SCSP)". This scheme is under implementation since 1980 for the development of Scheduled Castes who form

the major chunk of the country's population living below the poverty line. Under this Scheme 100 per cent grant is given to the States/UTs as an additive to their Scheduled Castes Sub Plan (SCSP) for the benefits of the Scheduled Caste persons living below the poverty line.

1.6 The main objective of the Scheme is to give a thrust to family oriented schemes of economic development of Scheduled Castes (SCs) living below the poverty line, by providing resources for filling the critical gaps through income generating schemes and the schemes of skill development. Since the schemes/programmes for SCs may be depending upon the local occupational pattern and the economic activities available, the States/UTs have been given full flexibility in utilizing SCA with the only condition that it should be utilized in conjunction with SCSP and other resources available from other sources like various Corporations, financial institutions etc.

Criteria for Release of Funds under SCA to SCSP:

1.7 The criterion for Notional Allocation to the States/UTs under the Scheme of SCA to SCSP as per the extant guidelines is as follows:

On the basis of SC population of the States/UTs.	40%
On the basis of relative backwardness of the States/UTs (inverse of State Per Capita Domestic Product)	10%
On the basis of the percentage of SC families in the States/UTs covered by composite economic development Programmes in the Plans to enable them to cross the Poverty line	25%
On the basis of the Special Component Plan to the Annual Plan as compared to the SC population percentage in the States/UTs	25%

Salient Features of the Scheme of SCA to SCSP:

1.8 The following are the important features of the Scheme of Special Central Assistance to Scheduled Caste Sub Plan:

- I. A subsidy amount of Rs 10,000 maximum for various income generating activities is admissible to SC beneficiary (50 per cent of the project cost or maximum of Rs 10,000 per beneficiary) ;
- II. 15 per cent of the total SCA released to the States/UTs should be utilized exclusively on viable income generating economic development schemes/programmes for SC women;
- III. 5 per cent of the total SCA released to the States/UTs should be utilized exclusively for the economic development of disabled persons among SCs;
- IV. 2 per cent of the total budget allocation for the scheme will be earmarked for North Eastern States implementing Special Component Plan (SCP) for SCs.
- V. Up to 10 per cent of the funds for Infrastructural Development in the SC villages having more than 50 per cent of the SC population;
- VI. At least 10 per cent of the funds for Skill Development Programmes for SC beneficiaries;
- VII. 3 per cent of the funds for supervision, monitoring and evaluation of the Scheme to the States/UTs.

VIII. SCA funds have to be used in conjunction with SCSP allocations of the States/UTs.

Demographic profile of the Scheduled Castes

1.9 Population of SCs according to the Census 2001 was 16.67 crores, which constituted 16.2 per cent of the total population. Total estimated Scheduled Caste population as per census 2011 is slightly more than 20 crore.

1.10 As per the Census, 2011, sex ratio amongst SCs is 945 which is slightly higher than for the general population at 933. More than 80 per cent of the total Scheduled Caste population of the country resides in 10 States. State-wise SC population is presented below:

Details of State/UT-wise percentage of Scheduled Castes Population

(As per 2011 Census)

Sl. No.	State/UT	% of Share of SC total Population
1	Andaman and Nicobar	--
2	Andhra Pradesh	17.10
3	Arunachal Pradesh	--
4	Assam	7.16
5	Bihar	15.96
6	Chandigarh	18.88
7	Chattisgarh	12.82
8	Dadar and Nagar Haveli	1.80
9	Daman and Diu	2.52
10	Goa	1.75
11	Gujarat	6.75
12	Haryana	20.17
13	Himachal Pradesh	25.22
14	Jammu and Kashmir	7.37
15	Jharkhand	12.09
16	Karnataka	17.14
17	Kerala	9.10
18	Lakshadweep	--

19	Madhya Pradesh	15.62
20	Maharashtra	11.81
21	Manipur	3.58
22	Meghalaya	0.59
23	Mizoram	0.11
24	Nagaland	--
25	NCT of Delhi	26.15
26	Odisha	17.14
27	Puducherry	15.78
28	Punjab	31.98
29	Rajasthan	17.81
30	Sikkim	4.65
31	Tamil Nadu	20.01
32	Telanagana	15.45
33	Tripura	17.84
34	Uttar Pradesh	20.72
35	Uttarakhand	18.71
36	West Bengal	23.50
	All India	16.64

Source: Registrar General of India (RGI)

1.11 The Committee note that the Scheme of Special Central Assistance to Scheduled Castes Sub Plan (SCA to SCSP) is a Central Sector Scheme under which 100 per cent grant is given to the States/UTs as an additive to their Scheduled Castes Sub Plan (SCSP) for the Welfare of Scheduled Caste persons living below the poverty line through Income Generating Schemes and Schemes of Skill Development. As the overall development of Scheduled Castes persons, who are economically, educationally and socially backward in our society, is the main prerogative of the Department of Social Justice and Empowerment, the Committee desire that the Department's role should not be limited only to release funds to the States but also to ensure proper and effective implementation and monitoring of the Schemes so that economic development could reach the intended beneficiaries. This can be only be done by regular assessment of the Schemes by sending the officials to the fields and places in States/UTs where the funds have been released and spent. The Committee may also be informed the mechanism, the Department has devised/evolved to carry out the assessment apart from believing the data sent by State Governments/UT Administrations.

CHAPTER II

ALLOCATION OF FUNDS UNDER SCA TO SCSP

2.1 When the Department was asked about the funds allocated, actual release and the percentage of total utilization of funds under the scheme of SCA to SCSP, with respect to RE, the following statement was forwarded by the Department:-

Year	Revised Estimate	Actual Release	Rs. in crore
			Utilization w.r.t. RE (in %)
2014-15	700.00	700.00	100.00
2015-16	800.00	800.00	100.00
2016-17	800.00	797.90	99.73
2017-18	800.00	731.27	91.40

2.2 Regarding total number of beneficiaries under Income Generating Schemes as well as Schemes of Skill Development, the Department furnished the following statement for the past four years:-

Year	Under Income Generating Schemes	Under Skill Development
2013-14	5,89,076	73,347
2014-15	5,73,432	69,127
2015-16	5,80,025	1,04,387
2016-17	6,15,257	91,418

2.3 According to the Department, the data for 2017-18 was not available with the Department.

2.4 When the Department was asked about the allocation and release to the States/UTs under the Scheme during the last five years, the Department furnished the following information:

State-wise details of allocation and release under Special Central Assistance to Scheduled Castes Sub Plan (SCA to SCSP)

Sl. No.	States/UTs	2013-14		2014-15		2015-16		2016-17		2017-18	
		Notional Allocation	Actual Release	Notional Allocation	Actual Release	Notional Allocation	Actual Release	Notional Allocation	Actual Release	Notional Allocation	Actual Release
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1	Andhra Pradesh	134.90	134.90	37.57	24.25	37.02	37.02	28.25	28.25	33.77	33.77
2	Assam	12.84	0.00	14.79	0.00	10.11	0.00	6.16	6.08	11.85	14.13
3	Bihar	108.88	44.19	104.44	31.56	103.71	103.57	82.15	38.87	66.22	0.00
4	Chattisgarh	18.67	10.27	27.59	27.59	26.10	12.76	16.99	16.99	13.10	68.07
5	Gujarat	15.57	10.64	25.74	10.11	22.62	10.45	17.56	17.56	16.30	0.00
6	Goa	0.25	0.00	0.23	0.00	0.24	0.00	0.05	0.00	0.08	0.00
7	Haryana	21.40	13.66	26.18	0.00	24.98	0.00	17.52	17.52	20.44	11.17
8	Himachal Pradesh	12.74	12.73	13.10	13.10	13.24	12.54	6.08	6.08	6.94	13.00
9	Jammu and Kashmir	6.32	0.00	6.37	0.00	6.79	5.12	3.07	3.07	3.67	4.07
10	Jharkhand	18.30	13.76	18.23	16.06	17.88	14.15	11.00	11.00	15.91	8.45
11	Karnataka	73.99	133.97	113.19	113.19	98.56	90.87	31.97	31.97	41.89	81.89
12	Kerala	15.95	10.12	14.34	8.28	14.97	14.97	10.50	5.50	12.17	14.52
13	Madhya Pradesh	73.11	71.10	52.55	52.55	97.41	91.99	78.80	78.80	45.32	47.59
14	Maharashtra	46.04	26.97	56.11	30.10	55.37	31.61	42.34	42.34	53.04	0.00
15	Manipur	0.72	0.00	0.93	0.00	0.73	0.73	0.31	0.27	0.52	0.00
16	Odisha	45.86	22.36	34.09	22.58	38.45	23.98	24.05	24.05	28.70	50.70
17	Punjab	34.01	0.00	44.18	0.00	69.30	27.09	52.40	52.40	35.41	0.00
18	Rajasthan	51.48	31.67	60.27	60.27	59.73	34.38	42.90	14.41	48.83	56.83
19	Sikkim	0.39	0.20	0.30	0.29	0.19	1.09	0.48	0.48	0.15	1.50
20	Tamil Nadu	63.54	147.58	69.34	69.34	66.50	36.37	49.71	178.46	57.72	57.72
21	Telangana	0.00	0.00	24.16	24.16	23.81	23.81	11.88	36.88	21.68	41.68
22	Tripura	7.05	7.05	8.03	13.71	5.67	14.88	9.06	9.06	3.48	23.48
23	Uttar Pradesh	187.08	0.00	214.23	99.56	193.16	104.89	164.49	92.01	165.44	117.01
24	Uttarakhand	9.22	7.92	9.04	0.00	9.63	0.00	4.43	0.00	7.57	0.00
25	West Bengal	90.69	90.69	83.30	83.30	107.28	107.28	83.86	83.85	85.80	85.80
26	Chandigarh	1.00	0.47	0.84	0.00	2.00	0.44	2.00	2.00	2.00	0.47

27	Delhi	0.67	0.00	0.56	0.00	1.31	0.00	1.39	0.00	1.87	0.00
28	Puducherry	0.33	0.00	0.28	0.00	0.69	0.00	0.61	0.00	0.13	0.00
	Total	1051.00	790.25	1060.00	700.00	1107.44	800.00	800.00	797.90	800.00	731.85

2.5 When asked why some States like Bihar, Gujarat, Maharashtra etc. have not been granted funds in the year 2017-18, the Department replied that some of the States have not submitted Utilization Certificates in time hence these States were not able to avail further funds under SCA to SCSP.

2.6 When the Department was asked about the steps been taken to deal with the issue of late/non-submission of UCs by the States, the Department replied, “due to regular interventions by the Department, the States like Uttar Pradesh, Assam and Chattisgarh have submitted the pending Utilization Certificates and Annual Action Plan during 2017-18 and accordingly funds were released to these States. In case of other States like Bihar and Gujarat, regular meetings have been held at different levels to pursue them to submit the pending documents in order to enable the Department to release funds. Written communications are also being sent at the level of Secretary, Department of Social Justice and Empowerment to Chief Secretaries of defaulting States in this regard.”

2.7 The Committee note that there are some States like Bihar, Gujarat, Goa, Punjab and Maharashtra, where there was no allocation of funds in 2017-18. The Committee also note that no funds had been released from the year 2014-15 to 2017-18 to Uttarakhand and Delhi. The reason given to the Committee was that these States did not forward Utilization Certificates and/or Annual Action Plan in prescribed time limit due to which no funds were released to them from the Centre. The Committee wonder that when the States like Punjab, where there is highest percentage of Scheduled Caste population and Bihar which has fifth largest absolute Scheduled Caste population in the country, are not getting assistance from Centre to run this Scheme, what is the purpose of running this Scheme. Taking note of the fact that the Schemes running under SCSP in the States having higher number of Scheduled Caste population would be hampered if these States do not receive adequate funds from the Centre, the Committee recommend the Department not to stop the release of funds totally for the entire year but release a proportion of the notional allocation to the States having remarkable number of Scheduled Caste population. More so, in the meanwhile, the States should be prescribed a time limit and pursued vigorously to submit Utilisation Certificates and Annual Action Plans as required.

2.8 The Committee note that late/non submission of Utilisation Certificates (UCs) is a recurring feature of some of the States/UTs which is evident in other Schemes too. This Scheme intends to perform welfare activities for socially-economically backward and downtrodden section of Society. The Committee are dismayed to note that due to non/late submission of Utilisation Certificates, development programmes/Schemes are inversely affected in these States. The Committee, therefore, desire that on the lines of the action taken by the Department to achieve UCs from Uttar Pradesh, Assam and Chhattisgarh, it should take extra measures to pursue other defaulter States too, to submit pending UCs at the earliest.

CHAPTER III

IMPLEMENTATION OF RECOMMENDATIONS OF “TASK FORCE TO REVIEW GUIDELINES ON SCHEDULED CASTES SUB-PLAN AND TRIBAL SUB-PLAN” WITH RESPECT TO SCA TO SCSP

3.1 In June, 2010, erstwhile Planning Commission set up a Task Force to Review Guidelines on Scheduled Castes Sub-Plan (SCSP) and Tribal Sub-Plan (TSP) under the Chairmanship of Dr. Narendra Jadhav, Member, Planning Commission. The terms of reference of the Task Force were: (i) to re-examine and revise the Guidelines of 2005-06 issued by the Planning Commission for implementation of SCSP and TSP; (ii) to understand the operational difficulties in consultation with implementing Ministries and suggest remedial action so that SCSP and TSP can be implemented effectively. The Task Force guidelines were accepted by the Government and recommendations pertaining earmarking of funds and implementation of schemes were accepted and obligated 24 and 28 Central Ministries/Departments respectively for SCSP and TSP.

3.2 From the financial year 2017-18, when Plan and Non-plan classification of expenditure were merged, the Task Force Guidelines were revised by the NITI Aayog and obligated 41 Central Ministries/Departments to earmark funds for welfare of SCs and STs. Considering New Guidelines, 37 and 29 Ministries/Departments allocated funds for welfare STs and SCs respectively. The Task Force Guidelines were revised and the revised / new guidelines are being implemented from the financial year 2018-19. .

3.3 It is further informed by the Department that prior to 2017-18, the name of the scheme was Scheduled Caste Sub Plan (SCSP). From 2017-18 onwards the nomenclature of the scheme was changed as Allocation for Welfare of Scheduled Castes (AWSC). Now from 2018-19 the proposed nomenclature is Development Action Plan for Scheduled Caste (DAPSC). Out of 41 Ministries/ Department, 29 Ministries/Department are earmarking the funds for welfare of Scheduled Caste in various schemes under AWSC.

3.4 When enquired regarding out of the total recommendations made by the “Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan”, how many have been accepted/exactly implemented by the Government, the Department replied that, “the following five recommendations have been accepted and implemented by the Government :

- (i) Criteria for categorizing plan expenditure under Scheduled Castes Sub-Plan.
- (ii) Classification of Ministries according to their obligation to earmark their plan outlay/expenditure under SCSP.
- (iii) Ministry wise targets for earmarking plan outlay under SCSP.
- (iv) Placing of Earmarked Funds for SCSP under the Separate Budget Head ‘789’.
- (v) Strengthening of Administrative Arrangements for Planning and Implementation of SCSP.”

3.5 When further asked about the current status of recommendations which have been accepted by the Government, the Department stated that, “the accepted recommendations have been implemented by the Government as follows :

- (i) Plan expenditure are now booked on Poverty Alleviation and individual beneficiary oriented schemes under SCSP and expenditure also booked for other schemes in Scheduled Caste concentration areas.
- (ii) Ministry which implements some beneficiary oriented scheme are earmarking 15 per cent of their Annual Plan Outlay under Scheduled Castes Sub-Plan.
- (iii) Ministries/Departments, which mainly implement beneficiary oriented schemes in the primary sector (agriculture, animal husbandry etc), higher education, skill development etc. are earmarking 15 to 16.2 per cent of their plan outlay under SCSP.
- (iv) Ministries/Departments are earmarking outlay for expenditure on the schemes which is incurred in Scheduled Caste concentration areas.
- (v) The Ministries/Departments have already made provision to reflect Minor Heads relating to Scheduled Castes Sub Plan in the Detailed Demands for Grants by opening a minor head code ‘789’ for SCSP.
- (vi) Concerned Ministries/Departments have appointed Nodal Officers at the level of Joint Secretary to monitor the financial progress so that they properly implement SCSP.”

3.6 When enquired about the difficulties being faced by the Ministry regarding recommendations made by the ‘Task force to Review Guidelines on Scheduled Castes

Sub-Plan and Tribal Sub-Plan', which are yet to be implemented, the Department replied that "all the accepted recommendations have been implemented by the Government smoothly."

3.7 When enquired about how many Ministries are actually facing difficulties in implementing the recommendations of the 'Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan', the Department replied that "the recommendations of the Task Force are being implemented by all the Ministries selected under SCSP. There are some minor operational problems which are being rectified through regular meetings and constant review by the Department of Social Justice and Empowerment."

3.8 When the Department was enquired about the present Guidelines of the Scheme of SCA to SCSP, the Department expressed their unawareness about the revision of the Guidelines of 2013 and were unable to furnish the revised Guidelines by the NITI Aayog which have been forwarded to the Departments/Ministries for earmarking of funds in 2018.

3.9 The Committee are distressed to find that the Guidelines for the Scheme of SCSP have been revised in 2018 and the Committee were kept unaware of it. The Committee observe that the Department was aware of the fact that the scheme of SCA to SCSP is under active examination of the Committee, still the Department did not feel the need of informing the Committee that revised Guidelines for the Scheme of SCSP have come into existence and the concerned Ministries/Departments have been issued directions to comply with it according to the revised Guidelines. The Committee expect the Department not to repeat such kind of behavior and take the Committee so lightly in future. The Committee also direct the Department to keep them informed of the latest developments on the subjects under examination by the Committee.

Implementation of Non-lapsability Feature under SCSP

3.10 The 'Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan', had recommended that SCSP and TSP funds (shown respectively under the Minor Head 789 and 796 of all Ministries) remaining unutilized at the end of a financial year may be transferred, on the lines of the Non-lapsable Central Pool of Resources (NLCPR) for the North Eastern Region, to two Pools to be named as “Non-lapsable Central Pool of SCSP Funds (NLCPSF)” and “Non-lapsable Central Pool of TSP Funds (NLCPTF)” - two Heads to be created in the Public Account similar to that created for NER. The funds from these non-lapsable pools may be allocated to the Ministry of Social Justice and Empowerment and Ministry of Tribal Affairs respectively for implementing schemes for SCs and STs Development as well as for providing incentives to State Governments for effective implementation of SCSP and TSP, which may form a part of Central Assistance for State Plans.

3.11 When it was asked that in pursuance of this recommendation what steps have been taken by the Department for creation of non-lapsable pool of funds of SCSP, it was replied that “the Government has not accepted the recommendation”.

3.12 When asked which recommendations of the 'Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan' are not accepted by the Ministry and why, the Department replied, “the recommendation related to implementation of Non-lapsability feature “wherein it was inter-alia suggested to allocate funds to Ministry of Social Justice and Empowerment for implementing the schemes of SCs etc. have not been implemented so far.”

3.13 In the information forwarded by NITI Aayog, the Committee were informed that “the non-lapsable feature was not considered for implementation in the erstwhile Planning Commission. However, NITI Aayog has examined the issue of underutilisation and un-utilisation of SCSP and TSP funds by some Ministries/ Departments and suggested to Department of Expenditure and Department of Economic Affairs to pool such under-utilised and unutilised funds and allocate to nodal Ministries i.e. Ministry of Tribal Affairs and Ministry of Social Justice and Empowerment. NITI Aayog has suggested to pool the unspent balance of funds allocated under schemes for welfare of Scheduled Castes and Scheduled Tribes of such line Ministries, which have underutilised or un-utilised SCSP and TSP funds and re-allocate such funds to the Nodal Departments i.e. the Department of Social Justice and Empowerment and the Ministry of Tribal Affairs.

3.14 The Committee note that one of the recommendations of the 'Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan', *inter-alia*, suggested that SCSP funds remaining unutilized at the end of a financial year may be transferred to “Non-lapsable Central Pool of SCSP Funds (NLCPSF)”, a Head to be created in the Public Account. The Committee note that the erstwhile Planning Commission had not accepted this recommendation of the Task Force. However, NITI Aayog has considered this recommendation and suggested to the Department of Expenditure and Department of Economic Affairs to pool such under-utilised and unutilised funds of some Ministries/Departments and allocate to nodal Ministries i.e. Ministry of Tribal Affairs and Ministry of Social Justice and Empowerment. The Committee believe that the formation of a non-lapsable pool is imperative to curb the diversion of funds and to ensure proper utilization of funds under this Scheme. The Committee, therefore, are of the considered view that the Department should take initiative to pursue Department of Expenditure and Department of Economic Affairs to consider this proposal and implement it at the earliest. The Committee would like to be apprised of the action taken by the Department in this regard.

3.15 When it was enquired that as a nodal Ministry for the welfare of SCs/STs/OBCs, whether the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) have taken any steps to pursue other Ministries to create separate earmarking and budgeting of funds under SCA to SCSP, the Department replied, “from the year 2011-12, separate budget head is available for all the schemes under the component Scheduled Caste Sub Plan (now renamed as AWSC). The funds are earmarked by the Ministry of Finance under the Budget Head “789”. Accordingly, Ministry/Department/Scheme wise budget allocation, revised allocation and actual release for SC welfare component are available in the Budget documents.”

3.16 According to one of the recommendations of the ‘Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan’, eligible SC candidates should be selected on the basis of Demand Evaluation Survey’. When the Department was asked about the steps taken to ensure this procedure to be taking place in States/UTs, the Department replied, “while implementing the scheme at State/District levels, the States/UTs generally constitute specific Committees in order to select the beneficiaries on need basis. Further, as per the scheme guidelines of various schemes, necessary directions are issued to the State Authorities to implement the schemes as per the extant guidelines”.

3.17 When the Department was asked about the procedure adopted for fair selection of eligible candidates, it was stated that “in order to have transparent manner of selection of beneficiaries, it has been proposed to have end to end processing of bank linked loans wherein the applicant/beneficiary can submit the application with the minimal documents through the online portal proposed to be developed. In the online

portal all the interface like committees for selection of beneficiary, bank interface with the applicant and other Government Authorities, recommendation of District level authorities, sanction of loan etc. will be through the online portal. Cabinet Note for revision of the proposal is under process and same will be implemented after getting necessary approvals from the Cabinet.

3.18 The Committee note that for fair selection of eligible candidates under the scheme of SCA to SCSP, there is a proposal to have an end to end processing of bank linked loans wherein the applicant/beneficiary can submit the application with the minimal documents through the online portal. The Committee wonder why this Scheme has not been linked electronically till now while all the other major Schemes run by the Department have already been linked to the online portals or are in the process of doing so. The Committee, therefore, desire that the Department should take extra measures to develop an online portal for this Scheme at the earliest and implement it without any delay. The Committee are concerned to note that the approval for online portal under the Scheme of the SCA to SCSP is still under process and awaits approval of the Cabinet. The Committee are not satisfied with this reply of the Department and desire that the Department should make efforts for getting the approval of Cabinet for the proposal of applying through online portal under this Scheme.

CHAPTER IV

MONITORING AND EVALUATION

Monitoring of the Scheme of SCA to SCSP

4.1 According to the Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan for the purpose of effective implementation and monitoring the Scheme of SCA to SCSP “a dedicated unit may be constituted in every Central Ministry/Department for the welfare and development of SCs (and STs) as nodal unit for formulation and implementation of SCSP (and TSP). The nodal unit should be responsible for ensuring that the funds will be allocated to the sectoral unit in the Departments to implement the schemes directly relevant for SC (and ST) development”

4.2 In accordance with the recommendation of the ‘Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan’, the Department informed the Committee that “under the Allocation for Welfare of Scheduled Castes (AWSE) component, Hon’ble Minister of Social Justice and Empowerment and Secretary, Social Justice and Empowerment had requested to all the concerned Ministries/Departments to nominate a nodal officer not below the rank of Joint Secretary for the financial, physical and outcome based monitoring of the Sub Plan for the identified Central Sector and Centrally Sponsored Schemes of that Ministry”. The Ministry/Department wise financial progress and physical progress during the year 2018-19 (as on 9th October, 2018) has been forwarded by the Department as follows:

Allocation for Welfare of Scheduled Castes (eutthaan)
Financial summary for 2018-19
PFMS Data till October 09, 2018

(Rs. in crores)

Sl. No.	Ministry/Department	Total Allocation (Cr.)	Budget Estimate (Cr.)	% Budget Estimate w.r.t. Total Allocation	AWSC Sanctions till date	% AWSC Sanctions w.r.t. Budget Estimate
1	Department of Agriculture, Cooperation and Farmers' Welfare	45508.99	7654.09	16.82	2749.1401	35.92
2	Department of Animal Husbandry, Dairying and Fisheries	2862.49	475.36	16.61	211.2535	44.44
3	Department of Commerce	613.62	25.00	4.07	8.6825	34.73
4	Department of Consumer Affairs	70.00	5.81	8.30	0	0.00
5	Department of Empowerment of Persons with Disabilities	943.44	133.13	14.11	16.0857	12.08
6	Department of Food Processing Industries	1313.08	55.00	4.19	0	0.00
7	Department of Health and Family Welfare	29062.87	6045.95	20.80	36.0100	0.60
8	Department of Higher Education	31954.60	2960.00	9.26	992.2163	33.52
9	Department of Land Resources	2396.00	415.17	17.33	125.4500	30.22
10	Department of Rural Development	25755.00	7637.80	29.66	6414.4258	83.98
11	Department of School Education and Literacy	49230.00	9175.91	18.64	148.8795	1.62
12	Department of Science and Technology	3846.93	104.85	2.73	27.4750	26.20
13	Department of Social Justice and Empowerment	5562.58	5562.58	100.00	2768.1746	49.76
14	Ministry of AYUSH	1395.62	56.00	4.01	49.6000	88.57
15	Ministry of Culture	630.79	56.10	8.89	3.5072	6.25
16	Ministry of Development of North Eastern Region	1015.00	128.40	12.65	0	0.00
17	Ministry of Drinking Water and Sanitation	21954.10	4915.48	22.39	3284.0040	66.81
18	Ministry of Electronics and Information Technology	2073.78	133.00	6.41	69.8195	52.50
19	Ministry of Environment, Forests and Climate Change	1200.00	70.35	5.86	23.8046	33.84
20	Ministry of Housing and Urban Affairs	4796.36	1519.57	31.68	868.3110	57.14
21	Ministry of Labour and Employment	7411.52	1200.68	16.20	276.3002	23.01
22	Ministry of Micro, Small and Medium Enterprises	6327.66	1160.83	18.35	530.3016	45.68
23	Ministry of New and Renewable Energy	2180.24	217.00	9.95	18.4545	8.50

24	Ministry of Panchayati Raj	720.80	133.63	18.54	0	0.00
25	Ministry of Power	11485.00	1867.40	16.26	992.6300	53.16
26	Ministry of Skill Development and Entrepreneurship	3253.34	485.80	14.93	7.6484	1.57
27	Ministry of Textiles	1289.01	212.01	16.45	68.2978	32.21
28	Ministry of Women and Child Development	19502.18	3900.44	20.00	1308.7371	33.55
29	Ministry of Youth Affairs and Sports	1904.65	316.66	16.63	64.3378	20.32
30	UT-Chandigarh	0	21.37	0	0	0.00
31	UT-Daman and Diu	0	3.38	0	0	0.00
	Total	286,259.65	56,648.75	19.79	21,063.5467	37.18

4.3 The Committee observed from the above statement that no allocation has been made for the welfare of Scheduled Castes in the year 2018-19 till 9 October, 2018 by some Ministries/Departments such as Department of Consumer Affairs, Department of Food Processing Industries, Ministry of Development of North-Eastern Region, Ministry of Panchayati Raj.

4.4 When enquired what problems are being faced by the Department while implementing this Scheme effectively, it was stated by the Department that “it has been observed that some States/UTs are not providing the quarterly and annual returns on time. Therefore, the exact details of the beneficiary under the scheme remains underestimated. Further, it has been observed that some States/UTs are not submitting the Utilization Certificates and Annual Action Plans on time despite repeated reminders and interactions with the States/UTs”.

4.5 When the Department was asked about the mechanism adopted to effectively monitor the implementation of this scheme in the States/UTs, it was replied that “to

effectively monitor the implementation of this scheme in the State/UTs, the Ministry is holding meeting with representatives of the States/UTs in regular intervals. Besides, Senior Officers of the Ministry visit the States/UTs for monitoring the progress of the scheme. Ministry is also in the process of devising output based module to check the progress in the implementation of the scheme in different States/UTs from the financial year 2017-18”.

4.6 According to one of the guidelines of ‘Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan’, to strengthen administrative mechanism in Central Ministries/Departments for better and effective implementation of the Scheme Nodal Units, to be headed by a Joint Secretary (Planning) or Economic Adviser, should be set up in all Ministries/Departments, which have obligations to earmark under SCSP and TSP, with requisite full time supporting staff. When it was asked how far this has been adopted, the Department commented that “as per the revised Allocation of Business Rules issued in January, 2017, the Department of Social Justice and Empowerment has been nominated as the nodal agency for monitoring the financial and physical progress of all Schemes under the component Allocation for Welfare of Scheduled Castes (AWSC). Accordingly, all concerned Ministries/Departments were requested to nominate nodal officers and the same have been nominated by all the concerned Ministries.”

4.7 When the Department was asked to explain what appraisal has been done by the Department in order to ensure more stringent and effective monitoring mechanism, the Department replied “in the revised proposal submitted for approval, it has been

proposed that Project Appraisal Committee will be formed to appraise and approve the activities to be funded under SCA to SCSP based on the Annual Action Plans submitted by the State Governments. The Committee will also appraise the State SCSP and Allocation for Welfare of SCs.”

4.8 The Committee note that the Department has proposed to form a Project Appraisal Committee to appraise and approve the activities to be funded under SCA to SCSP based on the Annual Action Plans submitted by the State Governments. As Project Appraisal Committee is a commendable step taken by the Department to ensure more stringent and effective mechanism, the Committee are of the view that the Department should expedite finalization of the proposal and form Project Appraisal Committee as soon as possible. The Committee observe that there are some State Governments which are not submitting Annual Action Plans to the Department and therefore, are unable to avail Central Assistance. The Committee, therefore, desire that the Department should first pursue all the States which are availing Central Assistance for SCSP to submit Annual Action Plan diligently every year so that this Project Appraisal Committee could function unhampered.

Problem of weak State Scheduled Castes Corporations

4.9 During the course of evidence the Secretary of the Department candidly admitted before the Committee that

“in the States where there are weak Scheduled Castes Corporations there is a possibility of weak implementation of the Scheme of SCA to SCSP.”

4.10 When asked about the action taken by the Department to rectify the problem of weak SC Corporations in the States which is a major reason for poor performance of this Scheme in the States, the Department replied that, “the Department conducts meetings/interaction with the States’ Principal Secretaries/Other Senior Officers on regular basis to impress upon them the need of modernization of the Welfare Department including strengthening of the SC Corporations. The National Scheduled Caste Finance and Development Corporation under the Ministry also works with the State Channelizing Agencies and provides them concessional loan.”

4.11 The Committee note that weak Scheduled Caste Corporations in the States are one of the major reasons for poor implementation of the Scheme of SCA to SCSP. Taking note of the fact that the State SC Corporations play a major role in disbursing the funds to the beneficiaries and consequently effective implementation of the Scheme, the Committee impress upon the Department to pursue the matter more seriously and direct the States/UTs to strengthen the Scheduled Castes Corporations by identifying the reasons for their shortcomings and take remedial action for their improvements and create a webpage or online portal which would display the details of the beneficiaries in the Welfare Departments of every State in order to strengthen the SC Corporations and improvise the implementation of the Scheme.

EVALUATION STUDIES

Evaluation Study of 2013

4.12 The Programme Evaluation Organization of Planning Commission conducted a study on the subject "Evaluation Study on Special Central Assistance (SCA) to Scheduled Caste Sub Plan (SCSP) and Special Central Assistance to Tribal Sub Plan (TSP)". The study was outsourced to National Institute of Rural Development (NIRD) and the Report was released in the year 2013. The main objectives of the Study are given below:

- (i) To examine whether the SCA is released to various States as per the existing guidelines and whether there is need to revisit these guidelines;
- (ii) To assess the impact of the Scheme towards reduction in poverty among the SCs and STs;
- (iii) To assess the impact of the Scheme towards an increase in income and employment generation among the intended beneficiaries;
- (iv) To make an estimate of the creation of productive assets in favor of the intended beneficiaries of the Scheme;
- (v) To assess the impact of the Scheme in developing human resources by providing training and skill development services amongst the intended beneficiaries;
- (vi) To assess the sectoral flow of funds under SCA with special attention to funds being allocated for disabled category and women;
- (vii) To give suggestions and recommendations for improvements of the Scheme.

4.13 The important recommendations emerged out of this Report are as follows:

- (i) Special Central Assistance (SCA) should be used for funding special projects emanating from the participatory needs assessment surveys in the Scheduled Caste majority villages.
- (ii) The guidelines for the Special Central Assistance should be elaborated as to what should be the level at which the critical gaps should be met. Critical gaps should not be identified at the sectoral, programme and project levels but at the level of individual schemes.
- (iii) The identification of the beneficiaries should be based on the participatory need assessment survey of all the Scheduled Caste households in the village and the needs identified should form a part of the village or the Gram Panchayat Scheduled Castes Sub-Plan. Subsequently, in each of the identified schemes, one should identify the financial gaps, which cannot be met from the SCSP allocation. The Special Central Assistance should be used to fill that gap.
- (iv) There is a need to revise the objectives laid down for releasing the Special Central Assistance.

4.14 One of the recommendations of the Evaluation Study on Special Central Assistance (SCA) to Scheduled Caste Sub Plan (SCSP) and Special Central Assistance to Tribal Sub Plan (TSP) says “guidelines for the Special Central Assistance should be elaborated as to what should be the level at which the critical gaps should be met. Critical gaps should not be identified at the sectoral, programme and project levels but at the level of individual schemes”. When it was enquired what action has been taken by

the Department in this regard and to what extent it has been implemented, the Department replied, “the thrust of the Scheme is to increase the income of the Scheduled Caste population living below the poverty line by way of income generating schemes, skill development and infrastructure development in SC villages having 50 per cent and above population. The grants under the Scheme are additive to the State Scheduled Caste Sub Plan and the State Government/Union Territory Administrations have been given the flexibility to utilize the funds as per the local requirements. As per the extant scheme guidelines, an indicative list of critical gaps have been identified and the States/UTs are advised to utilize the funds in conjunction with State SCSP for the welfare of target population. The State is identifying initiatives as per the guidelines, that would be ensured by the Central Project Appraising Committee proposed to be set up under the scheme while appraising and monitoring the Annual Plan of the States/UTs.”

4.15 Another recommendation of the Evaluation Study on Special Central Assistance (SCA) to Scheduled Caste Sub Plan (SCSP) says that “the identification of the beneficiaries should be based on the participatory need assessment survey of all the Scheduled Caste households in the village and the needs identified should form a part of the village or the Gram Panchayat Scheduled Castes Sub-Plan. Subsequently, in each of the identified schemes, one should identify the financial gaps, which cannot be met from the SCSP allocation. The Special Central Assistance should be used to fill that gap”. Commenting upon the recommendation, the Department stated that the grants under SCA to SCSP are additive to the State Scheduled Caste Sub Plan and are less than 1 per cent of the State Scheduled Caste Sub Plan of all the States implementing this component. The States/UTs utilize the funds at the State level in the main

programme/schemes where funds are required at the State level within the contours of the extant guidelines. It is further submitted that the Scheme is under revision and it is proposed to increase the allocation under infrastructure development wherein based on the requirement and need based survey of the SC majority villages, the identified gaps are proposed to be filled.”

4.16 According to another recommendation of the Evaluation Study on Special Central Assistance (SCA) to Scheduled Caste Sub Plan (SCSP) and Special Central Assistance to Tribal Sub Plan (TSP) “there is a need to revise the objectives laid down for releasing the Special Central assistance”. When the Department was asked about action taken in this regard, it was replied that “the thrust of the Scheme is to increase the income of the target population by way of income generating Schemes, skill development and infrastructure development in SC majority villages. The Government will continue to release the funds for the welfare of target population. However, in order to make the Scheme more effective and bringing accountability, the contours of the Scheme have been proposed to be modified. Expenditure Finance Committee has already recommended the changes proposed and the note for Cabinet is under process for implementation of these changes.”

EVALUATION STUDY OF 2018

4.17 It was further informed to the Committee that Department has recently conducted a third party evaluation of the Scheme. The evaluation was entrusted to National Institute of Rural Development and Panchayati Raj, Hyderabad (NIRD&PR). The agency has submitted its report in August, 2018 and has made the following important recommendations:

- i) The key element of the SCA is that it is given to the States/UT as an additive to their SCSP. It is therefore important to work out a minimum threshold level below which SCA should not and cannot be allocated. The ideal formula would be to make it equivalent to the percentage of the SCs with respect to the SCSP allocation in that state. At present, the SCA given is even less than 1 per cent in many States/UTs.
- ii) Land Purchase Scheme is being implemented in 3 States namely Andhra Pradesh, Karnataka and Tamil Nadu out of 12 States wherein the evaluation study has been done. The unit cost for purchasing the land in Andhra Pradesh and Karnataka is Rs 15 lakh each and Rs 10 lakh in Tamil Nadu. As per the findings, there is also a parallel scheme in these States for development of lands possessed by the Scheduled Castes with the assistance coming from the land development scheme in Andhra Pradesh and Tamil Nadu and under the Gangakalyana scheme for irrigation of the SC lands. Land Purchase Scheme has been found to be good example of conjunction and convergence of the SCA with the related

sectoral scheme. There is a need to make this conjunction and convergence as a formalized practice and mainstream this across all the States/UTs.

- iii) The evaluation study revealed that the Self Help Groups (SHGs) have been given subsidy from the SCA in four States namely, Karnataka, Madhya Pradesh, Tamil Nadu and West Bengal. It however, emerged from interactions with members of the SHGs that while extending subsidy from the SCA to the SHGs, the group effort in managing the income generating scheme has not been given due importance through group endeavor is the essence of the SHG approach. The amount of subsidy given also varies from State to State. Individual member of the SHGs has been assisted with the subsidy and bank loan and margin money. There is a need to promote group activity among the SC women's SHGs.
- iv) There is a need to revise the SCA guidelines and it should be mainly based on the concept of conjunction and convergence. The SCA should be allocated for the projects displaying threads of conjunction and convergence and critical gaps/ missing vital inputs that are to be met from the SCA. The SCA should be released only after examining these elements by an expert committee which may be constituted in the Ministry of Social Justice and Empowerment.
- v) There is a need to increase the subsidy component under the Scheme.

4.18 During the course of evidence the Secretary of the Department submitted before the Committee that

“the evaluation of the Scheme was done in 2013. In 2018 again we have been directed to conduct an Evaluation Study by the Expenditure Department. On the basis of these two Evaluation Studies we have changed some of the basics of this Scheme. After taking approval from the EFC, now we will be going to the Cabinet for approval”.

4.19 When enquired about the status of the final Report of the evaluation conducted by National Institute of Rural Development and Panchayati Raj (NIRD&PR) conducted in 2018, the Department replied, “the final report have been submitted by the National Institute of Rural Development and Panchayati Raj (NIRD&PR) in August, 2018.”

4.20 When asked how many recommendations/findings of the Evaluation Report have been accepted by the Department, it was submitted that, “based on the recommendations/findings of the evaluation report submitted by the NIRD and PR, the EFC memorandum has been prepared to revise the extant guidelines. The EFC memorandum has been recommended by the Department of Expenditure and accordingly the Cabinet Note has been proposed and circulated for inter Ministerial consultation.”

4.21 The Committee observe that “based on the recommendations/findings of the evaluation report submitted by the National Institute of Rural Development and Panchayati Raj (NIRD&PR), the Expenditure Finance Committee (EFC) memorandum has been prepared to revise the extant guidelines. The Committee further observe that this EFC memorandum has been recommended by the Department of Expenditure and accordingly the Cabinet Note has been proposed and circulated for inter Ministerial consultation. The Committee believe that the extant guidelines for the Scheme would be revised periodically but its process should not be time taking. The Committee, therefore, exhort the Department to pursue the matter more seriously and expedite the procedure to finalise the guidelines for better and effective implementation and stringent monitoring of the Scheme.

4.22 One of the major recommendations of the Evaluation Report conducted by NIRD&PR in 2018 says increase in allocation under SCA to SCSP in order to make it more relevant (at present less than 1 per cent of State/UT SCSP). When the Department was asked to comment on this, it was submitted by the Department that “States/UTs are being allocated funds by concerned Ministries/Departments under the Allocation for Welfare of Scheduled Caste (AWSC) for different Scheme/Programmes. The State Government prepares the State SCSP accordingly for welfare of SC. Under the AWSC component, the BE during 2017-18 was Rs.52,392.55 crore which further increased to Rs.56,618.50 crore in the year 2018-19. Therefore comparing only SCA to SCSP w.r.t. State SCSP will not be appropriate”.

4.23 When the Department was asked to comment on another recommendation of the Report which says allocation of funds should be in convergence with the Centre/States Schemes/Programmes, it was stated that “the scheme is under process and it is proposed to constitute Project Appraisal Committee (PAC) to appraise and approve the different activities in convergence with the Centre/States scheme based on the Annual Action Plan”.

4.24 Another recommendation says digitization of Income Generating Schemes should be done, commenting upon which the Department stated that “it is proposed in the revised note for digitization as well as end-to-end processing of income generating scheme”.

4.25 The Committee note that in pursuance to the recommendation of the Evaluation Report digitization of the Income Generating Schemes under the SCSP an end to end processing of Income Generating Schemes have been proposed by the Department. The Committee wonder that in the present scenario when every other Scheme of the Departments/Ministries of the Government of India has been digitized or is in the process of getting digitized, why the Department has taken this initiative so late. The Committee, therefore, impress upon the Department to initiate digitization as well end to end processing under SCA to SCSP at the earliest and apprise the Committee of the same. The Committee further note that the recommendations of the Evaluation Study of 2013 like increase in the allocation under infrastructure development, etc. have not been considered and left as it is. The Committee would like to be apprised of their current status in this regard.

4.26 According to one of the findings of the Report 'extant guidelines were not followed in some cases' commenting upon which the Department stated that "NIRD & PR in its report has observed that in some cases the extant guideline are not fulfilled properly by the States. Therefore in order to overcome this issue, Project Appraisal Committee (PAC) has been proposed which will oversee the implementation of the scheme in the State as per the extant guidelines".

4.27 One of the recommendations of the Evaluation Study of the Evaluation Study says 'option of front end subsidy should be there for better transparency commenting upon which the Department stated that "NIRD&PR in its report has suggested front end subsidy for better transparency. It is proposed in the EFC memorandum that based on the local requirement, the State Government may examine this issue".

4.28 Another recommendation says there is a need to increase subsidy amount up to Rs. 1 lakh commenting upon which the Department submitted that "for various income generating Schemes, it has been proposed to increase the subsidy from Rs.10,000/- at present in the revised Cabinet Note".

4.29 Another recommendation says that identification of critical gap needs to be spelt out, commenting upon which the Department submitted that "in the extant guidelines, detailed instructions have been issued to the States to identify the critical gaps".

4.30 Another recommendation says Expert Committee should be there to decide the activities to be funded commenting upon which, the Department stated that "it has been proposed to constitute a PAC at the Central level to appraise and approve the activities under the scheme of SCA to SCSP in the Cabinet Note under process".

4.31 In the Evaluation Report of NIRD&PR of 2018, there were following changes proposed in the Scheme:

- (i) To retain flexibility in choosing different Schemes/Programmes in the States/UTs, the Department commented that “flexibility has been retained in the proposal under submission and based on the Annual Action Plan submitted by the State Government, the PAC may approve the activities to be funded under the scheme.
- (ii) Promotion of activities of the Self Help Groups .
- (iii) Integrated Development along with convergence in SC majority villages.
- (iv) Focus on Skill Development.
- (v) Schemes for Landless SC Agriculture Labourers.
- (vi) Proposal for Assistance to SC Safai.
- (vii) Proposal for increase in subsidy for income generating Schemes .
- (viii) Proposal for increase in income ceiling to avail benefit under the Scheme.

4.32 When asked about the action taken in these proposed changes, the Department informed that all these points have been included in the Cabinet note which is under process.

4.33 There were some proposals for enhancing monitoring mechanism for the Scheme of SCA to SCSP in the Evaluation Report of NIRD&PR of 2018, such as:

- (i) Constitution of PAC for appraisal and approval;
- (ii) Annual Action Plan to be submitted compulsorily;
- (iii) Review of States SCSP and AWSC allocations will be included;

- (iv) Focus on end to end processing of bank linked scheme;
- (v) Aadhar/UID Number authentication of beneficiary; and
- (vi) Mid Term Review.

4.34 On being asked about the steps taken by the Department on these proposals for enhancing monitoring mechanism, the Department replied that all the above mentioned proposals are under process in the Cabinet Note.

4.35 The Committee observe that after the Evaluation Study of 2013 on Special Central Assistance to Scheduled Castes Sub Plan (SCA to SCSP) and Special Central Assistance to Tribal Sub-plan, the Department of Social Justice and Empowerment has conducted another evaluation of the Scheme in 2018 and has submitted the report in August, 2018. The Committee find that several important aspects have been covered for effective/proper implementation of scheme in the recommendations of evaluation study 2018 and most of the recommendations have been included in the Cabinet note which are under process. The Committee desire to take early action on the recommendations made by the evaluation study.

CHAPTER V

MISCELLANEOUS ISSUES

(1) Diversion of funds

5.1 It was reported by some of the Members of the Committee that the funds under SCA to SCSP have been diverted to other Schemes/programmes of the States. When the Department was asked about the details of funds diverted during last three years, it was replied by the Department that “no such instance has come to the notice of the Department of diversion of funds during the last three years under the Scheduled Caste Sub Plan”.

5.2 When it was enquired from the Department what procedure has been adopted by the Ministry to check diversion of funds allocated under SCA to SCSP and whether there is any proposal for enacting a legislation to ensure that SCSP funds are not diverted, the Department replied that “re-appropriation from SC/ST heads to other heads is already barred by the Ministry of Finance vide OM No. 41(03)/PF.II/2013 dated 23rd August, 2016. No proposal is under consideration to enact a legislation to ensure that SCSP funds are not diverted at present. Ministry holds regular meetings with the State officers to monitor that the scheme of SCA to SCSP is implemented as per the extant guidelines. The States/UTs are also required to give audited expenditure under the Scheme to the Ministry.”

5.3 The Committee observe that the issue of diversion of funds under the Scheme of SCA to SCSP has been brought in the notice of the Committee by some Members of the Committee. Though till now diversion of funds to other schemes of the Department or for other purposes, has not taken place as is reported by the Department, still the Committee are of the considered opinion that there is a possibility of diversion of funds under this Scheme as this Scheme covers an array of Schemes under it. The Department of Social Justice and Empowerment, being the nodal Department, should play a pro-active role in preventing any occurrence of diversion of funds that may take place in the future.

(2) Allocation to North East States

5.4 As reported by the Department, among the eight North East States, only four States namely Assam (7.15%), Tripura (17.83%), Sikkim (4.63%) and Manipur (3.78%) are having SC population and accordingly funds to the States are allocated. When asked about year-wise total budget allocation, allocation for North East States and release in the North East States for the last five years, the Department furnished following information:

(Rs in crore)

Year	Total Budget Allocation	Allocation for North Eastern States	Actual Release in North Eastern States
(1)	(2)	(3)	(4)
2013-14	1051.00	21.00	7.24
2014-15	1060.00	24.06	14.00
2015-16	1107.44	16.70	16.70
2016-17	800.00	16.00	15.89
2017-18	800.00	16.00	39.11

5.5 When the Department was asked whether they were able to utilize in full the amount allocated for North East States in the last five years, it was stated that “the Department is sincerely making efforts to utilize fully the amount allocated to the North Eastern States. Due to non-submission of Annual Action Plan and Utilization Certificates by some States of the North East on time, specifically Assam, the full amount could not be utilized during year 2013-14 and 2014-15. However, with regular interventions by the Department and guidance given by the Standing Committee in the last meeting held on 08.02.2017, the Department has been able to not only fully utilize

the funds but also provide additional funds to the North East States during the year 2017-18”.

5.6 When the Department was asked about the details of the amount allocated and number of beneficiaries, State-wise, under SCA to SCSP for the last five years in North East States, the following statement was forwarded by the Department:

(Allocation and Release in Rs crore)

Sl. No.	STATE->	Assam				
		2013-14	2014-15	2015-16	2016-17	2017-18
1	YEAR->					
	Allocation	12.84	14.79	10.11	6.16	11.85
	Release	0.00	0.00	0.00	6.08	14.13
	Beneficiaries	856	19056	7490	4742	*
2.		Manipur				
	Allocation	0.72	0.93	0.73	0.31	0.52
	Release	0.00	0.00	0.73	0.27	0.00
	Beneficiaries	NR	NR	563	NR	*
3.		Sikkim				
	Allocation	0.39	0.30	0.19	0.48	0.15
	Release	0.20	0.29	1.09	0.48	1.50
	Beneficiaries	210	264	847	368	*
4		Tripura				
	Allocation	7.05	8.03	5.67	9.06	3.48
	Release	7.05	13.71	14.88	9.06	23.48
	Beneficiaries	5810	11089	11896	7708	*

NR-Not reported

*-will be reported with proposal for 2018-19

5.7 The Committee appreciate the efforts of the Department of Social Justice and Empowerment in pursuing some of the North Eastern States to fully utilize the allocated funds and also provided additional funds to the North Eastern States during the year 2017-18. The Committee note that the performance of the actual release of funds to the North Eastern States has improved during the last three years but number of beneficiaries in the States of Assam, Sikkim and Tripura have been decreased in 2016-17 and not reported in Manipur in 2016-17. As the actual release under Central Assistance to the North Eastern States is more than the double amount allocated for North Eastern States in 2017-18 as compared to 2016-17, the Committee desire the Department to issue directions to the North Eastern States to not only utilize the allocated funds in full but to also cover maximum number of beneficiaries under this Scheme.

(3) Skill Development Training Programmes under SCA to SCSP

5.8 Skill Development Programmes for SC beneficiaries are one of the major activities which are performed with the help of Central Assistance to the States for the welfare of SCs.

5.9 When the Department was asked about the number of beneficiaries under Skill Development Training Programmes, Statewise, run under SCA to SCSP for the last five years, following statement was forwarded by the Department:

State-wise details of beneficiaries for Skill Development Training Programmes under the Scheme of Special Central Assistance to Scheduled Castes Sub Plan

Sl. No.	Sates/UTs	2013-14	2014-15	2015-16	2016-17
1	Andhra Pradesh	1494	NA	588	5604
2	Assam	856	NA	NA	NA
3	Bihar	5500	NA	NA	NA
4	Chattisgarh	1245	646	3545	2787
5	Gujarat	378	837	900	NA
6	Goa	NA	NA	NA	NA
7	Haryana	3116	3443	507	NA
8	Himachal Pradesh	2016	1079	1413	275
9	Jammu and Kashmir	NA	NA	NA	NA
10	Jharkhand	874	399	745	NA
11	Karnataka	9220	NA	12778	6278
12	Kerala	5019	NA	1043	2408
13	Madhya Pradesh	4035	4435	4600	1231
14	Maharashtra	1118	2510	1298	2322
15	Manipur	NA	NA	NA	NA
16	Odisha	5678	4049	15894	NA
17	Punjab	6037	5392	5635	5033
18	Rajasthan	355	546	1394	NA
19	Sikkim	60	37	10	NA

20	Tamil Nadu	9641	6710	NA	6360
21	Telangana	NA	139	2242	571
22	Tripura	382	536	437	735
23	Uttar Pradesh	9105	25139	25674	40645
24	Uttrakhand	NA	NA	NA	1503
25	West Bengal	6320	12386	24220	15500
26	Chandigarh	104	174	NA	166
27	Delhi	544	670	1464	NA
28	Puducherry	250	NA	NA	NA
	Total	73347	69127	104387	91418

NA-Not Available/Not reported

5.10 When the Department was asked about the reasons for non-availability of the statement of the number of beneficiaries from some states such as Goa, Delhi and Puducherry, it was submitted by the Department that “the guidelines for using minimum 10 per cent of fund for skill development were circulated in the year 2013 to all the States/UTs for implementation. Due to non submission of Annual Action Plan by States/UTs of Assam, Goa, Delhi and Puducherry, SCA grants for the year 2013-14, 2014-15 and 2015-16 were not released to them. Similarly, Manipur was also not provided SCA grant for the year 2013-14 and 2014-15 due to non submission of Annual Action Plan. Therefore, the number of beneficiaries under skill Development Training Programmes under SCA to SCSP was not reported by these States”.

5.11 The Committee note that Skill Development Programme for Scheduled Caste beneficiaries is one of the major activities which is run by the Department with the help of Central Assistant to the States for the Welfare of SCs. The Committee are disappointed to note that some of the States are not submitting Annual Action Plan due to which funds are not released to them and hence no beneficiaries covered under the Scheme. The Committee are not at all satisfied with the reply of the Department. Taking note of the fact that Annual Action Plan is imperative for providing Central Assistant to the States, the Committee urge the Department to take this Scheme with utmost seriousness and pursue the States/UTs at the highest level and direct them to submit Annual Action Plan in time so that the Central Assistance is released every year to those States/UTs which are running Schemes under SCA to SCSP and benefits of schemes should reach the beneficiaries.

(4) Safai Karamcharis

5.12 During the course of evidence one of the Members of the Committee raised issues about the welfare of Safai Karamcharis in the country. When asked what steps have been taken by the Department for providing Assistance to SC Safai Karamcharis under SCA to SCSP, the Department replied, “under SCA to SCSP, in the revised proposal under process, it has been proposed to give subsidy to the SC Safai Karamcharies at par with the subsidy given to the Manual scavengers by National Safai Karamchari Finance and Development Corporation under the Ministry. The Cabinet Note is under process and necessary guidelines will be issued after its approval.”

5.13 The Committee believe that the Safai Karamcharis/Manual Scavengers belong to the section of society which need immediate welfare measures. This stratum of society is extremely imperative for the survival of any civil society. The Committee are sad to note that there are very few Schemes run by the Department for the welfare of Safai Karamcharis and Manual Scavengers in particulars. The Committee further note that under SCA to SCSP, the proposal to provide subsidy to the Safai Karamcharis is under process. The Committee, therefore, desire that the Department should take action to introduce more Schemes related to the welfare of Safai Karamcharis and Manual Scavengers, expedite the procedure to finalise the proposals and implement the Schemes to provide subsidy to the Schedule Caste Safai Karamcharis at the earliest.

**New Delhi;
28 December, 2018
07 Pausha, 1940 (Saka)**

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

**MINUTES OF THE SEVENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT (2016-17) HELD ON WEDNESDAY,
8th FEBRUARY, 2017**

The Committee met from 1500 hrs. to 1555 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

SHRI RAMESH BAIS - CHAIRPERSON

**MEMBERS
LOK SABHA**

2. Shri Sadashiv Lokhande
3. Prof. Seetaram Azmeera Naik
4. Dr. Udit Raj
5. Kunwar Bhartendra Singh

RAJYA SABHA

6. Smt. Jharna Das Baidya
7. Shri Ahamed Hassan
8. Dr. Narendra Jadhav
9. Smt. Wansuk Syiem
10. Smt. Chhaya Verma
11. Shri Ram Kumar Verma

SECRETARIAT

1. Shri S.C. Chaudhary - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Shri A.K. Srivastava - Director
4. Smt. Mamta Kemwal - Additional Director

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

Sl. No.	Name	Designation and Organization
1.	Ms. G. Latha Krishna Rao	Secretary, Department of Social Justice and Empowerment
2.	Shri Arun Kumar	Special Secretary, Department of Social Justice and Empowerment
3.	Shri B.L. Meena	Joint Secretary
4.	Shri T.C.A. Kalyani	Joint Secretary & Financial Adviser

2. At the outset, the Chairperson welcomed the Members and the representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) to the sitting of the Committee convened to have a briefing by the Ministry on the subject "Assessment of the working of scheme of Special Central Assistance to Scheduled Castes Sub-Plan (SCA to SCSP)". Impressing upon the witnesses to keep the proceedings of the Committee 'Confidential', the Chairperson asked the Secretary, Department of Social Justice and Empowerment to give an overview of the subject matter.

3. The Secretary accordingly briefed the Committee on the subject highlighting *inter-alia* the historical perspective of Scheduled Castes Sub Plan, various aspects of the scheme of SCA to SCSP. The broad issues discussed at the meeting are as follows:-

- (i) Assessment of the number of SC persons economically uplifted above the poverty line after taking assistance under the scheme of SCA to SCSP.
- (ii) Diversion of Scheduled Castes Sub Plan funds to other activities/schemes by the State Governments.
- (iii) Financial management of the Scheduled Castes Sub Plan funds in the schemes implemented by States/Union Territories.
- (iv) Steps taken by the Ministry for monitoring the working of Scheduled Castes Sub Plan in the States.
- (v) Action taken by the Ministry against those States which are not reporting SCSP expenditure.
- (vi) Developing an effective monitoring system for monitoring of SCSP.
- (vii) Impact on the scheme of SCA to SCSP after abolishment of Plan and Non-Plan budgeting in 2017-18.

4. The Secretary also responded to the queries raised by the Members to the extent possible. The Chairperson then directed the Secretary to furnish written replies to the unanswered queries raised by Members to the Secretariat at the earliest. The Secretary assured to comply.

5. The Chairperson then thanked the Secretary and other officials of the 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.

6. A copy of the verbatim proceedings of the sitting has been kept on record.

The witnesses then withdrew.

The Committee then adjourned.

**MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON SOCIAL
JUSTICE AND EMPOWERMENT (2018-19) HELD ON TUESDAY,
16TH OCTOBER, 2018**

The Committee met from 1300 hrs. to 1415 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

SHRI RAMESH BAIS - CHAIRPERSON

**MEMBERS
LOK SABHA**

2. Shri Kantilal Bhuria
3. Shri Santokh Singh Chaudhary
4. Shri Faggan Singh Kulaste
5. Shri Asaduddin Owaisi
6. Prof. Sadhu Singh
7. Dr. Karan Singh Yadav

RAJYA SABHA

8. Smt. Sarojini Hembram
9. Smt. Kanta Kardam
10. Smt. Chhaya Verma
11. Shri Ramkumar Verma

SECRETARIAT

1. Shri Ashok Sajwan - Director
2. Smt. Mamta Kemwal - Additional Director

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

Sl. No.	Name	Designation and Organization
1.	Ms. Nilam Sawhney	Secretary
2.	Ms. Upma Srivastava	Additional Secretary
3.	Shri Babu Lal Meena	Joint Secretary
4.	Ms. T.C.A. Kalyani	Joint Secretary and Financial Advisor
5.	Ms. Kalyani Chadha	Joint Secretary
6.	Shri Shyam Kapoor	CMD, NSFDC
7.	Shri K. Narayan	MD, NSKFDC

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) to the sitting of the Committee convened to have discussion on the subject "Assessment of the working of the scheme of Special Central Assistance to Scheduled Castes Sub-Plan (SCA to SCSP)". Impressing upon the witnesses to keep the proceedings of the Committee 'Confidential', the Chairperson asked the Secretary of the Department of Social Justice and Empowerment to start with the discussion and brief the Committee on the subject.

3. The Secretary accordingly briefed the Committee, explaining various aspects of the Scheme of SCA to SCSP, problems faced by the Department while implementing the Scheme, State-wise performance under this Scheme and evaluation and monitoring of the Scheme with the help of a power point presentation. The broad issues discussed at the meeting are as follows:-

- (i) Statewise Number of beneficiaries in the Scheme of SCA to SCSP.
- (ii) Problem of non-functional Scheduled Castes Corporations in the States/UTs .
- (iii) Problem of identification of eligible candidates under the Scheme.
- (iv) Ensuring more stringent continuous and effective monitoring mechanism by the Department.
- (v) Inclusion of all the recommendations of "Task Force to Review Guidelines on Scheduled Castes Sub-Plan and Tribal Sub-Plan" under the Chairpersonship of Dr. Narendra Jadhav, in the guidelines of the Scheme of SCA to SCSP.

- (vi) Evaluation studies conducted to evaluate the economic development of the SC candidates who had availed the facility under this Scheme.
- (vii) Issues relating to infrastructural development under this Scheme.
- (viii) Optimum utilization of funds allocated under this Scheme.

4. The Secretary also responded to the queries raised by the Members to the extent possible. The Chairperson then directed the Secretary to furnish written replies to the unanswered queries raised by Members to the Secretariat at the earliest for early finalization of the Report.

5. The Chairperson then thanked the Secretary and other officials of the 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 has been kept on record.

The witnesses then withdrew.

(The Committee then adjourned.)

MINUTES OF THE SIXTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON FRIDAY, 28th DECEMBER, 2018

The Committee met from 1000 hrs. to 1045 hrs. in Chairperson's Chamber, Room No. 113, PHA Extension Building, New Delhi.

PRESENT

SHRI RAMESH BAIS - CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Santokh Singh Chaudhary
3. Shri Sadashiv Kisan Lokhande
4. Smt. K. Maragatham
5. Smt. Satabdi Roy (Banerjee)
6. Kunwar Bharatendra Singh
7. Dr. Karan Singh Yadav

RAJYA SABHA

8. Dr. Narendra Jadhav
9. Smt. Kanta Kardam
10. Smt. Vijila Sathyananth
11. Smt. Chhaya Verma
12. Shri Ramkumar Verma

LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Smt. Mamta Kemwal - Director

