

**COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES
(2018-2019)**

(SIXTEENTH LOK SABHA)

TWENTY FIFTH REPORT

ON

MINISTRY OF SOCIAL JUSTICE AND EMPOWERMENT

Monitoring of Scheduled Castes Sub Plan(SCSP) by Ministry of Social Justice and its implementation for development and welfare of Scheduled Castes.

Presented to Lok Sabha on 09.08.2018

Laid in Rajya Sabha on 09.08.2018



**LOK SABHA SECRETARIAT
NEW DELHI**

9 August, 2018/ 18 Saravana, 1940 (Saka)

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**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES (2017-2018)**

Dr. Kirit P. Solanki - Chairperson

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| 3. | Shri V. K. Shailon | - | Deputy Secretary |
| 4. | Smt. Huma Iqbal | - | Senior Committee Assistant |

INTRODUCTION

I, the Chairperson, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to finalise and submit the Report on their behalf, present this Twenty Fifth Report (Sixteenth Lok Sabha) on the subject “ Monitoring of Scheduled Castes Sub Plan(SCSP) by Ministry of Social Justice and its implementation for development and Welfare of Scheduled Castes” pertaining to the Ministry of Social Justice and Empowerment.

2. The Committee took evidence of the representatives of the Ministry of Social Justice and Empowerment on 10.07.2018. The Committee wish to express their gratitude to the officers of the Ministry of Social Justice and Empowerment for placing before the Committee the material and information the Committee required in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 07th August, 2018.

New Delhi;
9 August, 2018
18 Sarvana 1940(Saka)

DR. KIRIT P. SOLANKI
Chairperson,
Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes

REPORT

INTRODUCTION

A. BACKGROUND NOTE

1. The socio-economic deprivation and disadvantages suffered by Scheduled Castes and Scheduled Tribes led to the decision to adopt measures to close the enormous gaps and reduce the development deficits between these two communities and rest of the Indian population. The need was explicitly recognized in the Constitution of India 1949, which mandated special protection and provision for SC and ST development. It was in 1974-75 in the Fifth Five Year Plan period that the Government of India introduced the policy of the Tribal Sub-Plan (TSP) and later in 1979-80 in the Sixth Five Year Plan period the Special Component plan (SCP), (April, 2006 renamed Scheduled Caste Sub Plan and from 2017-18 renamed as Allocation for the Welfare of Scheduled Caste(AWSC)).

2. As per consolidated guidelines of Scheduled Caste Sub Plan (SCSP) issued by Planning Commission in October, 2005 and December, 2006; all the States/Ministries/Departments to earmark funds under SCSP out of their Plan outlay, in proportion to the percentage of SC population in the States/Country. (SC's constitute 16.62% of the country's population as per Census, 2011).

B. CONSTITUTION OF A TASK FORCE AND ISSUE OF REVISED GUIDELINES ON SCSP BY THE PLANNING COMMISSION IN 2010

3. Since the implementation of the SCSP was inadequate, the then Planning Commission constituted a Task force on 4.6.2010 under the Chairmanship of it's member, Dr. Narendra Jadhav, with Secretaries of Ministries of Social Justice & Empowerment and Tribal Affairs and Principal Secretaries of four States as Members to re-examine and revise the extant guidelines for implementation of SCSP ..

4. The Task Force submitted it's report to the then Planning Commission regarding revision of SCSP guidelines in respect of Central Ministries/Departments on 25th November, 2010. The Task Force recommended a differentiated Ministry/Department-wise earmarking of Plan funds for SCSP under the four following categories:
 - i) Required to earmark more than 16.2 % of their Plan Outlays under SCSP (6 Ministries/Departments);

- ii) Required to earmark between 15-16.2% of their Plan Outlays under SCSP (9 Ministries/Departments);
- iii) Required to do partial earmarking (less than 15 % with regard to SCSP) (10 Ministries/Departments) and;
- iv) No obligation for Earmarking Funds under SCSP (43 Ministries/Departments).

In pursuance to the above report, number of Ministries/Departments earmarking funds under SCSP are at **ANNEXURE-I**. Based on Budget Document 2018-19, the list of identified Ministries/Departments is at **Annexure-II**.

5. The differentiated approach was suggested in view of the fact that omnibus guidelines for all the Ministries/Departments was not practical as the nature of the functions carried out by these four categories of Ministries/Departments was different. As per the revised guidelines, aggregate earmarking of funds for all the Central Ministries/Departments taken together will be 16.2 % as stipulated under the earlier guidelines.

C. IMPLEMENTATION OF SCHEDULED CASTE SUB PLAN BY CENTRAL MINISTRIES/DEPARTMENTS:

6. Central Ministries/Departments started showing SCSP outlay under the Minor head "789" for SCSP from 2011-12. Since then Ministry of Finance had been providing the SCSP outlay figures in its Budget Document and bifurcated into Statements 21 & 21 A for Scheduled Castes and Scheduled Tribes, respectively. The details of Budget allocations of all the Ministries/Departments made under SCSP and Actual Expenditure for 2011-12 to 2018-19 are as follows:

(Rs. in crore)

Sl. No.	Year	SCSP of all Ministries/Departments		Actual Expenditure of SCSP	% of Actual Expenditure w.r.t R.E.
		B.E.	R.E.		
1	2	3	4	5	6
1.	2011-12	31434.46	29917.52	28535.10	95.37
2.	2012-13	37113.03	33085.04	33160.94	100.23
3.	2013-14	41561.13	35800.60	34722.13	96.98
5	2014-15	50548.16	33638.11	30035.07	89.28
6	2015-16	30850.88	34674.74	30603.70	88.25
7	2016-17	38832.63	40919.70	34333.67	83.90

8	2017-18	52392.55	52719.20	47361.97 *	89.84
9	2018-19	56618.50	-	-	-

*Provisional

7. Based on the Budget Document of Ministry of Finance, Year-wise number of schemes for the identified Ministries/Departments allocating funds under AWSC are as follows:

Year	No. of Schemes
2014-15	262
2015-16	243
2016-17	237
2017-18	270
2018-19	304

8. As per Budget announcement for 2017-18, the nomenclature of Scheduled Caste Sub Plan has been changed to Allocation for Welfare of Scheduled Castes (AWSC). Also now the Ministry/Department-wise allocation for various schemes is contained in Statement 10 of the Budget Document from 2017-18 onwards.

9. Cabinet Secretariat has issued revised Allocation of Business Rules wherein the Ministry of Social Justice & Empowerment has been entrusted the task of Monitoring of Scheduled Caste Sub Plan based on the overall framework designed by the NITI Aayog from the year 2017-18.

10. From the Budget year 2017-18, the Plan and Non-Plan expenditure has been merged. Only the Plan Budget of the identified Ministries/Departments is earmarked for allocating funds for the Scheduled Caste Sub Plan. The total Budget Allocation of the schemes & programmes under different Ministries/Departments where SCSP allocation have been made during 2017-18 is **Rs 259425.92 crores**, out of which Rs **52392.22 crores** have been allocated for the Welfare of Scheduled Castes which is **20.20 %** of the total allocation under the identified schemes. In the Budget during 2018-19, the allocation for AWSC is Rs **56618.50 crore** which is **19.75 %** of the identified Centrally Sponsored and Central Sector schemes of concerned 29 Ministries/Departments.

11. Hon'ble Minister of Social Justice & Empowerment has written D.O letters on 20.02.2017 to Hon'ble Ministers of concerned Central Departments/Ministry's which are implementing SCSP for nomination of a nodal officer not below the rank of Joint Secretary for the financial, physical and outcome based monitoring of the SCSP for the identified Central Sector and Centrally Sponsored Schemes. Accordingly, Departments/Ministries have nominated the nodal officer for monitoring the financial, physical and outcome based monitoring of the SCSP.

12. NITI Aayog has devised a framework in which the financial, physical and outcome based progress of schemes will be monitored on quarterly basis Ministry/Departments/Major Scheme wise. NIC Cell of this Department has prepared an online data capturing software (**e-utthaan**) for capturing data from various Ministries/Departments on the financial, physical and outcome based monitoring indicators as per the formats designed by the NITI Aayog. This software has been linked with Public Financial Management System (PFMS) and is being monitored on real time basis. Review of outcome is also done through this portal.

14. Hon'ble Minister of Social Justice & Empowerment chaired two meetings in the month of February and March, 2018 to review the progress of AWSC with all concerned Ministries/Departments. Scheme wise progress of the schemes were reviewed and all concerned were advised to implement the schemes or change the nature of the scheme in more effective manner in order to fully utilize the funds under AWSC for the welfare of Scheduled Castes.

15. Under the Allocation for the Welfare of Scheduled Castes(AWSC) Ministry of Finance allocated funds to the various Centrally Sponsored and Central Sector Schemes of identified Ministries/Departments in the Budget document. Depending upon the requirement/objective of the scheme, the concerned Ministry/Department further allocates funds to the States and other implementing agencies. During the year 2017-18 , an amount of Rs. 52392.55 crore has been allotted which is 20.20% of the identified Centrally Sponsored and Central Sector Schemes of 26 Ministries/Departments.

16. Under the AWSC, diversion of funds is not permissible and the funds are earmarked only for the welfare of SCs but due to the general nature of the Schemes on some Ministries/Departments, funds are not utilised fully.

17. The financial progress of all the schemes under AWSC has been linked with Public Financial Management System(PFMS) and therefore monitoring is done on real time basis. The Ministries/Departments are impressed upon from time to time for fully

utilising the funds fully under AWSC. NITI Aayog has also issued directions to the State Governments in this regard.

18. There is a provision for Scheme wise audit for every financial year at regular intervals by the office of the Comptroller and Auditor General of India.

19. The Hon,ble Minister of Social Justice & Empowerment had advised all the Chief ministers to increase the Budget allocation under their SCSP for the welfare of SC population.

20. The Budget estimates cover all the identified 29 Central Government Ministries and Departments allocating funds under AWSC during 2018-19 contained in statement 10 A of the Budget document. During 2018-19 the BE under AWSC is RS. 56618.50 crore.(AnnexureIII).

CHAPTER-II
RECOMMENDATIONS/OBSERVATIONS

1. The Committee are of the strong opinion that the programmes formulated for SCs and STs should be implemented in right earnest by the Ministries concerned in order to provide ample opportunities to the SCs and STs for creating a more balanced and equitable society for them. The Committee, hence recommends that SCSP should have statutory backing to ensure serious and effective implementation of the plan as has been done by the state Govts of Karnataka and Telangana thus enabling the concerned Ministries to plan, implement, and monitor the AWSC in right earnest and spirit.
2. The Committee suggest that while making provisions for various schemes under AWSC the Government would be significantly solving the problem of removal of poverty in the country. The Committee therefore recommends that the most backward communities amongst SCs and STs should be identified urgently and specific schemes and programmes should be chalked out and implemented for the amelioration of their socio-economic conditions.
3. The implementation of the Jadhav Committees report and dividing Ministries under four categories for earmarking of funds for SCSP is a good step. But there cannot be any fruitful result under AWSC unless there is an effective coordination between various Ministries especially Ministry of Finance, Ministry of Social Justice and Empowerment, NITI Aayog and Government of various states. The schemes under AWSC fail because of lack of coordination among Central Ministries , NITI AAYOG and the States. It ultimately goes down to too many cooks spoiling the broth and hence, all schemes remain stuck at some or other level. Hence, the Committee recommends that since so many Ministries, NITI Aayog and so many states are involved in these schemes, its very important that there is coordination of work among them. NITI Aayog or M/o Social Justice may be given statutory powers so that it can override delays and discrepancies at various levels and ensure schemes reach their desired goals.
4. The Committee observes from the findings of the CAG that funds earmarked for development of SCs and STs have been diverted for other purposes. The Committee takes a serious view of the matter and recommends that the NITI Aayog should ensure that funds earmarked for the respective development schemes for SCs/STs must not be diverted for other purposes under any circumstances. The Committee feels that the new software for capturing online data (e-utthaan) is a good initiative in order to monitor the progress of AWSC. But AWSC schemes are

mostly for rural areas where digitization has not yet reached at such a high level. Instead of simply focussing on figures it is more important that the Ministry as well as the NITI Aayog keeps a tap that:

- (a) The funds don't remain unutilised. There have been instances in the past where the funds allocated for AWSC remained unutilised throughout the financial year and were subsequently returned. This is gross mismanagement and can also be cited as lack of keenness on part of Govt. to promote betterment of SCs and STs.
- (b) The funds are not diverted to other institutions like minority institutions, other developmental institutes whose focus is not SCs and STs.
- (c) There is no misappropriation of funds at the ground level where schemes have to be implemented. The benefits of schemes should reach the needy and not remain only on paper.
- (d) The funds are released on time and not at the end of financial year wherein they remain largely unutilised.

5 The Committee feel that nomination of a nodal officer not below the rank of Joint Secretary for the financial, physical and outcome based monitoring of the AWSC for the identified Central Sector and Centrally Sponsored Schemes is a good step in the direction for monitoring of AWSC. But the Committee feel that there should be separate and adequate staff posted to AWSC Unit at field level to monitor progress under AWSC. The Committee recommend that that the personnel and their accountability should be fixed for their acts of omission and commission. The Committee further recommend that prompt action should be taken against the erring official as a deterrent. The Govt. Should also gear up and streamline the existing machinery at the field level to make it result oriented.

6. The Committee further recommend that the Ministries should review their monitoring mechanism to get adequate finance from the NITI Aayog. And there should be some foolproof mechanism to monitor the utilization of funds. Defaulter states who do not furnish the progress report or utilization certificate should be dealt with strongly by the centre. The Committee further strongly recommend that the Ministries should present a clear picture about proper utilization of funds so as to get an adequate allocation from the NITI Aayog.

7. The Committee note that Schemes under AWSC are not being implemented effectively by most of the State Governments and UTs. The Committee recommends that necessary guidelines in this regard should be issued to State Govts/UTs and

funds should be allocated under AWSC as proportion to the total State Plan expenditure keeping in view the percentage of SC population in the state.

8. The committee recommend that all state Governments should be instructed to submit annual reports giving details of sector-wise and scheme-wise financial and physical targets achieved by the State under AWSC to the NITI Aayog.

9.. The financial progress of all the schemes under AWSC has been linked with Public Financial Management System(PFMS) and therefore monitoring is done on real time basis. The Ministries/Departments are impressed upon from time to time for fully utilising the allocated funds under AWSC. NITI Aayog has also issued directions to the State Governments in this regard. But the Committee feels that simply linking AWSC with PFMS is not enough. NITI Aayog has to devise strict mechanism to monitor schemes under AWSP along with Ministry of Social Justice and Empowerment so that the allocated funds reach the real beneficiaries.

10. . During the year 2017-18 , an amount of Rs. 52392.55 crore has been allotted to AWSC which is 20.20% of the identified Centrally Sponsored and Central Sector Schemes of 26 Ministries/Departments. The Committee feel that the Budget allocation for AWSC for the year 2017-18 is good and hope that the allocation will be increased in the years to come. SCs constitute 16% of the total countrys population but lack behind socially and economically despite several schemes and plans formulated for them. The Committee recommend that plans should be formulated keeping in mind regional issues of SCs and funds should be allocated to states according to these issues. This will help target population which has remained untouched due to failure of various schemes in the past.

New Delhi;
9 August, 2018
18 Sarvana, 1940(Saka)

DR. KIRIT P. SOLANKI
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