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**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2019 - 20)**

(SEVENTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

Action taken by the Government on the observations/recommendations contained in the Sixty-Third Report (Sixteenth Lok Sabha) of the Standing Committee on Social Justice and Empowerment (2018-19) on "Assessment of the working of Tribal Sub-Plan (TSP)" of the Ministry of Tribal Affairs

FIFTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2019/ Agrahayana, 1941 (Saka)

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Presented to Lok Sabha on 12.12.2019

Laid in Rajya Sabha on 12.12.2019



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2019/ Agrahayana, 1941 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL
JUSTICE AND EMPOWERMENT (2019-20)**

SMT. RAMA DEVI - CHAIRPERSON

MEMBERS

Lok Sabha

2. Smt. Sangeeta Azad
3. Shri Durga Prasad Rao Balli
4. Shri Shafiqur Rahman Barq
5. Shri Bholanath 'B.P. Saroj'
6. Shri Chhatar Singh Darbar
7. Shri Y. Devendrappa
8. Smt. Maneka Sanjay Gandhi
9. Shri Hans Raj Hans
10. Shri Abdul Khaleque
11. Smt. Ranjeeta Koli
12. Smt. Geeta Kora
13. Shri Dhanush M. Kumar
14. Shri Vijay Kumar
15. Shri Akshaibar Lal
16. Dr. Lorho S. Pfoze
17. Shri V. Srinivas Prasad
- #18. Shri Prince Raj
19. Shri Arjun Singh
20. Smt. Supriya Sule
21. Smt. Rekha Arun Verma

Rajya Sabha

22. Smt. Jharna Das Baidya
23. Shri Abir Ranjan Biswas
24. Shri N.Chandrasegharan
25. Shri Biswajit Daimary
26. Shri Anil Desai
27. Smt. Sarojini Hembram
28. Shri P. L. Punia
29. Smt. Wansuk Syiem
30. Shri Ramkumar Verma
31. Vacant

Nominated to the Committee w.e.f. 09.12.2019.

LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda - Joint Secretary
2. Shri Ashok Sajwan - Director
3. Smt. P. Jyoti - Deputy Secretary

INTRODUCTION

I, the Chairperson, Standing Committee on Social Justice and Empowerment (2019-20) having been authorized by the Committee to submit the Report on their behalf, do present this fifth Report on the action taken by the Government on the observations/recommendations contained in the Sixty-third Report (Sixteenth Lok Sabha) of the Standing Committee on Social Justice and Empowerment on "Assessment of the working of Tribal Sub-Plan (TSP)" of the Ministry of Tribal Affairs.

2. The Sixty-third Report was presented to Lok Sabha and laid in Rajya Sabha on 03.01.2019. The Ministry of Tribal Affairs have furnished their replies indicating action taken on the recommendations contained in that Report on 09.05.2019. The Report was considered and adopted by the Standing Committee on Social Justice and Empowerment at their sitting held on 10th December, 2019.

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

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

NEW DELHI;

10 December, 2019
19 Agrahayana, 1941 (Saka)

SMT. RAMA DEVI
Chairperson,
Standing Committee on
Social Justice and
Empowerment

REPORT

CHAPTER I

1.1 This Report deals with the action taken by the Government on the observations/recommendations contained in the Sixty-Third Report of the Standing Committee on Social Justice and Empowerment (2018-19) on "Assessment of the working of Tribal Sub-Plan (TSP)" of the Ministry of Tribal affairs.

1.2 The Sixty-Third Report was presented to Lok Sabha and laid on the Table of Rajya Sabha on 3rd January, 2019. It contained 13 observations/recommendations. Replies of Government in respect of all the observations/recommendations have been examined and are categorized as under:-

- (i) Observations/Recommendations which have been accepted by the Government **(Chapter II):**

Para Nos. 1.13, 2.11, 2.20, 2.21, 2.31, 3.16, 3.18 and 5.10

(Total : 8)

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government **(Chapter III):**

Para No. 4.3

(Total : 1)

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration **(Chapter IV):**

Para Nos. 2.22 and 5.9

(Total: 2)

- (iv) Observations/Recommendations in respect of which the Government have furnished interim replies **(Chapter V):**

Para Nos. 2.28 and 3.17

(Total : 2)

1.3 The Committee desire that final action taken replies on the observations/recommendations contained in Chapter-V of this report should be expedited. They also desire that action taken replies in respect of the recommendations contained in Chapter-I of this Report may be furnished to them expeditiously and in any case not later than within three months of the presentation of this Report.

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

A. Formulation/Implementation/Monitoring of Schemes under TSP by MoTA

Recommendation (Para No. 1.13)

1.5 The Committee, in their Sixty-Third Report had recommended as follows:-

"The Committee note that Tribal-Sub-Plan (TSP) envisages channelizing the flow of outlays and benefits from all sectors of development to Scheduled Tribe population. The TSP funds are dedicated source of funds for the development of tribals. The Committee find that TSP guidelines were issued by the erstwhile Planning Commission in 2005-06. A task force was constituted to review the guidelines on Scheduled Caste Sub-Plan & Tribal Sub-Plan under the Chairmanship of Dr. Narendra Jadhav in November, 2010. After merger of plan and non-plan classification of expenditure w.e.f. financial year 2017-18, NITI Aayog in consultation with various stakeholders i.e. concerned Central Ministries/Departments, State Governments, National Commission for Scheduled Tribes and Samvesh Forum of NITI Aayog in addition to internal examination revised the taskforce guidelines and prepared the guidelines on new arrangements for earmarking of funds under TSP. From the year 2017, the monitoring of TSP is being done by the Ministry of Tribal Affairs. As various Central Ministries/Departments and State

Governments have been involved in implementation of TSP through various schemes for development/ welfare of tribal population, the Committee desire that the Ministry of Tribal Affairs, being a nodal Ministry should play a pro-active role in formulation of schemes and resolving the constraints or bottlenecks faced by the line Ministries in implementation of Schemes under TSP particularly in remote and hilly areas with overall supervision and guidance of NITI Aayog."

1.6 The Ministry of Tribal Affairs, in their action taken reply, have stated as follows:

"Ministry of Tribal Affairs is monitoring the Scheduled Tribe Component (STC) of the Central Ministries/Departments through an online monitoring system developed as per the framework designed by the NITI Aayog (stcmis.gov.in). Through the MIS, allocation and expenditure of STC is monitored by fetching expenditure data through PFMS directly. Further, Nodal Officers have been nominated in the Central Ministries / Departments with STC obligation for coordination. MoTA has been holding periodic meetings with the Nodal Officers under the Chairmanship of Secretary to overview the allocation and expenditure. MoTA has got seven posts sanctioned through Ministry of Finance (1 Director, 2 Under Secretary, 2 Section Officer, 2 Assistant Section Officer) for dedicated monitoring of STC. The encadrement of these posts and provision of suitable manpower against the sanctioned posts awaited from Department of Personnel and Training (DoPT). Once the additional manpower is made available overall monitoring will become smooth.

Meanwhile, MoTA is in the process of assessment of the schemes under which STC funds have been earmarked to see the suitability thereof in terms of delivery of goods and services to tribal people / tribal areas. Ministry is also collecting information from the State Governments regarding gaps in various sectors of development. Based on the inputs from State Governments, concerned Central Government will be advised to take suitable measures to fill the gaps from time to time in the sectors of education,

health, drinking water, sanitation, housing, electrification, road connectivity, mobile/internet connectivity, social security measures (including various insurances, financial inclusion), irrigation, agricultural productivity, food processing, skill development, entrepreneurship, self employment and income generation."

1.7 From the Action Taken Replies of the Ministry, the Committee find that the Ministry of Tribal Affairs is monitoring the Scheduled Tribe Component (STC) of the Central Ministries/Departments through an online monitoring system designed by NITI Aayog (stcmis.gov.in) and for the purpose nodal officers have also been nominated in the Central Ministries/Departments with STC obligation for coordination. The Committee also find that for proper monitoring of STC, seven posts have been sanctioned for the Ministry of Tribal Affairs by the Ministry of Finance but the encadrement and provision suitable manpower against these sanctioned posts is still awaited from the Department of Personnel and Training (DoPT). Mandatory steps have also statedly been taken by the Ministry such as assessment of the schemes under which STC funds have been earmarked and collecting information from the State Governments regarding gaps in the field of education, health, drinking water, sanitation, housing etc. for effective implementioan of TSP Schemes.

In this backdrop, the Committee conclude that since the desired manpower has not yet been appointed and even the process of collection of information by the Ministry of Tribal Affairs is underway, it seems that the Ministry are yet to play a significant pro-active role in formulating the schemes, in monitoring those under Tribal Sub Plan as well as in resolving the constraints in implementing the same, as desired by the Committee in their original recommendation. The Committee, hence, would desire that Ministry of Tribal Affairs should take up the matter with DoPT for

expediting the procedures to provide requisite manpower and report the progress made so far, if any. Nonetheless since the monitoring system is on-line, the Ministry should not necessarily wait for additional manpower to arrive and in its stead develop in-built arrangements for monitoring till a dedicated team is in place. The Committee would also like to be furnished with a status note on the assessment of schemes done so far under individual scheme heads.

B. Involvement of Gram Panchayats

Recommendation (Para No. 2.22)

1.8 The Committee, in their Sixty-Third Report had recommended as follows:-

"The Committee note that as per guidelines for State TSP, the State TSP Plan is formulated at the District Level by District Planning & Monitoring Committee. The Gram Sabha should undertake an exercise to identify the areas needing priority attention in villages in the States having Scheduled areas. The Committee do not know whether and to what extent these provisions are actually followed in the planning process of work undertaken through TSP. The Committee, therefore, desire that Gram Panchayats at village level should be involved in the planning process to assess the actual need and aspirations of tribal population."

1.9 The Ministry of Tribal Affairs, in their action taken reply, have stated as follows:

"State Governments are regularly impressed upon through letters addressed to them to assess gap at the Gram Panchayat level in terms of delivery of goods and services in the major sectors of development with a view to utilize the same for evidence based planning."

1.10 The Committee are not satisfied with the reply of the Ministry merely informing about sending of letters to State Governments by them to assess the gap at Gram Panchayat level in terms of delivery of goods & services in the major scheduled areas for development. The reply of the Ministry does not indicate whether these letters had the desired impact on Gram Panchayats through their respective State Governments. The Committee, therefore, reiterate their earlier recommendation since they are of the firm view that Gram Panchayats are the first and foremost local body to identify actual needs of Tribal People and hence, must be invariably involved in the planning process of State TSP plan for development of needy tribal areas and proper utilisation of TSP/STC funds. The Committee desire that an effective action plan be formulated by the Ministry of Tribal Affairs suggesting innovative ideas to the State Governments on involving the ground level bodies in preparing State plans.

C. Physical monitoring of Tribal Sub-Plan

Recommendation (Para No. 5.9)

1.11 The Committee, in their Sixty-Third Report had recommended as follows:-

"The Committee were informed that for monitoring of Tribal Sub-Plan an online monitoring system has been developed by Ministry of Tribal Affairs. The framework captures data directly from Public Finance Management System (PFMS) without depending upon the concerned Ministries/Departments and gives inputs of expenditure vis-a-vis allocations. The Committee are of the view that data regarding work done and progress of work under TSP may reflect in the online monitoring system but physical progress of work could not be accessed through online system. The Committee, therefore, recommend that nodal officers of 41 line Ministries/Departments and Ministry of Tribal Affairs should inspect those areas where work under TSP has been done so that figures on website could also be verified."

1.12 The Ministry of Tribal Affairs, in their action taken reply, have stated as follows:

"The recommendation of the Committee has been noted for compliance."

1.13 While the Ministry of Tribal Affairs have developed online monitoring system for Tribal Sub-Plan and through Public Finance Management System (PFMS) and the expenditure *vis-a-vis* allocations can now be checked without depending upon the concerned Ministries/Departments, the Committee, in their original recommendation, had observed that to verify the actual physical progress, Nodal officers of 41 line Ministries/Departments and the Ministry of Tribal Affairs should inspect those areas where TSP work has been done. The Ministry have merely stated that the recommendation of the Committee has been noted for compliance. In the context, from the reply of the Ministry furnished on the Committee's original recommendations in para No. 3.18, the Committee note that a customized proforma has also been developed in the MIS to capture physical location of the ongoing projects and beneficiary details and that necessary login credentials to upload content on stcmis.gov.in are already available to the Nodal Officers of all line Ministries/Departments. The Committee feel that this arrangement can be very handy in ascertaining actual physical progress of schemes under TSP. Hence, the Committee desire that the Ministry of Tribal Affairs should issue an advisory to this effect to all line Ministries/Departments so that this facility is adequately utilized by all Nodal officers to check physical progress of work under TSP.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para 1.13)

2.1 The Committee note that Tribal-Sub-Plan (TSP) envisages channelizing the flow of outlays and benefits from all sectors of development to Scheduled Tribe population. The TSP funds are dedicated source of funds for the development of tribals. The Committee find that TSP guidelines were issued by the erstwhile Planning Commission in 2005-06. A task force was constituted to review the guidelines on Scheduled Caste Sub-Plan & Tribal Sub-Plan under the Chairmanship of Dr. Narendra Jhadav in November, 2010. .After merger of plan and non-plan classification of expenditure w.e.f. financial year 2017-18, NITI Aayog in consultation with various stakeholders i.e. concerned Central Ministries / Departments, State Governments, National Commission for Scheduled Tribes and Samvesh Forum of NITI Aayog in addition to internal examination revised the taskforce guidelines and prepared the guidelines on new arrangements for earmarking of funds under TSP. From the year 2017, the monitoring of TSP is being done by the Ministry of Tribal Affairs. As various Central Ministries/Departments and State Governments have been involved in implementation of TSP through various schemes for development/welfare of tribal population, the Committee desire that the Ministry of Tribal Affairs, being a nodal Ministry should play a pro-active role in formulation of schemes and resolving the constraints or bottlenecks faced by the line Ministries in implementation of Schemes under TSP particularly in remote and hilly areas with overall supervision and guidance of NITI Aayog.

Reply of the Government

2.2 Ministry of Tribal Affairs is monitoring the Scheduled Tribe Component (STC) of the Central Ministries / Departments through an online monitoring system developed as per the framework designed by the NITI Aayog (stcmis.gov.in). Through the MIS, allocation and expenditure of STC is monitored by fetching expenditure data through PFMS directly. Further, Nodal Officers have been nominated in the Central Ministries / Departments with STC obligation for coordination. MoTA has been holding periodic meetings with the Nodal Officers under the Chairmanship of Secretary to overview the allocation and expenditure. MoTA has got seven posts sanctioned through Ministry of Finance (1 Director, 2 Under Secretary, 2 Section Officer, 2 Assistant Section Officer) for dedicated monitoring of STC. The encadrement of these posts and provision of suitable manpower against the sanctioned posts awaited from Department of Personnel and Training (DoPT). Once the additional manpower is made available overall monitoring will become smooth.

Meanwhile, MoTA is in the process of assessment of the schemes under which STC funds have been earmarked to see the suitability thereof in terms of delivery of goods and services to tribal people / tribal areas. Ministry is also collecting information from the State Governments regarding gaps in various sectors of development. Based on the inputs from State Governments, concerned Central Government will be advised to take suitable measures to fill the gaps from time to time in the sectors of education, health, drinking water, sanitation, housing, electrification, road connectivity, mobile / internet connectivity, social security measures (including various insurances, financial inclusion), irrigation, agricultural

productivity, food processing, skill development, entrepreneurship, self employment and income generation.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 2.11)

2.3 The Committee observe that the earmarking of funds under erstwhile Tribal Sub-Plan (TSP) was done by the concerned Ministries/Departments against their Plan allocation under the broad strategies of Tribal Sub-Plan (TSP) as per the criteria recommended by the Task Force, 2010 constituted by the erstwhile Planning Commission under the Chairmanship of Dr. Narendra Jadhav. Earlier 28 Ministries earmarked allocation of funds under TSP. After merger of Plan and non-plan, the percentages for earmarking of allocation by the Ministries/Departments have been revised in December, 2017 and now, 41 Ministries/Departments are implementing Tribal Sub Plan through different schemes. The Committee are disappointed over the meagre allocation of funds by various important Ministries / Departments under TSP as compared to earmarked obligatory percentage of their total Scheme outlays in the years 2017-18 and 2018-19 such as Department of Rural Development, Ministry of Textiles, Ministry of Environment, Forest and Climate Change, Ministry of New& Renewable Energy, Department of Commerce and Department of Consumer Affairs. The Committee desire that the Ministry of Tribal Affairs should direct and impress upon all 41 line Ministries/Departments to earmark funds according to the prescribed percentage allocation of their total scheme outlays. The Committee recommends that the Ministry should pursue with the Department of the Rural Development to allocate funds for its major/flagship schemes like MGNREGA and PMGSY under TSP to ensure that benefits of these Schemes reach to tribal people. The Committee also desires the Ministry to direct all the line

Ministries/ Department to furnish a statement regarding Scheme wise expenditure under TSP once in a six months to them.

Reply of the Government

2.4 The concern raised by the Committee in this para is well taken. MoTA has been flagging the issue of less allocation by certain Central Ministries / Departments in the meetings with Nodal Officers from time to time. It has been reiterated by MoTA that STC allocations are to be made to the tune of prescribed percentage of the total schematic allocation of the Ministry / Department concerned. Copies of the minutes of the meetings dated 12/13.07.2018 and 29/30.11.2018 are attached as **Annexure 1**. Such Ministries have also been addressed from the level of Secretary to address the issue.

Ministry of Rural Development has been pursued to allocate funds for its major flagship schemes like MGNREGA and PMGSY under STC. Department of Rural Development avers that their major scheme 'MGNREGA' is universal, demand driven and right based programme. The scheme is governed by the provisions of an Act and it is not feasible for them to earmark funds for STs under MGNREGA. Although specific funds have not been earmarked for STs yet 17.6% of person days of employment generated in 2017-18 went to Scheduled Tribes Households. As advised by the Committee, MoTA has further pursued the matter with the Department of the Rural Development. Further, NITI Aayog and Department of Economic Affairs has also been addressed to intervene in the matter to address the issue.

As regards furnishing of Scheme wise expenditure under STC / TSP by line Ministries/ Department, it is submitted that the MIS developed for monitoring of STC

captures data directly from Public Finance Management System (PFMS) and gives inputs to see through scheme wise expenditure vis-a-vis allocation on almost real-time basis.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 2.20)

2.5 The Committee find that according to the guidelines for earmarking State TSP funds, the State Governments should allocate funds under TSP out of their total plan outlays not less than the population proportion of STs in the State as per 2011 census. The Committee, however, note that some States are not adhering to these guidelines as in the year 2015-16 Madhya Pradesh and Odisha did not allocate funds as per the proportion of tribal population of these States. In the year 2016-17, the State of Madhya Pradesh again did not allocate the TSP funds in proportion to the population of the State. The Committee, therefore, recommend that the Ministry of Tribal Affairs must pursue with all the State Governments particularly, Odisha and Madhya Pradesh and ensure that TSP funds are in variably earmarked from their total budget outlays and should not be less than the population proportion of their Scheduled Tribes as per 2011 census.

Reply of the Government

2.6 Ministry of Tribal Affairs is continuously pursuing the State Governments to ensure compliance to the provisions of TSP Guidelines issued by erstwhile Planning Commission dated 18.06.2014. The issue is also flagged during the Project Appraisal Committee (PAC) meetings and subsequent mid-term review meeting. With regular persuasion, allocation of TSP funds by the Madhya Pradesh and Odisha has been substantially increased during the years 2017-18 and 2018-19 and the

same is now in proportion to the ST population of the respective States. The details are as under:

S. No.	Name of State	% ST Population (2011)	Year	Total State Plan Outlay (Rs. in crore)	TSP Allocation (Rs. in crore)	% of TSP Allocation
1.	Madhya Pradesh	21.1	2015-16	60747.00	8658.00	14.25
			2016-17	75189.00	10906.92	14.51
			2017-18	104358.17	25862.15	24.78
			2018-19	114789.50	27474.57	23.93
2.	Odisha	22.9	2015-16	44230.00	8468.00	19.15
			2016-17	50200.00	11269.65	22.45
			2017-18	55970.00	12564.56	22.45
			2018-19	67200.00	14816.49	22.05

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 2.21)

2.7 The Committee find from the statement of allocation and expenditure of TSP funds by the States for the year 2015-16 and 2016-17 that many State Governments are not fully utilizing State TSP Funds. Goa, Madhya Pradesh, Telangana, Uttarakhand and West Bengal have not fully utilized funds in the year 2016-17. When the Committee asked about the action taken by the Ministry, the Ministry simply stated that they had regularly emphasized upon the State Governments to completely utilize the funds allocated under State TSP. The Committee desire that the Ministry should monitor the State-wise expenditure of State TSP particularly in the tribal dominated States by holding high level meetings with Secretary level officers of the State Governments on quarterly basis.

Reply of the Government

2.8 Ministry of Tribal Affairs is continuously pursuing State Governments to fully utilize the State TSP funds allocated for welfare of STs through issue of letters. The issue is also discussed during the Project Appraisal Committee (PAC) meetings and subsequent mid-term review meeting wherein Secretary (in-charge of Tribal Development in the State) is invited to attend the meetings. The State Governments are advised to implement TSP in accordance with the provisions of TSP Guidelines issued by erstwhile Planning Commission dated 18.06.2014. It is submitted that rigorous persuasions of MoTA resulted in notable 98% increase in overall expenditure of State TSP funds during the years block of 2010-13 (wherein a total of Rs. 165691 crore was expended) to 2014-17 (wherein a total of Rs.327574 crore were expended).

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 2.31)

2.9 The committee note that the task force under the Chairmanship of Dr. Narendra Jadhav recommended for a provision of a non-lapsable pool of unutilized funds of TSP. The Committee have been informed that a provision of non-lapsable pool of unutilized funds of TSP was not considered for implementation in the erstwhile Planning Commission. Now, NITI Aayog has examined the issue of under utilization and un-utilization of TSP Funds by some Ministries / Departments and suggested to Department of Expenditure and Department of Economic Affairs to pool such under-utilized and funds and allocation to nodal Ministry i.e., Tribal Affairs. The Committee are satisfied with the action taken by the NITI Aayog as making of Non-lapsable Pool of un-utilized funds would be utilized by the Ministry of Tribal Affairs for carrying out various welfare activities

pertaining to development of tribals. The Committee, therefore, desire that the Ministry of Tribal Affairs should pursue with the Departments of Expenditure and Economic Affairs to take early action on the suggestions made by the NITI Aayog.

Reply of the Government

2.10 NITI Aayog vide its D.O. letter No. M-11011/18/2018-SJE dated 09.11.2018 sent to Department of Economic Affairs and Department of Expenditure, Ministry of Finance 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 underutilized or unutilized SCSP & TSP funds and re-allocate such funds to the Nodal Departments i.e. the Dept. of Social Justice & Empowerment and Ministry of Tribal Affairs to meet their budgetary requirements under scholarship / fellowship schemes and other beneficiary oriented schemes. MoTA has agreed with the suggestions made by the NITI Aayog in view of continuous demands from States for sanctioning additional funds for various developmental initiatives in the States for Scheduled Tribe population, as this Ministry has the capacity to absorb the funds as may be re-allocated. This will provide a much added value addition for overall socio-economic development of STs.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 3.16)

2.11 The Committee find that there is a shortfall of 1240 Primary Health Centers, 273 CHCs and 6503 sub Centers in Tribal areas as on 31st March 2017. The Committee also note with grave concern that there is a major shortfall of doctors at PHCs in Tribal areas of Chhattisgarh, Madhya Pradesh and Odisha. The Committee were informed that

Ministry of Tribal Affairs have mooted a proposal for saturation of 94 Scheduled Tribes dominated districts, where tribal population is 50 per cent or more with health infrastructure by setting of PHCs and CHCs, wherever there is a deficit in term of the norms prescribed by Ministry of Health and Family Welfare. The Committee are sad to note that 40 Tribal dominated Districts are yet to be saturated with PHCs as on 14.08.2018. The Committee have been informed that for Tribal Health issues, a separate Tribal Health Plan is proposed to be implemented in consultation with Ministry of Health & Family Welfare, Ministry of Ayush and the State Governments. The Committee desire that the Ministry should work out with these two Ministries and State Governments for establishing PHCs and CHCs in tribal areas and early implementation of the Tribal Health Plan so that health related issues among tribals are addressed effectively. The Committee also desire that Ministry should ensure the availability of facilities and doctors in PHCs / CHCs by giving regular advisories / instructions to the State Governments and concerned Ministry / Department so that the established PHCs / CHCs would actually be made functional.

Reply of the Government

2.12 Ministry of Health & Family Welfare (MoHFW), Ministry of AYUSH are the nodal Central Ministries with regard to Health Matters. "Public Health & hospital" being a State subject, the primary responsibility of setting up of government hospitals in the tribal areas is that of respective State/ UT governments. Under National Health Mission (NHM), support is being provided to States for strengthening their healthcare system including for upgradation of existing and setting up new public health infrastructure based on requirements posed by the States/UTs in their Programme Implementation Plans. To overcome the deficits in health infrastructure and consequent requirement of manpower etc., MoTA has written D.O. letters from Secretary to the Secretaries of MoHFW, M/o AYUSH and Chief Secretaries of the concerned States to work out suitable strategies to

bridge the gaps in a focused manner to be accomplished by 2022. Ministry of Health and Family Welfare has earmarked STC funds to the tune of Rs. 3934.59 crore which is 17.22% higher than the last year's allocation.

An MOU has been signed between MoTA and Ministry of Health & Family Welfare to work in cooperative partnership to improve health and well-being of students in tribal schools. Also another MOU has been signed between TRIFED and National Medicinal Plants Board (NMPB), Ministry of AYUSH to facilitate tribal gatherers in procurement, primary processing /value addition and marketing of medicinal plants.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 3.18)

2.13 The Committee note with serious concern that the Ministry of Tribal Affairs did not have the figures / data of the beneficiaries of various important Schemes relating to education, health, skill Development and employment etc., implemented by various Ministries/ Departments under Tribal Sub Plan. When asked about the physical/actual progress made in various fields in tribal areas through TSP, the Ministry stated that the status of implementation of various projects and their outcome is maintained by the concerned Ministries / Departments and State Governments. The Committee feel that when crores of rupees have been spent by various Ministries/Departments under TSP for various schemes in tribal areas to uplift the lives of tribal people, the ground reality and data must be available with the Ministry of Tribal Affairs. The Committee, therefore, desire that the Ministry should develop such a mechanism to collect data of physical performance of various schemes undertaken so that work done under TSP could be suitably assessed by them.

Reply of the Ministry

2.14 An online monitoring system has been put in place by the Ministry of Tribal Affairs with web address <http://stcmis.gov.in> for monitoring of Tribal Sub-Plan (TSP) / Schedule Tribe Component (STC) funds. Monitoring of physical performance and outcome of initiatives has also been introduced in the system. A customized proforma has been developed in the MIS to capture location of the ongoing projects and beneficiary details. This Ministry has requested the concerned Ministries / Department to upload output / outcome details of their schemes on the stcmis.gov.in for which necessary log in credentials have already been shared with the Nodal Officers.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 5.10)

2.15 The Committee were informed that the State Governments except Kerala and Manipur have constituted an Executive Committee under the Chairmanship of Chief Secretary as per the provisions of Guidelines for overall monitoring of TSP formulation and implementation by the line Departments. The Committee desire that the Ministry should pursue with State Governments of Kerala and Manipur to constitute Executive Committee without any further delay.

Reply of the Government

2.16 With rigorous persuasion, State Government of Manipur has already constituted the Executive Committee. MoTA is continuously pursuing the Government of Kerala and a total of 24 reminders have been issued so far.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

CHAPTER III

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

Recommendation (Para No. 4.3)

4.3 The Committee were informed that the State Governments are facing difficulties for effective implementation of TSP such as Tribal Welfare Department working as Nodal Department for welfare of tribals in the States faces manpower shortage, lack of inter-departmental coordination and convergence of resources with line Ministries, problems in online monitoring system, etc. These problems are further aggravated in Left Wing Extremists (LWE) affected districts. The Committee desire that the Ministry should advise the State Governments to strengthen their Tribal Welfare Department by providing them infrastructures like manpower, financial resources, technical assistance so that they could work more effectively for the welfare of tribals.

Reply of the Government

The recommendation of the Committee has been noted for compliance.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

CHAPTER IV

OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED AND WHICH REQUIRE REITERATION

Recommendation (Para No. 2.22)

4.1 The Committee note that as per guidelines for State TSP, the State TSP Plan is formulated at the District Level by District Planning & Monitoring Committee. The Gram Sabha should undertake an exercise to identify the areas needing priority attention in villages in the States having Scheduled areas. The Committee do not know whether and to what extent these provisions are actually followed in the planning process of work undertaken through TSP. The Committee, therefore, desire that Gram Panchayats at village level should be involved in the planning process to assess the actual need and aspirations of tribal population.

Reply of the Government

4.2 State Governments are regularly impressed upon through letters addressed to them to assess gap at the Gram Panchayat level in terms of delivery of goods and services in the major sectors of development with a view to utilize the same for evidence based planning.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 5.9)

4.3 The Committee were informed that for monitoring of Tribal Sub-Plan an online monitoring system has been developed by Ministry of Tribal Affairs. The framework captures data directly from Public Finance Management System (PFMS) without depending upon the concerned Ministries/Departments and gives inputs of expenditure

vis-a-vis allocations. The Committee are of the view that data regarding work done and progress of work under TSP may reflect in the online monitoring system but physical progress of work could not be accessed through online system. The Committee, therefore, recommend that nodal officers of 41 line Ministries/Departments and Ministry of Tribal Affairs should inspect those areas where work under TSP has been done so that figures on website could also be verified.

Reply of the Government

4.4 The recommendation of the Committee has been noted for compliance.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

CHAPTER V

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

Recommendation (Para No. 2.28)

5.1 The Committee notes with utter disappointment that there are instances of diversion of TSP funds. Andhra Pradesh and Karnataka have enacted laws to ensure effective utilization of TSP Funds and non-diversion of the same. The Committee finds that in order to ensure flawless management of financial resources meant for tribal development, the Ministry has asked all the State Governments to consider enacting a law as done by Andhra Pradesh and Karnataka. The Committee desires the Ministry to keep pursuing the matter with all the State Governments for making an Act on effective utilization of TSP Funds. The Committee recommends that a Central Act should also be in place to ensure non-diversion of TSP funds by various Ministries/Departments.

Reply of the Government

5.2 Ministry of Tribal Affairs has been continuously pursuing the State Governments to enact a law to address the issues of non-allocation, less utilization & diversion of TSP funds. In this regard, letters have been addressed to the State Governments on 28.09.2018, 23.10.2018, 15.11.2018, 20.12.2018, 4.01.2019, 7.02.2019, 25.02.2019 and 26.03.2019. It is submitted that now in addition to Andhra Pradesh and Karnataka, the states of Telangana and Uttarakhand have also enacted laws to ensure effective utilization of TSP Funds. Other States will continue to be pursued with.

As far as Central TSP / STC is concerned, there is no proposal under consideration for enacting central law at this stage. However, NITI Aayog has issued Guidelines in 2018, which inter alia has suitable provisions emphasizing non-divertibility of TSP funds.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

Recommendation (Para No. 3.17)

5.3 The Committee note that 2,35,637 ST women were registered under Pradhan Mantri Matritva Vandana Yojana (PMMVY) out of which 1,73,808 were benefitted in 2017-18. The Committee find that provision of Rs. 2400 crore has been made in the Budget for PMMVY in 2018-19, out of which Rs. 185.76 crore are for Tribal-sub Plan. The Committee note that no funds have been released under PMMVY during the year 2018-19. The Committee feel that PMMVY scheme would play an important role in terms of improving health seeking behavior among the pregnant tribal women and lactating mothers to reduce the effects of under-nutrition and mortality rate among tribals. The Committee, therefore, desire the Ministry to pursue with the Ministry of Health and Family Welfare to implement all its Schemes including PMMVY effectively and vigorously in Tribal areas.

Reply of the Ministry

5.4 Under the scheme of Pradhan Mantri Matru Vandana Yojana, Ministry of Women and Child Development allocated an amount of Rs. 206.40 crore as STC component during the year 2018-19. Out of this, an amount of Rs. 23.06 crore was expended by the Ministry of Women and Child Development under this scheme. In compliance to the Committee's recommendations, the matter has been taken up with Ministry of WCD.

(Ministry of Tribal Affairs O.M. No. 13014/01/2019-TSP dated 07.05.2019)

NEW DELHI;

10 December, 2019
18 Agrahayana, 1941 (Saka)

RAMA DEVI
Chairperson,
Standing
Committee on
Social Justice and
Empowerment

MINUTES OF THE SIXTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 10th DECEMBER, 2019.

The Committee met from 1500 hrs. to 1550 hrs. in Committee Room 'D', Ground Floor, PHA, New Delhi.

PRESENT

SMT. RAMA DEVI - CHAIRPERSON

MEMBERS

LOK SABHA

2. Smt. Sangeeta Azad
3. Shri Durga Prasad Rao Balli
4. Dr. Shafiqur Rehman Barq
5. Shri Bholanath (B.P. Saroj)
6. Shri Y. Devendrappa
7. Shri Abdul Khaleque
8. Smt. Geeta Kora
9. Shri Dhanush M. Kumar
10. Shri Lorho S. Pfoze
11. Smt. Supriya Sule
12. Smt. Rekha Arun Verma

RAJYA SABHA

13. Smt. Jharna Das Baidya
14. Shri Abir Ranjan Biswas
15. Smt. Sarojini Hembram
16. Shri P.L. Punia
17. Smt. Wansuk Syiem
18. Shri Ram Kumar Verma

LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda Joint Secretary
2. Dr. Vatsala Joshi Director

APPENDIX

ANALYSIS OF ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SIXTY-THIRD REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON "ASSESSMENT OF THE WORKING OF TRIBAL SUB-PLAN (TSP)" OF THE MINISTRY OF TRIBAL AFFAIRS

(SIXTEENTH LOK SABHA)

	Total	Percentage
I. Total number of Recommendations	13	
II. Observations/Recommendations, which have been accepted by the Government (Paragraph Nos. 1.13, 2.11, 2.20, 2.21, 2.31, 3.16, 3.18 and 5.10)	8	61.55
III. Observations/Recommendations which the committee do not desire to pursue in view of the replies of the Government (Para No. 4.3)	1	7.69
IV. Observations/Recommendations, in respect of which replies of the Government have not been accepted (Paragraph Nos. 2.22 and 5.9)	2	15.38
V. Observations/Recommendations in respect of which replies of the Government are interim in nature (Paragraph Nos. 2.28 and 3.17)	2	15.38