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

(SEVENTEENTH LOK SABHA)

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

**DEMANDS FOR GRANTS
(2020-21)**

SIXTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 2020/ Phalguna, 1941 (Saka)

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(DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT)**

DEMANDS FOR GRANTS (2020-21)

Presented to Lok Sabha on 03.03.2020

Laid in Rajya Sabha on 03.03.2020



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 2020/ Phalguna, 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. Smt. Sarojini Hembram
27. Shri P. L. Punia
28. Smt. Wansuk Syiem
29. Shri Ramkumar Verma
30. Vacant
31. Vacant

Nominated to the Committee w.e.f. 9.12.2019.

LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda Joint Secretary
2. Shri Srinivasulu Gunda Director
3. Smt. Shilpa Kant Committee Officer

INTRODUCTION

I, the Chairperson, Standing Committee on Social Justice and Empowerment (2019-20) having been authorized by the Committee do present on their behalf this Sixth Report on 'Demands for Grants for the year 2020-21' pertaining to the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment).

2. The Committee considered the 'Demands for Grants (2020-21)' of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) which were laid on the Table of the House on 11 February, 2020. After obtaining their Budget related Documents and Explanatory Notes, the Committee took evidence of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) on 18 February, 2020. The Committee considered and adopted the Report at the sitting held on 02 March, 2020.

3. 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 appearing before them and furnishing information in connection with the examination of the 'Demands for Grants (2020-21)'.

4. For ease of reference, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

NEW DELHI;

27 February, 2020
08 Phalguna, 1941 (Saka)

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

REPORT

DEPARTMENT OF SOCIAL JUSTICE AND EMPOWERMENT

CHAPTER I

INTRODUCTORY

1.1 The main objective of the Department of Social Justice and Empowerment (DoSJE from now onwards will be referred to as „Department“) of the Ministry of Social Justice and Empowerment is to empower the socially, educationally and economically marginalized sections of the society including Scheduled Castes, Other Backward Classes, Senior Citizens, Victims of Alcoholism and Substance Abuse, Transgender Persons, Beggars, Denotified and Nomadic Tribes (DNTs) and Economically Backward Classes (EBCs).

1.2 The Department through its programmes and Schemes strives to build an inclusive society wherein members of the target groups are provided adequate support for their growth and development.

1.3 The policies and programmes of the Department aim towards:

- (i) Educational and economic development along with the social empowerment of Scheduled Castes (SCs), Other Backward Classes (OBCs), Denotified and Nomadic Tribes (DNTs), Transgender Persons and Economically Backward Classes (EBCs);
- (ii) Support to Senior Citizens by way of their maintenance, welfare, security, health care, productive and independent living; and
- (iii) Prevention and treatment of Alcoholism and Substance (Drug) Abuse;

1.4 The target groups can be defined as follows:

- (i) **“Scheduled Castes”**- means such castes ,races or tribes or parts of or groups within such castes, races or tribes as are deemed under Article 341 to be scheduled castes for the purposes of this Constitution. [Clause (24) of Article 366]
- (ii) **“Backward Classes”**- socially and educationally backward classes means such backward classes as are so deemed under article 342A for the purpose of this Constitution.[Article 366 Clause 266, Constitution of India]
- (iii) **“Senior Citizens”**- a citizen of India who has attained the age of 60 years or above. (Section 2, The Maintenance and Welfare of Parents and Senior Citizens Act, 2007)
- (iv) **“Victim of Substance Abuse”** - a person who is addicted to / dependent on alcohol, narcotic drugs, psychotropic substances or any other addictive substances (other than tobacco), e.g. pharmaceutical drugs, etc., and generally includes the immediate family members also.
- (v) **“Economically weaker section”** shall be such as may be notified by the State from time to time on the basis of family income and other indicators of economic disadvantage .[Article 15(6) Constitution of India]. For this purpose, persons who are not covered under the existing scheme of reservations for the Scheduled Castes, the Scheduled Tribes and the Socially and Educationally Backward Classes and whose family has gross annual income below ₹ 8.00 lakh are to be identified as EWSs for the benefit of reservation. Family for this purpose will include the person who seeks benefit of reservation, his /her parents and siblings below the age of 18 years as also his/her spouse and children below the age of 18 years. The income shall include income from all sources i.e. salary,

agriculture, business, profession etc. and it will be income for the financial year prior to the year of application. Also, persons whose family owns or possesses any one of the following assets shall be excluded from being identified as EWSs irrespective of the family income: (i) 5 acres of Agricultural land and above. (ii) Residential flat of 1000 sq fit and above. (iii) Residential plot of 100 sq yards and above in notified municipalities. (iv) Residential plot of 200 sq yards and above in areas other than the notified municipalities.

1.5 The population of the main target groups (mostly as per Census 2011) is given below:

- Scheduled Castes: 20.14 crore (16.6 per cent)
- Other Backward Classes: Caste Census has not been done since 1931. The Mandal Commission had estimated OBC population at 52 per cent of the total population while NSSO (2009-10), 66th Round, had estimated it to be 41.7 per cent.
- Senior Citizens: 10.36 crore (8.56 per cent).
- Victims of Substance Abuse: As per the National Survey on extent and pattern of Substance Abuse, approximately 6.50 Cr persons are victims of substance abuse.

CHAPTER II

BUDGETARY PROVISIONS AND UTILIZATION

2.1 The Demands for Grants of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) for the year 2020-21 are given under Demand No. 93. The detailed Demands for Grants of the Department of Social Justice and Empowerment were laid on the Table of Lok Sabha on 11 February, 2020. The Department of Social Justice and Empowerment furnished the following statement showing the Budget Estimates (BE), Revised Estimates (RE) and Actual Expenditure (AE) for the last three years under Plan and Non Plan Expenditure along with the Budget Estimates for 2020-21 under Schemes and Non-Schemes allocation.

2.2 BE, RE and AE (for Schemes and non Schemes) since 2015-16 are as under:-

(₹ in crore)

Year	BE	RE	AE	Percentage of AE out of RE
2015-16	6467.00	5911.78	5698.53	96.39
2016-17	6565.95	6569.39	6516.23	99.19
2017-18	6908.00	6908.00	6754.53	97.76
2018-19	7750.00	9963.25	9964.25	100.01
2019-20	8885.00	8885.00	6644.85 (As on 15.02.2020)	74.79 (As on 15.02.2020)
2020-21	10103.57	-	-	-

2.3 In 2019-20, the Department of Social Justice and Empowerment have utilized ₹ 6644.85 crore which is 74.79 per cent of BE/RE as on 15.02.2020. It was only ₹ 5740.19 crore by 31.01.2020 i.e. only 64.6 per cent of BE/RE. When the Committee enquired that as the earlier ceiling of expenditure of 33 per cent in the last quarter of the

financial year has been revised by the Department of Economic Affairs, Ministry of Finance to 25 per cent, how the Department would be able to utilize 100 per cent of the allocated funds, it was replied by the Department that “a proposal regarding relaxation in 25 per cent ceiling as applicable in the last quarter has been moved to Ministry of Finance. As such, it is anticipated that Department will be able to utilize 100 per cent of the funds allocated”.

2.4 In this connection, the Secretary of the Department deposed before the Committee as under:

“Let me just explain the system in five minutes. The system is, we do not directly spend any amount. We spend through the State Government. Funds for major schemes are spent through the State Governments and the State Governments are the implementing agencies. They have to first spend the amount which has already been released. Without that, they cannot receive further funds”. “...But there are some implementation issues. I want to present this in front of you that at States’ level too, there are problems in implementation.”

2.5 When the Department was asked to state the reasons for the enhanced allocation of ₹ 10103.57 crore at BE stage for 2020-21 *vis-à-vis* BE for 2019-20, it was replied that “the Department of Social Justice and Empowerment have formulated the budgetary proposal for the year 2020-21 and submitted its requirement of ₹ 13512.78 crore to the Budget Division, Ministry of Finance. The Ministry of Finance has allocated of ₹ 10103.57 crore for the year 2020-21 against the projected requirement of the Department of Social Justice and Empowerment. Additional funds were sought in few schemes of the Department during 2020-21 based on projected requirement. The overall increase in BE 2020-21 is ₹ 1218.57 crore which is 13.71 per cent increase over BE/RE 2019-20”.

2.6 The Department furnished the following statement showing AE of 2016-17, BE, RE and AE incurred on all the Schemes under the three Divisions from the year 2017-18 to 2019-20 along with BE for the year 2020-21:

Statement showing B.E., R.E. and Actual Expenditure during the last three years i.e. 2017-18, 2018-19, 2019-20

													(₹ in crore)
		2016-17	2017-18			2018-19			2019-20			2020-21	
Sl. No.	Programmes/Schemes	Exp. 2016-17	BE 2017-18	RE 2017-18	Actual 2017-18	BE 2018-19	RE 2018-19	Actual 2018-19	BE 2019-20	RE 2019-20	Actual 2019-20 (as on 31.01.2020)	BE 2020-21	
SCD Division													
1	Post Matric Scholarship for SCs	2798.77	3347.99	3347.99	3414.18	3000.00	6000.00	5928.16	2926.82	2690.00	1731.31	2987.33	
2	Pre Matric Scholarship for SCs	507.47	50.00	50.00	62.99	125.00	109.45	115.64	355.00	355.00	182.67	700.00	
3	Pre-matric Scholarships for the children of those engaged in unclean occupation	1.88	2.70	2.70	0.35	5.00	4.00	3.12	5.00	30.00	3.00	25.00	
4	Babu Jagjivan Ram Chhatrawas Yojana	35.00	155.00	155.00	74.91	160.45	32.00	36.56	107.76	25.00	7.60	30.00	
5	Free Coaching for SCs and OBCs	1.50	25.00	25.00	19.84	30.00	15.00	14.88	30.00	30.00	8.74	30.00	
6	Top Class Education for SCs	28.83	35.00	35.00	33.96	35.00	25.00	25.48	40.50	40.50	26.50	40.00	
7	National Overseas Scholarship for SCs	14.59	15.00	15.00	4.59	15.00	15.00	5.97	20.00	20.00	12.10	20.00	
8	National Fellowship for SCs	196.00	230.00	230.00	225.40	300.00	240.00	240.00	360.00	246.66	246.66	300.00	
9	Strengthening of machinery for Enforcement of Protection of Civil Right Act 1955 and Prevention of Atrocities Act, 1989	222.56	300.00	305.17	355.86	403.72	403.72	405.72	530.00	630.00	517.85	550.00	
10	Special Assistance Central to Scheduled Castes Sub Plan	797.92	800.00	800.00	731.38	1000.00	900.00	897.25	1100.00	1100.00	761.37	1200.00	
11	Pradhan Adharsh Mantri Gram Yojana	62.68	40.00	40.00	39.00	70.00	140.00	167.89	390.00	718.00	320.07	700.00	

12	Assistance to Vol. Orgns. for SCs	70.00	70.00	70.00	70.00	50.00	30.00	36.08	70.00	70.00	38.71	100.00
13	State Sch. Castes Development Corporations	20.00	20.00	20.00	20.00	20.00	20.00	20.00	30.00	20.00	18.45	50.00
14	Venture Capital Funds for SCs	40.00	40.00	40.00	50.00	140.00	10.00	10.00	60.00	60.00	36.00	65.00
15	Credit Guarantee fund for SCs	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.00	1.00
16	Self Employment Scheme of Liberation & Rehabilitation of Scavengers	0.00	5.00	5.00	5.00	20.00	70.00	85.76	110.00	99.93	69.80	110.00
17	Up gradation of Merit of SC Students	1.00	2.00	2.00	1.22	0.01	0.01	0.00	0.01	0.00	0.00	0.00
	Total SCD Division	4798.21	5137.70	5142.87	5108.69	5374.19	8014.19	7992.52	6135.10	6135.10	3980.83	6908.33
	Backward Classes Division											
18	Post-Matric Scholarship for OBCs	875.81	885.00	885.00	829.61	1100.00	983.25	1000.46	1360.00	1397.50	885.04	1415.00
19	Pre-matric Scholarship to OBCs	129.14	142.00	142.00	128.23	232.00	132.00	121.84	220.00	220.00	122.53	250.00
20	National Overseas Scholarship for OBCs	2.90	4.30	4.30	19.87	10.00	10.00	10.00	15.00	26.09	15.00	35.00
21	National Fellowship for OBCs and EBCs	27.00	40.00	40.00	20.00	110.00	30.00	30.00	70.00	52.50	52.50	120.00
22	Boys & Girls Hostels for OBCs	40.00	40.00	40.00	42.50	50.00	30.00	36.05	30.00	30.00	12.08	50.00
23	Asstt. To Vol. Orgns for OBCs	8.99	10.00	10.00	15.00	30.00	30.00	40.00	30.00	34.00	15.00	50.00
24	Post Matric Scholarship for Economically Backward Classes	15.12	10.00	10.00	11.00	103.00	23.00	23.00	23.00	13.00	13.99	25.00
25	Scheme for Educational and Economical Development of De-notified and Nomadic	4.50	6.00	6.00	5.40	10.00	10.00	9.00	10.00	10.00	7.80	10.00

	Tribes											
26	Venture Capital Fund for Backward Classes	0.00	0.00	0.00	0.00	0.00	0.00	0.00	50.00	50.00	50.00	60.00
	Total Backward Classes Division	227.65	1137.30	1137.30	1071.61	1645.00	1248.25	1270.35	1808.00	1833.09	1173.94	2015.00
	Social Defence, Media and Research											
27	Assistance to Voluntary Organisations under the Scheme of Integrated Programmes for Older Persons@	36.99	46.00	46.00	44.47	60.00	60.00	65.08	90.10	100.00	76.90	0.00
28	National Action Plan for Sr. Citizens@	0.00	0.00	0.00	0.00	0.00	0.00	0.00	40.00	40.00	29.75	200.00
29	Scheme for prevention of Alcoholism and Substance (Drugs) Abuse	47.00	46.00	46.00	48.97	50.00	80.00	80.00	130.00	110.00	70.82	0.00
30	National Action Plan for Drug Demand Reduction \$	0.00	0.01	0.01	0.00	155.50	113.50	112.33	135.00	135.00	106.16	260.00
31	National Survey to Assess the extent, pattern and trends on Drug Abuse and Substance Abuse \$	6.00	15.24	22.22	22.22	7.00	11.00	8.91	0.99	0.00	0.00	0.00
32	Scheme for Transgender Persons	0.00	4.00	0.02	0.00	1.00	1.00	1.00	5.00	5.00	2.50	10.00
33	Integrated Programme for Rehabilitation of Beggars	0.00	4.00	1.00	1.00	0.50	0.50	0.50	5.00	25.00	1.00	100.00
34	Rashtriya Vayoshri	0.00	0.00	0.00	1.50	0.01	0.01	106.51	0.01	0.01	0.00	1.00

	Yojana **											
35	Research Studies & Publications	0.46	6.50	2.50	1.10	5.00	3.00	0.57	5.00	5.00	0.52	0.00
36	Information & Mass Education Cell	29.78	33.00	37.00	36.48	65.00	40.00	41.03	45.00	11.00	9.09	20.00
37	Assistance to VO's. for Providing Social Defence Services	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	4.00
	Total Social Defence	86.24	157.75	157.75	158.74	347.01	312.01	418.93	459.10	434.01	299.74	595.00
	Grand Total for all schemes of the Department	6024.90	6432.75	6437.92	6339.04	7366.20	9574.45	9681.80	8402.20	8402.20	5454.51	9518.33
	Autonomous Bodies and Establishment											
1	National Institute of Social Defence	23.68	22.24	22.50	22.66	15.15	25.15	27.37	25.00	23.93	17.63	35.00
2	Dr. B.R. Ambedkar Foundation	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
3	Dr. B.R. Ambedkar National Memorial	16.99	62.00	62.00	62.00	5.00	5.00	9.37	5.00	5.00	4.67	0.00
4	Dr. B.R. Ambedkar International Centre#	100.00	40.00	40.00	40.00	15.00	10.00	5.63	15.00	15.00	11.18	25.00
5	NCSC	15.06	18.20	18.20	15.69	22.00	22.00	19.08	24.11	24.11	16.27	25.00
6	NCSK	2.20	4.50	4.50	4.55	5.92	5.92	6.70	9.46	9.06	6.17	10.00
7	NCBC	4.13	5.50	5.24	3.00	5.80	5.80	4.50	6.30	6.30	4.20	8.00
8	NCDNT	2.09	2.50	2.50	1.92	0.00	0.00	0.00	0.00	0.00	0.00	0.00
9	DWBDNCs	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.40	0.00	1.24
10	Secretariat	38.18	41.10	41.10	41.42	46.54	46.54	47.92	51.93	53.00	44.96	60.00
	Total Establishment and Autonomous Bodies	38.18	197.04	197.04	192.24	116.41	121.41	121.57	137.80	137.80	106.08	165.24
	Investments											
11	National SC Finance and Dev Corporation	138.00	128.21	128.21	128.21	137.39	137.39	137.39	180.00	150.00	14.60	180.00
12	National Safai Karamcharis Finance	50.00	50.00	44.83	5.00	30.00	30.00	30.00	35.00	35.00	35.00	40.00

	& Development Corporation											
13	National Backward Classes Finance & Development Corporation	100.00	100.00	100.00	90.00	100.00	100.00	100.00	130.00	160.00	130.00	200.00
	Total Investments	288.00	278.21	273.04	223.21	267.39	267.39	267.39	345.00	345.00	179.60	420.00
	Total Non Schemes	544.01	475.25	470.08	415.45	383.80	388.80	388.96	482.80	482.80	285.68	585.24
	Grand Total Schemes + Non Schemes	6516.23	6908.00	6908.00	6754.49	7750.00	9963.25	10070.76	8885.00	8885.00	5740.19	10103.57
@	In BE 2020-21, allocation for scheme of Assistance to Voluntary Organization for programmes relating to Aged have been kept under National Action Plan for Senior Citizen (NAPSRc).											
\$	IN BE 2020-21, allocation for National Survey and scheme of Drug Abuse have been kept under National Action Plan for Drug Demand Reduction(NAPDDR).											
**	There is provision of funding the scheme of Rashtriya Vayoshri Yojana from Senior Citizens welfare fund. In 2018-19, ₹106.50 crore were taken from Senior Citizens welfare fund and expenditure of this amount was incurred .											
#	In BE 2020-21, allocation for both Dr. Ambedkar National Memorial and Dr. Ambedkar International Centre has been made under Dr. Ambedkar International Centre.											

2.7 It was observed that the Ministry of Road Transport & Highways has formulated a multipronged strategy to address the issue of road safety based on Education, Engineering (both of roads and vehicles), Enforcement and Emergency Care. Further, the Ministry of Road Transport & Highways has constituted a Parliamentary Constituency Committee on Road Safety in each district of the country to promote awareness amongst road users under the Chairpersonship of Hon'ble Member of Parliament (Lok Sabha). While referring to this laudable initiative of Ministry of Road Transport & Highways during evidence of the representatives of the Department of Persons with Disabilities, Members of the Committee were unanimous that such steps could be of immense help for the welfare of SCs, OBCs, Senior Citizens and other target groups of the Department of Social Justice and Empowerment.

2.8 The Committee note that during 2019-20, the Department had been allocated a budget amounting to ₹ 8885.00 crore and the Department utilised ₹ 5740.19 crore on 31.01.2020 which was 64.6 per cent of the total allocated funds. The Committee further note that on 15.02.2020 the utilisation of the Department was enhanced to ₹ 6644.85 crore which became 74.79 per cent of the total allocated funds as RE i.e. ₹ 8885.00 crore. The Committee are disappointed to note the uneven pace of utilisation of funds by the Department which is very slow in the first three quarters of the financial year 2020-21. Almost 35 per cent the budget remained unutilised and according to the revised instructions of the Ministry of Finance, Ministries/Departments could utilise only 25 per cent of their BE in the last quarter of the financial year. The Committee observe that albeit the Department have moved a proposal to Ministry of Finance to provide relaxation in the 25 per cent ceiling, if rejected, it can result in surrendering of 10 per cent unutilised funds. As late submission of UCs and non-receipt of complete proposals are the main reasons for the delay in full utilisation of allocated budget, the Committee urge the Department to chalk out a strategy of releasing every instalment of funds to the States clarifying the deadline for submitting UCs. In case UCs are not received within that time-limit, the Department must immediately start vigorously pursuing the issue with the State/UT Governments. The officers may be delegated the responsibility of personally visiting the States, which require handholding to prepare proper proposals. If need be, the help of local public representatives can also be sought to pursue the issue with the concerned State Authorities. The Committee further desire to be apprised whether a recent decision to continue

even if States do not respond within 60 days applies to the Departmental Schemes too.

2.9 The Committee note that the utilization of the resources by the Scheduled Caste Division (SCD) since 2017-18 shows that in the year 2017-18 and 2018-19 ₹ 34.18 crore and ₹ 21.67crore were surrendered due to non-utilisation of the funds. Similarly, in the year 2019-20 out of ₹ 6,135 crore, the Division incurred ₹ 3,980 crore only (till the end of January, 2020) leaving the rest ₹ 2,155 crore to be spent in the remaining two months of the financial year. This implies that 35 per cent of the allocated resources remained unspent till the end of January 2020.

The spending pattern by the Backward Classes Division (BCD) shows that division has surrendered ₹ 65.69 crore in 2017-18, over spent ₹ 22 crore in 2018-19 and spent ₹ 1,174 crore only out of ₹ 1833 crore in the year 2019-20 till the end of January 2020, leaving the rest ₹ 659 crore to be spent in the remaining two months of the financial year.

The utilization pattern by the Social Defence, Media and Research (SDMR) reveals that ₹ 1 crore was over spent in 2017-18 *vis-a-vis* RE for the year, and ₹ 107 crore in 2018-19 over and above RE for the year. In 2019-20, however, as on January 2020 the Department are yet to spend ₹ 134 crore of the RE allocation (₹ 434 crore).

It is hence evident that in Scheduled Castes Division (SCD) there has been continuous under utilization of the allocated amount which is largely due to non receipt of the UCs and complete proposals from States/UTs in time. Though the

Committee acknowledge that the steep under utilization in 2019-20, could partly be attributable to the slow pace of disbursement due to National Elections in April/ May, 2019, they hope that substantial funds remaining would be spent in the closing months of the financial year 2019-20. While specific recommendations will follow under the relevant chapters in this report, non receipt of UCs and complete proposals in time be taken up at regular intervals with the State/UT Governments to have any meaningful impact.

The Committee while expressing their concern for surrendering ₹ 65.69 crore *vis-a-vis* RE in 2017-18 , appreciate full utilization and in fact over spending of the provisions allocated at RE stage under Backward Classes Division (BCD) in 2018-19 and hope the Department would be able to make up the shortfall (₹ 659 crore) in spending witnessed in 2019-20 (till the end of January, 2020), in the remaining two months of the financial year. They would like to be apprised of the outcome in this regard.

With regard to the spending pattern of the SDMR, it may be seen that during 2017-18 and 2018-19 the actuals exceeded the REs and in the year 2019-20 , the Department is yet to incur ₹ 134 crore out of RE of ₹ 434 crore at the end of January, 2020. The Committee would like to be apprised of the actual in the final quarter of the financial year.

2.10 The Committee are informed that the Ministry of Road, Transport and Highways have created a Parliamentary Constituency Level Committee for every Parliamentary Constituency and associated the Member of Parliament of that constituency with it. As local representatives are well aware of the ground realities

of their constituencies, their feedback could be of immense help. They can also monitor the progress of the Schemes/Programmes being implemented in their areas for the welfare of SCs, OBCs, Senior Citizens and other target groups of the Department of Social Justice and Empowerment, and also pursue the issue of timely submission of UCs and proposals from State Governments. The Committee, therefore, recommend the Department to form Parliamentary Constituency Level Committees on these lines and also ensure the involvement of the MPs of that constituency in this Committee as this would only improve the efficacy and implementation of the Schemes.

CHAPTER III

1. SCHEDULED CASTES DIVISION

I. POST MATRIC SCHOLARSHIP SCHEME FOR SCs

3.1 The Post Matric Scholarship Scheme for SC Students (PMS-SC) is a Centrally Sponsored Scheme with the objective to provide/supplement financial assistance to the Scheduled Castes students studying at post matriculation or post-secondary stage to enable them to pursue post matric education. These scholarships are available for studies in India only and are awarded by the Government of the State/UT to which the applicant actually belongs i.e. permanently settled or domiciled. Funds are provided to the State/UT Governments to meet their entire demand that is over and above their „Committed Liability“, where „Committed Liability“ of the State/UT is defined as „the highest demand for any of the years of the previous Plan Period/Finance Commission Cycle“. For NE States, the Central Government bears the entire requirement of the States. The salient features of this Scheme are:

- (a) It is flagship scheme and core of the core schemes of Government of India.
- (b) It is one of the oldest welfare schemes of the country.
- (c) The scheme is open-ended as regards beneficiaries, institutions, courses and reimbursement of fees.
- (d) From a humble beginning in 1944-45 with an expenditure of ₹ 0.48 lakh to support 144 beneficiaries, the scheme has considerably improved its ambit. The scheme touched 1 lakh beneficiaries in 1967-68, 10 lakh beneficiaries in 1990-91 and approximately 50 lakh beneficiaries in 2013-14. Approximately 60 lakh SC students are currently availing the benefits under the scheme.
- (e) The committed liability of all the States put together during current FCC (2017-18 to 2019-20) is ₹ 8977.91 crore annually and Central share is an average of ₹ 1092 crore annually.

3.2 With regard to the eligibility criterion of this Scholarship, the Department informed as under:

- (a) The student should be an Indian national belonging to SC community and studying in post matric classes.
- (b) Parent/Guardian's income should not exceed ₹ 2.5 lakh per annum.

3.3 As regards the amount of Scholarship, the Department stated that :

- (i) Maintenance allowance amounting to ₹380/- to 1200/- per month for hostellers and ₹ 230/- to ₹ 550/- per month for day scholars.
- (ii) Reimbursement of compulsory non-refundable fees,
- (iii) Study tour charges upto ₹ 1600.
- (iv) Thesis typing/printing charges for Research Scholars upto ₹ 1600.
- (v) Book allowance amounting to ₹ 1200 for students pursuing correspondence courses.
- (vi) Book bank facility for specified courses ranging from ₹ 2400 to ₹ 7500.
- (vii) Additional allowance for students with disabilities, for the complete duration of the course.

3.4 The Department have further informed that the scheme was revised in May, 2018 as follows:

- (i) Change in definition of „Committed Liability“ from „Actual expenditure in terminal year of previous Plan Period“ to „Highest demand for any of the financial years of the previous Plan Period/Finance Commission Cycle (FCC)“.
- (ii) Online end to end processing, verification of eligibility credentials to ensure greater transparency and to control duplication, wrong claims by institutions
- (iii) Mandatory payment of maintenance allowance and non-refundable fee to bank accounts of student beneficiaries only.

3.5 BE, RE and AE of the above mentioned Scheme since 2015-16 is as follows:

(₹ in crore)

Year	BE	RE	AE	Beneficiaries (in Lakh)
2015-16	1599.00	2216.00	2213.88	56.80
2016-17	2791.00	2820.70	2798.76	58.62
2017-18	3347.99	3347.99	3414.09	59.25
2018-19	3000.00	6000.00	5928.15	60.00(estimated)
2019-20	2926.82	2690.00	2461.03 (as on 15.02.2020)	-
2020-21	2987.33	-	-	-

3.6 The Department in their written replies to the list of points on Demands for Grants 2019-20, stated that “there were arrears pending under the Scheme of Post Matric Scholarship for SCs and even though they had released ₹ 5928.15 crore upto 2017-18 to the States/UTs, the arrears have not been completely cleared”. When the Department was enquired about the present status of arrears, it was submitted that “entire arrear and due Central Assistance up to 2019-20 has been released to all States/UTs who had submitted complete proposal along with due Utilization Certificate etc.”.

3.7 In a related written reply to the Committee, on the query as to why the Department was not able to utilize 100 per cent funds in the year 2018-19 for clearing the pending arrears under this scheme, they stated that “during 2018-19, ₹ 6000 crore was allocated at RE Stage for clearing arrears under the scheme. As per the guidelines of Department of Expenditure, 2 per cent of the budget allocation is required to be earmarked for North Eastern (NE) States. Since there was no significant demand and arrears pending from the NE states, the funds under the North Eastern head could not be utilized. However, the Department submitted that any fund unutilized under NE head of PMS-SC Scheme was utilized under NE head of other schemes as per the requirement”.

3.8 When asked about the number of States/UTs still waiting for the release of funds under Post-Matric Scholarship Scheme, the Department informed that “all States/UTs who have submitted complete proposals have been released funds for the arrears and due central assistance for 2019-20. Due to ongoing special audit in the State of Punjab, complete proposals are still awaited and therefore, the final fund requirement can only be ascertained after receipt of the proposal”. The Department further submitted that “the Department have released due central assistance upto the year 2019-20 of States/UTs who have submitted complete proposals. As per the proposals received/actual expenditure incurred under the scheme, the requirement of funds for 2020-21 has been estimated so that timely releases can be made”.

3.9 With regard to the measures adopted by the Department to ensure full utilization of funds under this scheme, the Department stated that “as on date 15.02.2020, expenditure of ₹ 2461.03 crore from RE i.e. 91.48 per cent of RE has been incurred under this scheme. An exemption from the ceiling of expenditure during last quarter has been sought from Ministry of Finance to enable utilization of entire allocation as per the proposals received from States/UTs”.

3.10 During the course of evidence, the Secretary of the Department deposed that considering the utilization of Budgetary Allocation as RE in 2019-20

“...we are actually proceeding very fast but there are some structural limitations. Structural limitation is for post matric scholarships.”

“...The system is, we do not directly spend any amount. We spend through the State Government. Funds for major schemes are spent through the State Governments and the State Governments are the implementing agencies. They have to first spend the amount which has already been released. Without that, they cannot further funds.”

3.11 The Secretary also informed the Committee in his deposition during evidence that one of the reason for under utilization of funds and accumulation of arrears under this scheme is poor implementation on the part of the States/UTs eg. in Punjab, where there was big scam under PMS-SC. Investigation was going on and a lot of people had been arrested. Similarly, no demand has come from Bihar also because there was very little expenditure.

3.12 It was also deposed by the Secretary that

“...under the scheme of PMS-SC we have taken a proposal to the Ministry of Finance and PMO for bringing some modification in this scheme. There are two issues in this. First is that it should be 60:40. At present, it is 90:10. Applying the concept of committed liability our share has been reduced to, earlier which was 40 to 50 per cent has now been reduced to 10 per cent. The other 90 per cent comes from the budget of the States.”
“...The other one is to transfer the amount of scholarships to the accounts of the beneficiaries directly through Direct Benefit Transfer (DBT) from the Department.”

3.13 The Secretary also informed the Committee during the evidence that this proposal was accepted by the Ministry of Finance and at present sent for approval of the Cabinet.

3.14 The Committee note that the Post Matric Scholarship Scheme for SC Students (PMS-SC) is one of the oldest and most important schemes run by the Department with the objective to provide/supplement financial assistance to the Scheduled Castes students studying at post matriculation or post-secondary stage to enable them pursue post matric education. The Committee find that funds could not be released by the Department to the States/UTs due to lack of complete proposals submitted by the States/UTs in time. The Committee, therefore, desire that the Department should vigorously pursue the Governments of States/UTs at the level of Secretaries as well as at district level also and direct them to submit the complete proposals at least by the end of third quarter of financial year so that the Department could release funds in time utilize the amount allocated in full. If need be the officers of the Department can personally talk to District Magistrate of the District to speedily and effectively remove the hurdles in implementation of the Scheme at District level.

3.15 The Committee further find that the States of Punjab and Bihar, where there is poor implementation of this Scheme, did not put forth any demand for funds as there is nil/very less utilization of funds and hence they could not send UCs to the Department. The Committee are perturbed to particularly know the corruption charges on Punjab officials and can very well perceive the helpless condition of those poor students who are deprived of the scholarships. The Committee, therefore, impress upon the Department to pursue the States of Punjab and Bihar in particular to complete the formalities at their end and release the scholarships to the beneficiaries in time and send the complete proposals to the Department in

time. For this the Department of Social Justice and Empowerment could formulate a draft template and send it to States/UTs for fast disposal of cases. The transfer of scholarships directly into the accounts of the beneficiaries could be a step towards fast and effective implementation of the Scheme. The Committee are informed that a proposal for transferring funds directly into the bank accounts of the students under Direct Benefit Transfer (DBT) is already awaiting approval of the Cabinet. The Committee, therefore, desire that the Department should pursue this matter seriously and implement it at the earliest in the interest of the beneficiaries. The Committee would like to be apprised of the actual progress in this regard.

3.16 The Committee have now been informed that the Department have put forth a proposal to increase the share of the Centre from 90:10 to 60:40. The Committee are constrained to find that despite having passed by the Ministry of Finance the proposal is still under consideration of the Cabinet and, therefore, the Committee urge upon the Ministry to pursue the matter seriously to get it approved by the Cabinet and implement it at the earliest. The Committee would like to be apprised of the latest position in this regard.

II. BABU JAGJIVAN RAM CHHATRAWAS YOJANA (BJRCY)

3.17 This scheme for construction of hostels for Scheduled Castes students is to enable and encourage children/students to attain quality education. Such hostels are immensely beneficial to the students hailing from rural and remote areas of the country. The scheme of construction of hostels for SC girls is in operation from Third Five Year Plan (1961-66); the same for boys was started with effect from the year 1989-90. The scheme was revised in 2008 and on 10.09.2018.

3.18 For Girls Hostels 100 per cent Central Assistance is provided to the State Governments/ UT Administrations and Central and State Universities/Institutions, as per the cost norms prescribed in the Scheme and for Boys Hostels 50 per cent central assistance is provided to State Governments on matching share basis, 100 per cent central assistance to UT Administrations, 90 per cent central assistance to Central Universities/Institutions. The remaining 10 per cent cost is to be borne by the Central University/Institution concerned. For State Universities/Institutions, the central assistance is 45 per cent. The remaining 55 per cent cost is to be borne by the State University/Institution and the State Government/UT Administration concerned in the ratio of 10:45. In case the State Governments/UT Administrations concerned do not contribute their expected share of 45 per cent to the State Universities/Institutions as prescribed above, the share of the former will also have to be borne by the Universities/Institutions, by raising their contribution to 55 per cent.

3.19 The cost norms for construction/expansion of girls and boys hostels will be as under:

- (i) North Eastern Region : ₹ 3.50 lakh per inmate
- (ii) Northern Himalayan Regions : ₹ 3.25 lakh per inmate
- (iii) Gangetic Plains and Lower Himalayan Region : ₹ 3.00 lakh per inmate

3.20 In addition to the admissible central assistance under the Scheme, a one-time grant of ₹ 5000.00 per student is also provided for making provisions of a cot, a table and a chair for each student and for common facilities like Television, Computer, Kitchen equipment etc. This one-time grant shall be released after utilization of central assistance provided by the Government along with matching share of implementing agency, if any, and completion of construction of the hostel in all respects.

3.21 BE, RE and AE in respect of the above mentioned Scheme since 2015-16 is as follows:

(₹ in crore)

Year	BE	RE	AE
2015-16	75.00	50.00	48.97
2016-17	45.00	35.00	35.00
2017-18	155.00	155.00	74.91
2018-19	160.45	32.00	36.56
2019-20	107.76	25.00	07.60 (as on 31.01.2020)
2020-21	30.00	-	-

3.22 In response to a query as to the reasons for under utilization of the provisions made for the purpose, the Secretary of the Department of Social Justice and Empowerment deposing before the Committee submitted as under:

“That is correct, Sir because there is no demand from the States. The progress of works is not as per what we have desired. In several States the work is going on very slow. This is a fact. It is because, there is not much demand for hostels, that is why we

wanted to convert it into residential schools. That, of course, did not go through.”

3.23 The Secretary added as under:

“...during the year 2019-20, we proposed that instead of having a hostel we should have five residential schools. We had made proposal for five residential schools. It has gone to the Ministry of Finance but it was not agreed to. Because of this we had put forth demand of ₹ 107.76 crore in 2019-20”.

3.24 The Department furnished the following statement showing State-wise central assistance released and beneficiaries covered during the years 2016-17 to 2019-20 under Babu Jagjivan Ram Chhatrawas Yojana (SC Boys Hostel):

**STATE-WISE CENTRAL ASSISTANCE RELEASED AND BENEFICIARIES COVERED DURING THE YEARS 2016-17 to 2019-20 UNDER
BABU JAGJIVAN RAM CHHATRAWAS YOJANA (SC BOYS HOSTEL)**

(₹ In Lakh)

Sl. No.	States/UTs	2016-17			2017-18			2018-19			2019-20 (as on 15.01.2020)		
		Exp.	Benef.	Hostels	Exp.	Benef.	Hostels	Exp.	Benef.	Hostels	Exp.	Benef.	Hostels
1	AP	0.00	0	0	0	0	0	0	0	0	0	0	0
2	Assam	0.00	0	0	0	0	0	324.18	600	12	0	0	0
3	Gujarat	0	0	0	0	0	0	0	0	0	123.18	*	*
4	HP	60	*	*	0	0	0	0	0	0	0	0	0
5	J&K	0	0	0	0	0	0	40.62	50	1	0	0	0
6	Jharkhand	0	0	0	0	0	0	0	0	0	0	0	0
7	Karnataka	0.00	0	0	0	0	0	135	100	1	0	0	0
8	Kerala	0	0	0	0	0	0	0	0	0	114.52	1	100
9	MP	240.00	500	10	240	*	*	412.5	250	1	120.00	*	*
10	Maharashtra	65.79	*	*	67.5	*	*	0	0	0	0	0	0
11	Manipur	0.00	0	0	0	0	0	118	0	0	0	0	0
12	Orissa	50.00	100	1	0		0	188.4	0	0	0	0	0
13	Punjab	71.71	100	1	26.84	*	*	23.4	*	*	0	0	0
14	Rajasthan	2.5	**	**	45	*	*	0	0	0	0	0	0
15	Tamil Nadu	0	0	0	110.66	100	1	0	0	0	137.92	*	*
16	West Bengal	0	0	0	0	0	0	0	0	0	0	0	0
17	Puducherry	0	0	0	0	0	0	102.5	*	*	0	0	0
	TOTAL	490	700	12	490	100	1	1344.6	1000	15	495.63	1	100

* second installment

** it includes onetime grant

3.25 The Committee note that Babu Jagjivan Ram Chhatrawas Yojana (BJRCY) is meant for construction of hostels for Scheduled Castes students to enable and encourage children/students to attain quality education. This scheme is a crucial one as it provides hostels which are immensely beneficial to the students hailing from rural and remote areas of the country. However to their dismay, the Scheme is not performing well. The Committee observe a trend of under utilization of funds since 2015-16 under this scheme except in 2016-17. In 2017-18, against the RE of ₹ 155.00 crore, the Department utilized only ₹ 74.91 crore which is less than 50 per cent of the budgetary allocation. In 2019-20, the Department was allocated ₹ 107.76 crore which was reduced downward to ₹ 25.00 crore at RE stage. Out of RE of ₹ 25 crore, ₹ 07.60 crore only was utilized till 31.01.2020. The trend of funds released also gives a dismal picture of hardly 7-8 recipient States/UTs out of 17. Out of these only Kerala has established 100 hostels and rest are just a sprinkling, which is extremely disappointing. The Committee would like to be apprised of the reasons for such dismal performance and the steps taken to address the issues affecting adversely the utilization of the funds. The Committee further find that the demand of ₹ 107.00 crore as BE in 2019-20 was made as the Department had put forth a proposal for construction of five residential schools sent to the Ministry of Finance for approval which, however, was turned down. Taking into consideration the number of boys hostels constructed under this scheme which is very less, the Committee exhort the Department to revisit their proposal of residential schools as this is a better option for serving the purpose of this scheme.

3.26 The Committee also want the Department to apprise them as to why no hostels were constructed in other states in 2019-20 and the addresses of all the hostels constructed under this Scheme, State-wise, as agreed to by the Department during the course of evidence. The Committee are of the opinion that if the funds are not being properly utilized by the States for construction of hostels, the Department can seek suggestions from the MPs/MLAs of SC constituencies also due to their vast familiarity with the needs and requirements of their people, and get requisite proposals made, which will go a long way in meeting the objectives of the scheme.

II PRADHAN MANTRI ADARSH GRAM YOJANA (PMAGY)

3.27 The objective of Pradhan Mantri Adarsh Gram Yojana (PMAGY) is to ensure integrated development of the selected villages with more than 50 per cent SC population so that, inter alia, adequate infrastructure necessary for the socio-economic development needs should be available and improvement in Socio-Economic Indicators of the villages can be ensured. The twin objectives of providing adequate infrastructure and improving socio-economic indicators will be sought to be achieved by convergence of Schemes. The development deficit of the selected village arising out of the baseline data *vis-à-vis* the Monitorable Indicators will form the basis of convergence between the various existing Central as well as State Government Schemes. Funds are provided to the States under this Scheme for filling any identified infrastructure gap which cannot be taken up from any other Scheme of the Central or State. ₹ 20 lakh per village are provided as gap-filling fund for infrastructure development in the village and ₹ 1 lakh per village are available for administrative expenses. Under the Scheme the resources are also mobilized to saturate the requirements arising out of a detailed assessment against the coverage of major Government of India Schemes i.e. UJJAWALA, INDRADHANUSH, PMJDY, PMJJBY, PMSBY, PMJAY, PMAY-G, etc.

3.28 The identified socio-economic indicators, known as Monitorable Indicators, are to be improved so that the disparity between SC and non-SC population is eliminated and the level of indicators is raised to at least that of the National Average. More specifically, all BPL SC families should have food and livelihood security, all SC children should complete education at least up to the secondary level, all factors leading to maternal and infant mortality are addressed and incidence of malnutrition, especially amongst children and women, is eliminated.

3.29 There are 50 Monitorable Indicators spread across 10 domains. These domains are:

- i) Drinking water and Sanitation
- ii) Education
- iii) Health and Nutrition
- iv) Social Security
- v) Rural Roads and Housing
- vi) Electricity and Clean Fuel
- vii) Agricultural Practices etc.
- viii) Financial Inclusion
- ix) Digitization
- x) Livelihood and Skill Development

3.30 Integrated development of selected villages will be sought to be achieved primarily through implementation of the existing schemes of Central and State Governments in a convergent manner thereby ensuring access to quality services as well as infrastructure development. Gap filling funding will be provided for meeting special requirements of the village with an expectation of convergence of at least three to four times of „Gap-filling“ fund from existing Central/State Schemes or with matching grants from State Governments.

3.31 BE, RE and AE of PMAGY since 2015-16 is as under:

(₹ in crore)

Year	BE	RE	AE
2015-16	200.00	200.00	195.82
2016-17	90.00	50.00	62.68
2017-18	40.00	40.00	39.00
2018-19	70.00	140.00	167.89
2019-20	390.00	718.00	391.27 (as on 15.02.2020)
2020-21	700.00	-	-

3.32 When the Department was enquired about the reasons for reduction in RE from ₹ 200.00 crore in 2015-16 to ₹ 50.00 crore and ₹ 40.00 crore in 2016-17 and 2017-18 respectively, it was stated that “the Phase-I of the Scheme was started during the March 2015 with 1500 villages. Most of the liability was dispensed with during 2015-16 itself. Only left out liabilities including those villages not taken up by the States during 2015-16 was dispensed during 2016-17 and 2017-18”.

3.33 Elaborating the reasons for AE of 2018-19 being more than the total funds allocated, the Department commented that “approval to expand the Scheme to more villages was granted by Department of Expenditure during 2018-19 and based on the recommendations a decision was taken to select up to 10 eligible villages from each District for Scheme implementation. So during 2018-19 a total of 4484 villages were taken up under the Scheme and ₹ 167.89 crore were released to the States”.

3.34 In 2019-20, there is almost five fold enhancement of funds from the previous year at RE Stage, when the Department was asked the reasons for it, it was submitted that “it has been decided to cover all eligible SC majority villages in the Country by 2024-25. As per Scheme guidelines 50 per cent of the eligible Central Assistance is released on selection of the villages and rest is released when sufficient progress is achieved by the

States. A meeting of the Central Steering cum Monitoring Committee to review the status of implementation was held on 12-02-2020. Accordingly, the Department needs to release the 2nd Instalment to the States for about 5000 villages”.

3.35 The Department further submitted that “as on 15.02.2020 out of RE of ₹ 718.00 crore, ₹ 391.27 crore has already been released. Entire fund available under the Scheme at RE Stage will be utilised by the end of this Financial Year”.

3.36 Elaborating the various components of the scheme, the Secretary of the Department submitted before the Committee during the course of evidence that

“...Pradhan Mantri Adarsh Gram Yojana is a convergence scheme. That means we bring together the work of all the Departments and ensure that all the schemes converge in that particular scheme so that everybody will get it. That is the scheme. If there is any gap, in order to address the gap, about ₹ 20 lakh per village is allotted in our budget. Primarily the investments go from ₹ 3 crore to ₹ 4 crore per village. But our investment is ₹ 20 lakh. It is only gap investment. There is investment from Rural Development, from Panchayati Raj, and from Health and Nutrition. So, there are several Departments which are participating in this.”

3.37 The Committee note that Pradhan Mantri Adarsh Gram Yojana (PMAGY) is an important scheme of the Department to ensure integrated development of the selected villages with more than 50 per cent SC population. The objective of the Scheme is to provide for and improvement in the various Socio-Economic Indicators of the villages. The resource allocation and spending since 2015-16 shows utilization of more than 95 per cent in the year 2016-17 and 2018-19 the spending was far higher than RE. In 2019-20, however, the utilization is 55 per cent only till 15.02.2020, due to slow pace of disbursements in the first and second quarters which, in the Committee's view, could be owing to the National Elections held during that period. The Committee hope the Department would be able to spend the amount in the remaining two months of the financial year, which the Department appears to be quite confident about.

3.38 The Committee find that this scheme is a convergence scheme and the Ministries of Rural Development, Panchayati Raj, Health and Family Welfare etc. are also actively involved at implementation stage of this scheme. The Committee are of the considered opinion that when two or more Departments/Ministries are involved at implementation stage of any scheme, it is difficult to effectively and properly implement that scheme for intended outcome. In this case even when one Department have released its share of funds, it is not necessary that the other Department/Ministry releases its share of funds in coordination with the other Ministries and this will result in delayed implementation of Scheme and the ultimate sufferer will be the SC population of the villages, who are in dire need of improvement in their socio-economic status and the whole purpose would be defeated. The Committee, therefore, opine that an objective assessment of these

factors needs to be made and if lack of convergence among various Department of Government of India is hampering the pace, the Department should not implement this scheme on the basis of convergence with other Ministries. In its stead, the Department should implement this scheme directly on the basis of the funds allocated under this scheme to them. The Committee desire that the Department should not depend on other Ministries/Departments for the implementation of this Scheme and independently monitor it for its prompt implementation at village level as the Committee believe that the Department is exclusively responsible for the upliftment and empowerment of them through its schemes/programmes. In this connection, the Department of Divyangjan from the same Ministry have introduced real time monitoring through a mobile-based color-coding application for their schemes, which can be replicated for better monitoring. The Committee suggests them to explore this possibility in the right spirit.

IV DR. AMBEDKAR FOUNDATION (DAF)

3.39 Dr. Ambedkar Foundation (DAF) was set up on 24th March, 1992 in pursuance of the recommendations of the Centenary Celebrations Committee of Babasaheb Dr. B.R. Ambedkar constituted under the Chairmanship of the then Hon^{ble} Prime Minister of India. The main objective of this Foundation, *inter alia* include implementation of programmes and activities for furthering the ideology and message of Babasaheb Dr. Ambedkar among the masses in India as well as abroad. The Foundation has been entrusted with the responsibility of managing, administering and carrying on the important and long-term schemes and programmes identified during the Centenary Celebrations of Dr. B.R. Ambedkar.

3.40 It was further informed regarding this Foundation that the General Body is the Supreme Body of Dr. Ambedkar Foundation. It is headed by the Minister of Social Justice and Empowerment. There are 11 *Ex-officio* Members representing various disciplines of education, social work, administration and 32 members nominated by Minister of Social Justice and Empowerment from amongst the eminent social workers, educationists, journalists etc. The Governing Body of the Foundation is vested with powers of direction, control and administration of the Foundation. It is also headed by Minister of Social Justice and Empowerment with Secretary, Department of Social Justice and Empowerment, Financial Advisor, SJ&E and Joint Secretary (SCD) as ex-officio members. There are also four nominated members in the Governing Body among the members of General Body including one Executive Vice President. During 2018-19 ₹ 1.00 crore has been released to DAF as a Corpus fund.

Programmes and Schemes of DAF

(i) Dr. Ambedkar Medical Aid Scheme

The Scheme provides financial aid to poor SC and ST patients, whose annual family income is less than ₹ 3.00 Lakh, and who are required to undergo surgery of Kidney, Heart, Liver, Cancer and Brain or any other life threatening diseases which require surgery including organ transplant and Spinal surgery. Financial assistance ranging from ₹ 1.00 Lakh to maximum ₹ 3.50 Lakh, as the case may be is transferred directly to the concerned hospitals for the treatment of the patient. During the year 2019 an amount of ₹ 479.70 Lakh have been released so far to 189 beneficiaries.

(ii) Dr. Ambedkar National Merit Award Scheme for meritorious students of Secondary (Class 10th) Examination

The scheme provides onetime cash award to meritorious students belonging to SCs and STs. There are 4 awards for each of the 29 Boards. The scheme also envisages 250 special merit awards of ₹ 10000.00 each to the SC and ST students securing the next highest marks after first, second and third position.

(iii) Dr. Ambedkar National Merit Award Scheme for meritorious students of Senior Secondary (Class 12th) Examination belonging to Scheduled Castes

(iii) Dr. Ambedkar National Merit Award Scheme for meritorious students of Senior Secondary (Class 12th) Examination belonging to Scheduled Castes

Dr. Ambedkar Foundation had formulated a scheme during 2007-08 for award of merit awards to the students belonging to SCs to recognize, promote and assist meritorious students belonging to Scheduled Castes. Award is given to three students scoring highest marks in the regular Class 10th and Class 12th level examination conducted by the Education Board/Council in four streams of Arts, Science (with Maths)

and Science (with Biology) and Commerce @ ₹ 60000.00, ₹ 50000.00 and ₹ 40000.00 respectively. After first three positions of merit, the next three girl students securing the highest marks in each stream are given a special award @ ₹ 20000.00 each. The scheme also envisages 250 special merit awards of ₹ 10000.00 each to the SC and ST students securing the next highest marks after first, second and third position.

(iv) Dr. Ambedkar Scheme for celebration of Birth/Death Anniversaries of Great Saints

This scheme has been formulated to provide grants- in-aid to the recognized Colleges/ Universities/Institutions and Registered NGOs, which are in existence for at least 2 years, duly recommended by the District Magistrate State Government Administration, for celebrating birth anniversary of Great Saints who tirelessly worked for promoting social justice, removal of inequality and discrimination and for amelioration of the conditions of weaker sections of the society. The Scheme covers the birth anniversary of Great Saints like Sant Kabir, Guru Ravidas, Guru Ghasidas, Chokhamela, Nandnar, Narayan Guru, Namdev, Jyotiba Phule, Savitri Bai Phule and Dr. Ambedkar and other saints, as approved by the Foundation from time to time. The upper limit of the amount of grant-in-aid provided in each case, under the scheme is

(i) Recognized universities/ institution - ₹ 5.00 Lakh and (ii) Registered NGOs upper limit ₹ 2.0 Lakh.

(v) Dr. Ambedkar Scheme for Social Integration through Inter-Caste Marriages

The objective of the scheme is to appreciate the, socially bold step of an Inter Caste marriage, taken by the newly married couple and to extend financial incentive to the couple to enable them to settle down in the initial phase of their married life. It shall be the discretion of the

Minister of Social Justice and Empowerment & Chairman of Dr. Ambedkar Foundation to sanction the incentive to the couple.

The eligibility criteria are as under:

- a. An Inter-caste marriage, for the purpose of this Scheme means a marriage in which one of the spouses belongs to Scheduled Caste and the other belongs to a Non- Scheduled Caste.
- b. The marriage should be valid as per the law and duly registered under the Hindu Marriage Act, 1955. An affidavit of their being legally married and in matrimonial alliance would be submitted by the couple.
- c. No incentive is available on second or subsequent marriage.
- d. Proposal would be treated as valid if submitted within one year of marriage.
- e. If the couple has already received any incentive from the State Govt./UT Admn. for this purpose the amount approved/released to the couple will be adjusted from the total incentive that could be released to them under this scheme.
- f. The application alongwith a recommendation of a sitting MP/MLA or DM/DC is to be forwarded to the Foundation by the DM/DC/State Government alongwith the requisite documents like copies of the marriage certificate under Hindu Marriage Act 1955, caste certificate of the husband/wife who belong to SC category, joint bank account etc. During the year 2019-20, the foundation had released incentive to 111 eligible couples.

3.41 Some other Schemes/programmes are as under:

- (i) Celebration/Observance of Birth Anniversary/Mahaparinirvan Diwas of Dr. Ambedkar
- (ii) Dr. Ambedkar Chairs
- (iii) Dr. Ambedkar National Relief for SC/ ST Victims of Atrocity
- (iv) Collected works of Babasaheb Ambedkar (CWBA) project
- (v) DAF's Monthly Magazine "Samajik Nyay Sandesh"

3.42 BE, RE and AE of the above scheme since 2017-18 are as under:

(₹ in crore)

Year	BE	RE	AE
2017-18	01.00	01.00	01.00
2018-19	01.00	01.00	01.00
2019-20	01.00	01.00	01.00 (as on 31.01.2020)
2020-21	01.00	-	-

3.43 The Committee note that Dr. Ambedkar Foundation (DAF) established by the Department of Social Justice and Empowerment has been entrusted with the responsibility of managing, administering and carrying on the important and long-term schemes and programmes identified during the Centenary Celebrations of Dr. B.R. Ambedkar. Dr. B.R. Ambedkar Foundation is running schemes like (i) Medical Aid Scheme; (ii) National Merit Award Scheme for meritorious students of Secondary (Class 10th) Examination; (iii) National Merit Award Scheme for meritorious students of Senior Secondary (Class12th) Examination belonging to Scheduled Castes; (iv) Celebration of Birth/Death Anniversaries of Great Saints; (v) Social Integration through Inter-Caste Marriages; etc. While there is full utilization of the fund allocated, the Committee are of the view that apart from celebration of Birth/Death Anniversaries of Great Saints, there is not much awareness of other schemes among the intended beneficiaries, regrettably not even the public representatives –MPs/MLAs. They, therefore, recommend the Department to take appropriate measures to give more publicity to the schemes/programmes run by this Foundation through print/electronic/social media as well as to the MPs/MLAs/officials of SC Districts, periodically, so that the intended beneficiaries become aware and take advantage of these schemes/programmes. The Committee would like to know about the steps taken by the Department to publicize this scheme in urban as well as rural areas.

3.44 The Committee find that under Dr. Ambedkar Scheme of Social Integration through Inter-Caste Marriages the procedure for getting the verification of the marriage from the States/UTs is very time taking and cumbersome which sometimes takes up to 2-3 years defeating the very purpose of the scheme. As

the Scheme aims to reduce caste prejudice and caste based discrimination, the Committee desire that the Department should streamline the procedure for verification of inter castes marriages from State/UT Governments and direct them to set a time line to complete this procedure which should not be more than 15 days. The Department should also ensure that the money provided to the beneficiaries is finally given to them, that too within two months of marriage. The Committee also desire that the amount of ₹ 2.5 lakh provided under this scheme should be raised to ₹ 5.00 lakh to encourage inter-caste marriages which the State Government of Rajasthan is already providing under this scheme.

CHAPTER IV

2. BACKWARD CLASSES DIVISION

I **PRE-MATRIC SCHOLARSHIP SCHEME FOR OBCs**

4.1 The aim of this Scheme is to motivate children of OBCs studying at Pre-Matric stage. Scholarships are awarded to students belonging to OBCs whose parents"/ guardian"s income from all sources does not exceed ₹ 250000.00 per annum.

4.2 The scholarship is available in such institutions and for such pre-matriculation courses, which have been duly recognized by the concerned State Government and Union Territory Administration. Under the scheme, 50 per cent Central Assistance is provided to the State Governments, while in case of UTs 100 per cent central assistance is provided, subject to availability of the Budget under the scheme.

4.3 The scheme being funds-limited, the budget allocated will be apportioned to State on pro-rata basis, based on OBC population and other such criteria. Accordingly, a notional allocation (NA) under the scheme is being conveyed at the beginning of each financial year to States/UTs, with the request to send proposals within the NA.

4.4 The scheme has been revised from the financial year 2017-18. Following modifications have been made:

- Parental annual income ceiling for eligibility has been revised from ₹ 44500.00 to ₹ 250000.00.
- For day scholars : Rates will be ₹ 100.00 p.m. for 10 months for class I to X
- For Hostellers: Rates will be ₹ 500.00 p.m. for 10 months for class III to X.

4.5 BE, RE and AE for the scheme since 2015-16 are as follows:

(₹ in crore)				
Year	BE	RE	AE	Beneficiaries (in Lakh)
2015-16	150.00	135.90	120.79	48.67
2016-17	142.00	142.00	129.14	154.59
2017-18	142.00	142.00	128.23	50.84
2018-19	232.00	132.00	121.84	29.66
2019-20	220.00	220.00	122.53 (as on 31.01.2020)	48.00 (estimated)
2020-21	250.00	-	-	-

4.6 In written reply to a query on the reasons for under utilization of funds since 2015-16 under this scheme, the Department submitted that it is due to “non-furnishing of complete proposal and Utilization Certificate of funds released to States/UTs during previous years which is a mandatory provision for further release of funds to any Implementing Agencies. Besides, the funds under North Eastern Region (NER) Head are not fully utilized by NER States due to less demand and hence funds under NER Head left unutilized”.

4.7 Regarding steps taken by the Department to ensure full utilization of funds under this scheme, they submitted that “the continuous efforts are taken by the Department via sending DO letters and time to time communication for sending the requisite proposal with UC. The Department also held video conferences and review meetings with the Implementing Agencies from time to time to pursue the matter”.

4.8 Regarding utilization of the unspent amount of the allocated funds, the Department informed the Committee that “the total budget under the scheme ₹ 220.00 crore (Rest of Country (ROC): ₹ 198.00 crore, NER: ₹ 22.00 crore). Against ROC budget, ₹ 125.67 crore (approx. 65 per cent) has been released and the file for

release of remaining amount is under submission to Integrated Finance Division (IFD) for concurrence. Moreover, against NER budget total expenditure will be ₹ 3.57 crore; includes file for release of ₹ 1.42 crore, which is under submission. Remaining amount under NER head of ₹ 18.43 crore will be released to NER States in case complete proposal of demand of funds along with pending UCs are received from the States”.

4.9 Furnishing the reasons for raising their demand for funds from ₹ 220.00 crore in 2019-20 to ₹ 250.00 crore in 2020-21, the Department informed that “100 per cent of budget expenditure under ROC is likely to be achieved during current financial year. Keeping in view the more requirements of funds from States owing to coverage of more beneficiaries in next financial year, the demand as such has been projected at higher side and increase in BE for next financial year (2020-21) have been allocated from ₹ 220.00 crore to ₹ 250.00 crore”.

4.10 In response to a query on the utility of ₹ 100.00 per month that too for ten months, as scholarship, the Department stated that “the rates of Scholarship were revised to ₹ 100.00 p.m. for day Scholar (for class 1 to 10) w.e.f. FY 2017-18 which was finalized in the meeting of State Financial Corporations (SFC). In addition to ₹ 100.00 P.M., an *ad hoc* grant of ₹ 500.00 per annum is also released to each student”.

4.11 The Committee note that the primary objective of Pre-Matric Scholarship Scheme for OBCs is to motivate children of OBCs studying at Pre-Matric stage. Scholarships are awarded to students belonging to OBCs whose parents"/>guardian"s income from all sources does not exceed ₹ 250000/- per annum. The Committee note that there is a continuous trend of under-utilisation of allocated funds at RE stage under this Scheme since 2015-16. Also despite the increase in BE, AE remained around ₹ 121-128 crore, and the number of beneficiaries has remained between 30-50 lakh except in 2016-17 when 154.59 lakh beneficiaries has been reported under similar amount. In this context, apart from the actual figure of beneficiaries in 2019-20, the Committee needs to be apprised of the reasons as to why the number of beneficiaries fell after 2016-17. The Department have attributed this continuous under utilization to the same old issues such as non furnishing of complete proposals and Utilization Certificates (UCs) of funds which is a mandatory provision for further release of funds to any States/UTs/Implementing Agencies. The Committee is not satisfied with the same. It is amply clear that the efforts made by the Department have not yielded the desired results in ensuring the timely receipt of UCs and complete proposals from States/UTs and the Department have allowed the situation to remain virtually the same during the last five years, except in 2016-17. The Committee, therefore, urge them to take up the matter at the highest level in the States/UTs at regular intervals, at least once a month, instead of sending occasional communications as is being done now.

4.12 The Committee are of the view that many a time the intended beneficiaries may not be aware of the existence of such a scholarship scheme as there are no

awareness programmes to create awareness of the schemes. The Committee are further of the view that public representatives – MPs and MLAs are not made aware of the schemes leave alone the intended beneficiaries. The Committee, therefore, recommend that awareness programmes may be conducted at regular intervals by the Department especially in rural areas so that more and more students can avail this scholarship. For this, the Department can involve District Magistrates of every district and can have a word with them on monthly or bi-monthly basis at Secretary level also.

CHAPTER V

5. SOCIAL DEFENCE

I WELFARE OF TRANSGENDER PERSONS

5.1 Ministry of Social Justice & Empowerment has been dealing with the matters relating to Transgender Persons with effect from July 2012. However, the work relating to Transgender Persons was allocated to this Department under the Allocation of Business Rules in the month of May 2016. In order to provide protection to the Rights of transgender persons and their welfare, the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) introduced a Bill titled “The Transgender Persons (Protection of Rights) Bill, 2019” in the Lok Sabha. The Bill was passed by the Lok Sabha on 05.08.2019 and by the Rajya Sabha on 26.11.2019. The Act has been assented to by the President on 05.12.2019 and has been notified in the Gazette of India. The Ministry has notified 10.01.2020. as the date from which the provisions of the said Act have come into effect. The Ministry had also released ₹ 1.5 Crore to National Backward Classes Finance and Development Corporation (NBCFDC) and ₹ 1.00 crore to National Institute of Social Defence (NISD) for undertaking necessary activities for the welfare and skill development training of members of Transgender Community.

5.2 BE and RE allocated along with AE for the activities for the Welfare of Transgender Persons since 2017-18 is as under:

(₹ in crore)

Year	BE	RE	AE
2017-18	04.00	00.02	00.00
2018-19	01.00	01.00	01.00
2019-20	05.00	05.00	02.50 (as on 31.01.2020)
2020-21	10.00	-	-

5.3 The Committee had examined and reported upon the Bill titled “The Transgender Persons (Protection of Rights) Bill, 2019” under the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) in the Lok Sabha. The Bill was passed by the Lok Sabha on 05.08.2019 and by the Rajya Sabha on 26.11.2019, assented to by the Hon“ble President of India on 05.12.2019 and has since been notified in the Gazette of India. The Committee observe that the Department have the mandate to deal with the issues related to Transgender Persons and formulat schemes and take initiatives and welfare measures for their benefit.

The Committee are perturbed to note that even after a lapse of more than three years since 2016 when the work relating to Transgender Persons was allocated to this Department, they are yet to take any concrete step to formulate a scheme or any other initiative for their welfare as is evident from the meager allocations made so far. Not even a single rupee was spent out of ₹ 4.00 crore budgetary allocation for the purpose in 2017-18 and in 2019-20, (till 31.01.2020) just 50 per cent of the budgetary allocation was utilised by the Department for the purpose. The Committee hope that with the passage of the above mentioned Act, the Department have the legislative backing to deal with the issues related to Transgender Persons now and formulate schemes for their welfare and accordingly, utilization of budgetary allocations also might go up. The Committee, keeping in view of the demands of the Transgender community, also recommend higher allocations for their welfare in the coming years. They also urge upon the Department to be sensitive in dealing with this issue and formulate schemes in consultation with the community.

II. Scheme of Assistance for Prevention of Alcoholism and Substance (Drug) Abuse and for Social Defence Services

5.4 The Scheme of Assistance for „Prevention of Alcoholism and Substance (Drugs) Abuse is being implemented for identification, counseling, treatment and rehabilitation of addicts through Non-Governmental Organizations and other eligible organizations. Under the Scheme financial assistance upto 90 per cent of the approved expenditure is given to Voluntary Organizations and other eligible agencies. In case of North Eastern States, Sikkim and Jammu and Kashmir, the quantum of assistance is upto 95 per cent of the total admissible expenditure. The balance has to be borne by the implementing agencies.

5.5 BE, RE and AE for the scheme since 2015-16 are as under:

Year	BE	RE	(₹ in crore)
			AE
2015-16	20.15	36.15	36.15
2016-17	35.00	46.00	47.00
2017-18	46.00	46.00	48.97
2018-19	50.00	80.00	80.00
2019-20	130.00	110.00	77.90 (as on 15.02.2020)
2020-21	0.00	-	-

5.6 Furnishing the reasons for under utilization of 54.47 per cent of BE in 2019-20 (till 31.01.2020), the Department stated that “the BE for 2019-20 for the Scheme for prevention of Alcoholism and Substance (Drugs) Abuse was ₹ 130.00 crore and the RE is ₹ 110 crore. The total Expenditure as on date is ₹ 77.9 crore which is 70.81 per cent of the RE. The reason for not spending the budgetary allocation as per the guidelines of Ministry of Finance is due to delayed receiving of recommendations of State Governments which is mandatory as per Scheme Guidelines. The proposals from the

State Governments are being received. Therefore, it is anticipated that RE will be spent in the remaining period of FY 2019-20”.

5.7 When asked about the reasons for „NIL“ BE in 2020-21 under this scheme, the Department submitted that “the Scheme of prevention of Alcoholism and Substance (Drugs) Abuse is being merged with the Scheme of National Action Plan for Drug Demand Reduction (NAPDDR) and has become one of the components of the merged Scheme. The merged Scheme is under revision. The total BE for FY 2020-21 for the new merged Scheme is ₹ 260.00 crore. Therefore, the BE in respect of Scheme for prevention of Alcoholism and Substance (Drugs) Abuse for the FY 2020-21 has been shown as NIL”.

5.8 Drug abuse among all age-groups particularly children, teenagers and youth, is rampant in the country, particularly Delhi and Punjab. While availability of drugs to them does not fall under this Department's mandate, the Committee note that the Scheme of Assistance for Prevention of Alcoholism and Substance (Drugs) Abuse is being implemented by them for identification, counseling, treatment and rehabilitation of addicts through Non-Governmental Organizations and other eligible organization.

The Committee while appreciating the Department for utilizing entire allocated resources for four years i.e. from 2015-16 to 2018-19 for the purpose, but only 71 per cent utilization of the funds made available at RE stage in the year 2019-20 has been reported (till Feb, 2020). The Committee hope the rest of the amount, as they themselves mentioned in the reply, will be spent in the rest of the financial year. The Committee also observe that the Scheme of prevention of Alcoholism and Substance (Drugs) Abuse is being merged with the Scheme of National Action Plan for Drug Demand Reduction (NAPDDR) and has become one of the components of the merged Scheme which is under revision. The Committee may be apprised of the outcome of this revision. As for financial year 2020-21, an amount of ₹ 260 crore has been allocated. The Committee desire that the Department have to be proactive in this regard since drug addicts are visibly present on footpaths, traffic crossings, below metro pillars and in fringe area of a city like Delhi and hence can be easily identified for extending all help under this scheme. The Committee desire to be apprised of the Department's vision and plan in this connection.

III. Scheme for Rehabilitation of Beggars

5.9 As per allocation of Business Rules, the subject of Beggary has been allotted to the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment). The word beggar or beggary is not mentioned in any of the lists of the Constitution. However, as per entry-9 of the State List in the Seventh Schedule of the Constitution, Relief of the disable and unemployable is a State subject. As per entry-15 of the Concurrent List, "Vagrancy" is a concurrent Subject. The Ministry has released an amount of ₹1.00 crore to National Institute of Social Defence (NISD) and ₹ 70.00 lakh to National Backward Classes Finance and Development Corporation (NBCFDC) during 2019-20 for skill development programmes for beggars.

5.10 BE, RE and AE for the scheme since 2017-18 are as under:

(₹ in crore)			
Year	BE	RE	AE
2017-18	4.00	1.00	1.00
2018-19	0.50	0.50	0.50
2019-20	5.00	25.00	1.00 (as on 31.01.2020)
2020-21	100.00	-	-

5.11 During the course of the evidence, the Secretary of the Department deposed before the Committee regarding the issue of beggary in the country:

"Madam we will start in 10 cities the scheme. We will do it in coordination with State Governments, Municipal Corporations and Citizens of that State. We will conduct a survey and identify those who are begging. We will rescue them and take them to the rehabilitation centre where there will be studies conducted on their problems. After that we will work on their systematic livelihood. So that they don't come back to beggary again. This project has started in Indore... we are going to start this in Delhi also. Similarly, this project will be started in 10 cities..."

5.12 The Committee note that begging is one of the most serious social issues in India. There are few beggars in the country who beg because they are handicapped/unable to work/old/divyangjan etc. At the same time, there are many others who live far below the poverty line being asset-less and illiterate and opt for begging to earn their livelihood. However, it is common knowledge that in big metropolises, beggar mafia operate to exploit peoples" sentiments, which is greater threat to social fabric and a cause of immense national shame before the world. The Committee are of the considered view that the Department have been allocated the subject of beggary and hence they are responsible to deal with the menace of beggary in the society. The Committee find in this connection that the Department have initiated a pilot project to identify and rehabilitate the beggars in 10 cities of the country. The Committee feel that the Department should have taken this step long back. They would like them to be apprised of the outcome of the project in Indore and of the progress in other cities in this regard.

NEW DELHI;

27 February, 2020
08 Phalguna, 1941 (Saka)

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

**MINUTES OF THE NINTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT (2019-20) HELD ON
TUESDAY, 18TH February, 2020**

The Committee met from 1100 hrs. to 1315 hrs. in Committee Room No. 2,
Parliament House Annexe Extension Building, New Delhi.

PRESENT

SMT. RAMA DEVI - CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Shafiqur Rahman Barq
3. Shri Y. Devendrappa
4. Shri Abdul Khaleque
5. Smt. Ranjeeta Koli
6. Shri Vijay Kumar
7. Dr. Lorho S. Pfoze
8. Shri Prince Raj
9. Smt. Rekha Arun Verma

RAJYA SABHA

10. Shri Abir Ranjan Biswas
11. Shri N. Chandrasegharan
12. Shri P. L. Punia
13. Shri Ramkumar Verma

SECRETARIAT

1. Smt. Anita B. Panda - Joint Secretary
2. Shri Srinivasulu Gunda - Director

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

Sl. No.	Name	Designation
1.	Shri R. Subrahmanyam	Secretary
2.	Ms. Kalyani Chadha	Joint Secretary
3.	Shri Surendra Singh	Joint Secretary
4.	Shri Ram Prasad Meena	Joint Secretary
5.	Shri Sanjay Pandey	Joint Secretary and Financial Advisor
6.	Ms. Radhika Chakravarthy	Joint Secretary
7.	Ms. Yogita Swaroop	Economic Advisor
8.	Shri K. Narayana	Managing Director (NBCFDC)
9.	Shri M.K. Ujjainia	Deputy Director General
10.	Shri Prakash Kumar Tamrakar	Director (IFD & Budget)

2. At the outset, the Hon'ble 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 briefing by the representatives of the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) on Demands for Grants (2020-21) pertaining to their Department.

3. The Chairperson, thereafter, referring to the Direction 55(1) of Directions by the Speaker, Lok Sabha to keep the proceedings of the Committee 'Confidential', till a Report on the subject is presented to the House and asked the Secretary of the Department of Social Justice and Empowerment to introduce his team and give an overview of the subject matter.

4. The Secretary accordingly briefed the Committee about overall performance of the Department, budgetary allocations, actual expenditure incurred as well as the physical targets set and achieved under various schemes/programmes. The major issues discussed at the meeting relating to Demands for Grants (2020-21) of the Department are as follows:-

- (i) Reasons for less-utilisation of allocated funds for Schemes/Programmes even at the fag end of Financial Year 2020-21.
- (ii) Action Plan of the Department to achieve the target of full utilization of the allocated funds provided to the Department for 2020-21.

- (iii) Strategy adopted to deal with the perennial problem of late receipt of utilization certificates in the Department from State Governments/Implementing Agencies.
- (iv) Strategy adopted by the Department to utilize the full budgetary allocation under Post Matric Scholarship Scheme for Scheduled Castes.
- (v) Review of the funding pattern and mode of disbursement under Post Matric Scholarship Scheme for Scheduled Castes.
- (vi) Reasons for pendency of arrears in Post Matric Scheme for Scheduled Caste Students.
- (vii) Lack of proper implementation of the Schemes of the Department at State/UT level.
- (viii) Functioning of Dr. Ambedkar Foundation and details of Schemes running under it.
- (ix) Lack of proper implementation of the Scheme on construction of Hostels for SC Boys and Girls under Babu Jagjivan Ram Chhatrawaas Yojana.
- (x) Functioning of the Scheme for prevention of Alcoholism and Substance (Drugs) Abuse through NGOs/Implementing Agencies.
- (xi) Lack of proper implementation of Scheme for Transgender Persons.
- (xii) Pilot Scheme initiated by the Department for the welfare/rehabilitation of the Beggars.

5. The Secretary also responded to the queries raised by the Members. The Chairperson then directed the Department to furnish written replies to all the queries raised by Members to the Secretariat at the earliest for early finalization of the Report. 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 THIRTEENTH SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON MONDAY, 2nd MARCH, 2020.**

The Committee met from 1000 hrs. to 1045 hrs. in Committee Room 'D',
Ground Floor, PHA, New Delhi.

PRESENT

SMT. RAMA DEVI - CHAIRPERSON

**MEMBERS
LOK SABHA**

2. Shri Y. Devendrappa
3. Shri Abdul Khaleque
4. Shri Vijay Kumar
5. Shri Akshaibar Lal
6. Shri Lorho S. Pfoze
7. Shri Prince Raj
8. Smt. Supriya Sule
9. Smt. Rekha Arun Verma

RAJYA SABHA

10. Smt. Sarojini Hembram
11. Shri P.L. Punia
12. Shri Ram Kumar Verma

LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda - Joint Secretary
2. Shri Srinivasulu Gunda - Director

APPENDIX

STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No.	Para	Observations/Recommendations
1	2	3
1.	2.8	<p>The Committee note that during 2019-20, the Department had been allocated a budget amounting to ₹ 8885.00 crore and the Department utilised ₹ 5740.19 crore on 31.01.2020 which was 64.6 per cent of the total allocated funds. The Committee further note that on 15.02.2020 the utilisation of the Department was enhanced to ₹ 6644.85 crore which became 74.79 per cent of the total allocated funds as RE i.e. ₹ 8885.00 crore. The Committee are disappointed to note the uneven pace of utilisation of funds by the Department which is very slow in the first three quarters of the financial year 2020-21. Almost 35 per cent the budget remained unutilised and according to the revised instructions of the Ministry of Finance, Ministries/Departments could utilise only 25 per cent of their BE in the last quarter of the financial year. The Committee observe that albeit the Department have moved a proposal to Ministry of Finance to provide relaxation in the 25 per cent ceiling, if rejected, it can result in surrendering of 10 per cent unutilised funds. As late submission of UCs and non-receipt of complete proposals are the main reasons for the delay in full utilisation of allocated budget, the Committee urge the Department to chalk out a strategy of releasing every instalment of funds to the States clarifying the deadline for submitting UCs. In case UCs are not received within that time-limit, the Department must immediately start vigorously pursuing the issue with the State/UT Governments. The officers may be delegated the responsibility of personally visiting the States, which require handholding to prepare proper proposals. If need be, the help of local public representatives can also be sought to pursue the issue with the concerned State Authorities. The Committee further desire to be apprised whether a recent decision to continue even if States do not respond within 60 days applies to the Departmental Schemes too.</p>
2.	2.9	<p>The Committee note that the utilization of the resources by the Scheduled Caste Division (SCD) since 2017-18 shows that in the year 2017-18 and 2018-19 ₹ 34.18 crore and ₹ 21.67crore were surrendered due to non-utilisation of the funds. Similarly, in the year 2019-20 out of ₹ 6,135 crore, the Division incurred ₹ 3,980 crore only (till the end of January, 2020) leaving the rest ₹ 2,155 crore to be spent in the remaining two months of the financial year. This implies that 35 per cent of the allocated resources remained unspent till the end of January 2020.</p> <p>The spending pattern by the Backward Classes Division (BCD) shows that division has surrendered ₹ 65.69 crore in 2017-18, over spent ₹ 22 crore in 2018-19 and spent ₹ 1,174 crore only out of ₹ 1833</p>

		<p>crore in the year 2019-20 till the end of January 2020, leaving the rest ₹ 659 crore to be spent in the remaining two months of the financial year.</p> <p>The utilization pattern by the Social Defence, Media and Research (SDMR) reveals that ₹ 1 crore was over spent in 2017-18 <i>vis-a-vis</i> RE for the year, and ₹ 107 crore in 2018-19 over and above RE for the year. In 2019-20, however, as on January 2020 the Department are yet to spend ₹ 134 crore of the RE allocation (₹ 434 crore).</p> <p>It is hence evident that in Scheduled Castes Division (SCD) there has been continuous under utilization of the allocated amount which is largely due to non receipt of the UCs and complete proposals from States/UTs in time. Though the Committee acknowledge that the steep under utilization in 2019-20, could partly be attributable to the slow pace of disbursement due to National Elections in April/ May, 2019, they hope that substantial funds remaining would be spent in the closing months of the financial year 2019-20. While specific recommendations will follow under the relevant chapters in this report, non receipt of UCs and complete proposals in time be taken up at regular intervals with the State/UT Governments to have any meaningful impact.</p> <p>The Committee while expressing their concern for surrendering ₹ 65.69 crore <i>vis-a-vis</i> RE in 2017-18 , appreciate full utilization and in fact over spending of the provisions allocated at RE stage under Backward Classes Division (BCD) in 2018-19 and hope the Department would be able to make up the shortfall (₹ 659 crore) in spending witnessed in 2019-20 (till the end of January, 2020), in the remaining two months of the financial year. They would like to be apprised of the outcome in this regard.</p> <p>With regard to the spending pattern of the SDMR, it may be seen that during 2017-18 and 2018-19 the actuals exceeded the REs and in the year 2019-20 , the Department is yet to incur ₹ 134 crore out of RE of ₹ 434 crore at the end of January, 2020. The Committee would like to be apprised of the actual in the final quarter of the financial year.</p>
3.	2.10	<p>The Committee are informed that the Ministry of Road, Transport and Highways have created a Parliamentary Constituency Level Committee for every Parliamentary Constituency and associated the Member of Parliament of that constituency with it. As local representatives are well aware of the ground realities of their constituencies, their feedback could be of immense help. They can also monitor the progress of the Schemes/Programmes being implemented in their areas for the welfare of SCs, OBCs, Senior</p>

		<p>Citizens and other target groups of the Department of Social Justice and Empowerment, and also pursue the issue of timely submission of UCs and proposals from State Governments. The Committee, therefore, recommend the Department to form Parliamentary Constituency Level Committees on these lines and also ensure the involvement of the MPs of that constituency in this Committee as this would only improve the efficacy and implementation of the Schemes.</p>
4.	3.14	<p>The Committee note that the Post Matric Scholarship Scheme for SC Students (PMS-SC) is one of the oldest and most important schemes run by the Department with the objective to provide/supplement financial assistance to the Scheduled Castes students studying at post matriculation or post-secondary stage to enable them pursue post matric education. The Committee find that funds could not be released by the Department to the States/UTs due to lack of complete proposals submitted by the States/UTs in time. The Committee, therefore, desire that the Department should vigorously pursue the Governments of States/UTs at the level of Secretaries as well as at district level also and direct them to submit the complete proposals at least by the end of third quarter of financial year so that the Department could release funds in time utilize the amount allocated in full. If need be the officers of the Department can personally talk to District Magistrate of the District to speedily and effectively remove the hurdles in implementation of the Scheme at District level.</p>
5.	3.15	<p>The Committee further find that the States of Punjab and Bihar, where there is poor implementation of this Scheme, did not put forth any demand for funds as there is nil/very less utilization of funds and hence they could not send UCs to the Department. The Committee are perturbed to particularly know the corruption charges on Punjab officials and can very well perceive the helpless condition of those poor students who are deprived of the scholarships. The Committee, therefore, impress upon the Department to pursue the States of Punjab and Bihar in particular to complete the formalities at their end and release the scholarships to the beneficiaries in time and send the complete proposals to the Department in time. For this the Department of Social Justice and Empowerment could formulate a draft template and send it to States/UTs for fast disposal of cases. The transfer of scholarships directly into the accounts of the beneficiaries could be a step towards fast and effective implementation of the Scheme. The Committee are informed that a proposal for transferring funds directly into the bank accounts of the students under Direct Benefit Transfer (DBT) is already awaiting approval of the Cabinet. The Committee, therefore, desire that the Department should pursue this matter seriously and implement it at the earliest in the interest of the beneficiaries. The Committee would like to be apprised of the actual progress in this regard.</p>

6.	3.16	<p>The Committee have now been informed that the Department have put forth a proposal to increase the share of the Centre from 90:10 to 60:40. The Committee are constrained to find that despite having passed by the Ministry of Finance the proposal is still under consideration of the Cabinet and, therefore, the Committee urge upon the Ministry to pursue the matter seriously to get it approved by the Cabinet and implement it at the earliest. The Committee would like to be apprised of the latest position in this regard.</p>
7.	3.25	<p>The Committee note that Babu Jagjivan Ram Chhatrawas Yojana (BJRCY) is meant for construction of hostels for Scheduled Castes students to enable and encourage children/students to attain quality education. This scheme is a crucial one as it provides hostels which are immensely beneficial to the students hailing from rural and remote areas of the country. However to their dismay, the Scheme is not performing well. The Committee observe a trend of under utilization of funds since 2015-16 under this scheme except in 2016-17. In 2017-18, against the RE of ₹ 155.00 crore, the Department utilized only ₹ 74.91 crore which is less than 50 per cent of the budgetary allocation. In 2019-20, the Department was allocated ₹ 107.76 crore which was reduced downward to ₹ 25.00 crore at RE stage. Out of RE of ₹ 25 crore, ₹ 07.60 crore only was utilized till 31.01.2020. The trend of funds released also gives a dismal picture of hardly 7-8 recipient States/UTs out of 17. Out of these only Kerala has established 100 hostels and rest are just a sprinkling, which is extremely disappointing. The Committee would like to be apprised of the reasons for such dismal performance and the steps taken to address the issues affecting adversely the utilization of the funds. The Committee further find that the demand of ₹ 107.00 crore as BE in 2019-20 was made as the Department had put forth a proposal for construction of five residential schools sent to the Ministry of Finance for approval which, however, was turned down. Taking into consideration the number of boys hostels constructed under this scheme which is very less, the Committee exhort the Department to revisit their proposal of residential schools as this is a better option for serving the purpose of this scheme.</p>
8.	3.26	<p>The Committee also want the Department to apprise them as to why no hostels were constructed in other states in 2019-20 and the addresses of all the hostels constructed under this Scheme, State-wise, as agreed to by the Department during the course of evidence. The Committee are of the opinion that if the funds are not being properly utilized by the States for construction of hostels, the Department can seek suggestions from the MPs/MLAs of SC constituencies also due to their vast familiarity with the needs and requirements of their people, and get requisite proposals made, which will go a long way in meeting the objectives of the scheme.</p>

9.	3.37	<p>The Committee note that Pradhan Mantri Adarsh Gram Yojana (PMAGY) is an important scheme of the Department to ensure integrated development of the selected villages with more than 50 per cent SC population. The objective of the Scheme is to provide for and improvement in the various Socio-Economic Indicators of the villages. The resource allocation and spending since 2015-16 shows utilization of more than 95 per cent in the year 2016-17 and 2018-19 the spending was far higher than RE. In 2019-20, however, the utilization is 55 per cent only till 15.02.2020, due to slow pace of disbursals in the first and second quarters which, in the Committee's view, could be owing to the National Elections held during that period. The Committee hope the Department would be able to spend the amount in the remaining two months of the financial year, which the Department appears to be quite confident about.</p>
10.	3.38	<p>The Committee find that this scheme is a convergence scheme and the Ministries of Rural Development, Panchayati Raj, Health and Family Welfare etc. are also actively involved at implementation stage of this scheme. The Committee are of the considered opinion that when two or more Departments/ Ministries are involved at implementation stage of any scheme, it is difficult to effectively and properly implement that scheme for intended outcome. In this case even when one Department have released its share of funds, it is not necessary that the other Department/Ministry releases its share of funds in coordination with the other Ministries and this will result in delayed implementation of Scheme and the ultimate sufferer will be the SC population of the villages, who are in dire need of improvement in their socio-economic status and the whole purpose would be defeated. The Committee, therefore, opine that an objective assessment of these factors needs to be made and if lack of convergence among various Department of Government of India is hampering the pace, the Department should not implement this scheme on the basis of convergence with other Ministries. In its stead, the Department should implement this scheme directly on the basis of the funds allocated under this scheme to them. The Committee desire that the Department should not depend on other Ministries/Departments for the implementation of this Scheme and independently monitor it for its prompt implementation at village level as the Committee believe that the Department is exclusively responsible for the upliftment and empowerment of them through its schemes/programmes. In this connection, the Department of Divyangjan from the same Ministry have introduced real time monitoring through a mobile-based color-coding application for their schemes, which can be replicated for better monitoring. The Committee suggests them to explore this possibility in the right spirit.</p>

11.	3.43	<p>The Committee note that Dr. Ambedkar Foundation (DAF) established by the Department of Social Justice and Empowerment has been entrusted with the responsibility of managing, administering and carrying on the important and long-term schemes and programmes identified during the Centenary Celebrations of Dr. B.R. Ambedkar. Dr. B.R. Ambedkar Foundation is running schemes like (i) Medical Aid Scheme; (ii) National Merit Award Scheme for meritorious students of Secondary (Class 10th) Examination; (iii) National Merit Award Scheme for meritorious students of Senior Secondary (Class 12th) Examination belonging to Scheduled Castes; (iv) Celebration of Birth/Death Anniversaries of Great Saints; (v) Social Integration through Inter-Caste Marriages; etc. While there is full utilization of the fund allocated, the Committee are of the view that apart from celebration of Birth/Death Anniversaries of Great Saints, there is not much awareness of other schemes among the intended beneficiaries, regrettably not even the public representatives – MPs/MLAs. They, therefore, recommend the Department to take appropriate measures to give more publicity to the schemes/programmes run by this Foundation through print/electronic/social media as well as to the MPs/MLAs/officials of SC Districts, periodically, so that the intended beneficiaries become aware and take advantage of these schemes/programmes. The Committee would like to know about the steps taken by the Department to publicize this scheme in urban as well as rural areas.</p>
12.	3.44	<p>The Committee find that under Dr. Ambedkar Scheme of Social Integration through Inter-Caste Marriages the procedure for getting the verification of the marriage from the States/UTs is very time taking and cumbersome which sometimes takes up to 2-3 years defeating the very purpose of the scheme. As the Scheme aims to reduce caste prejudice and caste based discrimination, the Committee desire that the Department should streamline the procedure for verification of inter castes marriages from State/UT Governments and direct them to set a time line to complete this procedure which should not be more than 15 days. The Department should also ensure that the money provided to the beneficiaries is finally given to them, that too within two months of marriage. The Committee also desire that the amount of ₹ 2.5 lakh provided under this scheme should be raised to ₹ 5.00 lakh to encourage inter-caste marriages which the State Government of Rajasthan is already providing under this scheme.</p>
13.	4.11	<p>The Committee note that the primary objective of Pre-Matric Scholarship Scheme for OBCs is to motivate children of OBCs studying at Pre-Matric stage. Scholarships are awarded to students belonging to OBCs whose parents"/guardian"s income from all sources does not exceed ₹ 250000/- per annum. The Committee note</p>

		<p>that there is a continuous trend of under-utilisation of allocated funds at RE stage under this Scheme since 2015-16. Also despite the increase in BE, AE remained around ₹ 121-128 crore, and the number of beneficiaries has remained between 30-50 lakh except in 2016-17 when 154.59 lakh beneficiaries has been reported under similar amount. In this context, apart from the actual figure of beneficiaries in 2019-20, the Committee needs to be apprised of the reasons as to why the number of beneficiaries fell after 2016-17. The Department have attributed this continuous under utilization to the same old issues such as non furnishing of complete proposals and Utilization Certificates (UCs) of funds which is a mandatory provision for further release of funds to any States/UTs/Implementing Agencies. The Committee is not satisfied with the same. It is amply clear that the efforts made by the Department have not yielded the desired results in ensuring the timely receipt of UCs and complete proposals from States/UTs and the Department have allowed the situation to remain virtually the same during the last five years, except in 2016-17. The Committee, therefore, urge them to take up the matter at the highest level in the States/UTs at regular intervals, at least once a month, instead of sending occasional communications as is being done now.</p>
14.	4.12	<p>The Committee are of the view that many a time the intended beneficiaries may not be aware of the existence of such a scholarship scheme as there are no awareness programmes to create awareness of the schemes. The Committee are further of the view that public representatives – MPs and MLAs are not made aware of the schemes leave alone the intended beneficiaries. The Committee, therefore, recommend that awareness programmes may be conducted at regular intervals by the Department especially in rural areas so that more and more students can avail this scholarship. For this, the Department can involve District Magistrates of every district and can have a word with them on monthly or bi-monthly basis at Secretary level also.</p>
15.	5.3	<p>The Committee had examined and reported upon the Bill titled “The Transgender Persons (Protection of Rights) Bill, 2019” under the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) in the Lok Sabha. The Bill was passed by the Lok Sabha on 05.08.2019 and by the Rajya Sabha on 26.11.2019, assented to by the Hon“ble President of India on 05.12.2019 and has since been notified in the Gazette of India. The Committee observe that the Department have the mandate to deal with the issues related to Transgender Persons and formulate schemes and take initiatives and welfare measures for their benefit.</p>

		<p>The Committee are perturbed to note that even after a lapse of more than three years since 2016 when the work relating to Transgender Persons was allocated to this Department, they are yet to take any concrete step to formulate a scheme or any other initiative for their welfare as is evident from the meager allocations made so far. Not even a single rupee was spent out of ₹ 4.00 crore budgetary allocation for the purpose in 2017-18 and in 2019-20, (till 31.01.2020) just 50 per cent of the budgetary allocation was utilised by the Department for the purpose. The Committee hope that with the passage of the above mentioned Act, the Department have the legislative backing to deal with the issues related to Transgender Persons now and formulate schemes for their welfare and accordingly, utilization of budgetary allocations also might go up. The Committee, keeping in view of the demands of the Transgender community, also recommend higher allocations for their welfare in the coming years. They also urge upon the Department to be sensitive in dealing with this issue and formulate schemes in consultation with the community.</p>
16.	5.8	<p>Drug abuse among all age-groups particularly children, teenagers and youth, is rampant in the country, particularly Delhi and Punjab. While availability of drugs to them does not fall under this Department's mandate, the Committee note that the Scheme of Assistance for „Prevention of Alcoholism and Substance (Drugs) Abuse is being implemented by them for identification, counseling, treatment and rehabilitation of addicts through Non-Governmental Organizations and other eligible organization.</p> <p>The Committee while appreciating the Department for utilizing entire allocated resources for four years i.e. from 2015-16 to 2018-19 for the purpose, but only 71 per cent utilization of the funds made available at RE stage in the year 2019-20 has been reported (till Feb, 2020). The Committee hope the rest of the amount, as they themselves mentioned in the reply, will be spent in the rest of the financial year. The Committee also observe that the Scheme of prevention of Alcoholism and Substance (Drugs) Abuse is being merged with the Scheme of National Action Plan for Drug Demand Reduction (NAPDDR) and has become one of the components of the merged Scheme which is under revision. The Committee may be apprised of the outcome of this revision. As for financial year 2020-21, an amount of ₹ 260 crore has been allocated. The Committee desire that the Department have to be proactive in this regard since drug addicts are visibly present on footpaths, traffic crossings, below metro pillars and in fringe area of a city like Delhi and hence can be easily identified for extending all help under this scheme. The Committee desire to be apprised of the Department's vision and plan in this connection.</p>

17.	5.12	<p>The Committee note that begging is one of the most serious social issues in India. There are few beggars in the country who beg because they are handicapped/unable to work/old/divyangjan etc. At the same time, there are many others who live far below the poverty line being asset-less and illiterate and opt for begging to earn their livelihood. However, it is common knowledge that in big metropolises, beggar mafia operate to exploit peoples' sentiments, which is greater threat to social fabric and a cause of immense national shame before the world. The Committee are of the considered view that the Department have been allocated the subject of beggary and hence they are responsible to deal with the menace of beggary in the society. The Committee find in this connection that the Department have initiated a pilot project to identify and rehabilitate the beggars in 10 cities of the country. The Committee feel that the Department should have taken this step long back. They would like them to be apprised of the outcome of the project in Indore and of the progress in other cities in this regard.</p>
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