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**STANDING COMMITTEE ON
SOCIAL JUSTICE & EMPOWERMENT**

(2004-2005)

(FOURTEENTH LOK SABHA)

SECOND REPORT

ON

**DEMANDS FOR GRANTS
(2004-2005)**

MINISTRY OF TRIBAL AFFAIRS

Presented to Lok Sabha on 18.8.04

Laid in Rajya Sabha on 18.8.04

**LOK SABHA SECRETARIAT
NEW DELHI**

August, 2004/Sravana 1926 (Saka)

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**COMPOSITION OF STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT
(2004-2005)**

Smt. Sumitra Mahajan - CHAIRPERSON

MEMBERS
LOK SABHA

2. **Shri M. Appadurai**
3. **Shri Ashok Argal**
4. **Smt. Sushma Bauri**
5. **Shri Mahaveer Bhagora**
6. **Shri Eknath M. Gaikwad**
7. **Shri Sanat Kumar Mandal**
8. Shri Kailash Meghwal
9. Shri Rupchand Murmu
10. **Shri Jual Oram**
11. Shri Rameshwar Oraon
12. **Shri Asaduddin Owaisi**
13. Shri T. Madhusudan Reddy
14. Shri Daroga Prasad Saroj
15. Dr. R. Senthil
16. Shri Mohd. Shahid
17. Smt. Pratibha Singh
18. Shri Lalit Mohan Suklabaidya
19. Smt. Krishna Tirath
20. Smt. Usha Verma
21. Shri K. Yerrannaaidu

RAJYA SABHA

22. Smt. Jamana Devi Barupal
23. Shri Silvius Condpan
24. Shri R.S. Gavai
25. Dr. Narayan Singh Manaklao
26. Shri Abdul Wahab Peevee
27. Shri Dharam Pal Sabharwal
28. Shri Ram Narayan Sahu
29. Smt. Savita Sharda
30. Shri Trilochan Singh
31. Shri Veer Singh

SECRETARIAT

- | | | | |
|----|------------------|---|-------------------------|
| 1. | Shri John Joseph | - | Additional Secretary |
| 2. | Shri J.P.Sharma | - | Director |
| 3. | Shri R.K. Saxena | - | Deputy Secretary |
| 4. | Km. M. Tunlut | - | Sr. Executive Assistant |

INTRODUCTION

I, the Chairperson of the Standing Committee on Social Justice and Empowerment (2004-2005) having been authorised by the Committee to submit the Report on their behalf, present this Second Report, of the Ministry of Tribal Affairs on Demands for Grants, 2004-2005.

2. Departmentally Related Standing Committee system has been restructured in July 2004. Subsequently, the erstwhile Standing Committee on Labour and Welfare has been bifurcated – as Standing Committee on Social Justice & Empowerment and the other one is Standing Committee on Labour. Under the restructured Standing Committee on Social Justice & Empowerment, there are two Ministries namely, the Ministry of Social Justice & Empowerment and the Ministry of Tribal Affairs.

3. The Committee considered the Demands for Grants pertaining to the Ministry of Tribal Affairs for the current year i.e. 2004-2005 which were laid on the Table of the House on July 20, 2004. Thereafter, the Committee took evidence of the representatives of the Ministry of Tribal Affairs on August 10, 2004. The Committee considered and finalized the Report at their sitting held on August 17, 2004.

4. The Committee wish to express their thanks to the officers of the Ministry of Tribal Affairs for placing before them the detailed written notes on the subject and furnishing the information the Committee desired in connection with the examination of the Demands for Grants and tendering evidence before the Committee.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report.

NEW DELHI;
17 August 2004
26 Sravana 1926 (Saka)

SUMITRA MAHAJAN
Chairperson,
Standing Committee on
Social Justice and
Empowerment.

CHAPTER-I

INTRODUCTORY

1.1 The Committee have been informed that the Ministry of Tribal Affairs was constituted in October, 1999 by bifurcation of the Ministry of Social Justice and Empowerment with the objective of providing a giving more focused attention on the integrated socio-economic development of the most under privileged section of the Indian society, the Scheduled Tribes (STs) in a coordinated and planned manner. During the period prior to the formation of the Ministry of Tribal Affairs, matters concerning tribal welfare and development were dealt with by different Ministries of the Government of India at different points of time as stated below:

- i) As a Division of the Ministry of Home Affairs known as the TD Division since Independence to September 1985.
- ii) Ministry of Welfare from September 1985 to May 1998.
- iii) Ministry of Social Justice & Empowerment from May 1998 to September 1999.

1.2 The Constitution of India does not define Scheduled Tribes as such. Article 366(25) refers to Scheduled Tribes as those communities who are scheduled in accordance with Article 342 of the Constitution. This Article says that only those communities who have been declared as such by the President through an initial public notification will be considered as Scheduled Tribes. Any further amendment in the list is through an Act of Parliament. The list of Scheduled Tribes is State specific and a community declared as scheduled tribe in a state need not be so in another state. The essential characteristics were first laid down by the Lokur Committee. For a community to be identified as Scheduled Tribe, required characteristics are - (a) Primitive traits (b) a distinctive culture (c) shyness of contact with the public at large (d) geographical isolation and (e) backwardness-social and economic. The inclusion/exclusion of Scheduled Tribes is an ongoing process.

1.3 The Tribal population of the country as per the 2001 census is 84.51 million constituting 8.14% of the total population. The population of tribes had grown at the growth rate of 21.03 during the period 1991-2001. More than half the Scheduled Tribes population is concentrated in the States of Madhya Pradesh, Chhatisgarh, Maharashtra, Orissa, Jharkhand and Gujarat.

1.4 Tribal communities live in about 15% of the country's areas, in various ecological and geo-climatic conditions ranging from plains, forests, hills and inaccessible areas. Tribal groups are at different stages of social, economic and educational development. While some tribal communities have adopted a mainstream way of life at one end of the spectrum, there are 75 Primitive Tribal Groups (PTGs), at the other, who are characterized by - (a) pre-agriculture level of technology, (b) a stagnant or declining population, (c) extremely low literacy and (d) a subsistence level of economy.

1.5 There are over 500 tribes (with many overlapping communities in more than one State) as notified under Article 342 of the Constitution of India, spread over different States and Union Territories of the country, the largest number being in the State of Orissa, i.e. 62.

1.6 The main concentration of tribal population is in Central India and in the North-eastern States. However, they have their presence in all States and Union Territories except in the States/UTs of Haryana, Punjab, Delhi, Pondicherry and Chandigarh. The predominant tribal populated States of the country (tribal population more than 50% of the total population) are; Arunachal Pradesh, Meghalaya, Mizoram, Nagaland and Union Territories of Dadra & Nagar Haveli and Lakshadweep.

1.7 According to the 1991 census, 42.02% of the Scheduled Tribes population were main workers of whom 54.50% were cultivators and 32.69% agricultural labourers. Thus, about 87% of the main workers from these communities were engaged in primary sector activities. The literacy rate of Scheduled Tribes is around 29.60% as against the national average of 52%(as per 1991 census). In 2001 the literacy rate of ST is 46.8% against 65.4% national average. More than three quarters of Scheduled Tribes women are illiterate. The estimate of poverty made by Planning Commission for the year 1993-94 shows that 51.92% Scheduled Tribes were still living below the poverty line, as against 37.3% of the total population living below the poverty line.

1.8 Socio-economic and political protection for the Scheduled Tribes are also guaranteed under various articles of the Constitution of India.

MANDATE OF THE MINISTRY

1.9 The following is the mandate of the Ministry of Tribal Affairs:

- i) Social security and social insurance with respect to STs
- ii) Tribal Welfare - Planning, Policy formulation, Research and Training
- iii) Tribal development including scholarships to STs
- iv) Promotion of voluntary efforts in the development of STs
- v) The Administrative Ministry with respect to matters concerning
 - Scheduled Areas;
 - Autonomous districts of Assam excluding roads and bridge works and ferries thereon;
 - Regulations framed by Governors of States for Scheduled Areas and for Tribal Areas specified in part A of Table appended to paragraph 20 of the Sixth Schedule to the Constitution;
 - National Commission for Scheduled Castes & Scheduled Tribes in so far as they relate to STs and
 - Issue of directions regarding the drawing up and execution of schemes essential for the welfare of Scheduled Tribes

1.10 The Ministry of Tribal Affairs is the Nodal Ministry for overall policy, planning and coordination of programmes for development of Scheduled Tribes.

1.11 The Demands for Grants asked for by the Ministry of Tribal Affairs are given under Demand No.94.

CHAPTER-II

REPORT

A. GENERAL PERFORMANCE OF THE MINISTRY

2.1 The Ministry of Tribal Affairs have furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure for the previous years alongwith the Budget Estimates for the current year showing separately Plan and Non-Plan Expenditure:

PLAN

Year	Rs. (in crore)		
	BE	RE	Actual Exp.
2000-2001	810.00	750.00	711.06
2001-2002	1040.00	1018.00	995.56
2002-2003	1090.00	1012.00	1005.10
2003-2004	1087.00	900.00	894.40*
2004-2005	1146.00		

* tentative

NON-PLAN

Year	BE	RE	Actual Exp.
2000-2001	2.57	4.22	2.98
2001-2002	4.66	5.00	4.05
2002-2003	6.38	6.39	5.85
2003-2004	10.70	11.30	7.98
2004-2005	13.01		

2.2 It may be seen from the above that the over the years the budgetary allocations of the Ministry had always been reduced at the RE stage. Under Non-Plan Schemes, the percentage of expenditure was only 70.62 during 2003-2004. Explaining the reasons the Secretary, Ministry of Tribal Affairs stated during evidence:-

“I would like to clarify that it is true that for the last year, that is for 2003-2004, the provision was Rs.1087 crore. It was reduced to Rs.900 crore, not by us but by the Ministry of Finance. As against that we have spent 99 per cent. That is the truth. With regard to non-plan expenditure, I would like to humbly submit that we have actually adhered to financial discipline. Most of the savings or non expenditure was due to the domestic travel expenditure. We have saved domestic travel expenditure. We have Scheduled Areas and Scheduled Tribe Commission. They have not spent the money and surrendered about 1.5 crore of rupees, nearly Rs.2 crore. That is why there is nearly Rs.4 crore saving. Scheduled Area and Scheduled Tribe Commission did function. Rs.5 crore were shown.

They have spent Rs.3 crore. That is the amount we could not spend. The other thing was the overseas scholarship. The scheme was not functioning. We are now revising the scheme. The Finance Ministry reduced the allocation by Rs.187 crore under Plan.”

2.3 During the course of evidence, the Committee pointed out that the percentage of expenditure during 2003-2004 under Plan schemes has been 99.38% i.e, nearly 100% and enquired of the Ministry how it will ensure that the benefits of such huge allocations percolated down to the poor Scheduled Tribes living in remote tribal areas. The Secretary, Ministry of Tribal Affairs stated as under:-

“Implementation truly speaking, is in the hands of the State Governments. We appeal to States and review it. We call them every quarter to conduct the review. In the morning also I had prayed and submitted that there is a shortage of staff. We can't conduct extensive tour like Rural Development Ministry. We have only 69 members. Our Ministry is very small. The total strength of my Ministry is only 69, excluding Group-D staff. However, by way of reports and reviews, we are trying our best to see that the benefits reach the remote areas. We are ourselves going and holding conferences, regional meetings, etc. We are trying our best.”

2.4 A Statement showing the scheme-wise expenditure incurred during 2003-2004 under Plan and Non-Plan Schemes of the Ministry is as under:-

Plan Schemes

Rs.(in crore)

Sl. No.	Name of the Scheme	BE 2003-2004	RE 2003-2004	Actual Expenditure	BE 2004-2005
1.	Special Central Assistance to TSP	497.00	461.30	461.30	497.00
2.	Grants-in-aid to First Proviso under Article 275(I) of the Constitution	300.00	252.70	252.70	330.00
3.	Schemes of Hostels for ST Boys and Girls	24.00	19.38	18.14	24.00
4.	Ashram Schools in TSP areas	14.00	7.00	6.47	14.00
5.	Grants in aid to Voluntary Organisations , Coaching & Allied Scheme and Special incentive to NGOs	32.00	26.92	26.90	32.00
6.	Research Information, Mass education, Tribal Festivals and others	7.00	6.39	5.02	7.00
7.	Investment/price support to TRIFED	6.01	6.01	6.00	10.01
8.	Grants-in-aid to State Tribal Development Cooperative Corporations for MFP	18.00	4.50	4.50	18.00
9.	Educational Complexes in Low Literacy Pockets	8.00	6.00	5.75	8.50
10.	Vocational Training in Tribal Areas	8.00	6.00	5.18	8.50
11.	Village Grain Banks Scheme	30.00	1.50	1.07	32.50
12.	Development of Primitive Tribal Groups	20.00	16.13	16.13	21.50
13.	Post Matric Scholarships, Book Banks and Up-gradation of merit of ST Students	56.49	51.28	67.19	65.49
14.	Support to National/State ST Finance Development Corporations	37.50	14.54	17.29	35.50
15.	Lumpsum provision for benefit of North Eastern Region	29.00	20.00	0.00	32.00
16.	Information Technology	-	0.25	0.047	1.00
17.	Monitoring and Evaluation	-	0.10	-	0.50
18.	Construction of Adivasi Bhawan(New Scheme)	-	-	-	7.00
19.	Promotion of Tribal Culture (New Scheme)	-	-	-	1.50
	Total	1087.00	900.00	893.69	1146.00

Non-Plan Schemes

Rs.(in crore)

Sl. No.	Name of the Scheme	BE 2003-2004	RE 2003-2004	Actual Expenditure	BE 2004-2005
1.	Grants to State Government of Assam under clause (A) to 2 nd Proviso to Article 275 (1) of the Constitution	0.14	0.14	0.14	0.14
2.	Secretariat	4.74	4.74	3.5253	5.16
3.	Discretionary Grant	0.02	0.02	0.0020	0.02
4.	Overseas Scholarship to the ST students	0.80	0.40	0.2545	0.80
5.	Scheduled Areas and Scheduled Tribes Commission	5.00	5.00	3.1653	2.38
6.	National Commission for Scheduled Tribes	10.70	11.30	7.0871	13.0050
	Total	21.40	21.60	14.174	21.505

2.5 On being asked whether there has been any instance where grants have been withheld to States/UTs due to their inability to furnish utilisation certificates or non-utilisation of funds released during previous years, the Ministry have stated that due to non-receipt of utilisation certificates grants were not released to the States of Madhya Pradesh, Himachal Pradesh and Arunachal Pradesh under the scheme of Hostel for STs; to the States of Karnataka and Uttar Pradesh under the scheme of Ashram Schools; to the States of Orissa, Karnataka and M.P. under the scheme of Vocational Training Centres; to the States of Andhra Pradesh, Assam, Gujarat and Madhya Pradesh under the scheme of Upgradation of Merit and to the States of Arunachal Pradesh, Bihar, Karnataka, Kerala, Orissa, U.P. and Uttaranchal under the scheme of Post Matric Scholarship to STs.

2.6 The Committee note that over the years the Budgetary allocations of the Ministry had always been reduced at the Revised Estimate stage which resulted in less funds for the upliftment of the poor tribals. During the year 2003-2004, the budgetary allocation has been reduced from Rs.1087 crore to Rs.900 crore. The Committee are well aware that cuts in budgetary allocations are effected by the Ministry of Finance at the Revised Estimate stage based on the expenditure incurred during the first six months of the financial year on pro rata basis. However, keeping in view of the specific needs of the tribals living in the remote and inaccessible areas, the Committee desire that funds for development of the tribals should not undergo any reduction during the year. The Committee, therefore, urge the Ministry to pursue the Ministry of Finance to take a lenient view in the matter so that drastic cut is avoided at the Revised Estimate stage for effective implementation of schemes for the welfare and development of the Scheduled Tribes.

2.7 The Committee note with concern that grants were not released to the States of Madhya Pradesh, Himachal Pradesh, Arunachal Pradesh, Karnataka, Uttar Pradesh, Orissa, Andhra Pradesh, Assam, Gujarat, Bihar, Kerala and Uttaranchal under various schemes due to non-submission of utilisation certificates which reflects poor monitoring and coordination of the Ministry with the States. The Ministry have contended that they could not conduct extensive tours as is done by the Rural Development Ministry as they have the strength of only 69 personnel excluding Group 'D' staff. The Committee, therefore, recommend that the Ministry should approach the concerned Ministry/Departments for sanction and posting of adequate staff so that efficient monitoring of schemes could be carried out and the benefits of the huge allocations made every year percolate to the poor tribal people living in remote and hilly areas.

Major Head: 3601
Sub Major Head: 02
Head No: 02.00.31

B. SPECIAL CENTRAL ASSISTANCE TO TRIBAL SUB-PLAN

2.8 The scheme was launched as early as in fifth five year plan. Till the end of Ninth Five-Year plan, the SCA to TSP was meant for filling up of the critical gaps in the family-based income-generation activities of the TSP. From the Tenth Five Year Plan period, the objective and scope of SCA to TSP which was originally meant for filling up of the critical gaps in the family-based income-generation activities of the TSP, has been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family-based, but also run by the Self-Help Groups(SHG)/Community. The ultimate objective of extending SCA to TSP is to boost the demand based income-generation programmes and thus raise the economic and social status of tribals.

2.9 SCA is provided to 21 Tribal Sub-Plan States and 2 Union Territories including north eastern states of Assam, Manipur and Tripura. The Ministry provides 100% grant.

2.10 The Ministry have furnished the following statement showing the BE, RE and actual expenditure incurred under the scheme during the last three years as under:-

Rs. (in crore)			
Year	BE	RE	Actual Expenditure
2001-2002	500.00	500.98	499.64
2002-2003	500.00	500.00	499.59
2003-2004	497.00	461.30	461.30

2.11 It may be observed from the above that over the years nearly 100% utilization had taken place under the scheme of SCA to TSP.

2.12 Asked to state whether the scheme has actually benefited the ST population and whether the Ministry has assessed the number of ST families assisted to cross the poverty line, the Ministry have stated that the Scheme has definitely benefited the ST families as it specifically provides for increasing the income of ST families below the poverty line. In terms of Human Development Indices, there has been an improvement. However, there is no assessment about the exact number of ST families who have crossed the poverty line. The guidelines provide that the State Government should conduct monitoring and evaluation of the programmes. The matter have also been taken up with the Planning Commission to conduct the evaluation studies.

2.13 The Ministry have furnished the flowing statement showing the details of State Plan and percentage of TSP flow from 2000-2001 to 2002-2003 as under:-

Sl.No.	State	2000-01			2001-02			2002-03		
		State-Plan	Flow to TSP	Percentage	State-Plan	Flow to TSP	Percentage	State-Plan	Flow to TSP	Percentage
1.	Andhra Pradesh	822812.00	9352.00	1.14	1032513.00	60854.00	5.89			
2.	Assam	121034.00	13654.00	11.28	-	-	-			
3.	Jharkhand	-	-	-	-	-	-			
4.	Bihar	-	-	-	-	-	-			
5.	Gujarat	597433.00	83889.00	14.04	650000.00	44544.00	6.85	760000.00	77899.00	10.25
6.	Himachal Pradesh	172000.00	14111.00	8.20	172000.00	13898.00	8.08	540117.67	62996.61	11.66
7.	J & K	153790.00	15732.00	10.23	-	-	-			
8.	Karnataka	727400.00	8990.00	1.24	727400.00	8990.00	1.24			
9.	Kerala	-	-	-	-	-	-			
10	Chhattisgarh	NA	NA	-	-	-	-			
11	Madhya Pradesh	317494.00	56695.00	17.86	249000.00	63120.00	25.35	482100.00	86766.25	18.00
12	Maharashtra	579800.00	52500.00	9.05	675000.00	56700.00	8.40			
13	Manipur	68195.00	25754.00	37.77	-	-	-	68325.95	27959.00	40.92
14	Orissa	190961.00	478.81	0.25	183102.00	41196.00	22.50			
15	Rajasthan	377290.00	24656.00	6.54	464235.00	36627.00	7.89	516000.00	34507.04	6.69
16	Sikkim	7739.00	1741.00	22.50	10763.00	2492.00	23.15	13334.83	3139.26	23.54
17	Tamil Nadu	570000.00	5859.87	1.03	520000.00	7295.46	1.40	-		
18	Tripura	47342.80	14284.04	30.17	52267.14	14118.07	27.01	58468.75	15711.46	26.87
19	Uttaranchal	NA	NA	-	-	-	-			
20	Uttar Pradesh	818824.00	2360.00	0.29	840000.00	919.00	0.11			
21	West Bengal	597758.00	13814.00	2.31	579625.79	12885.97	2.22	630700.02	19564.09	3.10
22	A & N Islands	41000.00	5472.00	13.35	37000.00	2651.00	7.16	41000.00	4382.60	10.69
23	Daman & Diu	4112.00	119.70	2.91	4219.00	119.15	2.82			
	Total	6214984.80	349462.42	5.62	6197124.93	366409.65	5.91	3110047.22	332925.32	10.70

2.14 It may be seen from the above that States like Assam, Bihar, Jharkhand, Kerala, Chattisgarh and Uttaranchal are not allocating funds in their Tribal Sub-Plan during the last several years. In some of the States, the percentage of TSP flow is less than the percentage of ST population.

2.15 A Statement showing the flow of funds to TSP by 17 Central Ministries/Departments for the year 2002-2003 is as under:-

Rupees (in Crore)

S.No.	Ministry/Department	Total Outlay	Flow to Tribal Sub-Plan	%
1.	Ministry of Social Justice & Empowerment	307.00	21.49	7.00
2.	Department of Tele Communication	NA	100.00	-
3.	Department of Posts	NA	4.5	-
4.	Ministry of Rural Development	13909.50	NA	-
5.	Department of Drinking Water Supply (Ministry of Rural Development)[SC&ST]	2639.00	NA	-
6.	Ministry of Textiles	736.0	NA	-
7.	Ministry of Non Conventional Source of Energy	8000.00	8.00	0.1
8.	Ministry of Science & Technology	NA	2.00	-
9.	Department of Woman & Child Welfare	2200.00	306.30	13.92
10.	Department of Culture	49.00	14.16	28.90
11.	Ministry of Agriculture	2187.00	NA	-
12.	Ministry of SSI & Rural Industries	930.00	48.05	5.17
13.	Ministry of Power[Kutir Jyoti Scheme]	NA	48.05	-
14.	Ministry of Human Resource Development Department of Education	7025.00	526.88	7.50
15.	Ministry of Youth Affairs & Sports	285.0	6.00	2.11
16.	Ministry of Coal	NA	6.00	-
17.	Ministry of Health and Family Welfare	NA	27.0	-

* Information about other Ministries is not available with the Ministry of Tribal Affairs.

2.16 The Ministry have stated that many Departments/Ministries have reported difficulty in segregation of their Plan outlays for TSP areas under the parameter fixed for flow of funds to the TSP because of their specialized activities. When the Committee enquired about the steps proposed to be taken to resolve this difficulties, they have been informed that the quantification of funds is notionally done by the Central Ministries on their own. They have taken up with Planning Commission that the TSP should be implemented in consultation with the Ministry.

2.17 Asked to state whether a proper mechanism is in place to enforce the quantification of TSP funds by State Governments and Central Ministries the Ministry have stated that the Planning Commission have a tripartite committee consisting of Planning Commission, the respective administrative Ministries and the Ministry of Tribal Affairs for examining this aspect. The Ministry have been writing to various Ministries, taking meetings and have also taken up the matter with the Planning Commission.

2.18 The Ministry have further stated that they had taken a note to the Committee of Secretaries indicating that each Central Ministry should earmark TSP component separately and spend it in consultation with the Ministry of Tribal Affairs so that there is a focused approach towards development of STs. In the Committee of Secretaries, the

Ministry emphasized that there should be a mandatory earmarking of at least 8% of the budget of the Central Ministries for the Tribal Sub Plan. However, in the meeting another view was expressed that mandatory earmarking of funds would not be desirable as any programme should be demand-driven and not supply-led. The Committee finally decided that the Ministry of Tribal Affairs would identify schemes of tribal development and impress upon the concerned Ministry the need to spend their funds for the development of the tribal areas. The Ministry have written to the Central Ministries and also the Planning Commission a number of times for spending at least 8% of the Budget of the Central Ministries for the development of tribal areas.

2.19 During the course of evidence, the Secretary also explained the main areas of concern of his Ministry as under:-

“There has to be a direction to all the Central Ministries to focus their programmes especially on scheduled tribes for the improvement of human development indices, as also in the case of *sarva siksha abhiyan*, drinking water, PMSY, health, agriculture and also in the case of conferring ownership rights on the tribals in the forest areas, as per the provisions contained in PESA.”

2.20 The Committee have also been informed that the guidelines regarding release and utilization of SCA to TSP has been revised w.e.f 2 May, 2003 and one of the main features is that SCA funds are to be earmarked ITDP-wise.

2.21 On being asked whether instructions have been given to all the States/UTs and the steps are being taken to persuade the States, the Ministry informed that from the year 2003-2004, they have started earmarking funds for each of the ITDPs/ITDAs and States have been requested to implement programmes accordingly in each of the ITDPs/ITDAs.

2.22 Adding further, the Secretary, Ministry of Tribal Affairs stated during evidence:-

“With regard to release of funds, I would submit that this was done in the Rural Development Department. Direct release of funds to the DRDAs is there. I will be extremely grateful if this august Committee recommends the same in the case of our Tribal Affairs Ministry. The release of funds to ITDPs and ITDAs is very much essential wherever they are registered as societies. Earlier, the Finance Ministry did not agree to it. But once again, if the august Committee can recommend it, we will be extremely grateful.”

2.23 The Committee regret to note that States like Bihar, Jharkhand, Kerala, Chattisgarh, Uttaranchal and Assam have not been allocating funds for Tribal Sub-Plan during the last several years. In some of the States, the rate of flow of TSP is less than the population percentage of STs in the States. The Committee further note that only 17 Central Ministries/Departments have segregated their Plan outlays for TSP. In the opinion of the Committee, a focussed approach towards the development of STs is possible only if the States and Central Ministries earmark the TSP component separately and implement the same in consultation with the Ministry of Tribal Affairs, which is the nodal Ministry for overall policy, planning and coordination of programmes of development of the Scheduled Tribes. The Committee therefore, urge the Ministry to pursue the matter with the Planning Commission and concerned States/Central Ministries/Departments to earmark funds for TSP at least in proportion to the population percentage of STs in the case of the States and 8% of the total budget in the case of Central Ministries/Departments.

2.24 The Committee note with concern that though the scheme of SCA to TSP, starting from the Fifth Five Year plan specifically aims at increasing the income of ST families living below the poverty line, no assessment has been made about the exact number of ST families who have crossed the poverty line. Fixation of targets for assisting the ST families/Self Help Groups/community based workers has also been left to the State Governments. Keeping in view the fact that a sizeable chunk of the budgetary allocation of the Ministry is for SCA to TSP and that over the years, nearly 100% utilization of RE allocation had always taken place, the Committee desire that monitoring and evaluation of the scheme should be conducted to assess the impact of the scheme on the tribals and determine the number of ST families who have actually crossed the poverty line. This may be entrusted with the Planning Commission or a designated agency appointed at the earliest.

2.25 The Committee also note that though there has been an improvement in terms of human development indices of the Scheduled Tribes, many of them are still living below the poverty line. The Committee, therefore, recommend that the Ministry should coordinate with the concerned Central Ministries/Departments in order to address the main area of concern pertaining to the upliftment of STs i.e. improvement of HDI and focus their programmes on priority sectors like education, health, drinking water, agriculture, self-employment opportunities, rights of the tribals in forests, etc.

2.26 The Committee note that from the year 2003-2004, the Ministry have started earmarking funds for each of the ITDPs/ITDAs and States have been requested to implement programmes accordingly in each of the ITDPs/ITDAs. However, in order to ensure that benefits of the allocations percolated to the tribals living in remote and hilly areas, the Committee are of the view that funds should be released to ITDPs/ITDAs directly on the pattern of DRDAs under the Ministry of Rural Development. The Committee therefore urge the Ministry to pursue the matter with the Ministry of Finance and Planning Commission for early concurrence.

Major Head: 2225, 3601

Sub Major Head: 12

Head No: 12.00.31

C. HOSTEL FACILITIES FOR ST BOYS AND GIRLS

2.27 The scheme of construction of Girls Hostels was started during the Third Plan Period and for tribal boys it was launched in 1989-1990. Both the schemes have been merged during the Tenth Five Year Plan.

2.28 The Budget Estimates for the year 2003-2004 under the scheme was Rs. 24 crore which was reduced to Rs. 19.38 crore at the Revised Estimates stage. A substantial amount of Rs. 18.14 has been utilised upto 31 March 2004. The BE for the year 2004-2005 is Rs.24 crore.

2.29 The Ministry have furnished a statement showing the state-wise number of Hostels sanctioned and constructed during the three years as under:-

S.No.	States / UTs	2001-02		2002-03		2003-04	
		No.of hostels sanctioned	No.of hostels completed	No.of hostels sanctioned	No.of hostels completed	No.of hostels sanctioned	No.of hostels completed
1.	Andhra Pradesh	32	All hostels are at various stage of construction	18	1 completed other are under construction	23	
2.	Gujarat	15	*15	0		0	
3.	Himachal Pradesh	5	1 completed other 4 in progress	0		0	
4.	D&N Haveli	1	Under progress	0		0	
5.	Kerala	5	All under progress	0		0	
6.	Madhya Pradesh	0		145	Only 1 st instalment has been released. These hostels will be completed after release of full and final grant	0	
7.	Manipur	0		0		2	
8.	Maghalaya	0		10	10 completed	0	
9.	Orissa	7	1 completed 6 under progress	0		1	
10.	Tripura	3	Under progress	0		2	
11.	West Bengal			1	Under progress	3	
12.	Karnataka	11	7 completed other 4 are in progress	0		12	
13.	Nagaland			Arrear		2	
14.	JNU/IIT Delhi	1	Under progress	0		Arrear	
15.	Jharkhand	28	6 completed other are under progress	0		4	
16.	Arunachal Pradesh	2	Only 1 st instalment has been released. These hostels will be completed after release of full and final grant	4	Only 1 st instalment has been released. These hostels will be completed after release of full and final grant	0	
17.	Chattisgarh	1	Not reported				
	Total	111	178		49		

Note:- The physical progress report of hostels sanctioned during 2003-2004 has not been received from State Govts.

2.30 On being asked whether any time-limit has been prescribed to construct these hostels, the Ministry have informed that the time limit of construction of hostels is maximum five years from the date of release of Central Assistance.

2.31 Asked whether officials of the Ministry have carried out inspections during the last three years it was stated that inspections have been carried out by the officials of the Ministry from time to time. No major shortcoming has been noticed. However, instructions have given to the State Governments for early utilization of funds released for the purpose and for effective implementation of the scheme.

2.32 The Committee also enquired whether the scheme of hostel facilities has ever been revised. They have been informed that the scheme has not been revised since its implementation. However, the Ministry intends to standardized the construction of hostels zone-wise to bring about some uniformity. The later has already been taken up with CPWD.

2.33 When asked whether it was a fact that maintenance of hostels is done by State Governments out of their own funds and whether any scheme is mooted for earmarking some funds for maintenance of hostels, the Ministry have stated that though no such scheme has been mooted, they will keep this point in mind while revising the Scheme in future.

2.34 The Committee note that the Ministry have been releasing funds to States/UTs/institutes for construction of Boys and Girls Hostels every year but many of the hostels sanctioned since 2001-2002 are still under various stages of construction. The Committee have been informed that the time-limit for construction of the hostels is a maximum of five years from the date of release of Central assistance. Keeping in view the fact that delay in construction works is leading to high escalation in costs besides depriving the tribal students of the benefits, the Committee desire that the States/UTs/institutes should be persuaded to ensure that all construction works are completed at the earliest and the maximum limit of five years for construction of the hostel is strictly adhered to by them.

2.35 The Committee further note that the maintenance of the hostels is the responsibility of the concerned States/UTs and for that purpose funds have to be utilized out of their own annual plans. In the opinion of the Committee, a substantial amount will be involved as recurring expenditure for maintaining and running the hostels. The States/UTs are not giving proper attention to the maintenance of hostels. The Committee, therefore, recommend that while revising the scheme some amount may be earmarked under the scheme for maintenance of the hostels to enable the State Governments and UT administrations to run the hostels effectively.

Major Head: 2225
Sub Major Head: 12
Head No: 12.00.31

D. VILLAGE GRAIN BANKS SCHEME

2.36 The scheme was launched during the year 1996-97 and is continuing. The main objective of the scheme is to provide a safeguard against the non-availability of food grains in remote tribal areas. The other objectives of the scheme include the promotion of self help groups and provide foodgrains during the time of natural calamities like drought, cyclone etc.

2.37 The Scheme covers all villages which have an over 50% tribal population, and was initially intended to cover 13 States, which include Andhra Pradesh, Jharkhand, Gujarat, Kerala, M.P. Manipur, Orissa, Rajasthan, Tamil Nadu, Uttaranchal, West Bengal, Tripura & Maharashtra.

2.38 The Scheme of Village Grain Bank has been considered for revision. The EFC memorandum on the scheme has already been considered. The revised scheme is expected to be operational from 2004-2005 after approval of the proposal by the Cabinet Committee on Economic Affairs. The revised scheme has wider coverage, provides more grains per family besides extending facilities for transportation and storage of grains.

2.39 The Budget Estimate for the year 2003-2004 was Rs. 30 crore which was reduced to Rs. 1.50 at the RE stage. The expenditure incurred under the scheme was Rs.1.07 crore. The budgetary allocation for the year 2004-2005 is Rs.32.50 crore.

2.40 The Committee enquired about the reasons for the low expenditure under the scheme as well as the proposed utilization of the budgetary allocation of Rs.32.50 crore for 2004-2005. The Ministry have informed that during the 10th Plan period it was proposed to revise the Scheme by extending it to all endemic drought and migration prone areas with concentration of tribal population and the Desert Developmental Programme areas in the first phase. Accordingly, the Planning Commission had approved an amount of Rs.250.00 crore for the 10th Plan with an yearly allocation of more than Rs.30.00 crore. The Scheme is now in the process of finalization as a Centrally Sponsored Scheme. However, the Ministry did not get enough and complete proposals during 2003-2004 on the existing Scheme and as a result the BE had to be reduced to Rs.1.50 crore. Once the Revised Scheme is approved by the CCEA, the allocation of Rs.32.50 crore for 2004-2005 is likely to be utilized.

2.41 The Ministry have furnished the following statement showing the State-wise and year-wise details of Grain Banks set from 2001-2002 to 2003-2004 as under:-

STATUS OF GRAIN BANK STATE-WISE ESTABLISHED FROM 2001-02 TO 2003-04									
S. No	State	Year	Amount Released (Rs.)	Nos. of Grain Bank	No. of Beneficiaries Families	Nos. of Grain Bank Established	Utilisation Received (Rs.)	Nos. of Grain Bank-Confirmation of Establishment of Grain Bank Awaited	Utilisation Certificate Awaited (Rs.)
								(Rs.in Lakhs)	1.07.04
1.	Andhra Pradesh	2002-03	177.72	820	25649	0	0	820	177.72
	Sub Total(A)		177.72	820	25649	0	0	820	177.72
2.	West Bengal	2002-03	28.93	34	4671	34	28.93	0	0
		2003-04	68.72	101	10781	0	0.00	101	68.72
	Sub Total(B)		97.65	135	15452	34	28.93	101	68.72
3.	M.P.	2001-02	80.78	327	32700	304	77.22	23	3.56
		2002-03	712.16	1975	110749	0	0.00	1975	712.16
	Sub Total(C)		792.94	2302	143449	304	77.22	1998	715.72
4.	Orissa	2001-02	100.00	157	15700	102	82.42	55	17.58
	Sub Total(D)		100.00	157	15700	102	82.42	55	17.58
5.	Tripura	2001-02	18.03	27	2826	27	18.03	0	0.00
		2003-04	10.79	17	1685	0	0.00	17	10.79
	Sub Total(E)		28.82	44	4511	27	18.03	17	10.79
6.	Maharashtra	2001-02	83.18	154	12837	108	69.61	46	13.57
		2003-04	27.73	75	6383	0	0.00	75	27.73
	Sub Total(F)		110.91	229.00	19220	108	69.61	121	41.30
	GRAND TOTAL (A to F)		1308.04	3687.00	223981	575.00	276.21	3112.00	1031.83

2.42 It may be seen from the above that a total of 3687 Grain Banks were established benefiting 2,23,981 families during the last three years.

2.43 The Ministry have also informed that under the Grain Bank Scheme, the interest on loan is 5% for the period up to 3 months and beyond that and up to 6 months, it is 10%. In the event of non-payment beyond 6 months, the membership of the individual is liable to lapse but it may be revived after payment.

2.44 Asked whether the member families are able to repay the loan within the period of six months, the Ministry have stated that details about the repayment of the loans under the Scheme are not available. However, since the members belong to the poorest among poor in the country, repayment of loans within the stipulated period remains a matter of concern.

2.45 When the Committee enquired whether the rate of interest i.e. 5% upto 3 months and 10% beyond 6 months can be lowered to make repayment easy for the borrowers, it has been stated that the Ministry does not have any objection in lowering the interest rates in so far as it helps the tribals.

2.46 The Committee note that the scheme of Village Grain Banks has been launched during the year 1996-1997 with the main objective of providing safeguard against the non-availability of food grains in remote tribal areas. During the Tenth Five Year Plan the scheme was proposed to be revised by extending it to all endemic drought and migration prone areas and is now in the process of finalisation as a Centrally Sponsored Scheme. Keeping in view the fact that enough and complete proposals have not come from the States during the year 2003-2004 on the existing scheme, the Committee recommend that the Ministry should spruce up its coordination with the States/UTs and ensure that the scheme is made more fruitful as a Centrally sponsored scheme.

2.47 The Committee are concerned to note that the rate of interest on loan under the Grain Bank Scheme is very high i.e. 5% for the period up to 3 months and 10% beyond that and up to 6 months. In the event of non-payment beyond six months the membership of the individual is liable to lapse. Keeping in view the fact that the borrowers belong to the poorest of the poor in the Society, the Committee desire that only minimal rate of interest should be charged from the beneficiaries. The Committee, further, recommend that the period of repayment of the loan may also be made more flexible so that the poor tribals are not harassed by the authorities.

Major Head: 2225, 3601
Sub Major Head: 11, 06
Head No: 11.00.31, 06.00.31

E. POST MATRIC SCHOLARSHIP SCHEME FOR SCHEDULED TRIBES

2.48 The objective of the scheme is to provide financial assistance to the Scheduled Tribe students studying at post matriculation levels to enable them to complete their education. The scheme is opened to all ST students whose parents annual income is below 1 lakh.

2.49 The Budget Estimate under the scheme was Rs.56.49 crore which has been reduced to Rs.51.28 crore at the RE stage. The Budgetary allocation for the year 2004-2005 is Rs.65.49 crore.

2.50 A statement showing the amount of grants-in-aid released by the Ministry and actual expenditure incurred (both central share + state share) under post-matric scholarships is given below:

Sl. No.	Name of State/UT	Rs. (in lakh)					
		2001-2002		2002-2003		2003-2004	
		Amount Released by Ministry	Actual expenditure spent by State Govt.	Amount released by Ministry	Actual expenditure spent by State Govt.	Amount released by Ministry	Actual expenditure spent by State Govt.
1.	Andhra Pradesh	1915.0	4991.99	774.88	4139.37	2435.7	
2.	Arunachal Pradesh				44.07	65.19	
3.	Assam		868.58	1275.94	0		
4.	Bihar		40		30		
5.	Gujarat		961.28		1008.5	185.27	
6.	Himachal Pradesh	20.27			24.4		
7.	Jammu & Kashmir	39.03	76.25	6.50	141.51		
8.	Karnataka	239.75	771.94	75.38	469.67		
9.	Kerala	92.00	156.58		282.67		
10.	Madhya Pradesh	323.18	660.99		742.61	81.62	
11.	Maharashtra	368.61	1257.04	165.02	1399.04	391.92	
12.	Manipur	737.49	824.74	820.11	858.01	928.93	
13.	Meghalaya	732.71	732.71	805.98	805.98	339.99	
14.	Mizoram	249.00	300.09	370.98	329.96	369	
15.	Nagaland	509.82	750.89	697.19	876.67	1028.61	
16.	Orissa		492.69		550.6		
17.	Rajasthan	1110.05	899.95	131.95	1164.92	484	
18.	Sikkim				10.1	12.69	
19.	Tamil Nadu	3.31	8.04		10.36		
20.	Tripura	90.79	90.79		68.61	161.09	
21.	Uttar Pradesh	6.40	7.48		5.36		
22.	West Bengal	73.63	198.59		263.4	94.57	
23.	A & N Islands	0.55		1.59	1.79	0.89	
24.	Daman & Diu			1.05	1.05		
25.	Dadra & N. Haveli				0		

26.	Uttranchal	166.54			137.8		
27.	Chattishgarh		587.42	32.07	625		
28.	Jharkhand		685		600		
	Total	6678.22	15363.04	5158.64	14591.45	6579.47	

The actual expenditure figure for the year 2003-2004 has not been received from State Govts.

2.51 On being asked whether the funds allocated has been adequate, the Ministry have informed that funds allocated under the scheme of PMS are inadequate. They have already requested Planning Commission for allotment of an additional amount of Rs.117.05 crore under the Scheme of PMS for the year 2004-2005.

2.52 The Ministry have also stated that the scheme of Post Matric Scholarships has been revised since 1st April, 2003. As per the new norms of the scheme, maintenance allowances and other allowance have been increased from 50% to 100% to those students whose parents annual income from all sources does not exceed Rs.1 lakh. The maintenance allowance for the hostellers have been revised from Rs.235 to Rs.740 per month and for day scholars it is Rs.140 to Rs.330 depending upon the type of the courses. Besides enhancing the income ceiling under the scheme upto Rs. 1 lakh, it has been linked with consumer price index number for industrial workers for October, 2002.

2.53 Asked to state whether there have been any case of irregularities in the disbursements of scholarships to the ST students, the Ministry have stated that during the year 2001-2002 two cases of irregularities of disbursement of scholarships, one in Madhya Pradesh and the other in Andhra Pradesh have come to the notice of the Ministry. As per the report of the State Govt. of Madhya Pradesh irregularities of Rs. 1,67,19,827/- were found in 30 institutions in the disbursement of Scholarship meant for SCs/STs and OBCs. The criminal cases have been registered against the accused persons. A case of misuse in Andhra Pradesh has come to the notice of the Ministry wherein two bogus colleges have drawn an amount of Rs. 20,54,540/-. A total 24 persons involved in the case have been identified and 21 of them were arrested as per the latest report received from State Govt. The State Govt. of A.P. has mentioned in its report that a mechanism has been worked out to review and monitor the sanction and withdrawal of scholarships at Distt. level, Head of Departments level and Govt. level on a regular basis. In addition to the reconciliation of accounts at the Distt. level monitoring at State level is also being done by the concerned Secretaries and Heads of Departments to check any excess withdrawals under various heads.

2.54 The Committee note with concern that funds allocated under Post-Matric Scholarships for Scheduled Tribe students have not been adequate. Moreover, the maintenance allowance applicable under the scheme has been revised from Rs.235 to Rs.740 per month for hostellers and from Rs.140 to Rs.330 per month for day scholars and the income ceiling under the scheme has been enhanced upto Rs.1 lakh from April, 2003. The Committee feel that the budgetary allocation of Rs.65.49 crore for 2004-2005 should be enhanced to meet the requirement of ST students pursuing post matriculation courses. The Committee, therefore, recommend that the Ministry should take up with the Planning Commission and Ministry of Finance the case for grant of additional funds at the earliest so that the poor ST students are not deprived of the benefits of the scheme.

2.55 The Committee express deep concern over the irregularities noticed in the disbursement of scholarships to the ST students in the States of Madhya Pradesh and Andhra Pradesh during the year 2001-2002. In Madhya Pradesh, an amount of Rs.1,67,19,827 have been disbursed illegally to 30 institutions while two bogus colleges have drawn an amount of Rs.20,54,540 in the State of Andhra Pradesh. The Committee view the situation seriously and urge the Ministry to ensure that such irregularities in the disbursement of scholarships do not recur in future. State Governments and UT Administrations may be persuaded to observe strict monitoring over the sanction and withdrawal of scholarships on a regular basis. Action taken in this regard may be communicated to the Committee.

2.56 The Committee note that though the Scheme of Pre-matric scholarships is being implemented in the Ministry of Social Justice and Empowerment, no such scheme is being implemented for the Scheduled Tribe students. The stand of the Ministry is that primary education is the responsibility of the State Governments. The Committee, however, feel that in the absence of Pre-matric scholarships for the Scheduled Tribe students, it is difficult for them to go for higher education and hence the Post-matric scholarships also becomes meaningless. The Committee, therefore, recommend that the matter should be examined thoroughly and the Scheme of Pre-matric scholarships be introduced.

Major Head:2225
Sub Major Head: 15
Head No: 15.00.34

F. NATIONAL OVERSEAS SCHOLARSHIPS SCHEME FOR SCHEDULED TRIBES

2.57 This is a Non-Plan Scheme which has been in operation since 1954-1955. The objective of the Scheme is to provide assistance to the ST students selected for pursuing higher studies (Masters, doctoral and post-doctoral level) in the fields of Engineering, Technology and Science only. Grants are given to the selected candidates on cent per cent basis directly by the Ministry through the Indian Mission.

2.58 The Budget Estimate under the scheme was Rs.0.80 crore during 2003-2004 which was reduced to Rs.0.40 crore at the RE stage. The expenditure incurred under the scheme was Rs.0.25 crore. An amount of Rs.0.50 crore is the budgetary allocation for the year 2004-2005.

2.59 The Ministry have stated that the less expenditure under Overseas Scholarships to ST students is due to non-sponsoring of new candidates during 2003-2004 because of non-renewal of the scheme.

2.60 On being asked to state the latest position in this regard, the Ministry have informed that the National Overseas Scholarship Scheme was in operation upto 31st March, 2001 only and the continuation/revision of the scheme is at final stage.

2.61 The Committee have also been informed that the selected candidates are provided the cost of tuition and other educational fees charged by the foreign university etc., maintenance and other grants along with travel expenses.

2.62 On being asked as to how many students have been awarded the scholarships so far, the Ministry have informed that during the selection year 1998-99 to 2000-2001 total 7 ST candidates were provisionally selected and provisional award of Scholarship was given to them. As per the condition of the award, provisionally selected candidate has to get admission in foreign Universities within 3 years. Out of 7 candidates, 5 candidates could get the admission in foreign Universities/Institutions and were sent abroad in the last three years as per details given below:-

Year	2001-2002	2002-03	2003-2004
Number of students sent abroad.	2	2	1

2.63 Asked to state the reasons for less number of students sent abroad every year, the Ministry have stated that as per the provisions of the Scheme, only those students who are selected by the Selection Committee are sent abroad for studies.

2.64 The Committee note that the National Overseas Scholarships scheme for Scheduled Tribes has been under revision since the year 2001 but so far the continuation/renewal of the scheme has not been finalized. The Committee is unhappy to note that abnormal delay has occurred in the finalisation of the scheme and express their serious concern that only 5 candidates have been sent abroad during the last five years. The Committee, therefore, recommend that the Ministry should finalise the revised scheme without further delay and till such time, the benefits of the existing scheme should continue to the ST students.

Major Head: 2225, 3601, 3602

Sub Major Head: 19, 10, 04

Head No: 19.00.31, 10.00.31, 04.00.31

G. GRANTS-IN-AID TO VOLUNTARY ORGANISATIONS WORKING FOR THE WELFARE OF SCHEDULED TRIBES

2.65 The Ministry have stated that Grants-in-aid is given to voluntary organizations for undertaking schemes of direct benefit to the Scheduled tribes e.g. running of balwadis, crèches, hostels and training centres, provision of medical facilities, residential/non-residential schools etc.

2.66 The budgetary allocation for the year 2003-2004 was Rs. 30 crore which was revised to Rs 25.21 crore and released to 285 voluntary organisations. The allocation for 2004-2005 is Rs. 30 crore.

2.67 The Ministry have stated that the participation of voluntary agencies has been increasing from year to year. As against 133 projects sponsored by the Ministry during the year 1997-1988, 900 projects have now been sponsored. The following statement has been furnished by the Ministry with regard to NGOs for the year 2003-2004:

1. Total No. of NGOs assisted during 2003-2004	374
2. No. of projects involved in above	682
3. Total No. of projects inspected by Ministry officials during the year	22
4. No. of organizations found with poor performance in the year	6
5. No. of projects involved in above	6
6. No. of NGOs to whom grants suspended in the year	2
7. No. of NGOs to whom show cause notice issued during the year	4
8. No. of organizations blacklisted	5

2.68 The Committee enquired whether any norms have been fixed for carrying out inspections of NGOs in terms of frequency and were informed that the State Governments are required to carry out annual inspection of each project of the Non-Governmental Organizations on annual basis at least. The officials of the Ministry do also inspect some organisations on random basis. In case of complaints, the Ministry has got some inspections done through the Office of Chief Controller of Accounts also.

2.69 On being asked whether the funds disbursed to the blacklisted NGOs have been recovered from them, the Ministry have stated that funds have not been disbursed to the blacklisted NGOs at the first instance. However, a few of the organisations have later been blacklisted due to their poor performance. The concerned State Governments have been requested to recover the funds from these

blacklisted organisations. However, the status of the recovery is awaited from the concerned State Governments. A statement showing the details of blacklisted organizations is placed below:-

S. No.	Name of the Organisation	Name of the Project	Reason for Blacklisting
1.	Arundhati Educational Society, H.No.10-5-779/34, Venkat Nagar, Tukaram gate, North Lallaguda, Secunderabad, A.P.	Educational Complex	During the inspection the performance of the organization has not been found satisfactory
2.	Rural Education & Development Society, Door No.32-35-22, Zamindar Street, Machavaram, Vijayawada-4, A.P.	Mobile Dispensary	-do-
3.	SAM Society for Social Justice, 96, HC Colony Opposite Deer Partk, Rangareddy, Distt. A.P.	Educational Complex	-do-
4.	Rural and Urban Development Society, H.No.1/6/39, Near Inspection Bangla, PO & Mandal 0 Sadashivapet, Distt.Medak, A.P.	Educational Complex	-do-
5.	Little Flower Society, Plot No. 96, High Court Colony, Vanastipuram, RR District, A.P.	Educational Complex	-do-
6.	Sri Venketeswara Mahila Mandali, D.No.5-8-11/3/2/7, Brodiepat, Guntur, A.P.	Educational Complex	-do-
7.	Gramin Mahila Silari Kadhai Bunai Prashiksha Kendra, Gram Mustafabad, Post Gunjanpur, Azamgarh(U.P.)	Educational Complex & Residential School	-do-
8.	Dr.Ambedkar Sarvodaya Vikas Parisad, 10, Iqbal Colony, Bhopal, M.P.	Educational Complex	-do-
9.	Hindu Muslim Ekta Avam Kalyan Samiti, 82/75, Guru Gobind Marg, Lal Kuwan, Lucknow, U.P.	Educational Complex & Residential School	-do-
10.	Saikhamkawn Tribal Welfare Society, BPO-Kaikhamakawn, Aizmal, Mizoram	10-Bedded Hospital/Dispensary	The documents of the State Govt namely inspection report of the Deputy Commissioner and recommendation of the Tribal Welfare Deptt. having found forged.
11.	Khawlek Bethesda Society, BPO-Khawlek, Distt Aizawal, Mizoram	10-Bedded Hospital/Dispensary	-do-
12.	SAMARITAN SOCIETY, PO-Kolosib, Aizawal, Mizoram	Mobile Dispensary	-do-
13.	Kulikawn Multipurpose Society, Kulikawn, Aizawal-796005, Mizoram	Residential School	-do-
14.	Blue Mountain Development Society, PO-Saitual, Distt. Aizawal, Mizoram	Mobile Dispensary	-do-

2.70 The Committee note that the Ministry have been carrying out inspections of each project of NGOs on an annual basis and have also inspected some organizations on random basis. A few of the organizations have been blacklisted due to their poor performance. The Committee also desire that while carrying out inspections, the Ministry should ensure that NGOs working in Plain areas are not registered as working in tribal areas. The Committee further desire that whenever funds are released to NGOs for some projects, the concerned public representatives should be informed so that he may monitor the progress of work of the project.

NEW DELHI;

**17 August 2004
26 Sravana 1926 (Saka)**

**SUMITRA MAHAJAN
Chairperson,
Standing Committee on
Social Justice and
Empowerment.**

ANNEXURE-
I

**MINUTES OF THE SECOND SITTING OF THE STANDING
COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON
TUESDAY, 10th AUGUST 2004.**

The Committee met from 16.30 hrs. to 17.30 hrs. in Committee
Room 'B' Parliament House Annexe, New Delhi.

PRESENT

Smt. Sumitra Mahajan - Chairperson

**MEMBERS
LOK SABHA**

2. Shri Ashok Argal
3. Smt. Susmita Bauri
4. Shri Sanat Kumar Mandal
5. Shri Kailash Meghwal
6. Shri Rameshwar Oraon
7. Shri Asaduddin Owaisi
8. Shri T. Madhusudan Reddy
9. Shri Daroga Prasad Saroj
10. Dr. R. Senthil
11. Smt. Pratibha Singh
12. Smt. Krishna Tirath
13. Smt. Usha Verma
14. Shri K. Yerrannaidu

RAJYA SABHA

15. Smt. Jamana Devi Barupal
16. Dr. Narayan Singh Manaklao
17. Shri Dharam Pal Sabharwal
18. Shri Ram Narayan Sahu
19. Shri Tarlochan Singh
20. Shri Veer Singh

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 1. Shri John Joseph | - | Additional Secretary |
| 2. Shri R.C.Ahuja | - | Joint Secretary |
| 3. Shri J.P. Sharma | - | Director |
| 4. Shri R.K. Saxena | - | Deputy Secretary |
| 1. Shri Bhupesh Kumar | - | Under Secretary |

Contd...2/-

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LIST OF THE REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl.No.	Name of the Officer	Designation
1.	Dr. A.V.S. Reddy	Secretary
2.	Shri S. Chatterjee	Joint Secretary
3.	Shri Mrutunjay Sahoo	Financial Advisor
4.	Shri P. Sudhir Kumar	Chief Controller of Accounts
5.	Ms. V.S. Rao	MD, TRIFED
6.	Smt.S. Bhavani	CMD, NSTFDC
7.	Shri Rajeev Kumar	Director
8.	Smt. Kalpana Amar	Director
9.	Shri Tarun Coomar	Director
10.	Dr. Ramesh Chandra	Director
11.	Shri Kush Verma	Executive Director TRIFED
12.	Dr. N.K. Ghatak	Joint Director
13.	Shri P.K. Varma	Deputy Secretary

2. At the outset, the Chairperson welcomed Shri A.V.S. Reddy, Secretary and other officials of Ministry of Tribal Affairs and requested them to brief the Members about the Budgetary Allocation for the year 2004-2005 and expenditure incurred so far on various schemes/programmes undertaken by the Ministry.

3. The Committee then took up evidence of the representatives of the Ministry of Tribal Affairs on the budgetary allocations for the year 2004-05 and the expenditure incurred on various schemes/programmes undertaken by them for implementation. The important topics discussed in the meeting include (a) General Performance of the Ministry, (b) Special Central Assistance to Tribal Sub Plan, (c) Hostel facilities for ST Boys and Girls, (d) Village Grain Banks, [e] Post Martic Scholarship, Book Bank and upgradation of merit of ST students, [f] National overseas Scholarship scheme for Scheduled Tribes, [g] Grants-in-aid to NGOs for Scheduled Tribes including coaching and Allied Scheme and Award for Exemplary Service.

4. The Secretary and other officials of the Ministry replied to the queries raised by the Members. The Chairperson directed the Secretary to send written replies to the queries of the Members on which ready information was not available with them during the evidence.

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5. The Chairperson thanked the Secretary and other officials for giving valuable information to the Committee on the subject in a candid manner.

A verbatim record of the evidence was kept.

The Committee then adjourned.

ANNEXURE II

**MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON
SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 17th AUGUST
2004.**

The Committee met from 15.00 hrs. to 16.30 hrs. in Committee
Room `A` Parliament House Annexe, New Delhi.

PRESENT

Smt. Sumitra Mahajan - Chairperson

MEMBERS
LOK SABHA

2. Shri M. Appadurai

3. Smt. Susmita Bauri
4. Shri Mahaveer Bhagora
5. Shri Sanat Kumar Mandal
6. Shri Rupchand Murmu
7. Shri Rameshwar Oraon
8. Shri Asaduddin Owaisi
9. Shri Daroga Prasad Saroj
10. Dr. R. Senthil
11. Smt. Pratibha Singh
12. Shri Lalit Mohan Suklabaidya
13. Smt. Usha Verma
14. Shri K. Yerrannaidu

RAJYA SABHA

15. Shri Silvius Condpan
16. Dr. Narayan Singh Manaklao
17. Shri Dharam Pal Sabharwal
18. Shri Ram Narayan Sahu
19. Smt. Savita Sharda
20. Shri Tarlochan Singh
3. Shri Veer Singh

SECRETARIAT

1. Shri J.P. Sharma - Director
2. Shri R.K. Saxena - Deputy Secretary
3. Shri Bhupesh Kumar - Under Secretary

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2. At the outset, Hon'ble Chairperson apprised the Committee that the Departmentally Related Standing Committee were constituted very late, as such, only one week was available for the assigned work. The Committee held its discussions with the representatives of the Ministries on 10th August, 2004. Within the short time available to the Committee only recommendations/observations on important issues could be formulated. Hon'ble Chairperson also informed that if any Hon'ble Member feel that any specific issue/subject has not been included in these reports, the same can be taken up when subjects are selected for detailed examination.

3. XX XX XX XX XX XX

4. Thereafter the Committee took up the draft Second Report on Demands for Grants relating to the Ministry of Tribal Affairs for the year 2004-05 and adopted the same without any amendment.

5. The Committee authorised the Chairperson to finalise the Reports and present the same to Parliament on their behalf.

6. The Committee then placed on record their deep appreciation and thanks to the officers and staff of the Lok Sabha Secretariat for their hard work and valuable assistance rendered by them to facilitate the work of the Committee in preparing their draft reports within the limited time.

The Committee then adjourned.

APPENDIX

STATEMENT OF RECOMMENDATIONS/OBSERVATIONS CONTAINED IN THE REPORT

Sl.No.	Para No.	Recommendations/Observations
1.	2.6	The Committee note that over the years the Budgetary allocations of the Ministry had always been reduced at the Revised Estimate stage which resulted in less funds for the upliftment of the poor tribals. During the year 2003-2004, the budgetary allocation has been reduced from Rs.1087 crore to Rs.900 crore. The Committee are well aware that cuts in budgetary allocations are effected by the Ministry of Finance at the Revised Estimate stage based on the expenditure incurred during the first six months of the financial year on <u>pro rata</u> basis. However, keeping in view of the specific needs of the tribals living in the remote and inaccessible areas, the Committee desire that funds for development of the tribals should not undergo any reduction during the year. The Committee, therefore, urge the Ministry to pursue the Ministry of Finance to take a lenient view in the matter so that drastic cut is avoided at the Revised Estimate stage for effective implementation of schemes for the welfare and development of the Scheduled Tribes.
2.	2.7	The Committee note with concern that grants were not released to the States of Madhya Pradesh, Himachal Pradesh, Arunachal Pradesh, Karnataka, Uttar Pradesh, Orissa, Andhra Pradesh, Assam, Gujarat, Bihar, Kerala and Uttaranchal under various schemes due to non-submission of utilisation certificates which reflects poor monitoring and coordination of the Ministry with the States. The Ministry have contended that they could not conduct extensive tours as is done by the Rural Development Ministry as they have the strength of only 69 personnel excluding Group 'D' staff. The Committee, therefore, recommend that the Ministry should approach the concerned Ministry/Departments for sanction and posting of adequate staff so that efficient monitoring of schemes could be carried out and the benefits of the huge allocations made every year percolate to the poor tribal people living in remote and hilly areas.
3.	2.23	The Committee regret to note that States like Bihar, Jharkhand, Kerala, Chattisgarh, Uttaranchal and Assam have not been allocating funds for Tribal Sub-Plan during the last several years. In some of the States, the rate of flow of TSP is less than the population percentage of STs in the States. The Committee further note that only 17 Central Ministries/Departments have segregated their Plan outlays for TSP. In the opinion of the Committee, a focussed approach towards the development of STs is possible only if the States and Central Ministries earmark the TSP component separately and implement the same in consultation with the Ministry of Tribal Affairs, which is the nodal Ministry for overall policy, planning and coordination of programmes of development of the Scheduled Tribes. The Committee therefore, urge the Ministry to pursue the matter with the Planning Commission and concerned States/Central Ministries/Departments to earmark funds for TSP at least in

		proportion to the population percentage of STs in the case of the States and 8% of the total budget in the case of Central Ministries/Departments.
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4.	2.24	<p>The Committee note with concern that though the scheme of SCA to TSP, starting from the Fifth Five Year plan specifically aims at increasing the income of ST families living below the poverty line, no assessment has been made about the exact number of ST families who have crossed the poverty line. Fixation of targets for assisting the ST families/Self Help Groups/community based workers has also been left to the State Governments. Keeping in view the fact that a sizeable chunk of the budgetary allocation of the Ministry is for SCA to TSP and that over the years, nearly 100% utilization of RE allocation had always taken place, the Committee desire that monitoring and evaluation of the scheme should be conducted to assess the impact of the scheme on the tribals and determine the number of ST families who have actually crossed the poverty line. This may be entrusted with the Planning Commission or a designated agency appointed at the earliest.</p>
5.	2.25	<p>The Committee also note that though there has been an improvement in terms of human development indices of the Scheduled Tribes, many of them are still living below the poverty line. The Committee, therefore, recommend that the Ministry should coordinate with the concerned Central Ministries/Departments in order to address the main area of concern pertaining to the upliftment of STs i.e. improvement of HDI and focus their programmes on priority sectors like education, health, drinking water, agriculture, self-employment opportunities, rights of the tribals in forests, etc.</p>
6.	2.26	<p>The Committee note that from the year 2003-2004, the Ministry have started earmarking funds for each of the ITDPs/ITDAs and States have been requested to implement programmes accordingly in each of the ITDPs/ITDAs. However, in order to ensure that benefits of the allocations percolated to the tribals living in remote and hilly areas, the Committee are of the view that funds should be released to ITDPs/ITDAs directly on the pattern of DRDAs under the Ministry of Rural Development. The Committee therefore urge the Ministry to pursue the matter with the Ministry of Finance and Planning Commission for early concurrence.</p>
7.	2.34	<p>The Committee note that the Ministry have been releasing funds to States/UTs/institutes for construction of Boys and Girls Hostels every year but many of the hostels sanctioned since 2001-2002 are still under various stages of construction. The Committee have been informed that the time-limit for construction of the hostels is a maximum of five years from the date of release of Central assistance. Keeping in view the fact that delay in construction works is leading to high escalation in costs besides depriving the tribal students of the benefits, the Committee desire that the States/UTs/institutes should be persuaded to ensure that all construction works are completed at the earliest and the maximum limit of five years for construction of the hostel is strictly adhered to by them.</p>
8.	2.35	<p>The Committee further note that the maintenance of the hostels is the responsibility of the concerned States/UTs and for that purpose funds have to be utilized out of their own annual plans. In the opinion of the Committee, a substantial amount will be involved as recurring expenditure for maintaining and running the hostels. The States/UTs are not giving proper attention to the</p>

		<p>maintenance of hostels. The Committee, therefore, recommend that while revising the scheme some amount may be earmarked under the scheme for maintenance of the hostels to enable the State Governments and UT administrations to run the hostels effectively.</p>
9.	2.46	<p>The Committee note that the scheme of Village Grain Banks has been launched during the year 1996-1997 with the main objective of providing safeguard against the non-availability of food grains in remote tribal areas. During the Tenth Five Year Plan the scheme was proposed to be revised by extending it to all endemic drought and migration prone areas and is now in the process of finalisation as a Centrally Sponsored Scheme. Keeping in view the fact that enough and complete proposals have not come from the States during the year 2003-2004 on the existing scheme, the Committee recommend that the Ministry should spruce up its coordination with the States/UTs and ensure that the scheme is made more fruitful as a Centrally sponsored scheme.</p>
10.	2.47	<p>The Committee are concerned to note that the rate of interest on loan under the Grain Bank Scheme is very high i.e. 5% for the period up to 3 months and 10% beyond that and up to 6 months. In the event of non-payment beyond six months the membership of the individual is liable to lapse. Keeping in view the fact that the borrowers belong to the poorest of the poor in the Society, the Committee desire that only minimal rate of interest should be charged from the beneficiaries. The Committee, further, recommend that the period of repayment of the loan may also be made more flexible so that the poor tribals are not harassed by the authorities.</p>
11.	2.54	<p>The Committee note with concern that funds allocated under Post-Matric Scholarships for Scheduled Tribe students have not been adequate. Moreover, the maintenance allowance applicable under the scheme has been revised from Rs.235 to Rs.740 per month for hostellers and from Rs.140 to Rs.330 per month for day scholars and the income ceiling under the scheme has been enhanced upto Rs.1 lakh from April, 2003. The Committee feel that the budgetary allocation of Rs.65.49 crore for 2004-2005 should be enhanced to meet the requirement of ST students pursuing post matriculation courses. The Committee, therefore, recommend that the Ministry should take up with the Planning Commission and Ministry of Finance the case for grant of additional funds at the earliest so that the poor ST students are not deprived of the benefits of the scheme.</p>
12.	2.55	<p>The Committee express deep concern over the irregularities noticed in the disbursement of scholarships to the ST students in the States of Madhya Pradesh and Andhra Pradesh during the year 2001-2002. In Madhya Pradesh, an amount of Rs.1,67,19,827 have been disbursed illegally to 30 institutions while two bogus colleges have drawn an amount of Rs.20,54,540 in the State of Andhra Pradesh. The Committee view the situation seriously and urge the Ministry to ensure that such irregularities in the disbursement of scholarships do not recur in future. State Governments and UT Administrations may be persuaded to observe strict monitoring over the sanction and withdrawal of scholarships on a regular basis. Action taken in this regard may be communicated to the Committee.</p>
13.	2.56	<p>The Committee note that though the Scheme of Pre-matric</p>

		<p>scholarships is being implemented in the Ministry of Social Justice and Empowerment, no such scheme is being implemented for the Scheduled Tribe students. The stand of the Ministry is that primary education is the responsibility of the State Governments. The Committee, however, feel that in the absence of Pre-matric scholarships for the Scheduled Tribe students, it is difficult for them to go for higher education and hence the Post-matric scholarships also becomes meaningless. The Committee, therefore, recommend that the matter should be examined thoroughly and the Scheme of Pre-matric scholarships be introduced.</p>
14.	2.64	<p>The Committee note that the National Overseas Scholarships scheme for Scheduled Tribes has been under revision since the year 2001 but so far the continuation/renewal of the scheme has not been finalized. The Committee is unhappy to note that abnormal delay has occurred in the finalisation of the scheme and express their serious concern that only 5 candidates have been sent abroad during the last five years. The Committee, therefore, recommend that the Ministry should finalise the revised scheme without further delay and till such time, the benefits of the existing scheme should continue to the ST students.</p>
15.	2.70	<p>The Committee note that the Ministry have been carrying out inspections of each project of NGOs on an annual basis and have also inspected some organizations on random basis. A few of the organizations have been blacklisted due to their poor performance. The Committee also desire that while carrying out inspections, the Ministry should ensure that NGOs working in Plain areas are not registered as working in tribal areas. The Committee further desire that whenever funds are released to NGOs for some projects, the concerned public representatives should be informed so that he may monitor the progress of work of the project.</p>