

**STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT
(2009-2010)**

(FIFTEENTH LOK SABHA)

MINISTRY OF TRIBAL AFFAIRS

DEMANDS FOR GRANTS

(2009-2010)

SECOND REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2009/Agrahayana, 1931(Saka)

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(FIFTEENTH LOK SABHA)

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DEMANDS FOR GRANTS

(2009-2010)

Presented to Lok Sabha on 17.12.2009

Laid in Rajya Sabha on 17.12.2009



LOK SABHA SECRETARIAT

**NEW DELHI
December, 2009/Agrahayana, 1931 (Saka)**

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COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT

(2009-2010)

SHRI DARA SINGH CHAUHAN - CHAIRMAN

MEMBERS

LOK SABHA

2. *Smt. Harsimrat Kaur Badal
3. Shri E.T. Mohamed Basheer
4. Smt. Bijoya Chakravarty
5. Shri Bhudeo Choudhary
6. Smt. Rama Devi
7. Shri R. Dhruvanarayana
8. Shri Premchand Guddu
9. Shri G.V. Harsha Kumar
10. Shri Baliram Jadhav
11. Dr. Manda Jagannath
12. Shri Mohan Jena
13. Shri Baliram Kashyap
14. Shri Basori Singh Masram
15. Shri Kamlesh Paswan
16. **Shri Yashvir Singh
17. Dr. N. Sivaprasad
18. Shri Lalit Mohan Suklabaidya
19. Shri Manohar Tirkey
20. Vacant
21. Vacant

MEMBERS

RAJYA SABHA

22. Shri Suryakantbhai Acharya
23. Shri Avtar Singh Karimpuri
24. Shri Narayan Singh Kesari
25. Shri Mahmood A. Madani
26. Shri Ahmad Saeed Malihabadi
27. Shri Abdul Wahab Peevee
28. Shri Praveen Rashtrapal
29. Shri Nand Kishore Yadav
30. Vacant
31. Vacant

*Smt. Harsimrat Kaur Badal ceased to be a Member of Committee w.e.f. 23.9.2009.

**Shri Yashvir Singh ceased to be a Member of Committee w.e.f. 13.10.2009.

LOK SABHA SECRETARIAT

1.	Shri. A. Mukhopadhyay	-	Joint Secretary
2.	Smt. Anita Jain	-	Director
3.	Shri. S.C. Kaliraman	-	Additional Director
4.	Shri Yash Pal Sharma	-	Senior Executive Assistant

INTRODUCTION

I, the Chairman of the Standing Committee on Social Justice and Empowerment (2009-2010) having been authorized by the Committee to submit the Report on their behalf, present this Second Report, of the Ministry of Tribal Affairs on Demands for Grants, 2009-2010.

2. The Committee considered the Demands for Grants pertaining to the Ministry of Tribal Affairs for the current year i.e. 2009-2010 which was laid on the Table of the House on 10th July, 2009. Thereafter, the Committee took evidence of the representatives of the Ministry of Tribal Affairs on 20th October, 2009. The Committee considered and adopted the Report at their sitting held on 15th December, 2009.

3. 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.

4. 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;

15 December, 2009
24 Agrahayana, 1931 (Saka)

DARA SINGH CHAUHAN
Chairman,
Standing Committee on
Social Justice and
Empowerment

REPORT

CHAPTER-I

REVIEW OF STATUS OF IMPLEMENTATION OF RECOMMENDATIONS CONTAINED IN THE THIRTY-FOURTH REPORT OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT ON DEMANDS FOR GRANTS (2008-09) OF THE MINISTRY OF TRIBAL AFFAIRS

1.1 The Thirty-fourth Report (Fourteenth Lok Sabha) of the Standing Committee on Social Justice and Empowerment on Demands for Grants (2008-09) pertaining to the Ministry of Tribal Affairs was presented to Parliament on 21st April, 2008 and the related Action Taken Report i.e. Fortieth Report (Fourteenth Lok Sabha) was presented to Parliament on 19th December, 2008.

1.2 The Fortieth Report (Fourteenth Lok Sabha) contained 14 recommendations out of which the Government accepted 4 recommendations. In view of the replies of the Government the Committee did not desire to pursue 4 recommendations, 2 recommendations were commented upon by the Committee and 4 replies of the Government with respect to the recommendations of the Committee were interim in nature.

1.3 The Minister of Tribal Affairs laid a statement in Parliament under Direction 73A on 19.12.2008 on the status of implementation of the recommendations contained in the Thirty-fourth Report of the Committee on Demands for Grants (2008-09). Out of the 14 recommendations 2 recommendations have been implemented by the Government 7 recommendations are under process 1 recommendations have not been implemented and 4 recommendations are yet to be implemented.

1.4 The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Thirty-fourth Report on Demands for Grants, 2008-09 of the Ministry of Tribal Affairs as only 2 out of 14 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations.

CHAPTER - II

INTRODUCTORY

2.1 Ministry of Tribal Affairs was constituted in October, 1999 with the objective of providing a 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. The Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes for development of the Scheduled Tribes. To this end, Ministry of Tribal Affairs undertakes activities that follow from the subjects allocated under the Government of India Allocation of Business Rules, 1961. These include :

1. Social security and social insurance with respect to the Scheduled Tribes;
2. Tribal Welfare – Tribal welfare planning, project formulation, research, evaluation, statistics and training;
3. Promotion and development of voluntary efforts on tribal welfare;
4. Scheduled Tribes, including scholarship to students belonging to such tribes
5. Development of Scheduled Tribes;
6. All matters including legislation relating to the rights of forest dwelling Scheduled Tribes on forest lands;
7. (a) Scheduled Areas;
(b) Matters relating to Autonomous districts of Assam excluding roads and bridge works and ferries thereon; and

(c) Regulations framed by the Governors of States for Scheduled Areas and for Tribal Areas specified in part 'A' of the Table appended to paragraph 20 of the Sixth Schedule to the Constitution.

8. (a) Commission to report on the administration of Scheduled Areas and the welfare of the Scheduled Tribes; and

(b) Issue of directions regarding the drawing up and execution of schemes essential for the welfare of the Scheduled Tribes in any State.

9. The National Commission for Scheduled Tribes.

10. Implementation of the 'Protection of Civil Rights Act, 1955 (22 of 1955)' and the 'Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989' (33 of 1989), excluding administration of criminal justice in regard to offences in so far as they relate to Scheduled Tribes.

2.2 It has been mentioned in the Outcome Budget 2009-10 that in addition to the above mandate the Ministry of Tribal Affairs has also been given the responsibility in respect of "The Scheduled Tribes and Other Traditional Dwellers (Recognition of Forest Rights) Act, 2006" which seeks to recognize and vest the forest rights and occupation in forest land in forest dwelling Scheduled Tribes and other traditional forest dwellers who have been residing in such forests for generations but those right on ancestral lands and their habitat were not adequately recognized in the consolidation of State forests during the colonial period as well as in independent India resulting in historical injustice to them.

2.3 Article 366(25) of the Constitution of India 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 or through a subsequent amending Act of Parliament will be considered as Scheduled Tribes. The list of Scheduled Tribes is State/UT specific and a community declared as Scheduled Tribe in a State need not be so in another State. The essential characteristics, first laid down by the Lokur Committee, for a community to be identified as Scheduled Tribes, are - (a) primitive traits (b) distinctive culture (c) shyness of contact with the community at large (d) geographical isolation and (e) backwardness-social and economic. The inclusion of a community as Scheduled Tribes is an ongoing process.

2.4 The Tribal population of the country as per the 2001 census, is 8.43 crore constituting 8.2% of the total population. More than half of the Scheduled Tribes population is concentrated in the States of Madhya Pradesh, Chhattisgarh, Maharashtra, Orissa, Jharkhand and Gujarat.

2.5 The Ministry have also informed that tribal communities live in about 15% of the country's areas, in various ecological and geo-climatic conditions ranging from plains and forests to hills and inaccessible areas. Tribal groups are at different stages of social, economic and educational development. Some tribal communities have adopted the mainstream way of life. At the other end of the spectrum, there are certain scheduled tribes (75 in number) known as Primitive Tribal Groups (PTGs), who are characterized by - (a) a pre-agriculture level of technology, (b) a stagnant or declining population, (c) extremely low literacy and (d) a subsistence level of economy.

2.6 There are over 700 Scheduled Tribes notified under Article 342 of the Constitution of India, spread over different States and Union Territories of the country. The largest number of Scheduled Tribes are in the State of Orissa, i.e. 62.

2.7 According to the 2001 census, 44.70% of the ST population were cultivators, 36.9% agricultural labourers, 2.1% household industry workers and 16.3% were other occupation workers. The percentage of ST population living below the poverty line is 47.2% in the rural areas and 39.9% in the urban areas as per poverty line estimates made in the year 2004-2005.

2.8 Literacy rate among the Scheduled Tribes has increased from 29.62% to 47.10% during the period 1991 to 2001. The literacy rate among ST male increased from 40.65% to 59.17% and the ST female literacy increased from 18.19% to 34.76% during the period 1991-2001.

2.9 Social, economic and political protection for the Scheduled Tribes are also guaranteed under various Articles of the Constitution of India.

2.10 The Demands for Grants asked for by the Ministry of Tribal Affairs are given under Demand No.94. The Committee have attempted to scrutinize these demands to the extent possible and the conclusions drawn by them have been highlighted in the succeeding Chapter.

CHAPTER – III

A. GENERAL PERFORMANCE OF THE MINISTRY

3.1 The Ministry of Tribal Affairs have furnished the following statement showing the Budget Estimate, Revised Estimate and Actual Expenditure for the previous years along with the Budget Estimate for the current year showing separately Plan and Non-Plan Expenditure.

PLAN

Year	Budget Estimates	Revised Estimates	Expenditure	(Rs. In crore)
				% age of expenditure over BE
2006-07	1656.90	1652.68	1647.37	99.42
2007-08	1791.71	1719.71	1524.32	88.63
2008-09	2121.00	1970.00	1805.91*	85.17
2009-10	3205.50			

NON-PLAN

Year	Budget Estimates	Revised Estimates	Expenditure	(Rs. In crore)
				% age of expenditure over BE
2006-07	10.56	10.42	8.1808	86.39
2007-08	12.33	11.43	9.1049	73.86
2008-09	12.55	14.16	12.9551*	103.33
2009-10	14.61			

* Provisional

3.2 It has been observed from above that the budgetary allocation for 2009-10 has been significantly enhanced to Rs. 3205.50 crores from Rs. 2121.00 crores during 2008-09. However, the percentage of expenditure under Plan schemes have been lowering down during the last three years. The percentage of expenditure over BE

during 2006-07 was 99.42 percent, during 2007-08 was 88.63 percent while during 2008-09 is 85.17 percent respectively.

3.3 The Committee enquired about the reasons for lowering down the percentage continuously during the last three years, the Ministry have stated that although the percentage of the Plan expenditure over BE during the last three years shows declining trend, the actual expenditure in 2007-08 has gone up substantially from Rs. 1524.32 to Rs. 1805.91 crore in 2008-09.

3.4 Elucidating further the reasons for less expenditure Secretary, Ministry of Tribal Affairs, during evidence stated as under:-

“Sir, coming back to the reasons why our expenditure has not been so much, I will explain it. Broad reasons of expenditure shortfall are - we do a good level of scrutiny in our Ministry both from the Finance as well as the programme section because we are concerned that the money has to be well-spent. We see the provisions of the scheme and if we find that they have just routinely sent, we do not accept. There are some States who just send us a piece of paper – we need so much of money for so many Ashram schools. We just send it back saying – no, this is not the proposal. In our scheme which is on the website, there is a checklist. You see the checklist, you fill up all the information as per the checklist and then we will be able to sanction the scheme.”

3.5 The witness further added:-

“...Sometimes, the procedures in the Ministry itself create some problems. Therefore, all these put together do not enable us to spend 100 percent of the money. But I think that you would kindly agree that our expenditure – being between 85 percent and 90 percent of the expenditure – can be considered to be acceptable because then it means that we are tightening on the utilization. Though, I am sure that there are cases where, in the field, the money has not been properly utilized or there have been delays at our level in processing it.”

3.6 On a query of the Committee how the enhanced allocation for 2009-10 is proposed to be utilized, the Ministry in their written submission stated as under :-

(a) The programme of Article 275 (1) of the Constitution has a component of setting up of Eklavya Model Residential Schools for providing quality education to ST students. It was proposed to enhance BE under the

programme during 2009-10 to utilize significant amount of funds for running and maintenance the existing EMRS and establishment of new EMRSs.

- (b) Establishment of Ashram Schools in TSP Areas :- The scheme has been revised w.e.f. 1.4.2008 and as per the revised scheme 100% Central Share is released for girls' Ashram Schools and boys' Ashram Schools which have to be constructed in naxal-affected Areas. Before the revision of the scheme said amount was share between State Governments and Ministry in a 50:50 ratio. Therefore, more amount has been proposed during the year 2009-10.
- (c) Rajiv Gandhi National Fellowship Scheme (RGNF) :- Under the Scheme of RGNF every year 667 new students have been selected. Once a student is selected for PH.D. programme he continues up to a maximum five years. The students selected in previous years are also benefited in addition to 667 new students in any particular year. During the year 2008-09 grants-in-aid was released for 2110 students and during the year 2009-10 amount of fellowship would be provided for 2777 students.
- (d) Additional Central Assistance (A.C.A) :- Additional Rs. 500 crores have been allocated for Educational Development in Naxal Affected Areas.

3.7 As seen from above and additional Central Assistance of Rs. 500 crores have been allocated for Naxal Affected Areas. On being asked what are the salient features of scheme under which this amount will be released, the Ministry in their written submission stated as under:-

"The amount will be released for construction of Hostels and Ashram Schools for ST students in Schedule V and naxal-affected areas subject to receipt of

complete proposals in conformity with these two Schemes of Hostels and Ashram Schools. If funds remain, they will be utilized for EMRS in naxal-affected and scheduled V areas.”

3.8 The Committee enquired whether any new scheme for educational development in Naxal Affected Areas has been formulated to utilize the above amount, the Ministry have informed that no new scheme has been formulated for the above amount.

3.9 When asked whether the Naxal Affected States/areas are aware that such a provision has been made in the Budget of the Ministry of Tribal Affairs for the year 2009-10, the Ministry in their written reply stated that these States/areas are aware of this provision and they have been asked to send their proposals in this regard.

Surrender of funds by the Ministry

3.10 The Committee enquired about the amount surrendered each year during the last 5 years, the Ministry in their written reply have furnished the following statement :-

Surrender for the year 2004-05

(Rs. in thousands)

Major Head	Amount surrendered
Revenue- Non-Plan(Voted)	20526
Plan Revenue voted	469351
Revenue -Plan (Charged)	206200
Capital -Plan (Voted)	255100
Total	951177

Surrender for the year 2005-06

(Rs. in thousands)

	SBG/Supp. SBG	FG	Amount surrendered
Revenue Plan (Voted)	863500	775853	79147
Revenue Plan (Charged)	13764600	13143341	629759
Revenue Non-Plan (Voted)	107800	80569	27231
Revenue Non-Plan (Charged)	1400	1400	0
Total (Revenue)	14737300	14001163	736137
Capital Plan(Voted)	360100	0	360100
Total (Capital)	360100	0	360100
Grand Total	15097400	14001163	1096237

Surrender for the year 2006-07

(Rs. in thousands)

	SBG/Supp. SBG	FG	Amount surrendered
Revenue Plan (Voted)	1482300	1186932	295368
Revenue Plan (Charged)	15295400	15294426	974
Revenue Non-Plan (Voted)	104200	81448	22752
Revenue Non-Plan (Charged)	1400	1400	0
Total (Revenue)	16883300	16564206	319094
Capital Plan(Voted)	140100	50	140050
Total (Capital)	140100	50	140050
Grand Total	17023400	16564256	459144

Surrender for the year 2007-08

(Rs. in thousands)

	SBG (BE)	Supplementary	Total (SBG + SUPPLEMENTARY)	FG	Amount surrendered
Revenue Plan (Voted)	1955400	300	1955700	1678209	277491
Revenue Plan (Charged)	14891500	184200	15075700	13570601	1505099

Revenue Non-Plan (Voted)	121900	0	121900	89593	32307
Revenue Non-Plan (Charged)	1400	0	1400	1400	0
Total (Revenue)	16970200	184500	17154700	15339803	1814897
Capital Plan (Voted)	350200	0	350200	0	350200
Total (Capital)	350200	0	350200	0	350200
Grand Total	17320400	184500	17504900	15339803	2165097

Surrender for the year 2008-09

(Rs. in thousands)

	SBG (BE)	Supplementary	Total (SBG + SUPPLEMENTARY)	FG	Amount surrendered
Revenue Plan (Voted)	2506400	22200	2528600	2162400	366200
Revenue Plan (Charged)	18203500	100	18203600	15902661	2300939
Revenue Non-Plan (Voted)	124100	20600	144700	128173	16527
Revenue Non-Plan (Charged)	1400	0	1400	1400	0
Total (Revenue)	20835400	42900	20878300	18194634	2683666
Capital Plan (Voted)	500100	0	0	0	500100
Total (Capital)	500100	0	500100	0	500100
Grand Total	21335500	42900	21378400	18194634	3183766

3.11 It is seen from above that there has been large surrender of funds every year in the last 5 years which amounts to Rs. 95.1177 crores in 2004-05, Rs. 109.6237 crores in 2005-06, Rs.45.9144 crores in 2006-07, Rs. 216.5097 crores in 2007-08 and Rs. 318.3766 crores in 2008-09. Non-receipt of adequate number of complete proposals in accordance with the scheme guidelines from the State Governments, non receipt of Utilization Certificates and lack of physical progress by State Governments, Non filling of vacant posts, austerity measures, non receipts of bills from the suppliers etc. have also been cited by the Ministry as the reasons for the surrender of funds.

3.12 Asked if any action plan has been formulated so that funds could be fully and properly utilized, it was stated that the Ministry is dependent on the State Governments for submission of proposals and other relevant documents like UC, progress report etc. from time to time. Regular interaction is being held with State Governments to ensure better compliance. Since the outlay is charged, it is not possible to deny allocation to any of the qualifying States.

3.13 On being asked about steps taken by the Ministry to overcome the above problems so that enhanced funds allocated for 2009-10 are fully utilized, the Ministry have informed that the following steps have been taken by the Ministry to overcome the problems so that enhanced funds allocated for 2009-10 are utilized :-

(a) Guidelines for some components of schemes have been revised to facilitate effective implementation of the schemes.

(b) The Ministry has been regularly contacting the States/UTs to ensure receipt of complete proposals under each scheme.

(c) For Grants under Article 275(1) and SCA to TSP the following steps have been taken by the Ministry for getting proposals, Utilisation certificates and physical progress reports from the States:-

- Periodically letters/ reminders are written to States.
- Telephonic communication to the concerned Secretary of the State.
- Senior Officers of the Ministry visit the States.
- Review meetings of State Secretary/ Commissioners of Tribal Development/ Social welfare are held.

3.14 To a specific query, on whether the Ministry receive regular feedback from the States/UTs about the various schemes and has a system to address their difficulties in implementing these schemes, the Ministry in their written submission stated as under:-

“Under various schemes of the Ministry, feedback is obtained from the States through discussions with the State Government representatives from time to time. The States are free to express their difficulties in the conferences/ meetings conducted by the Ministry. The points, which arise out of the discussions and feedback, are considered in the Ministry and directions accordingly are given to the States/UTs.”

3.15 Asked whether the Ministry review the guidelines of various schemes from time to time in accordance with the feedback received, the Ministry stated that Yes, the Guidelines for grants under Article 275(1) and SCA issued in 2002 and 2003 respectively were revised in January, 2008. At the end of X Plan, schemes relating to Education and those being implemented by NGOs were evaluated by independent agencies and on the basis of their report and feedback, the schemes have been revised during XI Plan period and approval of CCEA/EFC/SFC have been obtained.

3.16 When enquired as to whether the Ministry coordinate with State Governments to ensure smooth implementation of the various schemes wherein the Committee have been informed that the Ministry coordinates with the State Governments to get their feed back for smooth implementation of the programmes. The senior officers also visit the States/UTs and discuss the implementation of various schemes to ensure smooth functioning.

Non-receipt of Utilization Certificates

3.17 The Committee wanted to know about the status of receipt of Utilization Certificates for States/UTs during 2008-09. The Committee also inquired if there are

any instances where grants have been withheld to States/UTs due to inability to furnish UCs or non-availability of funds during previous year, the Ministry in a written reply furnished a statement as under:-

(Rs. in lakhs)

Sl. No.	States	Funds not released in 2008-09 (SCA to TSP)
1	Assam	140.35
2	Bihar	816.00
3	Chhattisgarh	9.80
4	Goa	150.00
5	Gujarat	1523.82
6	Jharkhand	6594.75
7	Jammu & Kashmir	676.00
8	Maharashtra	2330.00
9	Uttarakhand	124.00
	Total	12364.72

Under Article 275(1) of the Constitution

(Rs. in lakhs)

Sl.No.	States	Total Allocation	Grant not released
1	Andhra Pradesh	2547.33	683.89
2	Arunachal Pradesh	357.52	48.84
3	Assam	1448.34	3.46
4	Bihar	331.97	331.97
5	Chhattisgarh	3354.75	143.32
6	Goa	71.19	64.19
7	Gujarat	3793.11	1420.34
8	Himachal Pradesh	171.79	23.47
9	Jammu & Kashmir	484.14	290.48
10	Jharkhand	3593.39	1740.86
11	Karnataka	1516.37	20.00
12	Kerala	184.65	25.23
13	Maharashtra	3754.72	1313.26
14	Meghalaya	1010.42	855.09
15	Mizoram	425.55	21.98
16	Nagaland	899.48	699.48
17	Sikkim	105.40	40.40
18	Tamil Nadu	330.24	38.85
19	Tripura	503.69	68.81

20	Uttar Pradesh	605.76	214.48
21	Uttarakhand	112.12	92.12

3.18 It has been observed from the above that under the schemes of Special Central Assistance to Tribal Sub-Plan during 2008-09 funds amounting to Rs. 12364.72 lakh were not released to States due to non-availability of Utilization Certificates of the previous years. Similarly, in case of Grants under First Proviso to Article 275(I) of the Constitution, full grants were not released to States due to non-utilization of funds during the previous years.

3.19 On being enquired steps taken by the Ministry to persuade the States for early submission of utilization certificates so that grants are regularly released, the Ministry in their written submission stated as under :-

“The Ministry is dependent on States for submission of proposals, UCs etc. The issues are pursued repeatedly with the State Governments through meetings/ telephonic communications/ correspondence for early submission of Utilisation Certificate(s) of previous year(s) releases. During visits of officers of the Ministry, States are persuaded to immediately submit outstanding UCs. The Ministry releases funds to the States taking into account unspent balance of previous years. The Ministry constantly remains in touch with officers of the States/UTs for early submission of Utilisation Certificates so that grants are regularly released”.

Unspent balance with States

3.20 The Ministry have furnished a statement showing Grant-in-aid released to various State/UTs & Universities alongwith unspent amount under the schemes mentioned below since 2002-03 to 2008-09 :-

(Rs. in lakh)

Sl.No.	Name of State/UT	PMS for ST student		Upgradation of Merit		Vocational Training in Tribal Areas		Ashram School in Tribal Sub-Plan Areas		Hostels for ST Girls & Boys	
		Total amount Released upto 2008-09	Total Unspent amount up to 2008-09	Total amount Released upto 2008-09	Total Unspent amount up to 2008-09	Total amount Released upto 2008-09	Total Unspent amount up to 2008-09	Total amount Released upto 2008-09	Total Unspent amount up to 2008-09	Total amount Released upto 2008-09	Total Unspent amount up to 2008-09
1.	Andhra Pradesh	16251.39	0.00	28.80	0.00	283.00	0.00	380.00	0.00	729.50	120.00
2.	Arunachal Pradesh	65.19	65.19	6.45	6.45	0.00	0.00	0.00	0.00	280.00	180.07
3.	Assam	8490.04	0.00	9.00	0.00	368.28	130.74	0.00	0.00	601.39	601.39
4.	Bihar	170.00	170.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
5.	Chhattishgarh	2636.79	496.16	216.85	0.00	760.98	174.90	1557.56	70.00	968.83	0.00
6.	Goa	121.34	18.96	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
7.	Gujarat	4469.29	546.83	19.48	9.27	607.19	140.93	560.40	117.39	67.60	0.00
8.	Himachal Pradesh	85.50	55.81	0.00	0.00	0.00	0.00	0.00	0.00	439.32	282.39
9.	Jammu & Kashmir	954.09	19.01	2.10	2.10	75.71	0.00	0.00	0.00	204.99	204.99
10.	Jharkhand	2668.78	1050.48	14.75	3.75	0.00	0.00	250.00	250.00	1519.92	128.69
11.	Karnataka	5184.72	1053.97	12.75	6.15	202.50	0.00	1010.64	153.13	801.80	0.00
12.	Kerala	1075.10	28.29	4.73	0.78	57.82	40.50	0.00	0.00	0.00	0.00
13.	Madhya Pradesh	5173.35	1228.18	214.14	0.00	594.62	118.06	2617.82	0.00	2446.00	255.00
14.	Maharashtra	8036.80	2500.00	18.73	18.73	73.52	0.00	1633.58	440.07	1326.06	1084.02

15.	Manipur	8749.92	1922.00	0.00	0.00	0.00	0.00	0.00	0.00	880.65	420.12
16.	Meghalaya	8325.40	1617.43	0.00	0.00	0.00	0.00	0.00	0.00	227.50	0.00
17.	Mizoram	6426.22	13.41	0.00	0.00	284.22	57.08	0.00	0.00	0.00	0.00
18.	Nagaland	8970.85	1631.54	0.00	0.00	0.00	0.00	0.00	0.00	977.61	87.50
19.	Orissa	2068.06	1406.45	99.54	20.96	64.15	27.27	1020.00	0.00	1382.56	434.58
20.	Rajasthan	16437.86	7491.25	32.41	0.80	0.00	0.00	0.00	0.00	1431.03	1240.53
21.	Sikkim	98.03	2.44	15.27	3.12	95.51	18.30	0.00	0.00	0.00	0.00
22.	Tamil Nadu	149.70	24.56	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
23.	Tripura	1728.68	9.69	17.52	0.00	162.00	108.00	50.00	0.00	1659.69	1380.90
24.	Uttar Pradesh	264.87	78.47	1.80	1.80	0.00	0.00	0.00	0.00	0.00	0.00
25.	Uttarakhand	797.68	60.75	0.00	0.00	0.00	0.00	217.00	0.00	100.00	100.00
26.	West Bengal	1567.08	475.86	40.81	14.03	69.73	55.49	0.00	0.00	59.47	0.00
27.	A&N Islands	19.17	5.74	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
28.	Daman & Diu	1.19	0.14	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
29.	Dadar & Nagar Haveli	0.00	0.00	2.40	2.40	0.00	0.00	0.00	0.00	600.00	600.00
30.	JNU, IIT, Delhi	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	970.63	0.00
31.	Punjab University, Chandigarh	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	165.91	0.00
32.	Delhi University	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	260.00	63.05
33.	Rajiv Gandhi University, Itanagar	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	145.00	145.00
34.	University of Hyderabad	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	268.73	73.73
35.	The English and Foreign University (Shillong Campus) Hyerabad, AP	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	526.27	526.27
	Total	110987.09	21972.61	757.53	90.34	3699.23	871.27	9297.00	1030.59	19040.46	7928.23

3.21 It has been observed from the above that under the schemes of Post Matric Scholarship for Scheduled Tribes Student, Upgradation of Merit, Vocational Training in Tribal Areas, Ashram School in Tribal Sub-Plan Areas and Hostels for ST Girls & Boys, huge unspent balances are lying with the State Governments.

3.22 When enquired about efforts made by the Ministry so that the States may utilize the unspent balances under the various welfare schemes, it was stated that the Ministry is constantly in contact with each State Government/UT to apprise them of the various welfare schemes and to urge them to avail of funds under these schemes. Unspent balances of previous years and physical progress reports are monitored to enable the States to avail of funds in subsequent years. Unspent balances are adjusted against subsequent requirement and release and their utilization is thereby ensured.

Monitoring of Schemes

3.23 On the issue of monitoring of the schemes, the Secretary during the evidence stated as under :-

“Our schemes of monitoring are generally review meetings. We have a number of review meetings, but not too frequently. We have review meetings once in two or three months either in Delhi or when we got to the field. Then we have an independent onetime evaluation done by organizations like TERI or WAPCOS or any other organization. Financial review also is done after the receipt of utilization certificates. You would be happy to know that we now have finalized the structure of monitoring and reviewing of many of our schemes. It has been put up on advertisement. We are calling for national level institutions which will do concurrent, that means early, monitoring of the NGO schemes. We have a large number of NGO schemes, though the money available is not much. It is almost impossible for us to monitor to know what is happening with each NGO. Now these organizations will do early monitoring and after three years, that is, at the end of the 11th Five Year Plan, they will do an evaluation as to how the scheme has functioned, how the NGOs have functioned and from that it would be

possible for us to screen out or progressively weed out those NGOs who are not performing well. But, every year we will have a monitoring report. We have just started with the NGOs.”

3.24 In regard to field monitoring by the Ministry, the witness further added*:-

“....What we are doing is that at this point in time most of the queries and the uncertainties that we have, we remained unsuccessful to assess the functioning of NGO;s field works. As you have mentioned that we have adequate fund but the number of staff members less, so we cannot improve and are outsourcing the work. They should explain us the method of its fieldwork. When we started an exercise, over how we should use the fund in the field under article 275(1). NSRD is a Hyderabad based Government organization, they will check the usage of fund by visiting there. We will know the facts when we receive the data. We are informed by our periodical reports. As far as Ministry of Finance is concerned, we have not done much in administrative reforms. Even the members of CIIA have assisted us. This is the National Institute of Rural Development, which has developed the web-page monitoring system. Within one or two years we will be able to know the use of fund and the cases of shortfalls. I want to explain that even the function of our Ministry are being reviewed at the level of Planning Commission.

Awareness Generation

3.25 On being asked to furnish Scheme-wise details of the funds allocated by the Ministry during 2006-07, 2007-08 and 2008-09 specifically for generating awareness about its various welfare schemes and amount actually utilized for the purpose, it was stated that the Ministry does not have its own unit for generating awareness of the programme. It is the responsibility of the States to do so out of allocation made to them under the programme.

* Originally spoken in Hindi

3.26 When enquired what percentage of allocation for a scheme has been earmarked to be spent for awareness by the States, the Ministry have informed that no specific allocation has been earmarked for generating awareness. Under Article 275(1) grants, the States may earmark upto 2% of the grant for project management, training, MIS, administrative expenses and monitoring / evaluation. The States may utilise these funds for awareness also.

3.27 In view of huge underspending in schemes, the Committee desired to know whether the Central Government propose to advertise and give publicity to various schemes in Tribal areas in a big way. To this, the Ministry in their written reply stated as under:-

“Yes. In view of the felt need for generating awareness about the schemes implemented by the Ministry, limited advertisements are being published in the leading newspapers, both national and regional, from time to time and as well as Ministry’s website. As of now, expenditure of Rs.1.30 crore has been incurred for generating awareness about the schemes implemented by the Ministry. The Ministry also supports organization of awareness generating seminars in States and TRIs. A revised brochure containing information about the schemes and programmes for the welfare of tribals will be published shortly in the form of Pamphlet.”

National Tribal Policy

3.28 The Ministry of Tribal Affairs has formulated a draft “National Tribal Policy” covering all important issues that concern tribals. The Policy derives strength from the principles enshrined in the Constitution and the Provision of the Panchayats (Extension to the Scheduled Areas) Act, 1996. Simultaneously, the Policy also identified the strengths or tribal traditions and culture Manifestation: Conversation and Development of Particularly Vulnerable. The main issues covered in the Policy relate; Alienation of

Tribal Land; Tribal-Forest Interface; Displacement, Resettlement and Rehabilitation; Enhancement of Human Development, Index; Creation of Critical infrastructure; Adoption of Tribal sub Plan strategy; Empowerment; Gender Equality; Enlisting Support of Non-Governmental.

3.29 When the Committee wanted to know about the present status of the National Tribal Policy wherein the Ministry have informed that the Policy was publicized and widely circulated through print and electronic media and large scale consultations were made. Final draft of the Policy was placed before the Union Cabinet for approval on 31.5.2007. Union Cabinet referred the policy to a Group of Ministers for consideration and harmonization with National Rehabilitation Policy. After deliberations, the GoM made its recommendation. The recommendations of Group of Ministers (GoM) were accordingly incorporated in the Cabinet Note and the same was submitted to Cabinet Secretariat on 14.7.2008, and resubmitted on 7th November, 2008 for placing it before Cabinet for approval. The Cabinet Secretariat had requested this Ministry to obtain the comments of the Department of Expenditure once again on the proposal relating to creation of posts for policy Implementation Cell in the Ministry and then forward a supplementary Note for Cabinet. Accordingly, the Ministry of Tribal Affairs has also sought the comments of Ministry of Finance in this regard. In the meantime, the Cabinet Secretariat returned the Cabinet Note in March 2009 with remark that the proposal would require further consultations with the Prime Minister's Office which may be carried out and after that if necessary, a revised note may be forwarded to the Cabinet Secretariat after completion of the election process and formation of Government thereafter. As the new Government has been formed, matter is under

process as per directions of Cabinet Secretariat. Meanwhile, Minister of Tribal Affairs has also written to Prime Minister as well as Finance Minister seeking their intervention in expediting the concurrence to the proposal for creating posts for the Policy Implementation Cell for the National Tribal Policy, on its approval by the Cabinet from Ministry of Finance.

3.30 A statement showing the Budget Estimates, Revised Estimates, Actual Expenditure and percentage of expenditure incurred under both Plan and Non-Plan schemes of the Ministry during 2008-09 alongwith the BE for 2009-10, Scheme-wise is as under :-

M. Head	Programme/Schemes	Name of the Scheme as approved by the Planning Commission for 2002-03	2008-09			% of expenditure as per BE	BE 2009-10
			BE	RE	Exp. (provisional)		
A Central Sector Schemes							
2225	Aid to Voluntary Organizations	Grant-in-Aid to NGO for STs including Coaching & Allied Scheme and award exemplary service	26.10	29.10	40.30	150.37	35.95
2225	Special Incentives to NGOs performing exemplary tasks		0.70	0.70			0.80
2225	Coaching & Allied Scheme		2.5	3.00	2.6088	104.35	5.50
Total of 2225			29.30	32.80	42.91	146.45	42.25
3601	Coaching & Allied Scheme		0.19	0.20	0.20	105.26	0.49
3602	Coaching & Allied Scheme		0.01	0.00	0.00	0.00	0.01
Total of 2225, 3601, 3602			29.50	33.00	43.1088	146.13	42.75
2225	Vocational Training in Tribal Areas	Vocational Training in Tribal Areas	3.00	1.50	1.474	49.13	3.72
3601			6.00	6.00	6.972	116.21	10.00
Total			9.00	7.50	8.446	93.85	13.72
2225	Education Complex in Low Literacy pockets for development of women literacy in tribal areas	Education Complex in Low Literacy pockets for development of women literacy in tribal areas	60.00	40.00	40.00	66.67	50.00

2225	Price Support to TRIFED	Investment/Price Support to TRIFED (New name from 08-09- Marker dev. of Tribal Products/Produce)	18.99	21.20	21.20	111.64	19.86
4225	Investment in TRIFED		0.01	0.01	0.00	0.00	0.00
	Total		19.00	21.21	21.20	111.64	19.86
3601	State Tribal Dev. Coop. Corn. for Minor Forest Produce	State Tribal Dev. Coop. Corn. for Minor Forest Produce	40.00	16.00	16.00	40.00	10.00
2225	Development of Primitive Tribal Groups	Development of Primitive Tribal Groups	4.00	4.00	3.0412	76.03	4.00
3601			169.00	185.00	189.03	111.85	151.00
	Total		173.00	189.00	192.0678	111.02	155.00
4225	National Scheduled Tribes Finance & Corporation	Support to National/State Scheduled Tribes Finance & Development Corporations	50.00	0.00	0.00	0.00	50.00
4225	State Tribal Development Finance Corporation						
	Total		50.00	0.00	0.00	0.00	50.00
4225	Construction of Adivasi Bhawan	Construction of Adivasi Bhawan	0.00	0.00	0.00	0.00	0.00
2225	Promotion of Tribal Culture	Promotion of Tribal Culture	0.00	0.00	0.00	0.00	0.00
3601			0.00	0.00	0.00	0.00	0.00
	Total of 2225 & 3601		0.00	0.00	0.00	0.00	0.00
2225	Rajiv Gandhi National Fellowship for ST Students	Rajiv Gandhi National Fellowship for ST Students	29.00	29.00	31.0324	107.01	42.00
2225	NITA	NITA	0.00	0.00	0.00	0.00	0.00
2225	Scheme of institute of Excellence/Top class institute	Scheme of institute of Excellence/Top class institute	10.00	2.50	1.2161	12.16	4.00
2225	National Overseas Scholarship scheme	National Overseas Scholarship scheme	2.00	0.15	0.0117	0.59	0.50
	Total of A (Central Sector Plan)		421.50	338.36	353.0831	83.77	387.83
B	Centrally Sponsored Schemes						
2225	Post Matric Scholarship for STs	Scheme of PMS, Book Bank and Upgradation of Merit of ST student	0.10	0.10	0.0314	31.40	0.10
2225	Book Banks		0.10	0.10	0.0314	31.40	0.10
	Total of 2225						
3601	Post Matric Scholarship for STs		192.90	192.90	225.8317	117.07	215.85
3601	Book Banks		2.00	2.00	0.7330	36.65	2.00
3601	Upgradation of Merit of ST Students		194.90	194.90	226.5647	116.25	217.85
	Total of 3601		195.00	195.00	226.5961	116.2031	217.95
2225	Girls Hostels	Scheme of Hostel	7.00	6.00	6.00	85.71	5.00

2225	Boys Hostels	for ST Girls and Boys					
	Total of 2225		7.00	6.00	6.00	85.71	5.00
3601	Girls Hostels		54.00	54.00	59.00	109.26	54.00
3601	Boys Hostels		54.00	54.00	59.00	109.26	54.00
	Total of 3601		61.00	60.00	65.00	106.56	59.00
2225	Establishment of	Establishment of Ashram Schools	0.00	0.00	0.00	0.00	0.00
3601	Ashram Schools		30.00	30.00	30.00	100.00	41.00
	Total		30.00	30.00	30.00	100.00	41.00
2225	National Tribal Affairs Award	Research Information & Mass Education, Tribal Festival and other	0.14	0.14	0.00	0.00	0.17
2225	Centre of Excellence		0.60	0.60	0.4790	79.83	1.00
2225	Research and Training		0.60	0.00	0.00	0.00	0.60
2225	Supporting projects of All India nature or inter-State nature for Scheduled Tribes		1.00	1.00	0.65	65.00	1.00
2225	Information and Mass Media		1.25	1.50	1.37	109.60	1.75
2225	Organization of Tribal Festival		0.70	0.70	0.6992	99.89	1.50
2225	Exchange of visits by Tribals		0.45	0.45	0.00	0.00	0.45
	Total of 2225		4.75	4.39	3.2025	67.56	6.47
3601	Research and Training		10.26	8.00	6.87	66.96	10.00
	Total of 2225 & 3601		15.00	12.39	10.0725	6.72	16.47
2225	Monitoring and Evaluation	Monitoring and Evaluation	0.50	0.75	0.33	65.32	0.75
2251	Information Technology	Information Technology	1.150	0.50	0.1817	12.11	1.50
	Total of B (Centrally Sponsored Schemes)		303.00	298.64	332.1769	109.63	336.67
C	Lump Sum Provision						
2552	Lump-sum provision for N.E.	Lump-sum provision for N.E.	80.50	80.50	0.00	0.00	80.00
4522		Lump-sum provision for N.E. (Capital Section)	0.00	0.00	0.00	0.00	0.00
	Total of 2552 & 4552		80.50	80.50	0.00	0.00	80.50
	Total of A+B+C		805.00	717.50	685.26	85.13	805.00
D	Special Central Assistance						
2225	Special Central Assistance for Tribal Sub-Plan	Special Central Assistance for Tribal Sub-Plan	0.00	0.00	0.00	0.00	0.00
3601			900.00	860.50	780.8693	86.76	900.50
	Total		9.00	860.50	780.8693	86.76	900.50
3601	Scheme Under	Scheme Under	416.00	392.00	339.7841	81.68	1000.00

	Proviso to Art. 275 of the Constitution	Proviso to Art. 275 of the Constitution					
3601	ACA for Educational Development of Tribal Children in Schedule-V areas and Naxal-affected areas	ACA for Educational Development of Tribal Children in Schedule-V areas and Naxal-affected areas	0.00	0.00	0.00	0.00	500.00
	Total of D (Special Central Assistance)		1316.00	1252.50	1120.6534	85.16	2400.50
	Grant total of A,B & C		2121.00	1970.00	1805.9134	85.14	3205.50

3.31 The Committee note that the budgetary allocation of the Ministry for 2009-10 has been significantly enhanced to Rs. 3205.50 crores from Rs.2121.00 crores in 2008-09. In the enhanced budget besides making increased allocations for Eklavya Model Residential Schools and Rajiv Gandhi National Fellowship Scheme, an additional Rs. 500 crore have been allocated for Educational Development in Naxal affected areas which will be utilized for construction of Hostels and Ashram Schools for ST students in Schedule V and Naxal affected areas. The Central share for establishment of Ashram schools in Naxal affected areas has also been increased from 50% to 100%. Since educational development in Naxal affected areas is key to their social and financial empowerment which is need of the hour, the Committee fully endorse this enhanced allocation to the Ministry. The Committee further note that release of funds under Additional Central Assistance is subject to receipt of complete proposals from the States and the Ministry have already written to states in this regard. However, looking at the trend of past expenditure, when the funds have been constantly underutilized due to lack of proposals from the States, the

Committee are of the view that unless concerted efforts are made in this direction, the enhanced allocation may not be utilized fully. The Committee desire that in addition to writing to States, the officers of the Ministry should visit Naxal affected States and have interaction with State officials at various levels and help them in formulating the proposals as per the guidelines. The Ministry may also formulate some model proposals for naxal affected areas and circulate the same to the concerned State Governments for their guidance and use.

3.32 The Committee express their serious concern over the fact that there has been substantial surrender of funds every year in the last 5 years which amounts to Rs. 95.1177 crores in 2004-05, Rs. 109.6237 crores in 2005-06, Rs.45.9144 crores in 2006-07, Rs. 216.5097 crores in 2007-08 and Rs. 318.3766 crores in 2008-09. The main reasons attributed for surrender of funds are non-receipt of adequate number of complete proposals in accordance with the scheme guidelines and Utilization Certificates and lack of physical progress by State Governments, non filling of vacant posts, austerity measures, non receipts of bills from the suppliers etc. The Committee, in this regard have been informed that the Ministry is dependent on the State Governments for submission of proposals and other relevant documents like Utilization Certificates, progress report from time to time and it is in regular touch with State Governments for timely receipt of above. Needless to say, the steps taken by the Ministry are clearly inadequate as the surrender of funds have been increasing year after year and has reached an alarming proportion of Rs. 318 crore in 2008-09. The Committee feel that it indicates the sluggish implementation of various schemes

by State Governments which are crucial for upliftment for tribals. The Committee desire that an exhaustive review of guidelines of the various schemes should be undertaken to make them more flexible so that State Governments can implement the schemes as per their local condition. At the same time some accountability should also be fixed on State Governments for implementation of the schemes as well as utilization of allocated funds. The Committee feel that it will go a long way in improving utilization of funds. The Committee observe that the Secretary of the Ministry, during evidence has admitted that sometimes procedural delays in the Ministry itself create problem for full utilization of funds as they are concerned that the money is well spent. The Committee while acknowledging the need for tight scrutiny of utilization of funds by implementing agencies are of the strong view that the procedural bottle-necks in the Ministry should not come into the way of release of funds to the States.

3.33 The Committee are constrained to note that under the schemes of Special Central Assistance to Tribal Sub-Plan during 2008-09 funds amounting to Rs. 12364.72 lakhs were not released to States due to non-availability of Utilization Certificates of the previous years. Similarly, in case of Grants under First Proviso to Article 275(I) of the Constitution, full grants were not released to States due to non-utilization of funds during the previous years. The Committee further note with concern that under the various schemes of the Ministry huge unspent balances are lying with the State Governments viz. under Post Matric Scholarship for Scheduled Tribes Student scheme Rs. 21972.61 lakhs, under Upgradation of Merit scheme Rs. 90.34 lakh, under Vocational Training in Tribal Areas scheme Rs.871.27 lakh, under Ashram School in Tribal Sub-Plan Areas scheme

Rs.1030.59 lakh and under Hostels for ST Girls & Boys scheme Rs.7928.23 lakh. In this regard the Committee have learnt that the above issues are pursued repeatedly with the State Governments through meetings/telephonic communications/ correspondence for early submission of Utilization Certificate(s) of previous year(s), but they have not paid any attention so far. This clearly indicates that these State Governments are not fulfilling their commitment and obligation towards the upliftment of the poor ST beneficiaries. The committee are of the opinion that the matter should be taken up with the concerned Ministers as well as State Chief Secretaries at the earliest. The progress achieved in this regard may be conveyed to the Committee.

3.34 The Committee are unhappy to note that monitoring of the schemes are generally done with review meetings and the latter are not held frequently. The Committee further note that as mentioned by Secretary (Tribal Affairs) during evidence the Ministry have adequate funds but the number of staff members being inadequate, as such they cannot improve the monitoring. The Committee feel that in the absence of periodic inspections by the Ministry, effective implementation of the schemes cannot be ensured. The Committee, therefore, recommend that a Monitoring Committee may be set up in the Ministry to ensure regular and strict monitoring of various schemes in a concerted and focused manner. The Committee also desire that the Ministry should take up with the Ministry of Finance/DOPT for creation of more posts and posting of additional staff to ensure smooth functioning and effective implementation of the various welfare schemes for Schedule Tribes.

3.35 The Committee express their dismay that despite the huge under spending in various welfare schemes for Schedule Tribes and felt need for generating awareness about the schemes, no specific allocation has been earmarked for the same. The Committee have further been informed that under Article 275(1) grants, the States may earmark upto 2% of the grant for project management, training, MIS, administrative expenses and monitoring / evaluation and may utilize these funds for awareness also. The Committee feel that undertaking so many activities under 2% of the grant will spare hardly any amount for creating awareness for the scheme. On their part also the Ministry have done little in generating publicity of the schemes only by way of limited advertisements in newspapers. The Committee have been informed that a brochure containing information about the schemes and programmes for welfare of tribal will be published shortly in the form of pamphlet. The Committee desire that in addition to the publication of brochure of the schemes, the Ministry should extensively advertise these welfare programmes by way of both print and electronic media like TV/Radio channels, in vernacular print media and also by using traditional media like folk music/dance/drama etc. exclusively in the tribal areas. In this effort Panchayats and local bodies can also be involved in generating awareness. The Committee also recommend that a new scheme on generating awareness on welfare schemes for Tribal Areas may be drawn up wherein NGO participation in above activities may also be ensured.

3.36 The Committee are unhappy to note that the final draft of the National Tribal Policy which was placed before the Union Cabinet for approval on

31.5.2007 has not yet been finalized and is still under consideration. The Committee regret to point out the inordinate delay in formulation of the National Tribal Policy. The Committee cannot but overemphasize the need for early consideration and approval of this policy by the Cabinet. The Committee would like to be apprised of the latest position in this regard.

Major Head : 3601

Sub Head : 02

Head No: 02.00.31

B. SPECIAL CENTRAL ASSISTANCE (SCA) TO TRIBAL SUB-PLAN (TSP)

3.37 The Ministry have informed that Special Central Assistance to Tribal Sub-Plan (SCA to TSP) is provided by the Ministry of Tribal Affairs to the State Governments as an additive to the State Plan in areas where State Plan provisions are not normally forthcoming to bring about a more rapid economic development of tribals in the States. The scheme was launched in the Fifth Five-Year Plan in the year 1974. Till the end of Ninth Five Year Plan, the SCA to TSP was meant for filling up of the critical gaps in family-based income-generating activities of the TSP.

3.38 From the Tenth Five Year Plan period the objective and scope of SCA to TSP has been expanded to cover employment-cum-income generation activities and infrastructure incidental thereto. Besides family-based activities, other activities run by the Self-Help Groups (SHGs)/community can also be taken up. 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.

3.39 Special Central Assistance is provided to the 22 Tribal Sub-Plan States including the North Eastern States of Assam, Manipur, Sikkim and Tripura and two Union Territories.

3.40 The Ministry provides 100% grant-in-aid to the State Governments from the funds made available for the purpose annually by the Planning Commission

3.41 The Ministry of Tribal Affairs have furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the scheme of SCA to TSP during the last three years.

(Rs. in crore)			
Year	Budget Estimates	Revised Estimates	Actual Expenditure
2006-07	816.71	816.71	816.71
2007-08	816.71	816.71	678.26
2008-09	900.00	860.50	780.87
2009-10	900.50		

3.42 When asked to state the reasons for less expenditure incurred during 2007-08 and 2008-09, the Ministry have informed that under SCA to TSP the revised estimates for 2007-08 and 2008-09 could not be released due to non-submission of Utilization Certificates by the States for previous years and proposal in the prescribed format.

3.43 Under Development of forest villages during 2007-08 about Rs 103 crore was surrendered due to i) non-submission of proposals by the States in time and ii) comments from Ministry of Environment and Forest were delayed.

3.44 The Committee further enquired about the steps taken by the Ministry to utilize the allocated amount during 2009-10, it was stated that the Ministry is regularly reminding/interacting with the State Governments to submit proposals/ Utilization Certificates/progress reports. Officers of Ministry also take up this matter with State Governments whenever they visit the States.

3.45 The Ministry have furnished a statements showing amount of funds released and unspent balance under the scheme of SCA to TSP for 2006-07 to 2008-09 are as follows:

3 (Rs. In lakh)

Sl. No.	State	2006-07		2007-08		2008-09	
		Fund Released	Unspent Balance	Fund Released	Unspent Balance	Fund Released	Unspent Balance
1	2	3	4	5	6	7	8
1	Andhra Pradesh	3344.33	0.00	3712.99	0.00	4176.75	1944.00
2	Assam\$	3601.59	0.00	3220.27	0.00	3755.65	0.00
3	Bihar	656.00	0.00	715.50	456.43	*0.00	0.00
4	Chhattishgarh	5477.04	0.00	5893.78	0.00	6829.20	2615.36
5	Goa	110.00	105.995	133.00	133.00	*0.00	0.00
6	Gujarat	4882.13	0.00	5419.14	29.99	4517.435	0.00
7	Himachal Pradesh	1022.14	0.00	1133.43	0.00	1276.00	138.65
8	Jharkhand	7041.25	0.00	7711.12	937.76	2198.25	2198.25
9	Jammu & Kashmir	1088.00	0.00	956.24	384.90	676.00	676.00
10	Karnataka	1242.00	0.00	1372.00	0.00	1544.00	101.05
11	Kerala	318.13	0.00	352.36	0.00	396.25	396.25
12	Madhya Pradesh	10126.02	0.00	9129.39	0.00	12644.25	0.00
13	Maharashtra	3888.00	1291.20	4293.00	1020.10	2500.00	2500.00
14	Manipur	796.00	0.00	879.00	0.00	989.00	989.00
15	Orissa	7695.87	0.00	8543.41	0.00	10110.50	3832.61
16	Rajasthan	4214.00	0.00	4654.00	1083.72	5236.00	5236.00
17	Sikkim	135.52	0.00	280.36	37.39	315.00	315.00
18	Tamil Nadu	375.55	0.00	142.59	118.29	469.00	469.00

19	Tripura	1240.34	0.00	1318.28	0.00	1548.00	147.25
20	Uttar Pradesh	*0.00	0.00	425.36	425.36	644.25	644.25
21	Uttarakhand	50.00	50.00	*0.00	0.00	*0.00	0.00
22	West Bengal	2270.00	0.00	2894.59	355.54	3255.75	3255.75
Grand Total		59573.91	1447.195	63179.81	4982.45	63135.29	29306.07

* The fund was not released to these States during the year due to non-submission of UC/Proposal by the State Governments.

\$ The State has an unspent balance of Rs. 140.35 cores out of the funds released to 2006-07.

3.46 As stated in the Outcome Budget 2009-2010 that under the scheme of SCA to TSP the target during 2008-09 was to cover 7,00,000 beneficiaries but the number of beneficiaries covered has been reported only from Andhra Pradesh, Gujarat, Kerala and Madhya Pradesh. The figures of beneficiaries from the remaining 18 States are awaited.

3.47 When enquired the reasons for delay in receipt of information from these States and the steps being taken / proposed to be taken in this regard, the Ministry in their written submission stated as under:-

“The State Governments did not furnish information despite being reminded. Progress reports are being obtained since 2008-09 and the States have started indicating beneficiaries in such reports. Better compliance is expected from this year.”

3.48 On being enquired how the Ministry is going to assess the scheme in the absence of information by majority of the States, the Ministry stated that progress reports indicating physical beneficiaries are being insisted upon from 2009-10 so that some measure of the beneficiaries can be assessed. However, funding under SCA is not related to the number of beneficiaries alone as the activities to be undertaken are expected to be community-based and create opportunities for income generation of BPL families. The implementation of the programme is proposed to be assessed

through evaluation studies of SCA to TSP and such evaluation studies would form the basis of the assessment of the schemes.

3.49 In response to a query about the number of STs living below poverty line and the number of persons assisted to cross the poverty line under the SCA to TSP so far the Ministry have informed that the Ministry of Rural Development in association with States/ UTs conducts BPL census to identify households living below poverty line in the rural areas including tribals. The detailed list of such households with social classification is maintained by the State Governments. SCA to TSP is only an additional assistance to the States for helping BPL families; this programme on its own is not expected to provide the necessary support for BPL families to cross the poverty line.

3.50 When the Committee wanted to know about the working of Integrated Tribal Development Projects (ITDP), Modified Area Development Approach Pockets (MADA) and Clusters wherein the representative of the Ministry during evidence stated as under:-

“I just want to bring to your notice that ITDP areas are basically the contiguous areas which should be at least a block or tehsil headquarters. Fifty per cent of the population should be Scheduled Tribes. That will be called ITDP area. The funds go to the State Governments. This money is spent through the ITDPs, MADAs and clusters. The schemes are made by the State Governments are are implemented in the ITDP areas. In the whole country we have 192 ITDP areas, where the ITDPs are working. There are 259 MADA pockets and we have 82 clusters. This Scheme, which we call STA to TSP, is implemented in 22 States and two Union Territories. These ITDPs and MADAs are there in 22 States.”

3.51 The Committee further enquired whether the States are releasing the SCA to TSP to each ITDPs /implementing agencies regularly wherein they have been informed that Progress reports as received from the States indicate that such funds are released

to the implementing agencies from time to time. UCs are also obtained from the States certifying that the funds have been utilized for the intended propose.

Development of Forest Villages

3.52 Presently there are 2,474 forest villages/habitations spread over 12 states and the Ministry of Tribal Affairs has approved proposals covering 2,413 forest villages in 12 States and also released Rs. 60876.26 lakh as on 31.3. 2009. Under the programme, infrastructure work relating to basics services and facilities viz. approach roads, healthcare, primary education, minor irrigation, rainwater harvesting, drinking water, sanitation, community halls etc. are taken up for implementation.

3.53 On being asked to state by what time these remaining forests villages will be covered, the Ministry in their written submission stated as under:-

“The funding of forest villages under the programme is in its final stages. From responses received from the concerned States, no further proposals are likely to be received for the remaining villages. The modality for release of remaining funds to villages, where already committed, alongwith monitoring is the priority of the Ministry. For this purpose visits are also proposed by the Government officers during the year to get firsthand information of some of the States.”

3.54 The Committee note that though funds were fully utilized in 2006-07 under the Special Central Assistance (SCA) to Tribal Sub-Plan (TSP), there has been significant under utilization of sanctioned funds during 2007-08 and 2008-09. The reasons attributed for this by the Ministry are non-submission of Utilization Certificates by the States for previous years and proposals in the prescribed format. The Committee further note that for the scheme of under development of forest villages, an amount of Rs. 103 crore was surrendered during 2007-08 due to non-submission of proposals by the States in time and delay in comments

from the Ministry of Environment and Forests. The Committee, therefore, recommend that the Ministry should vigorously pursue with the State Governments to furnish Utilization Certificates of previous years as well as fresh proposals in the prescribed format on time so that funds could be fully utilized which would ultimately help the States/UTs to implement the schemes effectively and efficiently. The Committee also desire that the Ministry should also simplify the procedure for effective implementation of the schemes.

3.55 The Committee note that under the scheme of SCA to TSP the target during 2008-09 was to cover 7,00,000 beneficiaries but the number of beneficiaries covered has been reported only from Andhra Pradesh, Gujarat, Kerala and Madhya Pradesh. The Committee note with regret that the figures of beneficiaries from the remaining 18 States are still awaited. The Ministry have informed that the State Governments did not furnish information despite being reminded. The Committee feel that in the absence of information by majority of States, the Ministry will not be able to assess the full impact of schemes properly. The Committee, therefore, recommend that the Ministry should sincerely pursue with the remaining States for obtaining information so that implementation of the scheme could be assessed properly.

Major Head: 3601

Sub Head : 03

Head No: 03.00.31

C. GRANTS UNDER FIRST PROVISO TO ARTICLE 275 (1) OF THE CONSTITUTION

3.56 Article 275 (1) of the Constitution of India guarantees grants from the Consolidated Fund of India each year for promoting the welfare of Scheduled Tribes and in pursuance of this Constitutional obligation, the Ministry of Tribal Affairs provides funds through the Central Sector Scheme "Grants under Article 275 (1) of the Constitution of India".

3.57 The objective of the Scheme is promotion of the welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The Scheme covers all Tribal Sub Plan States and 4 tribal majority States of the country. This is a Central Sector Scheme and 100 percent grants are provided by the Ministry to meet the cost of each project for tribal development, undertaken by the State Government, for (1) raising the level of administration of Scheduled Areas and (2) for welfare of the tribal people to bring them at par with the rest of the State. The grants are provided to the States on the basis of the percentage of ST population in the State. The guidelines for release and utilization of grants under Article 275 (1) of the Constitution of India have been revised in the year 2002.

3.58 The Ministry of Tribal Affairs have furnished a statement showing the Budget Estimates, Revised Estimates and Actual Expenditure incurred under the above-mentioned scheme during the last three years as under:-

Year	Budget Estimate	Revised Estimates	Actual Expenditure	(Rs. In crore)
2006-07	400.00	400.00	400.00	
2007-08	400.00	400.00	390.28	
2008-09	416.00	392.00	339.7841	
2009-10	1000.00			

3.59 Explaining the reasons for increasing the Budget Estimates for 2009-10 to Rs. 1000.00 crore, the Ministry in their written reply submitted that the programme of Grant under Article 275 (1) of the Constitution has a component of setting up of Eklavya Model Residential School for providing quality education to Scheduled Tribe students. It was proposed to utilize significant portion of grant during 2009-10 for completing the existing sanctioned EMRSs, opening of more EMRS and providing recurring grant to the existing EMRSs at enhanced costs.

3.60 On being asked to furnish a statement showing the number of proposals received and approved against specific infrastructure development and welfare projects during 2008-2009, State-wise, the Ministry in their written reply stated as under:-

“Grant under Article 275 (1) is released to State Governments for the welfare of STs and raising the level of administration of Scheduled Areas to that of the rest of the areas of the State. As per the guidelines State Govts. have been requested to give preference to the proposals to strengthen and upgrade the levels of Administration in the sectors of education, health, irrigation, water conservation, connectivity, communication, electrification etc within their allocation. The funds are allocated to States on the basis of ST population in each State as percentage of the total tribal population of all these States. Releases are made to the States within their allocation and utilization reports received from them for the funds released in the previous years for which UCs has become due. State Governments under take the projects based the felt need of the tribal people and area. The list of all proposals is not maintained in the Ministry.”

3.61 An amount equivalent to 10% of the total allocation under Article 275 (1) is to be earmarked for innovative projects to be given to States as incentive for adoption of TSP approach.

3.62 On being asked to furnish the names of those States getting the above mentioned benefits and steps taken to persuade the other States, the Ministry in their written reply stated that during the year 2008-09, though 17 States namely Andhra Pradesh, Arunachal Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Madhya Pradesh, Manipur, Mizoram, Nagaland, Orissa, Sikkim, Tripura, Uttar Pradesh, Tamil Nadu and West Bengal were eligible to get grant for innovative projects, only 7 States namely Andhra Pradesh, Chhattisgarh, Madhya Pradesh, Meghalaya, Mizoram, Orissa and West Bengal could avail the benefit of grant under innovative project as other States did not submit project proposal / UC/ physical progress of previous releases. The guidelines for implementation of TSP strategy in the concerned States have been laid down by the Planning Commission and while finalizing the Annual Plan allocation for State during a financial year. The matter is periodically pursued by the Planning Commission and the Ministry with the concerned States.

3.63 Adding further the representative of the Ministry of Tribal Affairs stated during evidence :-

“I want to bring some more facts to the notice of the hon. Committee. Under the SCA to the TSP, we have ten percent money kept for the incentive grant. Under article 75(1) we keep ten percent money for the innovative grant. This ten percent is given to those States which fulfill three condition. The first condition is that, if they follow the TSP approach. The TSP approach is that in case they keep the funds equal to the proportion of ST population in the States. Secondly, if they keep special budget for the tribal development. Third one is that, at least they spend 75 percent of their earmarked funds for the welfare of the STs. So,

they keep this ten percent money for their projects under the incentive grant under the SCA.”

Eklavya Model Residential Schools (EMRS)

3.64 With the objective of providing quality education to the tribal students, it was decided during 1997-08 to utilize a part of the funds under Article 275 (1) of the Constitution of India for setting up of 100 Model Residential Schools from Class VI to Class XII in different States. 100 schools have been sanctioned to 22 States and 86 are in operation.

3.65 The Committee have been informed by the Ministry that out of 100 sanctioned Eklavya Model Residential Schools(EMRS), 86 are operational. Other 14 EMRS are under the process of being made functional. Out of these 14 EMRS, 4 have been shifted from the States of Assam and Meghalaya to other States as these States did not take action for establishment of EMRS for a long time. The concerned State Governments have been requested to take immediate steps to make the school functional.

3.66 Asked whether any time limit has been fixed for completion of EMRS and by what time the remaining 14 EMRS will be completed, the Ministry stated that although no specific deadline has been set for the completion of EMRS, the State Governments concerned have been advised to take prompt action to make the remaining EMRS functional and to apprise the Ministry of the same.

3.67 On being enquired whether inspection teams of the Central/State regularly inspect the Eklavya Residential Model Schools and what type of shortcomings noticed during inspections and remedial action taken thereon, the Ministry have informed that

EMRSs are visited by the officers of the Ministry when they go the States. The observations made by the officers of the Ministry are as under:-

(i) Adequate teaching staff needs to be deployed.

School equipment and furniture / fixture – The quality of material used for doors and windows, electrical wiring and switches needs to be ensured by the state governments authorities, both in the interest of safety of the children as well as durability and cosmetic appearance. Blackboards and classroom furniture should also be of high quality. There has to be an appreciable difference in the care taken to ensure quality furniture and fixtures in residential schools as compared to other schools because the EMRS children have to spend all their time within the school.

Time Table: Time table for the children should be flexible and allow for unstructured leisure as well as time for organized non-academic activates. Bedtime for children should not be later than 10 p. m. in any case.

Kitchen, dining area and washrooms – Cooking gas should be provided in all EMRS as well as the tribal residential schools. The plumbing system of kitchen and washrooms adjacent to the dining areas should be frequently inspected to ensure obstacle – free drainage and general cleanliness. Disposal of kitchen waste is an issue that should involve students, teachers and cooks.

3.68 During the evidence the Committee enquired about the difference between the Ashram School and EMRS wherein the Secretary stated as under :-

"We essentially encourage them to start from the primary school, right up to class 10, 11 or 12. Normally, Ashram Schools are in the middle level. For these Ashram Schools we only give money to the State Government in proportion for construction, not the running. No money or assistance is given for running of the Ashram Schools as it is the responsibility of State Governments. Unlike that, the EMRS is only from classes 6 to 12. It is like Navodaya, but there is a difference and we will explain the difference."

"State Governments have to maintain and run the Ashram Schools. Whereas for the EMRS, the construction cost is given by us, the running cost is given by us. So, it is like Navodaya. But the difference is, in the case of Navodaya, the Ministry of HRD decide how it has to be run or how it has to function. Whereas in our Model Schools we have left it to the State Government. State Governments like it because depending on their need, they have a managing Committee. For instance, there is, in Himachal Pradesh, in an interior tribal area called Nichar, a Model Residential School. They have their own management people who decide how much remuneration should be given to teacher, what are the facilities to be given to the schools. So, they find it easier to adapt to the local situation. Therefore they like it. There is a big demand for this. When many of our Chief Ministers come to the Planning Commission to give their requests for their Annual Plans, they make a strong plea for Model Residential Schools. We have sanctioned about 100, out of which 89 are functioning. This year, we want that with Rs.500 crore extra that has come, the number of EMRS be increased. Earlier we were giving just Rs.2.5 crore for the construction of the school. Now we want to increase it."

3.69 The Committee note that allocation for the Grants under First Proviso to Article 275(1) of the Constitution has been substantially enhanced to Rs.1000 crore in BE during 2009-10 as against Rs. 416 crore in 2008-09. Significant portion of the grants is to be used for completing the existing sanctioned Eklavya Model Residential Schools (EMRSs), opening of new EMRSs and providing recurring grant to the existing EMRSs at enhanced costs. The Committee note that the Government proposes to take special care to ensure quality furniture & fixtures to make schools more attractive. The Committee fully endorse it and desire that the establishment of the EMRSs be closely monitored by the Ministry

so that they fulfill their intended purpose. The Committee further desire that with increased funds in their hands, more focus be given on the quality of teaching and efforts be made to appoint well qualified trained teachers in these schools.

Major Head: 2225,3601,3602

Sub Head: 10, 19, 04

Head No: 10.00.31, 19.00.31, 04.00.03

D. GRANTS-IN-AID TO NGOs FOR SCHEDULED TRIBES INCLUDING COACHING AND ALLIED SCHEME AND AWARD FOR EXEMPLARY SERVICE

3.70 The scheme was launched in 1953-54 and is continuing. In the Tenth Five Year Plan this scheme was merged with the Coaching and Special Incentive to NGOs for improvement in infrastructure under the umbrella scheme of Grants-in-aid to Voluntary Organizations. This scheme is not gender-specific and is open for ST males and females equally. The scheme has been revised in 2008-09 including the financial norms. Revised scheme became effective from 1st April, 2008.

3.71 The prime objective of the scheme is to enhance the reach of welfare schemes of Government and fill the gap in service deficient tribal areas, in the sectors such as education, health, drinking water, agro horticultural productivity, social security net etc. through the efforts of voluntary organizations and to provide an environment for socio-economic upliftment and overall development of the Scheduled Tribes (STs). Any other innovative activity having direct impact on the socio-economic development or livelihood generation of STs may also be considered through voluntary efforts.

3.72 The grants are provided to the eligible non-governmental organizations/autonomous societies for the categories of projects prescribed in the revised scheme on an application duly recommended by the multi-disciplinary State Level Committee of the concerned State Government/UT Administration. Funds are generally provided to the extent of 90% by the Government. The Voluntary

Organization is expected to bear the remaining 10% balance from its own resources. However, the extent of assistance under the scheme is 100% for those projects being implemented in the Scheduled Areas.

3.73 The Ministry have furnished a statement showing the allocation during the last two years in respect of BE, RE and Expenditure incurred is given below :-

Year	BE	RE	Expenditure
2007-2008	33.00	33.00	36.7992
2008-2009	29.50	33.00	43.1088
2009-2010	53.25		

3.74 It has been observed from above that the Budget Estimates during 2007-08 and 2008-09 were Rs.33.00 crores and Rs.29.50 crores and RE during 2007-08 and 2008-09 were Rs. 33.00 crores but a higher amount of Rs.36.7992 crores and Rs.43.1088 crores have been spent. The Committee enquired the reasons for the same and what extra achievements made thereby, the Ministry in their written reply stated that the additional expenditure was incurred on releasing grants to ongoing cases and also to meet some of their arrear claims, during 2007-08. The additional expenditure during 2008-09 was also due to the requirement of releasing grants as per enhanced financial norms and also meeting arrear claims of some of the NGOs.

3.75 Under the component 'Coaching and Allied', the physical target during 2008-09 was 2750 candidates but only 934 candidates were covered. When enquired the reasons for the same and steps taken or proposed to be taken to achieve the targets, the Ministry in their written submission stated as under:-

"There was short fall in achievement of targets due to the fact that budget provision was being only Rs.3.00 crore and out of this also a sum of Rs.0.39

crore could not be released due to the imposition of the model code of conduct issued by Election Commission during March, 2009 which affected 200 beneficiaries.”

3.76 The Ministry have furnished a Statement showing number of ST students imparted Pre-Examination Coaching during the last three years:

S.No.	State	2006-07	2007-08	2008-09
		No. of ST students	No. of ST students	No. of ST students
1	Andhra Pradesh	940	-	-
2	Bihar	152	-	-
3	Chhattisgarh	-	120	160
4	Delhi	60	200	160
5	Gujarat	-	154	172
6	Karnataka	318	61	-
7	Madhya Pradesh	1200	1390	174
8	Mizoram	310	-	-
9	Orissa	-	40	78
10	Rajasthan	115	186	190
Total		3095	2151	934

3.77 The Committee further enquired why less number of students were imparted training during 2007-08 and 2008-09 as compared to 2006-07, the Ministry have informed that during the year 2007-08, the Ministry had received less number of proposals as compared to 2006-07 and the scheme was also under revision, During the year 2008-09, the scheme of “Coaching & Allied” has been revised alongwith enhanced financial norms and renamed as scheme of “Coaching for Scheduled Tribes”, and the

funds allocated under the scheme were inadequate to cover larger numbers of students. Further more, during the year 2008-09 the State Governments of Andhra Pradesh, Karnataka, Bihar did not send their proposals for Pre-Examination Coaching for STs for coaching centres run by them.

3.78 It has been observed from above that the number of students imparted training in Madhya Pradesh was 1200 in 2006-07 & 1390 in 2007-08. It has come down to 174 in 2008-09. When asked to state the reasons, the Ministry stated that although State Government of Madhya Pradesh has targeted to give Pre-Examination Coaching for 1200 ST students during 2008-09, as per old norms, the Ministry could release funds as per revised norms for 174 ST students only during 2008-09 due to shortage of funds.

3.79 The Committee also observed that in Andhra Pradesh, Bihar, Mizoram, the number of students trained in 2006-07 was 940, 152 and 310 while no student was trained in 2007-08 and 2008-09. When enquired the reasons for the same wherein the Ministry in their written reply have informed that during the year 2007-08 & 2008-09, the State Governments of Andhra Pradesh and Bihar as well as an NGO of Mizoram had not applied for funds under the scheme of Coaching for STs, hence, no student was coached in 2007-08 and 2008-09.

3.80 A statement showing Residential School, Non-Residential School, Hostel, Mobile Dispensary, 10-Bedded Hospital and Mobile-Lib-cum-AV Unit sanctioned during last 3 years is as under :-

S.No	Name of Project	NO. of Projects		
		2006-07	2007-08	2008-09
1	Residential School	15	1	18

2	Non-Residential School	3	1	-
3	Hostel	-	1	-
4	Mobile Dispensary	2	1	-
5	10 – Bedded Hospital	1	-	-
6	Mobile-Lib-cum-AV Unit	1	-	-

3.81 It is seen from above that among the projects sanctioned under the scheme 'Grants in aid to NGO's, there are 18 projects of residential schools in 2008-09 whereas no project has been sanctioned for Mobile Dispensary, hospitals etc.

3.82 When enquired why no project has been sanctioned for non-residential schools for 2008-09, the Ministry in their written submission stated as under :-

"Due to shortage of funds, no new project could be considered. 18 ongoing Educational Complexes projects of Andhra Pradesh had to be shifted from the erstwhile "Scheme of Educational Complexes in Low Literacy Pockets for Development of Women's Literacy in Tribal Areas", to the scheme of Grants in aid to NGOs as these ongoing projects were no more eligible for financial assistance under the revised scheme of Strengthening of Education among ST Girls in Low Literacy Districts."

3.83 Asked whether any study has been conducted in the health facilities available in tribal areas, the Ministry have informed that no study has been commissioned regarding the health facilities in tribal areas.

3.84 The Committee also enquired why no project concerning health facilities have been sanctioned, wherein they have stated that health related studies are extensively

carried out by the Ministry of Health. As and when needed, ST related data and information are called from such studies.

3.85 The Ministry have informed that during 2009-10, three spot inspections were carried out by Under Secretary (NGO) in Andhra Pradesh. Two residential schools and one non-residential school were inspected, out of the three projects two were found to be deficient in providing proper facilities to the students. The rectification reports have been received in respect of the two projects and one project was found to be functioning satisfactorily.

3.86 The Committee enquired what action has been taken against residential /non residential schools who were found to be deficient in providing proper facilities to the students, the Ministry stated that both the residential and non-residential schools have sent their rectification reports by way of constructing additional toilets/class rooms etc required.. These reports have been considered by the Ministry. While the grants for the residential school in Ananthapur District have already been released for 2008-09, the grants for the non-residential school in Krishna District is under consideration.

3.87 When asked what steps are proposed to be adopted to prevent recurrence of such incidents in future, the Committee have been informed that The State Tribal Welfare Secretaries have already been requested to sensitize the inspecting Officials to ensure that basic performance standards are met by the NGOs. They have also been asked to give specific comments while furnishing inspection reports in the prescribed proforma.

3.88 In a query, whether the Ministry propose to put up the details of the sanctions made to NGOs on the website on the Ministry wherein they have informed that Ministry is working on this in association with NIC.

3.89 On being asked whether the Ministry are contemplating to prepare software wherein NGOs would be registered so that they do not have to submit their documents again and again, the Ministry in a written reply stated that as per the scheme, there is no provision for direct-receipt of applications. These have to be forwarded by State Governments after being recommended by the State Level Committees, as such direct registration with the Ministry of Tribal Affairs is not being contemplated.

3.90 The Committee are unhappy to note that there has been drastic fall in the number of students imparted training under the scheme of 'Grants-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' from 3095 in 2006-07 to 2151 in 2007 and to a mere 934 in 2008-09. As mentioned by the Ministry the decline is due to enhanced financial norms for the scheme and inadequate allotment of funds for the scheme. The Committee also note that in the States like Madhya Pradesh whereas 1200 students were imparted training during 2006-07 and 1390 students in 2007-08, only 174 students could get training in 2008-09 due to shortage of funds. The Committee also find that in States like Andhra Pradesh, Bihar and Mizoram while some students were imparted training in 2006-07, not even a single student was imparted training during 2007-08 and 2008-09 as no proposals were received from these States. The Committee desire the Government to analyze the reasons for

the same and also increase allocation for these schemes so that all the eligible and interested students get the benefit of the scheme.

3.91 The Committee note that among the projects sanctioned under the scheme of 'Grants-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' there are 18 projects of residential schools in 2008-09 whereas no project has been sanctioned for non-residential school, Mobile Dispensary, hospitals etc due to shortage of funds. The Committee feel that the health problems of tribals who always fall victim to various diseases like malaria, typhoid, dengue, pneumonia etc. should be addressed by giving utmost priority and more and more such projects in this regard should be sanctioned.

3.92 The Committee find that during 2009-10, three spot inspections were carried out by the officials of the Ministry in Andhra Pradesh and during the inspections two residential schools and one non-residential school were inspected. However, the Committee are constrained to note that out of the three projects two were found to be deficient in providing proper facilities to the students. The Committee have also been informed that now both the residential and non-residential schools have sent their rectification reports by way of constructing additional toilets/class rooms etc. While taking a serious view of deficiencies found in these schools, the Committee recommend that more and more inspections of the residential/non-residential schools should be carried out by the officials of the Ministry.

Major Head: 2225

Sub Head : 15

Head No : 15.00.31

E. NATIONAL OVERSEAS SCHOLARSHIP SCHEME FOR HIGHER STUDIES ABROAD

3.93 The scheme has been in operation since 1954-55. This was a Non-Plan Scheme, which has become a Plan scheme from 2007-08.

3.94 The objective of the scheme is to provide financial assistance to selected ST students pursuing higher studies (Master, Doctoral and Post-Doctoral level) in certain specified fields of Engineering, Technology and Science only. 13 Scheduled Tribe candidates and 2 candidates belonging to PTGs can be awarded the scholarship annually for pursuing Post Graduate, Doctoral and Post-Doctoral level courses. The scholarship is not awarded for pursuing Graduate courses.

3.95 Grants are given to the selected candidates on 100 percent basis directly by the Ministry through the Indian Mission.

3.96 When the Committee wanted to know about the criteria on the basis of which candidates are selected for awarding scholarship, the Ministry have informed that the candidates are selected for award of Scholarship on the basis of the following criteria:-

- (i) The scholarship is awarded for pursuing higher studies abroad only in certain subjects at the Masters level and for Ph.D. and Post Doctoral Research programmes.
- (ii) The minimum qualification of the candidate for Post Doctoral, Ph.D and Masters' Degree are as under:-

(a) For Post Doctoral : 1st class with 60% marks or equivalent grade in relevant Master's Degree and Ph.D.

Experience: 5 years - Research/Teaching/ Professional in the concerned field is desirable. Candidates with experience would be given preference.

(b) For Ph.D. : 1st class with 60% marks or equivalent grade in relevant Master's Degree.

Experience: 2 years' - Teaching/ Research/ Professional / M. Phil Degree in the concerned field is desirable. Candidates with experience would be given preference.

(c) For Masters' Degree : 1st Class with 60% marks or equivalent grade in relevant Bachelor's Degree.

Experience: 2 years' work experience in the concerned field is desirable. Candidates with experience would be given preference.

(iii) The maximum age of the candidate should be below 35 years, as on first day of the month of the advertisement of the scheme.

(iv) The total income from all sources of the employed candidate or his/her parents/guardians should not exceed Rs. 25,000/- per month.

(v) Not more than one child of the same parents/guardian will be eligible and to this effect a self-certification will be required from the candidate. An

individual can be given the award only once and cannot be considered for the award for a second or subsequent time.

- (vi) Candidates who are in employment must forward their applications through their employer, along with a NOC by the employer, to this Ministry.
- (vii) Final selection, after screening on the basis of the above mentioned criteria, is done by a Selection Committee, constituted by the Ministry, consisting of experts from the academic field in different subjects.

3.97 The Ministry of Tribal Affairs have furnished a statement showing the BE, RE and Actual Expenditure incurred under the National Overseas Scholarship Scheme for Higher Studies Abroad during the last two years as under:-

(Rs. in crore)			
Year	BE	RE	Actual Expenditure
2007-08	1.00	0.23	0.1359
2008-09	2.00	0.15	0.0117
2009-10	0.50		

3.98 On being asked to state reasons for less expenditure incurred during 2007-08 and 2008-09, the Ministry stated that as per Scheme of National Overseas Scholarship, the selected candidate would have to take admission into a foreign, accredited University within three years from the date of issue of the Provisional Award. Out of the 19 selected Candidates in previous selection years i.e. from 2004-05 to 2007-08, only four selected candidates have actually got admission to foreign accredited Universities during the year 2006-07 to 2008-09. Therefore, the amount could not be fully utilized.

3.99 The Committee enquired the reasons as to why only 4 candidates have actually got admission to foreign accredited Universities out of the 19 selected candidates during the year 2006-07 to 2008-09, wherein they have informed that the Ministry has no role to discharge in the admission of students to foreign accredited Universities. The students seek admission to accredited Universities of their own choice/ preference, within three years after issue of provisional award to the candidate and the responsibility of seeking and gaining such admission is entirely their own. Therefore, selection of number of the candidates is a continuing process, for admission within stipulated time.

3.100 Adding further, the representative of the Ministry of Tribal Affairs during evidence stated as under:

“The overseas scholarships scheme in the 11th Plan period has been revised and it has been made a plan scheme from a non-plan scheme in the earlier plan period. We have increased the scholarships from 10 to 15. Out of these 15, 13 are meant for general STs and two specifically for PTGs. But they have to apply and then there is a provisional award which is given. A 3 year’s time-limit is also given for allowing the candidates to go and find out admission in an accredited university. Only when they get the admission, they come back to us and then only we can show it in our paper that this scholarship has been availed of. So, the numbers which are coming at the time of the interview or at the time of the provisional award, all 10 to 15 numbers are exhausted. But it is for them to find admission. So, this year two to three boys have gone. Similarly, the numbers are now around two to three or four at the most. But one fact is that our scheme also has to give the subjects. So, these boys and girls have to conform to those subjects and the annual income ceiling limit of the parents and other conditions like educational qualifications”.

3.101 A statement showing targets and achievements under the above scheme during the last three years is as under :-

Selection Year	Target	Achievement
2005-06	10	2
2006-07	10	2
2007-08	15	7
2008-09	15	Under process

3.102 The Committee further enquired why the targets were not achieved during 2005-06 to 2007-08, the Ministry in their written reply stated that the reason is that sufficient number of ST applicants were not found to be eligible for award of scholarship under the National Overseas Scholarship Scheme. The details is as follows:-

Selection Year	No. candidate selected	Stipulated period for admission i.e. from	No. of candidate left for foreign country & date
2005-06	2	23-2-2007 to 22-2-2010	(One) 11/10/2007
2006-07	2	9-9-2008 to 8-9-2011	(One) 15-8-2009
2007-08	7	9-9-2008 to 8-9-2011	(Three) 7/1/2009 27/7/2009 5/10/2009

3.103 The Committee are unhappy to note that under the scheme of National Overseas Scholarship for Higher Studies against a budgetary allocation of Rs.1.00 crore and Rs.2.00 crore, expenditure incurred was only Rs. 0.1359 crore and Rs. 0.0117 crore during 2007-08 and 2008-09 respectiely. Moreover, there was shortfall in achieving physical targets as the number of candidates who actually got admission into foreign accredited Universities was 2 in 2005-06, 2 in 2006-07, 7 in 2007-08 against the annual target of 10 in 2006-07 and 15 in 2007-08 and 2008-09. The Committee further note that out of the 19 selected Candidates in previous years i.e. from 2004-05 to 2007-08, only 4 selected candidates could

actually get admission into foreign accredited Universities during the year 2006-07 to 2008-09. The Ministry have informed that they have no role to discharge in the admission of students to foreign accredited Universities. The students seek admission to accredited Universities of their own choice/preference within three years from the date of issue of Provisional Award and the responsibility of seeking and gaining such admission is entirely their own. The Committee are of the view that the Government, besides the issue of award for pursuing higher studies abroad, should also give appropriate guidance to students in getting admission to foreign accredited Universities so that more and more students are able to avail the benefit of the scheme.

Major Head: 2225, 2552

Sub Head : 10, 02

Head No : 10.00.31, 02.00.31

F. SCHEME OF STRENGTHENING EDUCATION AMONG SCHEDULED TRIBE (ST) GIRLS IN LOW LITERACY DISTRICTS (ERSTWHILE SCHEME OF EDUCATIONAL COMPLEXES IN LOW LITERACY POCKETS FOR THE DEVELOPMENT OF WOMEN'S LITERACY IN TRIBAL AREAS)

3.104 This gender-specific scheme was introduced in 1993-94 for ST girls in low literacy pockets. The scheme has been revised in 2008-09, which became effective from 1st April, 2008.

3.105 The scheme aims to bridge the gap in literacy levels between the general female population and tribal women, through facilitating 100% enrolment of tribal girls in the identified Districts or Blocks, more particularly in naxal affected areas and in areas inhabited by PTGs, and reducing drop-outs at the elementary level by creating the required ambience for education. Improvement of the literacy rate of tribal girls is essential to enable them to participate effectively in and benefit from socio-economic development.

3.106 The scheme is implemented through Voluntary Organizations (VOs)/Non-Governmental Organizations (NGOs) and autonomous society/institutions of State Government/Union Territory Administration.

3.107 It is a central sector gender specific scheme and the Ministry provides 100% funding.

1.108 The Ministry of Tribal Affairs have furnished the following statement showing the BE, RE and Expenditure incurred under the scheme of strengthening education among scheduled Tribe (ST) girls in low literacy districts during the last three years as under:

(Rs. in Crore)			
Year	BE	RE	Expenditure
2006-07	32.00	8.00	7.9130
2007-08	19.75	19.75	19.75
2008-09	60.00	40.00	40.00
2009-10	50.00		

3.109 When asked to state the reasons for less expenditure during 2008-09 and lowering the BE for 2009-10 as compared to BE for 2008-09, the Committee have been informed that the scheme was revised and renamed as Strengthening Education among ST Girls in Low Literacy Districts, which became effective from 2008-09. As per the eligibility criteria of the scheme, only those projects which are located in 54 identified low literacy districts are eligible for grants under the scheme and adequate no. of complete proposals were not received during 2008-09, therefore, the budget estimate in 2009-10 has been reduced to Rs.50.00 crore, keeping this trend in mind.

3.110 The Ministry have furnished the details of new educational complexes/hostels sanctioned along with the number of ST girls enrolled in these complexes during each of last 3 years as per the following statement: -

S.No	State	2006-07		2007-08*		2008-09		
		No. of Comp-lexes	No. of ST Girls	No. of Comp-lexes	No. of ST Girls	Comp-lexes	No. of Hostel	No. of ST Girls
.								

1	Andhra Pradesh	-	-	-	-	8	-	4298
2	Arunachal Pradesh	-	-	-	-	1	-	100
3	Gujarat	-	-	-	-	36	-	4320
4	Jharkhand	-	-	-	-	1	-	100
5	Madhya Pradesh	-	-	-	-	15	1	1550
6	Orissa	-	-	-	-	21	-	4950
Total		-	-	-	-	82	1	15318

Note: * The scheme was under revision, hence, no new cases were sanctioned.

3.111 It has been observed from the above that the scheme is being implemented only in six States. On being asked what steps have been taken by the Ministry to implement the scheme in other states also, the Ministry in their written reply have informed that the revised scheme covers only 13 States/ UTs and during 2008-09, the Ministry received complete eligible proposals only from Six States. The Ministry has circulated the revised scheme to all States/UTs and asked for proposals as per the revised scheme.

3.112 The Committee further enquired as to why no beneficiaries were shown during 2006-07 and 2007-08 wherein it was stated that the Ministry has not sanctioned any new Educational Complex during the years 2006-07 & 2007-08. Hence, there were no beneficiaries during these years.

3.113 When asked what steps have been taken to promote awareness among parents towards the importance of girls education, the Ministry stated that the scheme envisages setting up of District Educational Support Agency (DESA), to be established by State Govt. in each of the 54 identified low literacy districts which will inter-alia promote awareness among parents towards the importance of girls education. The State Governments concerned have already been requested to set up DESA for the purpose.

3.114 When enquired whether all the States have set up District Education Support Agencies in their respective States, the Ministry have informed that all the concerned states have been requested to send their self contained proposals for setting up DESA. So far, the Govt. of Gujarat has submitted its proposal which is under consideration.

3.115 As regards steps taken by the Ministry to persuade other States for early submission of proposals for setting up of District Education Support Agencies in their respective States, the Ministry has already sent reminders to all concerned State Government to submit the proposals for setting up District Educational Support Agencies (DESA) to this Ministry.

3.116 The Committee find that the Scheme for Strengthening Education among Scheduled Tribe (ST) Girls in Low Literacy Districts aims to bridge the gap in literacy levels between the general female population and tribal women. The Committee also note that the scheme is implemented through Voluntary Organizations (VOs)/Non-Governmental Organizations (NGOs) and autonomous society/institutions of State Government/Union Territory Administration.

However, the Committee regret to note that the scheme is being implemented only in six States. In this regard, the reason attributed by the Ministry is that the revised scheme covers only 13 States/UTs and the Ministry received eligible proposals from only six States during 2008-09. Keeping in view the fact that educational complexes are important instrument for providing education among the tribal girls in low literacy areas, the Committee urge the Ministry to pursue the remaining States/UTs to send complete proposals for setting up of new Educational Complexes right from the beginning of the year so that benefits of the scheme could reach the target groups.

3.117 The Committee further note with concern that during 2006-07 and 2007-08 no beneficiaries were covered due to non sanction of Educational Complexes under the above scheme. Now that the scheme has been revised, the Committee hope that the Ministry will issue sanction for Educational Complexes so as to cover more number of beneficiaries during the current financial year.

Major Head: 3601, 2552

Sub Head : 01, 07

Head No : 01.00.31, 07.00.31

G. GRANTS-IN-AID TO STATE TRIBAL DEVELOPMENT COOPERATIVE CORPORATIONS (STDCCs) FOR MINOR FOREST PRODUCE (MFP) OPERATIONS

3.118 The scheme was launched during 1992-93. This is a Central Sector scheme through which grants-in-aid are made available through State Governments to State Tribal Development Cooperative Corporations (STDCCs), Forest Development Corporations (FDCs) and Minor Forest Produce (Trading & Development) Federations for taking up the Minor Forest Produce (MFP) operations. The funds under this scheme are available to the State TDCCs/FDCs for:-

- (a) increasing the quantum of MFP handled by setting off operational losses, if need be;
- (b) strengthening the share capital base of the Corporation for undertaking MFP operations thereby increasing the quantum of MFP presently handled;
- (c) setting up of scientific warehousing facilities, wherever necessary;
- (d) establishing processing industries for value addition with the objective of ensuring maximum returns on the MFPs for the tribals;
- (e) giving consumption loans to tribals; and
- (f) supplementing Research & Development (R&D) efforts.

3.119 The Ministry have furnished the details of funds released to the States and the position of UCs received from STDCCs during the last three years under the scheme 'GIA to STDCCs for MFP Operations' :-

Sl. No.	State	Year 2006-07		Year 2007-08		Year 2008-09	
		Fund Released	Position of Utilization Certificates	Fund Released	Position of Utilization Certificates	Fund Released	Position of Utilization Certificates
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	141.00	U.C. received	190.00	U.C. received	250.00	UCs become due on 31.03.2010
2.	Assam	38.61	U.C. received	-	-	46.00*	
3.	Chhattisgarh	168.00	U.C. received	251.00	U.C. awaited for an amount of Rs.12.82 lakhs	249.00	
4.	Gujarat	150.00	U.C. received	130.00	U.C. awaited	130.00	
5.	Himachal Pradesh	48.00	U.C. received	-	-	33.00	
6.	Karnataka	57.00	U.C. received	-	-	-	
7.	Kerala	50.00	U.C. received	14.00	U.C. received	-	
8.	Madhya Pradesh	302.00	U.C. received	463.00	U.C. awaited for an amount of Rs.283.30 lakhs	372.00	
9.	Maharashtra	215.00	U.C. received	325.00	Incomplete U.C. received	270.00	
10.	Orissa	240.00	U.C. received	308.00	U.C. received	100.00	
11.	Rajasthan	79.00	U.C. awaited for an amount of Rs.47.91 lakhs	-	-	-	
12.	Tripura	152.68	U.C. received	-	-	150.00	
13.	West Bengal	150.00	U.C. received	167.00	U.C. received	-	
Total		1791.29		1848.00		1600.00	

*Assam Hills Small Industries Development Corporation Limited have reported that the amount of Rs. 46 lakhs released by the Ministry of Tribal Affairs to the Government of Assam during 2008-09 is yet to be transferred by the State Government to the STDCC.

3.120 On being asked to explain in brief the method adopted by State Tribal Development Cooperative Corporations (STDCCs) to procure the minor forest produce from the tribals living in deep forests and hilly terrain and how far have they been able to ensure that the poor tribals get remunerative prices for their minor forest produce, the Committee have been informed that this Ministry has addressed all the concerned

STDCCs to indicate the latest position. They have been reminded twice. Only four STDCCs have so far furnished their replies. From their replies it is observed that besides engaging their own staff for collecting the MFP directly from tribals who are the primary collectors, they utilize the services of collecting agents, who are the primary cooperative societies, tribal LAMPS (Large Area Multi-Purpose Societies) societies, local Panchayats etc. In some States the State Governments have established Committee for fixing the procurement prices of MFPs. In some States the Collectors have been entrusted with this responsibility.

3.121 Elucidating further on the issue, the Secretary during evidence stated as under :-

“Sir, you talked about minor forest produce specifically. Earlier, minor forest produce, as the MD said, used to be collected on behalf of the tribals by TRIFED but there were problems because minor forest produce have a very short shelf life. If you cannot quickly collect and quickly sell it to somebody, then you are left with a big load and that load gets bad. So, they burn their fingers by spending money and facing a loss. Thus, they decided that TRIFED is only going to facilitate the tribals to sell their products and they have concentrated on other items including the minor forest produce. Presently, the minor forest produce in all the States is being collected by some organizations. If I am not mistaken, in Andhra Pradesh, it is the Girijan Co-operative Society which is doing it. In Orissa, it is the Forest Development Corporation. In Chhattisgarh, you have got a Cooperative Society which does it. There are many minor forest produce. There are very many and I do not remember them offhand. There are some products which are major. For example, in some States, there are Tendu patta, sal seeds and in some States, to a lesser degree, there will be sal patta. So, at the beginning of the season, the State Government sits down with a Committee and decides the minimum support price which they are going to offer to the major produce. Then, they convey that instruction to the panchayat samiti and the collecting agency could be various organizations. They also mention it in the collector’s conference. So, they give wide publicity that this is the rate at which it is going to be sold. Then, these organizations go to the market. Some go with their own staff and some sublet it to the private sector. They all collect the produce and the selling is done by the organization themselves or through others.”

3.122 The Committee enquired whether the tribals engaged in MFP operations are using improved methods and scientific practices in the collection, processing and storage of MFPs, the Ministry in their written submission stated as under :-

“The Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) has been imparting training to tribal collectors of wild honey, gum karaya, lac cultivation etc. in improved method and non-destructive method of collection of MFPs. The STDCC from Madhya Pradesh has reported that they have been also training tribals in the collection of wild honey, Kullu gum and Mahua flowers.”

3.123 The Committee are constrained to note that there is no uniformity in fixing the price of Minor Forest Produces (MFP) among the States. The Committee also note that in some States the State Governments have established Committee for fixing the procurement prices of MFPs and in some States the Collectors have been entrusted with this responsibility. The Committee desire that Price Fixation Committees may be set up in all the States and the members of tribal community should also be represented in the Price Fixation Committees proportionately and the States should adopt common minimum prices for the Minor Forest Produces of the tribals.

NEW DELHI;
15 December, 2009
24 Agrahayana, 1931 (Saka)

DARA SINGH CHAUHAN
Chairman,
Standing Committee on
Social Justice and
Empowerment

ANNEXURE I

MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 20TH OCTOBER, 2009.

The Committee met from 1500 hrs. to 1745 hrs. in Committee Room 'B' Parliament House Annexe, New Delhi.

PRESENT

Dr. Manda Jagannath - In the Chair

MEMBERS

LOK SABHA

2. Shri E.T. Mohamed Basheer
3. Smt. Bijoya Chakravarty
4. Smt. Rama Devi
5. Shri R. Dhruvanarayana
6. Shri Premchand Guddu
7. Shri Baliram Jadhav
8. Shri Mohan Jena
9. Shri Basori Singh Masram
10. Dr. N. Sivaprasad
11. Shri Lalit Mohan Suklabaidya
12. Shri Manohar Tirkey

MEMBERS RAJYA SABHA

13. Shri Avtar Singh Karimpuri
14. Shri Narayan Singh Kesari
15. Shri Ahmad Sayeed Malihabadi
16. Shri Nand Kishore Yadav

LOK SABHA SECRETARIAT

1. Smt. Anita Jain - Director
2. Shri S.C. Kaliraman - Additional Director
3. Dr.(Smt.) Sagarika Dash - Under Secretary

REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl.No.	Name of the Officer	Designation and Organisation
1.	Shri G.B. Mukherjee	Secretary
2.	Shri S.K. Ray	Additional Secretary & Financial Adviser
3.	Dr. Bachittar Singh	Joint Secretary
4.	Smt. Ruchira Pant	Joint Secretary
5.	Smt. Urvashi Sadhwani	Adviser (Economic)
6.	Shri S.K. Gupta	Deputy Director General (Statistics)
7.	Shri A.N. Bokshi	Chief Controller of Accounts
8.	Shri Avani Vaish	Managing Director, TRIFED
9.	Shri Gurcharan Sood	Chairman & Managing Director, NSTFDC

In the absence of Chairman, the Committee chose Dr. Manda Jagannath to act as chairman for the sitting of the Committee under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

2. Thereafter, the Chairman welcomed the Members and representatives of the Ministry of Tribal Affairs to the sitting of the Committee. The Chairman then stated that the meeting had been convened to discuss the Demands for Grants (2009-10) of the Ministry of Tribal Affairs. At the instance of the Chairman, the Secretary, Ministry of Tribal Affairs briefed the Committee about the various schemes/programmes being

implemented by the Ministry and informed about the physical and financial targets achieved during the year 2008-09.

3. The Members then raised questions, which *inter-alia* included surrender of allocated funds every year, reasons for under utilization of funds, opening of technical schools for tribal children, reasons for unspent balances lying with the State Governments, reasons for lack of receipt of viable proposals under various schemes, outstanding Utilization Certificates in respect of States & UTs and steps for early submission of UCs, opening of more number of Eklavya Model Residential Schools etc.

4. The representatives of the Ministry responded to the queries put forth by the Members to the extent possible. The Chairman directed them to furnish expeditiously replies to those points which could not be replied in the meeting.

5. Hon'ble Chairman thanked the Secretary and other officials of the Ministry for giving valuable information to the Committee on the subject and expressing their views in a free and frank manner.

6. A verbatim record of the proceedings has been kept.

The witnesses then withdrew.

The Committee then adjourned.

ANNEXURE II

MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON TUESDAY, 15TH DECEMBER, 2009.

The Committee met from 1530 hrs. to 1700 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

SHRI DARA SINGH CHAUHAN - CHAIRMAN

MEMBERS LOK SABHA

2. Shri E.T. Mohamed Basheer
3. Shri Bhudeo Choudhary
4. Smt. Rama Devi
5. Shri Premchand Guddu
6. Shri Baliram Jadhav
7. Dr. Manda Jagannath
8. Shri Basori Singh Masram
9. Dr. N. Sivaprasad
10. Shri Lalit Mohan Suklabaidya

MEMBERS RAJYA SABHA

11. Shri Avtar Singh Karimpuri
12. Shri Narayan Singh Kesari
13. Shri Ahmad Sayeed Malihabadi
14. Shri Praveen Rashtrapal

LOK SABHA SECRETARIAT

1. Shri A. Mukhophadhyay - Joint Secretary
2. Smt. Anita Jain - Director
3. Shri S.C. Kaliraman - Additional Director
4. Dr. (Smt.) Sagarika Dash - Under Secretary

2. At the outset, Hon'ble Chairman welcomed the Members to the sitting of the Committee and apprised them that the sitting has been convened to consider and adopt the following Draft Reports of the Committee:-

- (i) First Report on Demands for Grants (2009-10) of the Ministry of Social Justice and Empowerment
- (ii) Second Report on Demands for Grants (2009-10) of the Ministry of Tribal Affairs.
- (iii) Third Report on Demands for Grants (2009-10) of the Ministry of Minority Affairs

3. xxx xxx xxx

4. Thereafter, the Committee considered and adopted the Second Report without any amendment.

5. xxx xxx xxx

6. The Committee authorized the Chairman to finalize these draft Reports and present the same to Parliament on their behalf.

The Committee then adjourned.

APPENDIX

STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No	Para No.	Observations/Recommendation
1	2	3
1.	1.4	<p>The Committee are not satisfied with the implementation aspect of the Recommendations contained in their Thirty-fourth Report on Demands for Grants, 2008-09 of the Ministry of Tribal Affairs as only 2 out of 14 recommendations have been implemented. The Committee desire expeditious implementation of the remaining recommendations.</p>
2.	3.31	<p>The Committee note that the budgetary allocation of the Ministry for 2009-10 has been significantly enhanced to Rs. 3205.50 crores from Rs.2121.00 crores in 2008-09. In the enhanced budget besides making increased allocations for Eklavya Model Residential Schools and Rajiv Gandhi National Fellowship Scheme, an additional Rs. 500 crore have been allocated for Educational Development in Naxal affected areas which will be utilized for construction of Hostels and Ashram Schools for ST students in Schedule V and Naxal affected areas. The Central share for establishment of Ashram schools in Naxal affected areas has also been increased from 50% to 100%. Since educational development in Naxal affected areas is key to their social and financial empowerment which is need of the hour, the Committee fully endorse this enhanced allocation to the Ministry. The Committee further note that release of funds under Additional Central Assistance is subject to receipt of complete proposals from the States and the Ministry have already written to states in this regard. However, looking at the trend of past expenditure, when the funds have been constantly underutilized due to lack of proposals from the States, the Committee are of the view that unless concerted efforts are made in this direction, the enhanced allocation may not be utilized fully. The Committee desire that in addition to writing to States, the officers of the Ministry should visit Naxal affected States and have interaction with State officials at various levels and help them in formulating the proposals as per the</p>

guidelines. The Ministry may also formulate some model proposals for naxal affected areas and circulate the same to the concerned State Governments for their guidance and use.

3. 3.32 The Committee express their serious concern over the fact that there has been substantial surrender of funds every year in the last 5 years which amounts to Rs. 95.1177 crores in 2004-05, Rs. 109.6237 crores in 2005-06, Rs.45.9144 crores in 2006-07, Rs. 216.5097 crores in 2007-08 and Rs. 318.3766 crores in 2008-09. The main reasons attributed for surrender of funds are non-receipt of adequate number of complete proposals in accordance with the scheme guidelines and Utilization Certificates and lack of physical progress by State Governments, non filling of vacant posts, austerity measures, non receipts of bills from the suppliers etc. The Committee, in this regard have been informed that the Ministry is dependent on the State Governments for submission of proposals and other relevant documents like Utilization Certificates, progress report from time to time and it is in regular touch with State Governments for timely receipt of above. Needless to say, the steps taken by the Ministry are clearly inadequate as the surrender of funds have been increasing year after year and has reached an alarming proportion of Rs. 318 crore in 2008-09. The Committee feel that it indicates the sluggish implementation of various schemes by State Governments which are crucial for upliftment for tribals. The Committee desire that an exhaustive review of guidelines of the various schemes should be undertaken to make them more flexible so that State Governments can implement the schemes as per their local condition. At the same time some accountability should also be fixed on State Governments for implementation of the schemes as well as utilization of allocated funds. The Committee feel that it will go a long way in improving utilization of funds. The Committee observe that the Secretary of the Ministry, during evidence has admitted that sometimes procedural delays in the Ministry itself create problem for full utilization of funds as they are concerned that the money is well spent. The Committee while acknowledging the need for tight scrutiny of utilization of funds by implementing agencies are of the strong view that the procedural bottle-necks in the Ministry

should not come into the way of release of funds to the States.

4. 3.33 The Committee are constrained to note that under the schemes of Special Central Assistance to Tribal Sub-Plan during 2008-09 funds amounting to Rs. 12364.72 lakhs were not released to States due to non-availability of Utilization Certificates of the previous years. Similarly, in case of Grants under First Proviso to Article 275(I) of the Constitution, full grants were not released to States due to non-utilization of funds during the previous years. The Committee further note with concern that under the various schemes of the Ministry huge unspent balances are lying with the State Governments viz. under Post Matric Scholarship for Scheduled Tribes Student scheme Rs. 21972.61 lakhs, under Upgradation of Merit scheme Rs. 90.34 lakh, under Vocational Training in Tribal Areas scheme Rs.871.27 lakh, under Ashram School in Tribal Sub-Plan Areas scheme Rs.1030.59 lakh and under Hostels for ST Girls & Boys scheme Rs.7928.23 lakh. In this regard the Committee have learnt that the above issues are pursued repeatedly with the State Governments through meetings/telephonic communications/ correspondence for early submission of Utilization Certificate(s) of previous year(s), but they have not paid any attention so far. This clearly indicates that these State Governments are not fulfilling their commitment and obligation towards the upliftment of the poor ST beneficiaries. The committee are of the opinion that the matter should be taken up with the concerned Ministers as well as State Chief Secretaries at the earliest. The progress achieved in this regard may be conveyed to the Committee.

5. 3.34 The Committee are unhappy to note that monitoring of the schemes are generally done with review meetings and the latter are not held frequently. The Committee further note that as mentioned by Secretary (Tribal Affairs) during evidence the Ministry have adequate funds but the number of staff members being inadequate, as such they cannot improve the monitoring. The Committee feel that in the absence of periodic inspections by the Ministry, effective implementation of the schemes cannot be ensured. The Committee, therefore, recommend that a Monitoring Committee may be set up in the Ministry to ensure regular and strict monitoring of various

schemes in a concerted and focused manner. The Committee also desire that the Ministry should take up with the Ministry of Finance/DOPT for creation of more posts and posting of additional staff to ensure smooth functioning and effective implementation of the various welfare schemes for Schedule Tribes.

6. 3.35 The Committee express their dismay that despite the huge under spending in various welfare schemes for Schedule Tribes and felt need for generating awareness about the schemes, no specific allocation has been earmarked for the same. The Committee have further been informed that under Article 275(1) grants, the States may earmark upto 2% of the grant for project management, training, MIS, administrative expenses and monitoring / evaluation and may utilize these funds for awareness also. The Committee feel that undertaking so many activities under 2% of the grant will spare hardly any amount for creating awareness for the scheme. On their part also the Ministry have done little in generating publicity of the schemes only by way of limited advertisements in newspapers. The Committee have been informed that a brochure containing information about the schemes and programmes for welfare of tribal will be published shortly in the form of pamphlet. The Committee desire that in addition to the publication of brochure of the schemes, the Ministry should extensively advertise these welfare programmes by way of both print and electronic media like TV/Radio channels, in vernacular print media and also by using traditional media like folk music/dance/drama etc. exclusively in the tribal areas. In this effort Panchayats and local bodies can also be involved in generating awareness. The Committee also recommend that a new scheme on generating awareness on welfare schemes for Tribal Areas may be drawn up wherein NGO participation in above activities may also be ensured.

7. 3.36 The Committee are unhappy to note that the final draft of the National Tribal Policy which was placed before the Union Cabinet for approval on 31.5.2007 has not yet been finalized and is still under consideration. The Committee regret to point out the inordinate delay in formulation of the National Tribal Policy. The Committee cannot but overemphasize the need for early consideration and approval of this policy by the Cabinet. The Committee would like to be apprised of

the latest position in this regard.

8. 3.54 The Committee note that though funds were fully utilized in 2006-07 under the Special Central Assistance (SCA) to Tribal Sub-Plan (TSP), there has been significant under utilization of sanctioned funds during 2007-08 and 2008-09. The reasons attributed for this by the Ministry are non-submission of Utilization Certificates by the States for previous years and proposals in the prescribed format. The Committee further note that for the scheme of under development of forest villages, an amount of Rs. 103 crore was surrendered during 2007-08 due to non-submission of proposals by the States in time and delay in comments from the Ministry of Environment and Forests. The Committee, therefore, recommend that the Ministry should vigorously pursue with the State Governments to furnish Utilization Certificates of previous years as well as fresh proposals in the prescribed format on time so that funds could be fully utilized which would ultimately help the States/UTs to implement the schemes effectively and efficiently. The Committee also desire that the Ministry should also simplify the procedure for effective implementation of the schemes.

9. 3.55 The Committee note that under the scheme of SCA to TSP the target during 2008-09 was to cover 7,00,000 beneficiaries but the number of beneficiaries covered has been reported only from Andhra Pradesh, Gujarat, Kerala and Madhya Pradesh. The Committee note with regret that the figures of beneficiaries from the remaining 18 States are still awaited. The Ministry have informed that the State Governments did not furnish information despite being reminded. The Committee feel that in the absence of information by majority of States, the Ministry will not be able to assess the full impact of schemes properly. The Committee, therefore, recommend that the Ministry should sincerely pursue with the remaining States for obtaining information so that implementation of the scheme could be assessed properly.

10. 3.69 The Committee note that allocation for the Grants under First Proviso to Article 275(1) of the Constitution has been substantially enhanced to Rs.1000 crore in BE during 2009-10 as against Rs. 416 crore in 2008-09. Significant portion of the grants is to be used for completing the existing sanctioned Eklavya Model

Residential Schools (EMRSs), opening of new EMRSs and providing recurring grant to the existing EMRSs at enhanced costs. The Committee note that the Government proposes to take special care to ensure quality furniture & fixtures to make schools more attractive. The Committee fully endorse it and desire that the establishment of the EMRSs be closely monitored by the Ministry so that they fulfill their intended purpose. The Committee further desire that with increased funds in their hands, more focus be given on the quality of teaching and efforts be made to appoint well qualified trained teachers in these schools.

11. 3.90 The Committee are unhappy to note that there has been drastic fall in the number of students imparted training under the scheme of 'Grants-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' from 3095 in 2006-07 to 2151 in 2007 and to a mere 934 in 2008-09. As mentioned by the Ministry the decline is due to enhanced financial norms for the scheme and inadequate allotment of funds for the scheme. The Committee also note that in the States like Madhya Pradesh whereas 1200 students were imparted training during 2006-07 and 1390 students in 2007-08, only 174 students could get training in 2008-09 due to shortage of funds. The Committee also find that in States like Andhra Pradesh, Bihar and Mizoram while some students were imparted training in 2006-07, not even a single student was imparted training during 2007-08 and 2008-09 as no proposals were received from these States. The Committee desire the Government to analyze the reasons for the same and also increase allocation for these schemes so that all the eligible and interested students get the benefit of the scheme.

12. 3.91 The Committee note that among the projects sanctioned under the scheme of 'Grants-in-Aid to NGOs for Scheduled Tribes including Coaching and Allied Scheme and Award for Exemplary Service' there are 18 projects of residential schools in 2008-09 whereas no project has been sanctioned for non-residential school, Mobile Dispensary, hospitals etc due to shortage of funds. The Committee feel that the health problems of tribals who always fall victim to various diseases like malaria, typhoid, dengue, pneumonia etc. should be addressed by giving utmost

priority and more and more such projects in this regard should be sanctioned.

13. 3.92 The Committee find that during 2009-10, three spot inspections were carried out by the officials of the Ministry in Andhra Pradesh and during the inspections two residential schools and one non-residential school were inspected. However, the Committee are constrained to note that out of the three projects two were found to be deficient in providing proper facilities to the students. The Committee have also been informed that now both the residential and non-residential schools have sent their rectification reports by way of constructing additional toilets/class rooms etc. While taking a serious view of deficiencies found in these schools, the Committee recommend that more and more inspections of the residential/non-residential schools should be carried out by the officials of the Ministry.

14. 3.103 The Committee are unhappy to note that under the scheme of National Overseas Scholarship for Higher Studies against a budgetary allocation of Rs.1.00 crore and Rs.2.00 crore, expenditure incurred was only Rs. 0.1359 crore and Rs. 0.0117 crore during 2007-08 and 2008-09 respectively. Moreover, there was shortfall in achieving physical targets as the number of candidates who actually got admission into foreign accredited Universities was 2 in 2005-06, 2 in 2006-07, 7 in 2007-08 against the annual target of 10 in 2006-07 and 15 in 2007-08 and 2008-09. The Committee further note that out of the 19 selected Candidates in previous years i.e. from 2004-05 to 2007-08, only 4 selected candidates could actually get admission into foreign accredited Universities during the year 2006-07 to 2008-09. The Ministry have informed that they have no role to discharge in the admission of students to foreign accredited Universities. The students seek admission to accredited Universities of their own choice/preference within three years from the date of issue of Provisional Award and the responsibility of seeking and gaining such admission is entirely their own. The Committee are of the view that the Government, besides the issue of award for pursuing higher studies abroad, should also give appropriate guidance to students in getting admission to foreign accredited Universities so that more and more students

are able to avail the benefit of the scheme.

15. 3.116 The Committee find that the Scheme for Strengthening Education among Scheduled Tribe (ST) Girls in Low Literacy Districts aims to bridge the gap in literacy levels between the general female population and tribal women. The Committee also note that the scheme is implemented through Voluntary Organizations (VOs)/Non-Governmental Organizations (NGOs) and autonomous society/institutions of State Government/Union Territory Administration. However, the Committee regret to note that the scheme is being implemented only in six States. In this regard, the reason attributed by the Ministry is that the revised scheme covers only 13 States/UTs and the Ministry received eligible proposals from only six States during 2008-09. Keeping in view the fact that educational complexes are important instrument for providing education among the tribal girls in low literacy areas, the Committee urge the Ministry to pursue the remaining States/UTs to send complete proposals for setting up of new Educational Complexes right from the beginning of the year so that benefits of the scheme could reach the target groups.

16. 3.117 The Committee further note with concern that during 2006-07 and 2007-08 no beneficiaries were covered due to non sanction of Educational Complexes under the above scheme. Now that the scheme has been revised, the Committee hope that the Ministry will issue sanction for Educational Complexes so as to cover more number of beneficiaries during the current financial year.

17. 3.123 The Committee are constrained to note that there is no uniformity in fixing the price of Minor Forest Produces (MFP) among the States. The Committee also note that in some States the State Governments have established Committee for fixing the procurement prices of MFPs and in some States the Collectors have been entrusted with this responsibility. The Committee desire that Price Fixation Committees may be set up in all the States and the members of tribal community should also be represented in the Price Fixation Committees proportionately and the States should adopt common minimum prices for the Minor Forest Produces of the tribals.

