

**COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES
(2019-2020)**

(SEVENTEENTH LOK SABHA)

FIRST REPORT

ON

**Ministry of Social Justice and Empowerment
(Department of Social Justice and Empowerment)**

Action taken by the Government on the recommendations contained in the Twenty-Fifth Report (16th Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Monitoring of the Scheduled Caste Sub Plan(SCSP) by Ministry of Social Justice and its implementation for development and welfare of Scheduled Castes"

Presented to Lok Sabha on 18.03.2020
Laid in Rajya Sabha on 18.03.2020



**LOK SABHA SECRETARIAT
NEW DELHI**

18 March, 2020/27 Phalguna, 1941 (Saka)

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**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES (2019-2020)**

Dr. Kirit Premji Bhai Solanki - Chairperson

MEMBERS - LOK SABHA

2. Shri Girish Chandra
3. Shri Santokh Singh Chaudhary
4. Shri Anil Firojiya
5. Shri Tapir Gao
6. Shri Saumitra Khan
7. Ms. Goddeti Madhavi
8. Smt. Pratima Mondal
9. Shri A. Narayanaswamy
10. Shri Ashok Mahadeorao Nete
11. Shri Vincent H. Pala
12. Shri Chhedi Paswan
13. Shri A. Raja
14. Shri Upendra Singh Rawat
15. Smt. Sandhya Ray
16. Shri Rebati Tripura
17. Shri Bishweswar Tudu
18. Shri Krupal Balaji Tumane
19. Shri Bhanu Pratap Singh Verma
20. Shri Prince Raj

MEMBERS - RAJYA SABHA

21. Shri Abir Ranjan Biswas
22. Shri Shamsher Singh Dullo
23. Dr. Narendra Jadhav
24. Shri Amar Shankar Sable
25. Shri Ram Shakal
26. Shri Veer Singh
27. Shri K. Somaprasad
28. Smt. Wansuk Syiem
29. Mahant Shambhuprasadji Tundiya
30. Shri Ramkumar Verma

SECRETARIAT

1. Shri R.C. Tiwari - Joint Secretary
2. Shri A.K. Srivastava - Director
3. Shri V. K. Shailon - Deputy Secretary
4. Smt. Huma Iqbal - Assistant Committee Officer

INTRODUCTION

I, the Chairperson, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorized by the Committee to finalize and submit the report on their behalf, present this First Report (Seventeenth Lok Sabha) on action taken by the Government on the recommendations contained in their Twenty Fifth Report (Sixteenth Lok Sabha) on the Ministry of Social Justice and Empowerment (Department of Social Justice and Empowerment) regarding "Monitoring of the Scheduled Caste Sub Plan(SCSP) by Ministry of Social Justice and its implementation for development and welfare of Scheduled Castes".

2. The draft Report was considered and adopted by the Committee on _____(Appendix I).

3. The Report has been divided into the following chapters:-

- | | |
|-----|--|
| I | Report |
| II | Recommendations/ Observations, which have been accepted by the Government. |
| III | Recommendations/Observations which the Committee do not desire to pursue in view of replies of the Government. |
| IV | Recommendations /Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration. |
| V | Recommendations / Observations in respect of which final replies of the Government have not been received. |

4. An analysis of the action taken by the Government on the recommendations contained in their Twenty-Fifth Report (Sixteenth Lok Sabha) of the Committee is given in Appendix II.

New Delhi
18 March, 2020
27 Phalgun, 1941 (Saka)

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

CHAPTER – I

REPORT

This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the action taken by the Government on the recommendations contained in their Twenty-Fifth Report (Sixteenth Lok Sabha) on “Monitoring of the Scheduled Caste Sub Plan(SCSP) by Ministry of Social Justice and its implementation for development and welfare of Scheduled Castes”.

1.2 Twenty-Fifth Report was presented to Lok Sabha and laid in Rajya Sabha on 9th August, 2018. It contained 10 recommendations/observations. Replies of the Government in respect of all these recommendations/observations have been examined and are categorised as under:-

- (i) Recommendations/Observations which have been accepted by the Government (Sl.Nos.2,4 &9).
- (ii) Recommendations/Observations which the Committee do not desire to pursue in the light of the replies received from the Government (Sl. Nos 6, 8 & 10).
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (Sl. No 1,3, 5 &7).
- (iv) Recommendations/Observations in respect of which final replies of the Government have not been received.

1.3 The Committee will now deal with the Action Taken by the Government on those recommendations which need reiteration or comments.

Recommendation (Sl. No. 1)

1.4 The Committee are of the strong opinion that the programmes formulated for SCs and STs should be implemented in right earnest by the Ministries concerned in order to provide ample opportunities to the SCs and STs for creating a more balanced and equitable society for them. The Committee recommends that SCSP should have statutory backing to ensure serious and effective implementation of the plan as has been done by the State Governments of Karnataka and Telangana thus enabling the concerned Ministries to plan, implement, and monitor the AWSC (Allocation for welfare of Scheduled Caste) in right earnest and spirit.

Reply of the Government

1.5 So far three States namely Andhra Pradesh, Karnataka & Telangana have enacted the SCSP legislation in the respective States. Impact of these State legislations is under examination of the NITI Aayog before considering the proposal for any central legislation on this subject. NITI Aayog has further informed that effective output and outcome monitoring of the sub-plans would be more appropriate at this stage rather than any central legislation on Sub-Plan for Scheduled Castes.

Comments of the Committee

1.6 The Committee would like to know the impact of state legislation on Allocation for the Welfare of Scheduled Castes(AWSC) in the states of Andhra Pradesh , Karnataka and Telangana in the overall effective socio-economic development of SCs and STs in comparison to other States. The Committee again reiterate its earlier recommendation that a Central legislation would give statutory backing to AWSC and thus pave the way for its effective and smooth implementation throughout the country. Such a legislation would do away with the need for state legislations and ensure a uniform approach towards SCs throughout the country. A central legislation would help schemes under AWSC to be delivered in letter and spirit rather than be limited to only data and statistics.

Recommendation (Sl. No.3)

1.7 The implementation of the Jadhav Committees report and dividing Ministries under four categories for earmarking of funds for SCSP is a good step. But there can not be any fruitful result under AWSC unless there is an effective coordination between various Ministries especially Ministry of Finance, Ministry of Social Justice and Empowerment, NITI Aayog and Government of various states. The schemes under AWSC fail because of lack of coordination among Central Ministries, NITI AAYOG and the States. It ultimately goes down to too many cooks spoiling the broth and hence, all schemes remain stuck at some or other level. Hence, the Committee recommends that since so many Ministries, NITI Aayog and so many states are involved in these schemes, its very important that there is coordination of work among them. NITI Aayog or M/o Social Justice may be given statutory powers so that it can override delays and discrepancies at various levels and ensure schemes reach their desired goals.

Reply of the Government

1.8 The recommendation of the Committee has been noted.

Comments of the Committee

1.9 The Committee are not satisfied with the reply “noted” furnished by the Government on very important recommendation of the Committee regarding the implementation of the Jadhav Committees Report. From such reply, it is not clear as to what processes have been started and also what time line has been drawn by the Ministry for implementation of the recommendation of the Committee. The Committee, therefore, again stress on the need for better coordination between the Ministries and NITI Aayog for effective implementation of schemes under AWSC. Most of the schemes under AWSC remain only on paper because of lack of coordination between Ministries and NITI Aayog at various stages of its implementation. In the given situation, it’s a considered view of the Committee that

for effective implementation of AWSC, and there must be statutory powers to Niti Aayog or Ministry of Social Justice to achieve the desired results.

Recommendation (Sl. No. 5)

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

The Government should also gear up and streamline the existing machinery at the field level to make it result oriented.

Reply of the Government

1.11 The recommendation of the Committee has been noted and will be considered by the Department.

Comments of the Committee

1.12 The Committee are not satisfied with the reply furnished by the Government as no concrete measures have been detailed in the reply for implementation of the recommendation. The Committee, therefore, reiterates that its recommendation be taken seriously and steps should be taken to make the field level officers under AWSC more responsible and accountable. It's the field level officers who translates the schemes into reality and deliver the results. The Committee be apprised of the steps taken/to be taken by the Ministry in this regard.

Recommendation (Sl. No. 7)

1.13 The Committee note that Schemes under AWSC are not being implemented effectively by most of the State Governments and UTs. The Committee recommends that necessary guidelines in this regard should be issued to State Govts/UTs and funds should be allocated under AWSC as proportion to the total State Plan expenditure keeping in view the percentage of SC population in the state.

Reply of the Government

1.14 All the States except Assam & Jharkhand allocate funds under AWSC in proportion to their State SC population. These two States are being advised to allocate the funds in proportion to their SC population.

Comments of the Committee

1.15 The Committee are of the firm opinion that funds should be allocated under AWSC as proportion to the total state plan expenditure keeping in view the percentage of SC population in the state. The Committee therefore recommend that the states of Assam and Jharkhand should be advised to allocate funds under AWSC strictly according to their SC population in their state. The Committee further recommend that the states not strictly adhering to guidelines of AWSC should not be allocated funds until they comply with the guidelines.

CHAPTER - II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 2)

2.1 The Committee suggest that while making provisions for various schemes under AWSC the Government would be significantly solving the problem of removal of poverty in the country. The Committee therefore recommends that the most backward communities amongst SCs and STs should be identified urgently and specific schemes and programmes should be chalked out and implemented for the amelioration of their socio-economic conditions.

Reply of the Government

2.2 The socio-economic deprivation and disadvantages suffered by SCs and STs led to the decision to adopt measures to close the enormous gaps and reduce the development deficits between these two communities and rest of the Indian population. On these lines under the sixth five year plan period (1979-80) the Special Component Plan (renamed as Allocation for Welfare of Scheduled Castes) was introduced which mandated special protection and provision for SC & ST development.

Recommendation (Sl. No.4)

2.3 The Committee observes from the findings of the CAG that funds earmarked for development of SCs and STs have been diverted for other purposes. The Committee takes a serious view of the matter and recommends that the NITI Aayog should ensure that funds earmarked for the respective development schemes for SCs/STs must not be diverted for other purposes under any circumstances. The Committee feels that the new software for capturing online data (e-utthaan) is a good initiative in order to monitor the progress of AWSC. But AWSC schemes are mostly for rural areas where digitization has not yet reached at such a high level. Instead of simply focusing on figures it is more important that the Ministry as well as the NITI Aayog keeps a tap that:

(a) The funds don't remain unutilised. There have been instances in the past where the funds allocated for AWSC remained unutilised throughout the financial year and were subsequently returned. This is gross mismanagement and can also be cited as lack of keenness on part of Govt. to promote betterment of SCs and STs.

(b) The funds are not diverted to other institutions like minority institutions, other developmental institutes whose focus is not SCs and STs.

(c) There is no misappropriation of funds at the ground level where schemes have to be implemented. The benefits of schemes should reach the needy and not remain only on paper.

(d) The funds are released on time and not at the end of financial year wherein they remain largely unutilised.

Reply of the Government

2.4 (a): Consequent upon the allocation of monitoring AWSC to Department of Social Justice and Empowerment, regular meetings are being held with all the Ministries/Departments concerned for checking all types of irregularities in expenditure of AWSC. Further, the web-portal (e-utthaan.gov.in) developed by the department for monitoring of AWSC is directly linked with PFMS for financial monitoring. Hence, the financial progress made by the Departments/Ministries is done on real time basis.

(b)& (c): The Ministry of Finance vide their O.M. dated 23rd August, 2016 has clearly stated that the re-appropriation of funds from SC/ST heads to other heads is barred.

(d): The funds are subject to release furnishing of the pending utilisation certificate, Annual Action Plan and other necessary documents required from the State Govt. The funds are released on the receipt of these necessary documents.

Recommendation (Sl. No. 9)

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

Reply of the Government

2.6 The Department is currently working with NITI Aayog to devise some strict mechanisms to ensure that the funds under AWSC reach only to the real beneficiaries.

CHAPTER - III

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

Recommendation (Sl. No. 6)

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

Reply of the Government

3.2 The allocation of funds under the schemes is done by Ministry of Finance. The utilisation of funds is vigorously monitored by Ministry of Finance before making allocation for subsequent year. Based on the proper utilisation of funds, the allocation is made by M/o Finance. Further Department of Social Justice and Empowerment also releases funds under SCA to SCSP only after receipt of utilisation certificate of earlier releases.

Recommendation (Sl. No. 8)

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

Reply of the Government.

3.4 The scheme of SCA to SCSP is under revision under which it is proposed that the national allocation under the scheme of SCA to SCSP will be made on the basis of financial and physical targets achieved by the States under their State SCSP allocation.

Recommendation (Sl. No. 10)

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

Reply of the Government

3.6 The Department has been mandated to monitor the physical, financial and outcome progress of the schemes under AWSC as per the indicators devised by the NITI Aayog only for the central Ministries and Departments. In addition Department of Social Justice and Empowerment is releasing the funds under SCA to SCSP to States based on their State Annual Action Plan.

CHAPTER - IV

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

Recommendation (Sl. No. 1)

4.1 The Committee are of the strong opinion that the programmes formulated for SCs and STs should be implemented in right earnest by the Ministries concerned in order to provide ample opportunities to the SCs and STs for creating a more balanced and equitable society for them. The Committee, hence recommends that SCSP should have statutory backing to ensure serious and effective implementation of the plan as has been done by the state Governments of Karnataka and Telangana thus enabling the concerned Ministries to plan, implement, and monitor the AWSC in right earnest and spirit.

Reply of the Government

4.2 So far three States namely Andhra Pradesh, Karnataka & Telangana have enacted the SCSP legislation in the respective States. Impact of these State legislations is under examination of the NITI Aayog before considering the proposal for any central legislation on this subject. NITI Aayog has further informed that effective output and outcome monitoring of the sub-plans would be more appropriate at this stage rather than any central legislation on Sub-Plan for Scheduled Castes.

Comments of the Committee

4.3 Please see Para No. 1.6 of Chapter I.

Recommendation (Sl. No.3)

4.4 The implementation of the Jadhav Committees report and dividing Ministries under four categories for earmarking of funds for SCSP is a good step. But there cannot be any fruitful result under AWSC unless there is an effective coordination between various Ministries especially Ministry of Finance, Ministry of Social Justice and Empowerment, NITI Aayog and Government of various states. The schemes under AWSC fail because of lack of coordination among Central Ministries, NITI AAYOG and the States. It ultimately goes down to too many cooks spoiling the broth and hence, all schemes remain stuck at some or other level. Hence, the Committee recommends that since so many Ministries, NITI Aayog and so many states are involved in these schemes, its very important that there is coordination of work among them. NITI Aayog or M/o Social Justice may be given statutory powers so that it can override delays and discrepancies at various levels and ensure schemes reach their desired goals.

Reply of the Government

4.5 The recommendation of the Committee has been noted.

Comments of the Committee

4.6 Please see Para No. 1.12 of Chapter I.

Recommendation (Sl. No. 5)

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

Reply of the Government

4.8 The recommendation of the Committee has been noted and will be considered by the Department

Comments of the Committee

4.9 Please see Para No. 1.12 of Chapter I.

Recommendation (Sl. No. 7)

4.10 The Committee note that Schemes under AWSC are not being implemented effectively by most of the State Governments and UTs. The Committee recommends that necessary guidelines in this regard should be issued to State Govts/UTs and funds should be allocated under AWSC as proportion to the total State Plan expenditure keeping in view the percentage of SC population in the state.

Reply of the Government

4.11 All the States except Assam & Jharkhand allocate funds under AWSC in proportion to their State SC population. These two States are being advised to allocate the funds in proportion to their SC population.

Comments of the Committee

4.12 Please see Para No. 1.15 of Chapter I.

CHAPTER-V

**RECOMMENDATIONS/OBSERVATION IN RESPECT OF WHICH FINAL REPLIES OF
THE GOVERNMENT HAVE NOT BEEN RECEIVED**

-----NIL-----

New Delhi;

18 March, 2020

27 Phalguna, 1941(Saka)

(DR. KIRIT P. SOLANKI)

Chairperson

Committee on the Welfare of

Scheduled Castes and

Scheduled Tribes

APPENDIX - II
(Vide Para 4 of Introduction)

Analysis of action taken by the Government on the recommendations contained in the Twenty Fifth Report (Sixteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

1.	Total number of recommendations-----	10
2.	Recommendations/observations which have been accepted by the Government (<u>vide</u> recommendations at Sl. No.2, 4 and Sl.No. 9).-----	3
	Number Percentage to the total-----	30%
3.	Recommendations/observation which the Committee do not desire to pursue in view of the Government replies (<u>vide</u> recommendations at Sl. Nos. 6,8,10).-----	3
	Number Percentage to the total-----	30%
4.	Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (<u>vide</u> recommendations at Sl. Nos.1,3,5,7)-----	4
	Number Percentage to the total-----	40%
5..	Recommendations/observations in respect of which final replies of the Government have not been received.(.....) -----	0