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

**(SEVENTEENTH LOK SABHA)**

**(MINISTRY OF TRIBAL AFFAIRS)**

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

**NINTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**March, 2020/Phalguna, 1941 (Saka)**

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**Presented to Lok Sabha on 16.03.2020**

**Laid in Rajya Sabha on 16.03.2020**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**March, 2020/Phalguna, 1941 (Saka)**

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

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**Lok Sabha**

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

**Rajya Sabha**

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

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

## LOK SABHA SECRETARIAT

1. Smt. Anita B. Panda Joint Secretary
2. Shri Srinivasulu Gunda Director
3. Smt. P. Jyoti Deputy Secretary

## INTRODUCTION

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

2. The Committee considered the Demands for Grants (2020-21) of the Ministry of Tribal Affairs which were laid on the Table of the House on 10<sup>th</sup> February, 2020. After obtaining the Budget Documents, Explanatory Notes, etc., the Committee took evidence of the Ministry of Tribal Affairs on 19 February, 2020. The Committee considered and adopted the Report at the sitting held on 13 March, 2020.

3. The Committee wish to express their thanks to the Officers of the Ministry of Tribal Affairs for appearing before them and furnishing information in connection with the examination of the Demands for Grants (2020-21).

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

**NEW DELHI;**

**13 March, 2020**  
**23 Phalguna, 1941 (Saka)**

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

**REPORT**  
**CHAPTER I**  
**INTRODUCTORY**

The Ministry of Tribal Affairs (MoTA) is the nodal Ministry for overall policy, planning and coordination of programmes for development of 10.45 crore Scheduled Tribe (ST) population, as per 2011 census, which is 8.6% of the country's total population and 11.3% of the total rural population. The ST population includes 75 identified Particularly Vulnerable Tribal Groups (PVTGs) in 18 States/UTs. Around 75% ST population lives in Central India and 10% in North-Eastern India. Maximum STs live in Madhya Pradesh and Maharashtra. The subjects allocated to the Ministry *inter-alia* are as under:

- (i) Social security and social insurance with respect to the Scheduled Tribes.
- (ii) Tribal Welfare: Tribal welfare planning, project formulation, research, evaluation, statistics and training.
- (iii) Promotion and development of voluntary efforts on tribal welfare.
- (iv) Scheduled Tribes, including scholarship to students belonging to such tribes.
- (v) Development of Scheduled Tribes.
- (vi) All matters including legislation relating to the rights of forest dwelling Scheduled Tribes on forest lands.
  - (a) Scheduled Areas;
  - (b) Regulations framed by the Governors of States for Scheduled Areas.
- (vii) (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.
- (viii) The National Commission for Scheduled Tribes.
- (ix) 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.

1.2 The programmes and schemes of the Ministry are as under:

Two pronged strategy,

- (i) Direct Intervention
- (ii) Filling critical gaps, supplementing efforts of other Central Ministries, State Governments and Voluntary Organizations.

**\* Special Area Programmes**

- (i) Special Central Assistance to Tribal Sub-Scheme(SCA To TSS)
- (ii) Grants Under First Proviso to Article 275 (1) of the constitution.

**\* Central Sector Schemes (100% funding provided by MoTA)**

- A. National Fellowship and Scholarship for Higher Education of ST Students.
  - i. National Fellowship for ST Students
  - ii. Scholarship (Top Class Education) for Higher Education of ST Students.
- B. National Overseas Scholarship for higher studies abroad for Scheduled Tribe Candidates.
- C. Eklavya Model Residential Schools (EMRS)
- D. Institutional Support for Development and Marketing Of Tribal Products/Produce (TRIFED etc.)
- E. Support to Tribal Research Institutes (TRI)



- F. Scheme of Grant-In-Aid to Voluntary Organizations Working for the Welfare of Scheduled Tribes.
- G. Development of Particularly Vulnerable Tribal Groups (PVTGs).
- H. Support to National/State Scheduled Tribes Finance and Development Corporation.
- I. Tribal Festival, Research, Information and Mass Education
- J. Equity Support to National Scheduled Tribes Finance and Development Corporation (NSTFDC)/ State Scheduled Tribes Finance and Development Corporations (STFDCs)

**Centrally Sponsored Schemes**

- (i) Post Matric Scholarships To The Students Belonging To Scheduled Tribes For Studies In India. (Central assistance is 75:25 (90:10 for NER and Hilly States)
- (ii) Pre-Matric Scholarship for Needy Scheduled Tribe Students Studying In Classes IX&X. (Central assistance in the share of 75:25 (90:10 for NER and Hilly states)
- (iii) Mechanism for Marketing Of Minor Forest Produce (MFP) Through Minimum Support Price (MSP) And Development Of Value Chain For MFP.

## CHAPTER-II

### **BUDGETARY PROVISIONS AND UTILIZATION**

2.1 The Demands for Grants of the Ministry of Tribal Affairs for the year 2020-21 are given under Demand No. 99. The detailed Demands for Grants of the Ministry of Tribal Affairs were laid on the Table of Lok Sabha on 10 February, 2020.

2.2 In their first background note sent to the Committee on 10.01.2020, the Ministry of Tribal Affairs furnished the following statement showing the Budget Estimates (BE), Revised Estimates (RE) and Actual Expenditure (AE) since 2015-16 with the BE for 2020-21 under Scheme and Non-Scheme allocation:

(₹ in crore)

Year	BE	RE	AE	% of AE out or RE
2015-16	4819.21	4573.80	4495.18	98.28
2016-17	4826.50	4826.50	4816.65	99.79
2017-18	5329.32	5329.32	5317.78	99.78
2018-19	6000.00	6000.00	5994.58	99.90
2019-20	6894.96	7340.16	6396.44 (till 16.02.2020)	87.14
2020-21	7411.00			

2.3 In 2019-20, the Ministry of Tribal Affairs have utilized ₹ 6396.44 crore out of RE of ₹ 7340.16 crore as on 16.02.2020. When enquired about the reasons for less utilization of funds till 16.02.2020 for the financial year 2019-20 and the action plan of the Ministry for utilization of funds in the last two months of the financial year, the Ministry subsequently replied that:

“Out of ₹ 6894.96 crore of BE 2019-20, this Ministry have been able to spent an amount of ₹ 6396.44 crore till 16.02.2020 which is 92.77% of BE. Further, it may also be noted that an amount on ₹ 260.20 crore of additional supplementary (2nd Batch) provided in RE 2019-20 to the Ministry will only be available for expenditure during the March 2020.”

2.4 With regard to the reasons for the enhanced allocation of ₹ 7411 crore at BE stage for 2020-21 *vis-à-vis* BE for 2019-20, the Ministry stated as follows:-

“Ministry of Tribal Affairs has projected overall demand of ₹ 9406.03 crore for the financial year 2019-20 to the Ministry of Finance. However, an amount of ₹ 6894.96 crore was allocated which has been raised to ₹ 7340.16 crore at Revised Estimates (RE 2019-20) stage. There is an increase of 22.34 per cent in the RE 2019-20 over the last year’s RE.”

2.5 During oral evidence of representatives of the Ministry of Tribal Affairs held on 19.02.2020, the Ministry, in their PPT, have furnished the following table showing the BE, RE and Actual Expenditure in respect of various programmes and Schemes being implemented by them :-

## DEMAND FOR GRANTS 2020-2021

### Programmes and Schemes - Allocation and Expenditure

Sl. No.	Scheme	2019-20			
		BE	RE	Expenditure*	BE
1	Grants under Article 275 (1) of the Constitution	2662.55	2662.55	2178.64	1350.01
2	Eklavya Model Residential School (EMRS)	0.31	16.22	0.00	1313.23
3	Special Central Assistance to Tribal Sub-Scheme	1350.00	1350.00	1017.81	1350.00
4	Pre-Matric Scholarship	340.00	440.00	393.13**	400.00
5	Post-Matric Scholarship	1613.50	1826.39	1731.45**	1900.00
6	National Fellowship and Scholarship for Higher Education	100.00	100.00	96.01	100.00

7	Scholarship to the ST Students for Studies Abroad	2.00	2.00	1.78	2.00
8	Development of Particularly Vulnerable Tribal Groups	250.00	250.00	175.44	250.00
9	Grant in Aid to Voluntary Organisations	110.00	110.00	56.34	110.00
10	Minimum Support Price (MSP) for Minor Forest Produce (MFP)	130.00	190.00	105.22	152.51
11	Support to National Scheduled Tribes Finance Development Corporation	80.00	80.00	78.99	150.00
12	Institutional Support for Development and Marketing of Tribal Products/Produce	83.00	128.50	76.96	140.00
13	Tribal Festival, Research Information & Mass Education	24.00	24.00	19.21	24.00
14	Support to Tribal Research Institutes – Tribal Memorial	100.00	-	85.08	110.00
15	Monitoring and Evaluation	2.50	04.00	2.48	4.00
	Total	6847.89	7183.66	6018.54	7355.76

2.6 Responding to a query on the reasons for under utilization, the Ministry replied as under:-

“Consideration and release of grant-in-aid under the relevant schemes is a continuous and ongoing process subject to schematic guidelines including documentary requirements and GFR provisions. During the current financial year 2019-20, financial norms were under revision. The financial norms were finally enhanced and approval of competent authority was obtained during December, 2019. Subsequently, Ministry is considering the grants-in-aid as per the enhanced financial norms which are applicable from FY 2019-20 and onwards. Further, as projects under the scheme are considered based on the recommendations of State Level Committees and Inspection reports of District Authorities. Delay in submission of

mandatory recommendations by State Governments also caused expenditure being low. Consequently, the Ministry had to open to give multiple online windows to State Governments to forward the project proposals for FY 2019-20. However, as now norms have been enhanced and Ministry has received a number of recommendations for ongoing projects, the Ministry is considering the grants-in-aid on priority for meeting the annual expenditure. Sincere efforts are being made to streamline the plan of expenditure. The State Governments are repeatedly reminded of such matters from time to time in writing and on telephone. Regular meetings are also made with the State representatives.”

2.7 It came to the notice of the Committee that the Ministry of Road Transport and Highways have constituted a Parliamentary Constituency Monitoring Committee on Road Safety in each district of the country to promote awareness amongst road users under the chairmanship of Hon'ble Member of Parliament (Lok Sabha). While referring to this laudable initiative of Ministry of Road Transport & Highways during evidence held on 19.02.2020, members of the Committee were unanimous that formation of a Monitoring Committee on similar lines for the programmes/schemes of the Ministry of Tribal Affairs could be of immense help for the welfare of Schedule Tribes.

**2.8 The Committee appreciate that the Ministry of Tribal Affairs could spend more than 98% of the funds allocated for four years from 2015-16 to 2018-19. In the current financial year ( 2019-20) , the Committee note that though the overall expenditure incurred till 16.02.2020 stood at 87.14% of RE, substantial shortfalls (up to 16.02.2020) are witnessed in fund utilization in five out of fifteen schemes viz Special Central Assistance to Tribal Sub Scheme (SCA to TSS), Development of Particularly Vulnerable Tribal Groups (PVTGs), Aid to Voluntary Organizations, Minimum Support Price (MSP) for Minor Forest Produce(MFP) and Institutional Support for Development and Marketing of Tribal Produce / Products, under which under utilization of the funds stood at 25%, 30%, 49%, 45% and 40% of respective REs.**

**The Ministry attributed the lower spending due to upward revision of financial norms in December 2019 for grants in aid and their applicability in the current financial year itself requiring the Ministry to give multiple online windows to State Governments to forward project proposals for 2019-20. In the light of upward revision of financial norms, the Ministry informed that they have received a number of recommendations for the ongoing projects and are considering the Grants- In -Aid on priority for meeting annual expenditure. The Committee desire MoTA to furnish a detailed note on the revised financial norms and its impact on the current Financial Year performance at the action taken stage. Other factors which statedly contributed to lower spending are delay in receipt of inspection reports of District Authorities and mandatory recommendations of the State Governments. During the examination of Demands for Grants (2020-21) of the Ministry of Social Justice and Empowerment (D/o PwDs), the Committee learnt that to address the recurring delays in receiving mandatory State Government Recommendations (SGRs) for providing funds to implementing agencies/ NGOs, the Department of Empowerment of Persons with Disabilities (D/oPwDs), have relaxed mandatory requirement of SGRs in the sense that if the SGRs are not received within 60 days, it will be deemed to have been given, if all other criteria is met . The Committee suggest the Ministry to explore the possibility of applying similar relaxations in the schemes implemented by them to enable spending of funds allocated if all other criteria are met. With a**

view to expedite the furnishing of Inspection reports and also project proposals by the State Governments , the Committee recommend that the officers of the ministry may be delegated the responsibility of personally visiting the States which may require handholding to prepare the proposals . If need be, local public representatives may be roped in to pursue the issue with the State Governments.

As the Ministry has shown nearly 98-99% utilization from 2015-16 till 2018-19, the Committee, in view of the Ministry's excellent track record in utilizing the allocated resources , hope that the sincere effort made by them yield desired results and also expect that they would spend the remaining funds i.e. 13 % of RE in this financial year i.e. 2019-20 itself.

2.9 The Committee recall that few years back, Parliamentary Constituency Monitoring Committees on Road Safety were constituted at district level by the Ministry of Road, Transport and Highways for better road safety under the chairmanship of concerned MPs. As the local public representatives, MPs/MLAs, are well versed with the ground realities of their constituencies and their feedback could be of immense use in effective implementation of various welfare schemes for tribals, the Committee feel that the Ministry can also explore setting up of such District Parliamentary Constituency Monitoring Committees to put to use the experience of the public representatives in design, delivery, monitoring and implementation of welfare schemes for tribals. The Committee are also of the view that the experience of the local public representatives may come in handy in pursuing the issue of timely submission of UCs and proposals from State Governments, especially from North Eastern Region where this Ministry has not able to bring all governments on board for their schemes, despite prioritising it. Had the Ministry brought such issues to the notice of the local public representatives from NE States, such issues could have been resolved obviating the need for surrendering of the funds. The Committee, therefore, recommend, the Ministry to consider setting up such Parliamentary Constituency Level Monitoring Committee and also ensure the involvement of the MPs of that constituency for monitoring and effectively implementation of various programmes/schemes runs for the welfare of the tribals.

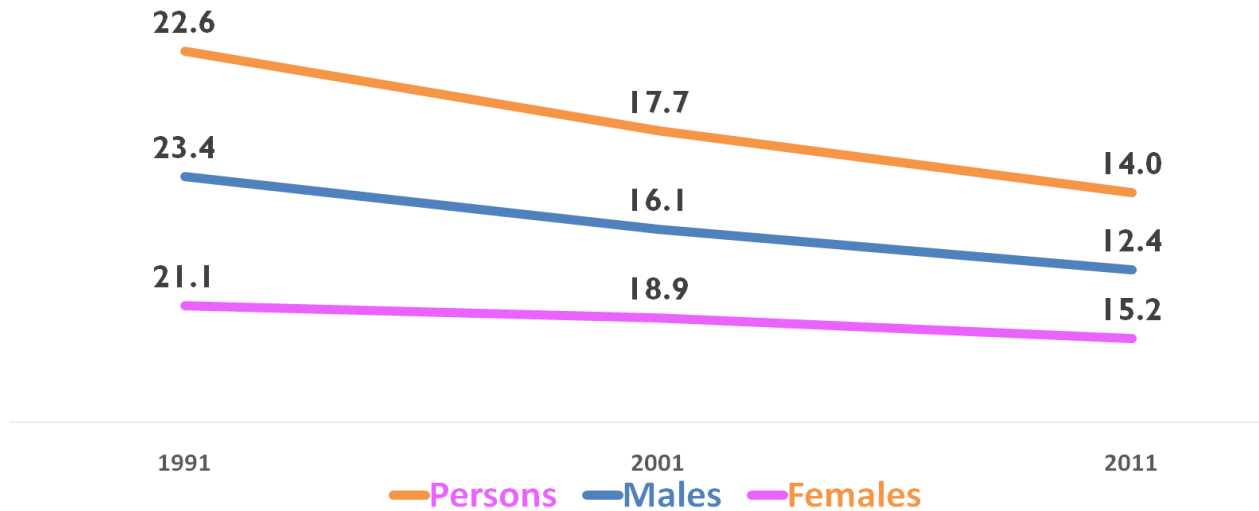
**CHAPTER – III**

**EDUCATION SECTOR**

**I. EKLAVYA MODEL RESIDENTIAL SCHOOLS (EMRS)**

3.1 The Ministry of Tribal Affairs has initiated various schemes and programmes for promotion of education among STs. During evidence, the following gap in literacy rates of total ST population was submitted by them:

• **Gap in Literacy Rates of Total and Scheduled Tribe Population**



Above data shows progressive decline in gap in Literacy Rates of STs and Total population during 1991 to 2011.

However as there is still a long way to go, the Ministry runs the following schemes & programmes on the education sector for STs.

3.2 The scheme of Eklavya Model Residential Schools (EMRSs) was introduced in the year 1997-98 to impart quality education exclusively to ST children with an objective to provide quality middle and high-level education to Scheduled Tribe (ST) students in remote areas to enable them to avail reservation in high and professional educational courses and get jobs in government and public and private sectors.



3.3 Emphasizing the importance of the EMRS, in the Union Budget of 2018-19, Government announced that "the Government is committed to provide the best quality education to the tribal children in their own environment. To realize this mission, it has been decided that by the year 2022, every block with more than 50% ST population and at least 20,000 tribal persons, will have an Eklavya Model Residential School. Eklavya schools will be on par with Navodaya Vidyalayas and will have special facilities for preserving local art and culture besides providing training in sports and skill development."

3.4 Salient Features of the Revamped Scheme are as follows:-

- \* A separate Scheme of EMRS created. (hitherto was funded under a Special Area Programme, 'Grants under Article 275(1) of the Constitution of India')
- \* Schools are set up with a capacity of 480 students each catering to students from Class VI to XII.
- \* Provision for setting up of Eklavya Model Day Boarding Schools (EMDBS) in sub-districts with 90% or more ST population and 20,000 or more tribal persons.
- \* Minimum land of 15 acres in case of EMRS and 5 acres in case of EMDBS in order to make available better infrastructure facilities catering to the need of academic education as well as extracurricular activities.
- \* Construction grant of ₹ 20.00 crore per school with an additional 20% for schools in North East, hilly areas, difficult areas and areas affected by Left Wing Extremism (LWE).
- \* Recurring grant of ₹1.09 lakhs per student per annum in case of EMRS and ₹ 0.85 lakhs in case of EMDBS.
- \* National Education Society for Tribal Students established as an autonomous Society under the Ministry of Tribal Affairs to establish,

endow, maintain, control and manage schools and to do all acts and things necessary for or conducive to the promotion of such schools.

- \* Setting up of Centre of Excellence for sports in tribal majority districts with all related infrastructure (buildings, equipment's etc.) including specialized state of the art facilities for two identified sports (including one group sport and one individual sport) which will be common for a State.
- \* Utilization of upto 10% seats by non-ST students. Priority shall be given to children of EMRSs staff, children who have lost their parents to Left wing extremism and insurgencies, children of widows, children of divyang parents etc.
- \* Reservation of 20% seats under sports quota for deserving ST students who have excelled in the field of sports.

3.5 State wise list of EMRS sanctioned by the Ministry as on 31.12.2019 and status of those of functional is given as below:

<b>Sr. No</b>	<b>Name of State / UT</b>	<b>Number of EMRS Sanctioned</b>	<b>EMRS Functional</b>
1	Andhra Pradesh	19	19
2	Arunachal Pradesh	8	2
3	Assam	5	0
4	Bihar	2	0
5	Chhattisgarh	42	42
6	Gujarat	34	34
7	Himachal Pradesh	4	4
8	Jammu & Kashmir	8	0
9	Jharkhand	46	13
10	Karnataka	12	10
11	Kerala	4	2
12	Madhya Pradesh	45	45
13	Maharashtra	24	24
14	Manipur	10	3

15	Meghalaya	15	0
16	Mizoram	11	2
17	Nagaland	12	3
18	Odisha	57	19
19	Rajasthan	21	17
20	Sikkim	4	4
21	Tamil Nadu	8	8
22	Telangana	16	16
23	Tripura	12	4
24	Uttar Pradesh	4	2
25	Uttarakhand	3	1
26	West Bengal	8	7
	<b>Grand Total</b>	<b>434</b>	<b>281</b>

3.6 Updating the information on EMRS, the Ministry has furnished the following information as on 13.02.2020:

- (i) EMRS functional 285
- (ii) Total Students 73391
- (iii) CBSE affiliated 144
- (iv) National Education Society for Tribal Students established as an autonomous Society
- (v) National Level EMRS Cultural Fest and National Level EMRS Sports Meet being organized as an annual event.
- (vi) Students from various EMRSs have brought several laurels in sports ranging from State Level to National and International Level events.

3.7 BE, RE and AE of the above mentioned scheme is as follows:

(In ₹ In crore)

<b>Financial Year</b>	<b>BE</b>	<b>RE</b>	<b>AE</b>
2019-20	0.31	16.22	-
2020-21	1313.23	-	-

3.8 In written reply to a query as to why not even a single rupee was spent despite increase in allocation to Rs. 16.22 crore at RE stage from Rs. 31 Lakh at BE stage for 2019-20 and also the reasons for huge increase in allocation for 2020-21, the Ministry in its written submitted informed as under:-

“All requirement of EMRS (recurring and non-recurring) expenditure is being met from the budget allocation of “Grants under Article 275 (1) of the constitution of India” since the token amount allocated for 2019-20 (BE) i.e. ₹ 31.00 lakh is not sufficient to meet the requirements. However, the expenditure for EMRS during current financial year i.e. 2019-2020 is ₹ 920.77 crores till date Further, for the RE 2019-20 an amount of ₹16.22 cr. has been projected and from next year i.e. 2020-21 onwards all requirements of EMRS (recurring and non-recurring) including requirements for NESTS shall be met under EMRS scheme for which an amount of ₹ 1313.23 cr. has been projected.”

3.9 On the same issue, the representative of the Ministry during the course of the evidence deposed before the Committee as under:-

“As per the new scheme it is decided to open 462 EMRs upto year 2022. Already 150 schools have been sanctioned. In the year 2020-21 we will sanction another 100 EMRS, then we will start the work of construction of 250 schools...”

3.10 When the Committee desired to know to whether any EMRS are defunct or non-functional, the Secretary of the Ministry deposed before the Committee as under:-

“Till date no school is defunct. As soon as the construction work is completed, State Governments are advised to start the classes in school. He further added that when construction work is going on, the States are advised to run classes for sixth standard in rented building so that there is no gap in the children’s education and also to prepare the batches for the next year in school...”

3.11 He further stated that due to construction work, EMRS in West Champaran and Jamui are non functional.

3.12 The Committee were informed that National Education Society for Tribal Students (NESTS), an autonomous Society set up under the Ministry of Tribal Affairs to establish, endow, maintain, control and manage schools (EMRS, EMDBS, Centre of Excellence for Sports) and to do all acts and things necessary for or conducive to the promotion of such schools. On being enquired about the latest status in this regard, the Ministry submitted as under:-

“10 Central Agencies have been shortlisted for construction of Schools. Apart from this, construction of 44 schools has been assigned to CPWD and 18 schools have been assigned to the State Government for construction. Appropriate action such as finalization of layout, design and area of various buildings (school, dining & hostels) has been undertaken to assign the construction of remaining schools to the Central/State agencies shortlisted for the purpose as per prescribed procedure.”

**3.13 The objective of Eklavya Model Residential School (EMRS) is to provide quality middle and high level education to ST students in remote areas, not only to enable them to avail of reservation in professional educational courses and get jobs in government and public/private sectors, but also to have access to the best opportunities in education at par with the non-ST population.**

**The analysis of the State wise data as shown in the latest Annual Report of the Ministry reveals that despite sanctioning of 46 EMRS in Jharkhand, 10 EMRS in Manipur, 15 EMRS in Meghalaya, 11 EMRS in Mizoram and 12 EMRS in Tripura, the number of EMRS functional in these States stood at 13 at Jharkhand, 3 at Manipur, 0 at Meghalaya, 2 at Mizoram and 4 at Tripura respectively. The Committee are surprised to find that despite sanctioning of 15 EMRS in Meghalaya, a Scheduled Tribes concentrated State, not even one school was set-up/ made functional so far. The progress in non-Schedule Tribes concentrated areas also appear to be no way different. For instance, EMRS sanctioned in Bihar (West Champaran & Jamui), Karnataka (Bellary), U.P. (Bahraich, Sonbhadra, Lalitpur, Lakhimpuri Kheri) have not been made functional/fully functional so far.**

**The Ministry furnished the reasons for non functioning of many EMRS despite sanctioning of the same as delay in making available the required land, construction of school building and non-receipt of proper proposals by the State Government in time as well as other procedural formalities. As regards North-East, the Committee take a serious note of the fact that despite the existence of the scheme for the last 22 years, not even a single school was set-up in Meghalaya, only three were set-up out of 10 EMRS sanctioned for Manipur and in Mizoram, out of 11 EMRS sanctioned, only two were set-up.**

**The Committee note that EMRS have now been carved out as a scheme separate from the Grants under Article 275(1) of the Constitution of India from 2019-20 onwards. A representative of the Ministry appearing the Committee on 19.02.2020 submitted that under the new Scheme, Ministry is ready to open 462 EMRS out of which 150 EMRS have already been sanctioned. The representative**

further informed that in the year 2020-21, another 100 schools will be sanctioned and the construction work for 250 schools will start. Nonetheless, in the light of poor track record of the Ministry in setting up of already sanctioned EMRS, the Committee are skeptical of the Ministry's ability in achieving the set targets under the new scheme. They, therefore, urge the Ministry to be innovative in tackling procedural issues such as acquiring land, obtaining approvals ,etc which hinder the achievement of the targets in this regard.

The Committee observe that as same old reasons were attributed by MoTA for delay in setting up of already sanctioned EMRS, it shows apathy on the part of the Ministry. Had the Ministry taken realistic measures, apart from sending regular communications to expedite the required approvals from State Governments, the progress in this regard would have been far better. As recommended elsewhere in the report, the Committee recommend that the officers may be delegated the responsibility of personally visiting the States, which require handholding to prepare proper proposals. If need be, the help of local public representatives can also be sought to pursue the issue with State authorities concerned.

The Committee note that the Government has Committed to the Committee to establish one EMRS in every block with more than 50% ST population and at least 20,000 tribal persons by the year 2022. The Committee believe that the criteria may be changed to 50% ST population or at least 20,000 tribal persons, whichever is lesser. They would like to be apprised of the decision taken in the matter after due consideration.

## **II. PRE-MATRIC SCHOLARSHIP FOR NEEDY SCHEDULED TRIBE STUDENTS STUDYING IN CLASSES IX & X**

3.14 The aim of the Scheme is to motivate children of Schedule Tribes studying at Pre-Matric stage. This Scheme, effective from 1.7.2012 is intended to support education of children studying in classes IX and X so that the incidence of drop-out, especially in the transition from the elementary to the secondary stage is minimized.

3.15 Salient features of the Scheme are as under:

- i. A Centrally Sponsored Scheme implemented through the State Governments and Union Territory Administrations.
- ii. Central assistance is as per the sharing pattern of 75:25 (90:10 for NER and Hilly States) to all States Governments/UTs Administration and for UT without legislature 100% Share is released by Centre.
- iii. Scholarships are available for studies in India only.
- iv. The State Government/UT Administration to which the applicant actually belongs awards the scholarship.
- v. The Scheme aims at improving participation of ST children in classes IX and X of the Pre Matric stage, so that they perform better and have a better chance of progressing to the Post Matric stage of education.

3.16 The Ministry further informed as under:

- i. Scholarships are paid ₹ 225/- per month for day scholars and ₹ 525/- per month for hostellers, for a period of 10 months in a year.
- ii. Books and ad-hoc grant are paid ₹ 750/- per year for day scholars and ₹ 1000/- per year for hostellers.
- iii. ST students with disabilities who are studying in private unaided recognized schools are eligible for monthly allowances between ₹ 160/- to ₹ 240/- per month depending upon their degrees of disability.
- iv. The scholarships are paid for 10 months in an academic year.



- v. The award once made will continue subject to good conduct and regularity in attendance. It will be renewed for Class X after the student passes Class IX.

3.17 Details of Fund Released to State Governments/UTs Administrations and Beneficiaries under the Scheme of Pre-Matric Scholarship for ST students are as below:

Sl. No.	Name of the State/UT	2017-18		2018-19		2019-20 (as on 31.12.20 19)
		Fund Released	Beneficiaries (Provisional)	Fund Released	Beneficiaries	Fund Released
1	Andaman & Nicobar	0.00	353	5.00	222	5.62
2	Andhra Pradesh	5282.94	34529	1210.81	0	736.32
3	Arunachal Pradesh	0.00	3794	0	0	
4	Assam	0.00	2740	0		
5	Bihar	0.00	0	0	67115	7131.47
6	Chhattisgarh	1805.30	191864	4755.63	194413	3806.96
7	Dadar & Nagar Haveli	0.00	5226	20.00	4399	
8	Daman & Diu	8.04	468	0	332	5.89
9	Goa	3.75	3640	80.83	0	
10	Gujarat	3650.84	151113	4482.31	0	5248.34
11	Himachal Pradesh	0.00	1705	38.91	0	83.92
12	Jammu & Kashmir	0.00	4979	0	25920	
13	Jharkhand	1704.53	104942	2345.92	119877	
14	Karnataka	1364.59	59448	1256.31	0	
15	Kerala	0.00	14265	308.73	12121	287.31
16	Madhya Pradesh	5539.17	362120	5884.33	359092	6401.84
17	Maharashtra	0.00	0	0		
18	Manipur	619.09	9189	773	21006	443.33
19	Meghalaya	156.69	966	0		
20	Mizoram	132.25	9783	319.79	14880	481.18
21	Nagaland	0.00	10715	0		
22	Odisha	5134.98	211425	6665.88	204916	3588.67
23	Rajasthan	3284.79	101696	1716.12	136915	4499.81
24	Sikkim	25.72	212	7.97	247	3.57
25	Tamil Nadu	0.00	19651	0		
26	Telangana	358.02	6196	693.84	354	
27	Tripura	232.89	11662	0	12353.00	100.43
28	Uttar Pradesh	0.00	0	0		
29	Uttarakhand	104.44	6256	2572.00		
30	West Bengal	0.00	79030	584.62	33448	
	<b>Total</b>	<b>29408.03</b>	<b>1407967</b>	<b>31150.00</b>	<b>1210182</b>	<b>32824.66</b>

3.18 BE, RE and AE of the above mentioned scheme is as follows:-

(₹ in crore)

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>
2017-18	265	318	294.08
2018-19	350	310	311.50
2019-20	340	440	393.13
2020-21	400	-	-

3.19 In written reply to a query as to whether there is any proposal to increase the books and ad-hoc grant which is ₹ 750 per year for day scholars and ₹ 1000 per year for hostelers, the Ministry replied as under:

“There is no such proposal as on date.”

3.20 Referring to a query relating to non-receipt of scholarship amount by students in Manipur, the Secretary of the Ministry deposing before the Committee on 19.02.2020, stated as follows:-

“three years ago, we used to pay money to State Governments, and State Governments used to pay money to the districts and districts used to distribute it to the children. Now, with the National Scholarship Portal, and DBT introduced in this, in a majority of the States, we are in a position to pay in the current year itself. In 2019-20, we have paid a sizeable amount of pre-matric and post-matric scholarships to the children for the academic year, 2019. But in the case of Manipur, I agree with you that there is a problem still going on and we are trying to resolve it.”

**3.21 The Committee note that the primary objective of Pre-Matric Scholarship Scheme for Scheduled Tribe Students is to motivate children of tribal population studying at pre matric stage. Scholarships are awarded to students belonging to STs whose parents/guardian's income from all sources does not exceed ₹ 2.50 lakh per annum.**

**The Committee are glad to note that the Ministry could utilize 92.4% during 2017-18 and more than 100% of the resources as actuals at ₹ 311.50 crore exceeded RE allocation of ₹ 310 crore in 2018-19 for the purpose. They, however, note that actuals stood at 89.3% of RE during current financial year (upto 16 February, 2020). The Ministry have attributed the under utilization of funds during 2019-20 to issues such as non furnishing of complete proposals and UCs of funds which is a mandatory provision for further release of funds to any State/UT Implementing Agency. As suggested elsewhere in the report, that the officers of the Ministry may be delegated the responsibility of personally visiting the State which require hand-holding to prepare proposals. In case, Utilization Certificates and Progress Reports are not received within the time, the Department must immediately start vigorously pursuing the issue with State Governments/Union Territory's Administration.**

**The analysis of the data on fund release to various State Governments/UTs shows that in 2017-18 and 2018-19 no funds were released to 10 States /Union Territories (Andaman & Nicobar Island, Arunachal Pradesh, Assam, Bihar, Dadar & Nagar Haveli, Himachal Pradesh, Jammu and Kashmir, Kerala, Maharashtra and Nagaland) in 2017-18 and 7 States/UTs (Arunachal Pradesh, Assam, Bihar, Daman & Diu, Maharashtra, Meghalaya, and Nagaland) in 2018-19 under the Scheme. Similarly no beneficiaries were there in two States (Bihar and Maharashtra) in 2017-18 and in six States (Andhra Pradesh, Arunachal Pradesh, Goa, Gujarat, Himachal Pradesh and Karnataka) in the year 2018-19 respectively. The Committee would like to be apprised them of the specific reasons for zero beneficiaries and also the zero disbursement to some States under the scheme.**

**The Committee also want the Ministry to focus on the non-receipt of scholarships by the students of Manipur expeditiously as many students have not been paid for quite some time.**

### III. POST MATRIC SCHOLARSHIPS SCHEME

3.22 The objective of the scheme is to provide financial assistance to the Scheduled Tribe students studying Post matriculation or Post-secondary levels to enable them to complete their education. The scheme has been revised *w.e.f.* 01.07.2010 with some modifications. The scheme is open to all ST students whose parents' annual income is ₹ 2.50 lakh or less, *w.e.f.* 01.4.2013 and the scholarships are awarded through the Government of the State/Union Territory where he/she is domiciled.

3.23 The salient features of the Scheme are as under:

- A Centrally Sponsored Scheme implemented by the State Governments and Union Territory Administrations.
- Central assistance is as per the sharing pattern of 75:25 (90:10 for NER and Hilly States) to all States Governments/UTs Administration and for UT without legislature 100% Share is released by Centre.
- The Scheme provides financial assistance to the Scheduled Tribe students studying at post matriculation or post-secondary stage.
- Scholarships are available for studies in India only.
- The State Government and UT to which the applicant actually belongs awards the scholarship.

3.24 Benefits available to ST students are as follows:-

- Scholars are paid fees for enrolment/registration, tuition, games, Union, Library, Magazine, Medical Examination and such other fees compulsorily payable by the scholar to the Institution or University/Board.
- Study tours charges upto a maximum of ₹ 1600/- per annum.
- Thesis typing and printing charges upto a maximum of ₹ 1600/- for the research scholars.
- Additional allowances to the ST students with disabilities at the prescribed rates for different degree of disability.

- Annual allowance of ₹ 1200/- for essential/prescribed books, besides reimbursement of course fees to correspondence course students.

3.25 The maintenance amount given to ST students is as mentioned below:-

Groups		Rate of maintenance (in Rupees per month)
Group	Courses	Hostellers
<b>Group-I</b>	(i) Degree and Post Graduate level courses including M.Phil., Ph.D. and Post Doctoral research in Medicine (Allopathic, Indian and other recognized systems of medicines), Engineering, Technology, Planning, Architecture, Design, Fashion Technology, Agriculture, Veterinary & Allied Sciences, Management, Business Finance/ Administration, Computer Science/Applications. (ii) Commercial Pilot License (including helicopter pilot and multiengine rating) course. (iii) Post Graduate Diploma courses in various branches of management & medicine. (iv) C.A./I.C.W.A./C.S./I.C.F.A. etc. (v) M.Phil., Ph.D. and Post Doctoral Programmes (D. Litt., D.Sc. etc.) – a) In existing Group II courses b) In existing Group III courses (vi) L.L.M.	<b>1200</b>
<b>Group - II</b>	(i) Graduate/ Post Graduate courses leading to Degree, Diploma, Certificate in areas like Pharmacy (B Pharma), Nursing (B Nursing), LLB, BFS, other para-medical branches like rehabilitation, diagnostics etc., Mass Communication, Hotel Management & Catering, Travel/Tourism/Hospitality Management, Interior Decoration, Nutrition & Dietetics, Commercial Art, Financial Services (e.g. Banking, Insurance, Taxation etc.) for which entrance qualification is minimum Sr. Secondary (10+2). (ii) Post Graduate courses not covered under Group-I e.g. M.A./M.Sc./M.Com./M.Ed./M.Pharma etc.	<b>820</b>
<b>Group - III</b>	All other courses leading to a graduate degree not covered under Group I & II e.g. BA/B Sc/B Com etc.	<b>570</b>
<b>Group - IV</b>	All post-matriculation level non-degree courses for which entrance qualification is High School (Class X), e.g. senior secondary certificate (class XI and XII); both general and vocational stream, ITI courses, 3 year diploma courses in Polytechnics, etc.	<b>380</b>

- Central assistance to States/UTs for setting up of Book Banks is given prescribed rates. For the degree courses maximum limit is ₹ 7500/- for a set of books for two students and for Post-Graduate course ₹ 5000/- per student.

BE, RE and AE of the above mentioned Scheme is as follows

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Funds released (₹ in crores)</b>
2017-18	1347.07	1436.00	1463.91
2018-19	1586.00	1643.03	1647.56
2019-20	1613.50	1826.39	1731.42

3.26 Referring to shortfall in achievement of physical targets- against a target of 18.50 lakh students; 16.52 lakh only were provided the scholarship, the Ministry replied as under:-

“The Post-Matric Scholarship Scheme is a demand driven Centrally Sponsored Scheme. The physical target is based on the estimated beneficiary data submitted by the state governments with the proposal for grant-in-aid.”

The State Governments/ UT Administrations have been requested to submit their requirement well in time. State Govt./UT Admn. have also been made aware of the National Scholarship Portal and advised to encourage the students to utilize the portal or the State Government’s own portal to avoid any likely problems.

3.27 Responding to a query on the reasons for under utilization, the Ministry replied as under:-

“Consideration and release of grant-in-aid under the relevant schemes is a continuous and ongoing process subject to schematic guidelines including documentary requirements and GFR provisions. During the current financial year 2019-20, financial norms were under revision. The financial norms were finally enhanced and approval of competent authority was obtained during December, 2019. Subsequently, Ministry is considering the grants-in-aid as per the enhanced financial norms which are applicable from FY 2019-20 and onwards. Further, as projects under the scheme are considered based on the recommendations of State Level Committees and Inspection reports of District Authorities. Delay in submission of mandatory recommendations by State Governments also caused expenditure being low. Consequently, the Ministry had to open to give multiple online windows to State Governments to

forward the project proposals for FY 2019-20. However, as new norms have been enhanced and Ministry has received a number of recommendations for ongoing projects, the Ministry is considering the grants-in-aid on priority for meeting the annual expenditure. Sincere efforts are being made to streamline the plan of expenditure. The State Governments are repeatedly reminded of such matters from time to time in writing and on telephone. Regular meetings are also made with the State representatives.”

3.28 In Meghalaya even after receipt of funds of ₹ 2457.52 lakh from the Ministry during the year 2018-19, number of beneficiaries in the Scheme are zero. The Committee further found that in the year 2019-20, no funds are released to Meghalaya.

3.29 Referring to the non-availability of beneficiaries data for the last two years, the Ministry were requested to provide the reason for the same. The Ministry replied that until the full disbursement of funds is completed, the beneficiary list cannot be uploaded.

3.30 The Ministry informed that it has developed DBT-Portal which is Management Information System (MIS) for collecting and collating beneficiary data for Pre and Post-Matric Scholarship granted by States/UTs. It has 3 main modules namely Data Module, Communication and Monitoring Module. In “Data Module” States have been given facility to share beneficiary data online through Web services, Excel/CSV file or through manual entry of data depending on IT capability of State. As the Portal was rolled out in June 2019, data of about 45 lakh beneficiaries has been uploaded by States for the FYs 2017-18 and 2018-19. “State Wise Data Analysis reports” are shared with States online and regular meetings are held with States through regular VCs, State visits by MoTA Officers and vice versa. The e-Initiatives have resulted in paradigm shift from manual UC Based mode to Data Based online mode. It has improved communication with States and expedited budget release process.

**3.31 Post Matric Scholarship is a Centrally Sponsored Scheme implemented by the State Governments and Union Territory Administrations. The scheme is open to all ST students whose parents' annual income is ₹ 2.50 lakh or less, w.e.f. 01.4.2013 and the scholarships are awarded through the Government of the State/Union Territory where he/she is domiciled. The Committee note that for the last two years, beneficiary data for post matric scholarship has not been uploaded by few States. The Ministry informed that date of beneficiaries are uploaded after all the funds are disbursed by the States. The Committee desire that the Ministry take suitable steps to ensure updation of beneficiaries' data by States in time.**

**The Committee take a serious note of the fact that in the case of Meghalaya, though funds for post matric scholarship scheme were released by the Ministry for the year 2018-19, yet the number of beneficiaries shown is zero. The Committee would like the Ministry to clarify as to why despite disbursement of the amounts to the State, beneficiaries are shown as Zero.**

**The Committee take note of the DBT portal set up by the Ministry for collection and collating beneficiary data for pre and post matric scholarship granted by States/UTs. The Ministry have informed that problems which hindered the scheme in the past are now being tackled with speedy correspondence and a dedicated team for analyzing data. The Committee hope that issues such as delay in getting Scholarship, errors in uploading, pending UCs etc. will now be dealt with in a more coordinated way. Also, in order to give incentive to girl students, the Committee desire that instead of surrendering of funds, scholarships can be disbursed to girl students by relaxing marks percentage norms, if any, for the girl students, by the State Governments/UT Administrations. The Committee desire that the Ministry may advise them suitably since girl students suffer the most if their parents are not in a position to pay their fee.**

**The endeavor of the Ministry to reduce time gap between data of admission and release of scholarship through DBT is noted by the Committee. As regards the North-East, the Ministry have acknowledged that the population density of Tribals in the North Eastern States is significant hence the Committee desire that the Ministry should pay special attention to North Eastern States so that the benefits of scholarships can be availed by all eligible tribal students.**



#### **IV. SCHEMES BEING IMPLEMENTED FOR STUDENTS WITH DISABILITIES**

3.32 The Ministry of Tribal Affairs in its 'Programmes for disabled persons' is providing special provisions for ST students under scheme of pre and post matric scholarships. The additional provisions are as under:-

- Reader Allowance for Blind Scholars,
  - Provision of transport allowance for disabled students who do not reside in the hostel, which is within the premises of educational institution,
  - Escort Allowance for severely handicapped day scholar students with low extremity disability,
- Special Pay to any employee of the hostel willing to extend help to a severely orthopedically handicapped student residing in hostel of an educational institution,
- Allowance towards extra coaching to mentally retarded and mentally ill students.

However, in the Hindi version of the annual report 2019-20 the word 'Viklang' was used instead of the official term 'Digyangjan'.

**3.33 The Committee take serious note of the fact that the Ministry in their Annual Report (Hindi version) for the year 2019-20 have used the term 'Viklang' instead of officially recognized term 'Divyangjan'. The Committee wonder as to why the Ministry is unaware that since 2015 the term 'People with Disabilities(PwDs) in Hindi has been changed from 'Viklang' to Divyangjan'. The Committee accordingly desire them to take note of this change now and take corrective action in this regard for their next Annual Report in Hindi.**

## **CHAPTER IV**

### **SCHEME FOR THE DEVELOPMENT OF PVTGs**

4.1 Due to extreme backwardness and vulnerability, priority is required to be accorded for the protection and development of Particularly Vulnerable Tribal Groups (PVTGs) and checking the declining trend of their population. It therefore, becomes necessary to allocate adequate funds from Central Sector/Centrally Sponsored and State Plan schemes for the socioeconomic development of PVTGs. In 1998-99, a separate 100% Central Sector Scheme for exclusive development of PVTGs was started. Based on the knowledge and experiences gathered in implementation of the scheme, it has been revised with effect from 17.09.2019 to make it more effective. The scheme is very flexible and it enables every State to focus on a wide range of developmental activities for PVTGs, viz., housing, land distribution, land development, agricultural growth, cattle development, connectivity, installation of non-conventional sources of energy for lighting purpose, social security or any other innovative activity meant for the comprehensive socioeconomic development of PVTGs.

#### **Implementation of the Scheme**

4.2 The Conservation-Cum-Development (CCD) Plans are to be prepared by the State Governments and Union Territory of Andaman & Nicobar Islands for five years by adopting habitat development approach on the basis of data obtained from baseline or other surveys conducted by them, and are approved by the Project Appraisal Committee of the Ministry. The State Governments / UT Administration are to ensure proportionate flow of financial resources for all PVTGs in their State. A Project Appraisal Committee (PAC) of the Ministry, headed by Secretary, Tribal Affairs examines the CCD / Annual Plan proposals of the State Government/UT Administration and approves funding for relevant activities.

4.3 BE, RE and AE of the above mentioned scheme is as follows:-

(₹ in crore)

Year	BE	RE	AE
2015-16	217.35	217.35	213.54
2016-17	200.00	340.00	340.00
2017-18	270.00	240.00	239.49
2018-19	260.00	250.00	250.00
2019-20	250.00	250.00	175.44
2020-21	250.00	-	-

During the year 2019-20, the BE/RE of the Scheme was ₹ 250 crore whereas Actual Expenditure was ₹ 175.44 crore upto 13.02.2020 which is 70 per cent of the total grant.

4.4 Following data was furnished on the amount released to NGOs under PVTGs Scheme during the year 2017-18, 2018-19 and 2019-20.

(₹ in Lakh)

Sl. No	State/UT	2017-18	2018-19	2019-20 upto 31.12.2019
1.	Andaman & Nicobar Island	200.00	0.00	0.00
2.	Bihar	295.91	0.00	0.00
3.	Kerala	62.00	0.00	0.00
4.	Manipur	195.00	1157.55	0.00
5.	Odisha	1297.00	3626.00	0.00
6.	Uttar Pradesh	17.96	0.00	0.00

4.5 In regard to the reasons for not releasing funds to these States/UTs, during the evidence, a representative of the Ministry deposed before the Committee as under:-

“Due to non-receipt of complete documents from the State Governments/UTs, the funds could not be released under the PVTGs during the year 2019-20.... as soon as the UCs and Physical Progress reports are received, the funds would be released to the States swiftly.”

4.6 Andaman & Nicobar has 5 out of 75 communities which have been granted PVTGs status. On being enquired by the Committee the steps taken by the Ministry for the development of two specific tribes there viz. Jarawas and Santenelese, the Secretary, deposed during the evidence as under:

“For the Tribes of Santenelese no funds have been released yet because no one can go there.”

**4.7 The Committee note that the purpose of the scheme is the Social Economic Development of Particularly Vulnerable Tribal Groups (PVTGs). The Committee are glad to note that under the Scheme, the Ministry could spend 100 % of the allocated resources from 2015-16 to 2018-19. They, however, could observe that in 2019-20 (till 13 February, 2020), only 70% of RE was incurred.**

**Analysis of data on amount of fund released to NGOs under the Scheme shows that in 2018-19 no amount was released to Andaman & Nicobar Islands, Bihar, Kerala and Uttar Pradesh. Similarly in 2019-2020 (upto 31.12.2020) no amount was disbursed to NGOs under the scheme. The Ministry have attributed non releasing of the funds to NGOs due to non-receipt of the complete documents, Utilization Certificates (UC) and Physical Progress Reports (PPR).**

**The Committee note that the reasons for non-disbursement of the funds are also responsible for non-utilization of the allocated funds under many the schemes of the Ministry as mentioned elsewhere in the report. The Committee as suggested in respect of other Schemes having under utilization of funds due to the above mentioned reasons , suggest that the officers of the Ministry may be delegated the responsibility of personally visiting the State which require hand-holding to prepare proposals. If need be the help of Local/Representatives can also be sought to pursue the issue with the concerned State Authority. In case, Utilization Certificates and Progress Report are not received within the time, the Department must immediately start vigourously pursuing the issue with State /Union Territory's Government. A model draft template clearly specifying as to the style and content of UCs/progress reports can be made and shared with those State/UT Governments who need handholding on the matter, so as to speed up the process.**

## **CHAPTER V**

### **SCHEME OF GRANT-IN-AID TO VOLUNTARY ORGANIZATIONS WORKING FOR THE WELFARE OF SCHEDULED TRIBES**

5.1 The prime objective of the scheme is to enhance the reach of welfare schemes of Government and fill the gaps in service deficient tribal areas, in the sectors such as education, health etc. through the efforts of voluntary organizations, and to provide 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. The scheme is a Central Sector Scheme. The grants are provided to the non-governmental organizations on application, in a prescribed format, 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.

5.2 The grants are normally released every year subject to the satisfactory performance of the NGO based on annual inspection conducted by the District Collector or authorized officers, and the recommendations of the State Committee. The inspection report should be submitted annually in prescribed format and should be duly countersigned by District Collector with date.

5.3 Monitoring of the activities of the NGOs is carried out as per provisions of the financial rules, besides inspection by officials of the Ministry or State Governments/UTs.

5.4 BE, RE and AE of the above mentioned scheme is as follows:-

(₹ in crore)

Financial Year	BE	RE	AE
2015-16	77.00	75.65	75.05
2016-17	120.00	120.00	120.00
2017-18	120.00	120.00	119.94
2018-19	130.00	120.00	114.00
2019-20	110.00	110.00	56.34 (upto 13.02.2020)
2020-21	110.00	-	-

During the year 2019-20, the BE/RE of the Scheme was ₹110 crore where as Actual Expenditure was ₹ 56.34 crore upto 13.02.2020 which is 51% of the allocation.

5.5 Replying to a subsequent query as to whether the Ministry would be able to spend the remaining 49 per cent in the last two months of the financial year, they replied as under:-

“Target of expenditure under the scheme could not be achieved as the financial norms of the scheme were under revision during the current financial year and numerous extensions of timelines for receiving recommendations from State Governments. The Ministry is making efforts to meet the annual financial target subsequent to enhancement of financial norms under the scheme and receipt of recommendations from State Governments. It may be mentioned that the amount concurred till date is ₹ 75.17 crore and about 40 proposals are pending with IFD.”

The Ministry further informed that they have sought approval of Ministry of Finance for expenditure incurring beyond prescribed ceiling during the last quarter of the financial year 2019-20.



5.6 Furnishing the reasons for not achieving the financial target, the Ministry replied as under:-

“.....Due to requirement of integration of NGOs with Expenditure, Advance & Transfer (EAT) module of PFMS, the amount could not be released to NGO despite concurred by Integrated Finance Division (IFD).”

5.7 The Ministry further informed that short fall in the Scheme occurred due to lack of complete proposals which was due to the inefficiency of the State Government of providing complete proposals.

The major issues faced by the Ministry in relation to project proposals from the State Governments as enumerated by them are as follows :

- i) Delay in inspections at District levels
- ii) Improper filing of inspections report at District levels
- iii) Repeated request from States to open the portal as State were not able to forward the applications in time due to elections in various States.
- iv) Contradictory facts in inspection reports and recommendations of State Governments
- v) Non-uploading the signed/stamped recommendations of District Collectors
- vi) Delay in forwarding the proposals by State level committee.
- vii) Requirement of compulsory integration of NGO with EAT module of PFMS
- viii) Requirement of verification by Home Ministry for NGOS based in Manipur.

5.8 With regard to the steps taken by the Ministry for ensuring receipt of proposals complete in all respects, the Ministry replied as under:-

“Few specific steps taken by the Ministry for reducing the delay in receiving the project proposals are enumerated below:

- i) Online inspection form was simplified from the year 2019-20
- ii) Facility has been given to District Officers to upload complete physical inspection reports whenever there is some error in filing the electronic IRs so as to allow prompt action on the project applications.
- iii) Workshop of NGOs on EAT module at National and regional level
- iv) Online Grievance module in the portal for speedy redressal of grievances
- v) On line Communication module for communicating with NGO, State, district and MoTA.
- vi) Online facility to upload deficient documents
- vii) Online processing and release of funds through portal.

5.9 In terms of the guidelines issued by erstwhile Planning Commission (Niti Aayog), all Central Ministries/Departments are required to earmark at least 10 per cent of their budget allocation for specific programmes for the development of the North Eastern Region and Sikkim. Following these guidelines, the Ministry has been allocating funds for development of the North Eastern States including Sikkim. Funds provided are usually in excess of 10 per cent of the total budget allocation.

5.10 The State wise amount released to North Eastern States is as below .

(₹ in crore)

<b>Sl No.</b>	<b>States</b>	<b>Amount Released</b>
1.	Arunachal Pradesh	0.62
2.	Assam	0.32
3.	Manipur	1.60
5.	Mehgalaya	10.56
6.	Mizoram	0.22
7.	Nagaland	0.00
8.	Sikkim	0.11
9.	Tripura	0.10
<b>Total</b>		<b>13.53</b>

5.11 During the course of the evidence held on 19.02.2020, the Secretary of the Ministry submitted that the process of release of funds is based on enquiries at State and District level. Elaborating further, the Secretary submitted as under:-

“As long as we don’t receive the recommendation from the States or District level we will not release the funds to Voluntary Organizations. We only recommend States to encourage voluntary Organizations.”

**5.12 The prime objective of Grants-in-Aid to Non-Government Organisations (NGOs), the Committee note, is to stimulate growth of service-deficient tribal areas in sectors like education, health, sanitation, etc. The Committee appreciate that the utilization of allocated resources from 2015-16 to 2018-19 exceeded more than 95% of the allocated amounts. The Committee, however, note that during 2019-20 out of ₹ 110 crore allocated at RE stage, ₹ 47.93 crore only could be spent up to 31.01.2020 reportedly due to the revision of the scheme, numerous extension of timelines for receiving recommendations from the State Governments and also due to the problems faced by the organizations concerned for integrating with Expenditure Advances & Transfers (EAT) Module of Public Finance Management System (PFMS). The Committee also further note that till date the amount incurred stood at ₹ 75.17 crore with 40 proposals pending with Integrated Finance Division. The Committee were also informed that Ministry have taken approval from Department of Expenditure for incurring expenditure in excess of ceiling prescribed in the last quarter of the financial year 2019-20. The Committee may be apprised of final amount of funds spent for the purpose during 2019-20 and make efforts to familiarise with/develop expertise in State/UT Governments with the EAT module of PFMS by assigning the task to the officials in the Ministry's Finance Unit so that the state's VOs/NGOs can utilise the module efficiently. The Committee also note that the funds released to Assam, Manipur, Arunchal Pradesh, Nagaland, Sikkim, Tripura and Mizoram are too insignificant as the recommendations from their respective State Governments have not come. The Committee recommend that the Tribal Research Institutes, which are mandated to undertake capacity building of institutions working in the area of Tribal development and are present in all these States, may be directed to identify capable VOs/NGOs there.**

## CHAPTER-VI

### Detailed Analysis of select Budget Heads

**Major Head - 2251**  
**Minor Head - 00.090**  
**Detailed Head – 16.01.16**

#### I. Ministry of Tribal Affairs – Secretariat Medical treatment

6.1 The purpose of this head is for meeting expenditure on medical treatment of employees of the Ministry and their dependent family members. The allocation and utilization of the resources since 2015-16 are as follows:

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	15,00	50,00	28,49
2016-17	40,00	40,00	22,44
2017-18	40,00	40,00	12,38
2018-19	40,00	40,00	17,76
2019-20	44,00	44,00	16.49 (up to 17.02.20)
2020-21	44,00		

6.2 The budgetary allocation for the purpose since 2015-16 shows that not only actual utilization of the amounts made even at RE stage fell far short resulting in surrendering of the funds but also higher amounts were allocated in the subsequent years. Furnishing the reasons for such imprudent allocation and utilisation of the resources, Ministry submitted as follows:

“Higher allocation was proposed in 2016-17 keeping in view trends of expenditure during preceding years. BE is based on estimates relating to medical expenditure that may occur. During the year 2019-20 actual expenditure on this account is ₹ 16.49 Lakh (as on 17.02.2020).”

**6.3 The purpose of this Head is for meeting expenditure on medical treatment of employees of the Ministry and their dependent family members. The allocation and utilization of the resources since 2015-16 reveals that the utilization of funds stood at 56.98%, 56.10%, 30.95%, 44.40% & 37.40% during 2015-16, 2016-17, 2017-18, 2018-19 and 2019-20 (upto 17.02.2020) OF REs respectively. Despite lower utilization *vis- a-vis* REs , far higher allocations were made in subsequent years. The Ministry, in their reply as to the reasons for such imprudent budgeting, merely stated that estimates were based on past trends and on the future requirements. In this connection, the Committee desire the Ministry to furnish them the actual number of employees since 2015-16 till date as well as total reimbursement claims, which were settled, year-wise since 2015-16 till 17.02.2020.**

**Also, the casual reply furnished by the Ministry shows their failure in assessing fund requirement year after year. The basis of allocation seems to be neither past trends in expenditure nor the expenditure that may occur as they claimed in their reply. The Committee are of the opinion that had the Ministry really assessed the past trends and future requirements on some identifiable criteria the extent of underutilization of the allocations and resultant surrendering of the funds would not have occurred. The Committee, therefore, recommend that sincere steps should be taken to assess the fund requirement for the purpose realistically.**

Major Head - 2251  
Sub Major Head – 0.090  
Detailed Head – 16.01.28

## II. Ministry of Tribal Affairs – Secretariat: Professional Services

6.4 The provision under professional services is to meet expenditure on hiring of professionals like lawyers, Chartered Accountants, etc.

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	20,00	5,00	2,52
2016-17	10,00	000	66
2017-18	10,00	10,00	9,86
2018-19	10,00	10,00	5,78
2019-20	11,00	11,00	
2020-21	11,00		

6.5 In written reply to a query as to why 50 % only of the allocations made at RE was utilized during 2015-16, Ministry stated that the requirement for such services was less than expected.

6.6 The Ministry furnishing (i) data on RE for 2016-17 and (ii) the reasons as to why actual utilisation was meager at ₹ 66,000 as against BE of ₹ 10 lakh i.e. less than 10 % of BE for 2016-17, submitted as under:

"(i) RE for 2016-17 was NIL as no additional requirement of fund was projected. (ii) The requirement for such services was less than expected."

6.7 The Ministry could utilise 57 % only of RE in 2018-19. In written reply to a query as to why 43% (approx) of the RE allocation was surrendered in 2018-19, they stated that 'the requirement for such services was less than expected.'

**6.8 The Committee note that the objective of the Head under professional services is to meet expenditure on hiring of professionals like Lawyers, Chartered Accountants, etc. The data on allocation and utilization of funds shows that though funds allocated are lower, the Ministry could not utilize these funds fully vis-à-vis RE allocations since 2015-16. The Ministry while furnishing the reasons for the utilization vis-à-vis RE merely stated that the requirement for such services was less than expected/ no additional requirement .**

**It is evident from the reply furnished that the funds were allocated year after year even without proper assessment of their requirement showing scant attention to prudence in resource allocation and spending. The Ministry did not seem to bother to take into account expenditure trends of the previous years while allocating funds. The Committee, therefore, urge the Ministry to take into relevant factors including past expenditure trends while allocating funds at least at RE stage thereby ensuring utilization of the funds.**



Major Head - 2225  
Sub Major 02  
Detailed Head – 06.00.06

**III. National Commission for Scheduled Tribes - Medical Treatment**

6.9 Grants under this head is provided to enable expenditure on medical treatment/reimbursement of expenditure to the Government Employees covered under CGHS and CS (MA) Rules, 1944. The data on budgetary allocations and their utilisation since 2015-16 is as follows:

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	25,00	15,00	5,28
2016-17	30,00	30,00	12,72
2017-18	30,00	30,00	10,46
2018-19	30,00	30,00	10,29
2019-20	33,00	38,00	
2020-21	35,00		

6.10 The allocations under this provisions not only witnessed substantial under utilization even compared to respective REs but also seen higher allocations in the subsequent years vis- a- vis surrendering of 30-50 % of the funds allocated in the earlier years since 2015-16. Furnishing the reasons (year-wise) for such imprudent budgeting resulting in surrendering of the funds, Ministry stated as follows:

"The budgetary provisions in BE and RE have been kept moderate keeping in view requirements of funds in case of medical emergencies in respect of officials and their families. In the current financial year 67.73% of the allocated funds have been utilized till date due to medical emergencies. After bifurcation of Cadre of the Commission, there was possibility of filling up of vacant posts in the Commission which could have resulted in utilization of allotted funds but the bifurcation of the cadre took place only in the year 2018."

**6.11 The Committee note that grants under this head are provided to enable expenditure on medical treatment/reimbursement of expenditure to the Government Employees serving the NCST and covered under CGHS and CS (MA) Rules, 1944. The data on budgetary allocations and their utilisation since 2015-16 reveals that mere 35%, 42.3%, 34.9% & 34.20% only of RE allocation could be spent during 2015-16, 2016-17, 2017-18 and 2018-19 respectively. Further, the allocations under this Head witnessed higher amounts in the subsequent years *vis- a- vis* surrendering of 30-50 % of the funds allocated in the earlier years since 2015-16.**

**The Ministry in their reply merely stated that the provisions were kept for medical emergencies in r/o officials and their families. The Ministry's contention do not hold much ground as the officials can meet emergency or medical expenses through credit mode as per extant of CGHS rules. Further, the higher allocations in the subsequent years, sought to justify on the proposed Cadre bifurcation which however happened in 2018 only. The Committee, therefore, are of the view that basis of allocation of funds lack proper assessment . They accordingly recommend them to take remedial measures in this regard to avoid surrendering of the funds.**

Major Head - 2225  
Sub Major Minor Head – 02  
Detailed Head – 06.00.16

**IV. National Commission for Scheduled Tribes – Publications**

6.12 The purpose of allocation of funds under this head is for publishing Annual Reports of the National Commission for Scheduled Tribes on the working of safeguards provided to the Scheduled Tribes under the Constitution, any law for the time being in force or any order of the Government as per provisions of Article 338A of the Constitution of India, Special Reports on specific issues pertaining to the Scheduled tribes, material for publicity of role and activities of the Commission etc.

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	15,00	5,00	2,08
2016-17	10,00	10,00	6,31
2017-18	10,00	30,00	2,25
2018-19	30,00	38,00	34,57
2019-20	33,00	50,00	
2020-21	50,00		

6.13 The allocation at BE for 2015-16 for the purpose was reduced by one third at RE stage. However, the actual utilization at ₹ 2.08 lakh was a mere 41.6 % of the RE. Furnishing the reasons for such under utilization of the funds allocated even at RE, the Ministry stated that :

“The RE of ₹ 5 lakhs could not be fully utilized as there was delay in collection of Data, information and drafting of Annual Report of the Commission for the previous year.”

6.14 The BE at ₹ 10 lakh for 2016-17 was almost five times than the actuals incurred during the preceding year *i.e.* 2015-16. The actuals incurred, however, stood at 63% of the allocated amounts leading to surrendering of 37% of the allocations. Furnishing the reasons for surrendering large amounts, Ministry submitted as follows:

"The actual expenditure during 2016-17 out of RE had also increased more than 3 times. The remaining amount could not be utilized due to the same reason, as mentioned in reply (ii) above."

6.15 For the year 2017-18, BE was enhanced by three times *i.e.* ₹ 30 lakh at RE stage, out of which ₹ 2.25 lakh only could be spent thereby surrendering 93 % of the funds allocated at RE stage. Furnishing the reasons, the Ministry submitted as follows:

"In the combined cadre of Ministry of Social Justice & Empowerment, National Commission for Scheduled Tribes and National Commission for Scheduled Tribes, the cadre controlling power vested with Ministry of Social Justice & Empowerment, National Commission for Scheduled Tribes. Due to poor manpower condition, drafting of Annual Reports of the Commission for the year 2015-16, 2016-17 and 2017-18 got delayed resulting in surrendering of funds. Reports of 2016-17 and 2017-18 could be submitted to the President of India only in the current financial year."

6.16 Despite massive surrendering of the funds given for the purpose during 2017-18, very high amount of ₹ 30 lakh *vis- a- vis* actuals of 2017-18, was allocated for the year 2018-19. This, however, was hiked further to ₹ 38 lakh at RE stage. Furnishing the basis for such allocations, Ministry stated as under:

"As the Annual Reports of the Commission for last few years could not be submitted in time, there was plan to publish special report and journals, books and magazines by the Commission, further hike in RE was sought. It is

evident from the figures of the year 2018-19, expenditure of ₹ 34.57 lakh (90.97%) could be successfully made by the Commission."

6.17 Submitting the reasons for surrendering 10% of the allocations made at RE during 2018-19, Ministry submitted as under:

"Demands under RE are made on the basis of anticipated expenditure. At many times, the party winning the bid for printing of any publication of the Commission quotes rates less than the anticipated expenditure and a cushion has to be kept while demanding RE. Due to this reason the remaining amount could not be utilized."

**6.18 The Committee note that the purpose of allocation of funds under this Head is for publishing Annual Reports of the National Commission for Scheduled Tribes on the working of safeguards provided to the Scheduled Tribes under the Constitution, any law for the time being in force or any order of the Government as per provisions of Article 338A of the Constitution of India, Special Reports on specific issues pertaining to the Scheduled tribes, material for publicity of role and activities of the Commission etc.**

**The utilization of the funds during 2015-16, 2016-17, 2017-18, & 2018-19 stood at 41.6%, 63%, 7.5% & 91% of REs respectively. The trends on allocation of the funds and mere utilization since 2015-16 shows the funds could not be utilized fully even once during the last five years.**

**The Ministry attributed the reasons for under utilisaiton in 2015-16 and 2016-17 to delay in collection of data, information and drafting of annual report of the Commission and for the remaining years due to poor manpower planning and delay in drafting annual reports for the years 2015-16, 2016-17 & 2017-18. Further, the Ministry stated that the Annual Reports of 2016-17 & 2017-18 could be submitted to the President of India only in the current financial year. Hence, the substantial expenditure was incurred under the Head for the year 2018-19.**

**It is clear from the reply furnished by the Ministry that due consideration was not given to the factors impacting the utilization at the time of their allocation in the earlier years 2015-16 to 2017-18 resulting the surrendering of the funds. The Committee, therefore, suggest that relevant factors impacting fund utilization at least at RE stage be taken into account to avoid surrendering of the funds.**

Major Head - 2225  
Sub Major Minor Head – 02  
Detailed Head – 06.00.28

**V. National Commission for Scheduled Tribes - Professional Services**

6.19 The purpose of the provision is to meet the expenditure incurred on hiring of services of professional manpower for official purposes which includes specialized Consultants, Advisors and Legal Consultants.

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	30,00	20,00	10,81
2016-17	20,00	20,00	7,29
2017-18	20,00	20,00	17,80
2018-19	30,00	83,00	29,66
2019-20	65,00	40,00	
2020-21	75,00		

6.20 During 2015-16, 54% ( approx) only of the funds allocated at RE could be spent. In reply to a query as to why 54 % only of the RE could be utilized during 2015-16, Ministry submitted as under:

"There was a ceiling of 50% imposed on engagement of Consultants and other outsourced persons against the vacant posts which resulted in non-engagement of Consultants and low expenditure."

6.21 The allocation for 2016-17 was almost double the actuals incurred during 2015-16. However, 36.45% of the funds allocated only could be spent during the year. Furnishing the reasons for higher allocations and surrendering the huge amount of allocated provisions, the ministry merely stated that 'as in above reply'.

6.22 In written reply to a query as to why 11% of the RE was surrendered during 2017-18, the Ministry submitted that :

"One Consultant could not be paid her fee in the year 2017-18 due to some issue raised by the Pay and Accounts Office resulting in surrender of 11% of RE. After settlement of the issue, she could be paid her dues in the next financial year."

6.23 The BE for the year 2018-19 at ₹ 30 lakh was hiked by more than 2.5 times at RE. In response to queries as to (a) What prompted the Ministry to go for upward revision of the amounts at RE stage, (b) why out of the enhanced allocation, 35% only could be spent surrendering 65% of the allocations at RE stage, the Ministry submitted as follows:

"There was a proposal to conduct studies on vital issues concerning the Scheduled Tribes of the Country particularly on Displacement of Scheduled Tribes, Land/Alienation/Transfer of Land of Scheduled Tribes, and Financial inclusion of Scheduled Tribes through Quality Council of India (QCI). The study proposal through QCI was later approved by the Ministry of Tribal Affairs from their separate budget head. This resulted in surrender of large amount of funds".



6.24 The Committee observe that the purpose of this provision is to meet the expenditure incurred on hiring of services of professional man-power such as Special Consultants, Advisors and Legal Consultants. The data on utilization of funds since 2015-16 shows that the actuals stood at 54%, 36.45%, 89% and 35.7% of REs during 2015-16, 2016-17, 2017-18 and 2018-19 respectively. Further, as has been the case with many other heads of expenditure, in this head also despite lower actual also vis-à-vis REs, higher allocations were made in the subsequent years. The Ministry in their reply attributed the lower utilization of the funds during 2015-16 & 2016-17 to ceiling of 50% imposed on engagement of consultants and outsourced persons. It is not clear as to how, in the light of ceiling on hiring of consultants and other outsourced persons, Ministry allocated higher amount for the purpose in the next year i.e. 2016-17.

The expenditure incurred in 2017-18 at 89% of BE was far better than that of the earlier years. The actual, however, fell to 35.7% of RE in 2018-19, which was reportedly due to meeting the expenditure for a study on vital issues concerning STs which, however, was met from other Heads. The Committee, in view of the aforementioned, are concerned to note that due to one reason or the other, the allocations made even at RE were surrendered. The Committee feel that such underutilization was due to lack of proper planning and absence of continuous monitoring of the spending. They, therefore, recommend the Ministry to take suitable steps to prevent surrendering of funds as a matter of routine.

Major Head – 2225  
Minor Head – 02  
Detailed Head – 08.12.28

**VI. Welfare of Scheduled Tribes – Education: Professional Services**

6.25 Allocation under this head is meant to meet the expenditure towards hiring of consultant and manpower to assist the Ministry in implementing the scheme. The budgetary allocations and their utilisation since 2015-16 are as follows:

(₹ in thousands)

Year	BE	RE	Actuals
2015-16	30,00	15,00	7,37
2016-17	25,00	1,00	00
2017-18	25,00	25,00	00
2018-19	25,00	25,00	8,63
2019-20	80,00	35,00	
2020-21	35,00		

6.26 The allocation and utilisation of the resources shows that in 2015-16 50 % only of RE could be utilised , 2016-17 & 2017-18 no expenditure was incurred at all, 2018-19 35 % only was spent. It is also seen that despite substantial under and nil utilization of the resources allocated at RE stage since 2015-16 higher amounts were allocated in the subsequent years. Furnishing the reasons for such imprudent utilization of the resources, Ministry submitted as under:

" The BE figures under the object head for the given years was made on the basis of tentative estimates of expenditure. However, during the mid- term review the likely expenditure figure was kept as RE which was less than BE figure. It is mentioned that expenditure under this head is depended upon the number of consultant / profession hired during the financial year. During the current financial year, since the fund requirement under this head was expected to be lesser, therefore fund requirement was reduced at RE stage."

6.27 The Committee note that allocation under this head is meant to meet the expenditure towards hiring of consultant and manpower to assist the Ministry in implementing the scheme (welfare of STs-Education) The data on allocations and utilization of the resources since 2015-16 shows that there was nil utilization during 2016-17 & 2017-18 and the utilization stood at 49.13% and 34.52% during 2015-16 & 2018-19 respectively. Further, despite nil/less than 50% of actuals vis-à-vis REs, far higher amounts were allocated in the subsequent years. Furnishing the reasons for such imprudent allocation and utilization of the resources, the Ministry merely stated that expenditure under this head is depended upon the number of consultants/ professionals hired during the financial year.

The casual reply of the Ministry shows that they did not seem to bother to assess carefully, taking into account relevant factors, the requirement of funds year after year since 2015-16. The Committee, therefore, suggest that fund allocation should be done after proper assessment of their requirement of at least at RE stage, because generally by the end of half of the financial year, there comes a little more clarity on the factors that may impact the fund utilization. Depending on these factors, the Ministry may reassess the need for funds and accordingly earmark the funds.

Major Head - 2225  
Minor Head - 796  
Detailed Head – 21.04.26

**VII. National Commission for Scheduled Tribes – Tribal Festivals Research Information and Mass Education - Advertising & Publicity**

6.28 Advertising & Publicity’ is one of the three heads under the Scheme ‘Tribal Festival, Research Information and Mass Education’. The allocation under this head is meant for issuance of advertisements and publicity works mainly through Directorate of Advertising and Visual Publicity (renamed as ‘Bureau of Outreach and Communication (BoC)’.

6.29 The allocation and utilization of the funds under this head since 2017-18 is as follows:

(₹ in thousands)

Year	BE	RE	Actuals
2017-18	1,00,00	20,00	61,07
2018-19	3,00,00	3,00,00	1,41,99
2019-20	3,00,00	1,00,00	
2020-21	3,00,00		

6.30 The above data shows that the (i) actuals incurred during 2017-18 was more than three times of the RE; (ii) allocation for 2018-19 was more than five times of the actuals incurred during the preceding year (2017-18); (iii) actuals incurred during 2018-19 is less than 50 % of the allocations at RE; and (iv) allocation at BE for 2019-20, which was twice the actuals of 2018-19, was reduced by 1/3 at RE. Furnishing the reasons for such imprudent allocations and utilisation, the Ministry submitted as follows:

“Ministry has been issuing Letter of Authority (LoA) in advance in favour of BoC for advertisements in print and electronic media. In previous years, book adjustment made by BoC was known towards the end of the year, which used to create confusion towards booking of expenditure in the year 2017-18.

Ministry had to re-appropriate funds from other head of the Scheme to increase the allocation under this head so as to match the actual expenditure. In the year 2018-19, the LoA was issued in favor of BoC to the tune of ₹ 1.5 crore. But advertisements could not be issued to imposition of model code of conduct and want of permission of PMO. This led to surrender of funds during 2018-19. Keeping in view the past experiences, the Ministry did not issue advance LoA in the year 2019-20 but LoA was issued as per the requirement. Due to want of proposal from various Divisions and other organisations of the Ministry as per the scheme guidelines, it was anticipated to reduce the allocation at RE level. However, in other components of the scheme, there was requirement of funds. Hence, it was consciously decided to relocate the savings under this head to other heads of the Scheme for effective utilization of funds.”

**6.31 The Committee are of the view that for successful implementation of any welfare programme for the benefit of marginalized sections of the society, creation of widespread awareness of the Programmes/Schemes/Projects among the intended beneficiaries is the first and foremost requirement. Such awareness creation to a large extent is done through advertising & publicity in mass media – print, electronic and social media. It has often come to the notice of the Committee that many a time even the public representatives *i.e.* MP/MLAs, leave alone the intended beneficiaries, are not made aware of the various programmes/projects/schemes meant for the benefit of Schedule Tribes. Hence they desire that first of all, Public representatives as well as public officials of the Tribal concentrated areas should be made aware of the efforts undertaken for the welfare of STs through mail/mobile Apps. Their participation in festivals and mass education programmes must be ensured and regular feedback taken from them to know areas where ST population requires more awareness and outreach.**

**NEW DELHI;**

**13 March, 2020  
23 Phalgun, 1941 (Saka)**

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

**ANNEXURE - I**

**MINUTES OF THE TWELFTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT (2019-20) HELD ON WEDNESDAY, 19<sup>th</sup> FEBRUARY, 2020**

The Committee met from 1430 hrs. to 1600 hrs. in Committee Room 'D', PHA, New Delhi.

**PRESENT**

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**LOK SABHA**

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

**RAJYA SABHA**

10. Shri N. Chandasegharan
11. Shri P. L. Punia
12. Shri Ramkumar Verma

**SECRETARIAT**

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

## REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl. No.	Name	Designation
1.	Shri Deepak Khandekar	Secretary
2.	Ms. M.R. Tshering	Joint Secretary
3.	Shri Naval Jit Kapoor	Joint Secretary
4.	Shri Jaideep Singh Kochher	Economic Advisor
5.	Shri Saurabh Jain	Joint Secretary
6.	Shri Biswajit Das	Deputy Director General
7.	Shri A.K. Singh	Joint Secretary
8.	Ms. Yatinder Prasad	Joint Secretary & Financial Advisor
9.	Shri Pravir Krishna	MD, TRIFED
10.	Shri Kouthang Touthang	Joint Secretary, NCST

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of the Ministry of Tribal Affairs to the sitting of the Committee convened to have discussion on Demands for Grants (2020-21) pertaining to their Ministry.

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

4. The Secretary, accordingly briefed the Committee about overall performance of the Ministry, budgetary allocations, actual expenditure incurred/physical targets achieved under various schemes/programmes etc. through a power point presentation. The major issues discussed are as follows:-

- (i) Setting up of Eklavya Model Residential School, (EMRS) and functioning of already sanctioned EMRS;



- (ii) Efforts to minimize the gap in the literacy rate of ST population compared to general population;
- (iii) Need to do more advertising and publicity for propagating various educational initiatives taken for the welfare of the tribal children;
- (iv) Involvement of representatives of the people (MPs and MLAs) while reviewing, monitoring and assessing the impact of various schemes for the welfare of tribals;
- (v) Welfare measures for Particularly Vulnerable Tribal Groups (PVTGs);
- (vi) Need to pursue with the State Governments to send proposals complete in all respects to ensure disbursement of funds on time;
- (vii) Delay in disbursement of Pre-matric and Post-matric scholarships in Manipur;
- (viii) Insufficient grants to NGOs, especially in North-Eastern areas;
- (ix) Need to emulate Maharashtra model in developing schools and taking other welfare measures for STs.

5. The Secretary also responded to the queries raised by the Members. The Chairperson then directed the Ministry to furnish written replies to the all the queries raised by Members, to the Secretariat by 24<sup>th</sup> February, 2020 for early finalization of the Report.

A copy of the verbatim proceedings of the sitting has been kept on record.

***The witnesses then withdrew.***

***(The Committee then adjourned)***

**MINUTES OF THE FOURTEENTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON FRIDAY, 13<sup>TH</sup> MARCH, 2020.**

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

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

**PRESENT**

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**LOK SABHA**

- 2 Smt. Sangeeta Azad
- 3 Shri Y. Devendrappa
- 4 Smt. Maneka sanjay Gandhi
- 5 Shri Abdul Khaleque
- 6 Smt. Geeta Kora
- 7 Shri Dhanush M. Kumar
- 8 Shri Vijay Kumar
9. Shri Akshaibar Lal
- 10 Shri Arjun Singh
- 11 Smt. Supriya Sule
- 12 Smt. Rekha Arun Verma

**RAJYA SABHA**

- 13 Shri N. Chandrasegharan
- 14 Smt. Wansuk Syiem
- 15 Shri. Ramkumar Verma

**LOK SABHA SECRETARIAT**

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



**APPENDIX**

**STATEMENT OF OBSERVATIONS/RECOMMENDATIONS**

Sl. No.	Para No.	OBSERVATIONS/RECOMMENDATIONS
1	2.8	<p>The Committee appreciate that the Ministry of Tribal Affairs could spend more than 98% of the funds allocated for four years from 2015-16 to 2018-19. In the current financial year (2019-20), the Committee note that though the overall expenditure incurred till 16.02.2020 stood at 87.14% of RE, substantial shortfalls (up to 16.02.2020) are witnessed in fund utilization in five out of fifteen schemes viz Special Central Assistance to Tribal Sub Scheme (SCA to TSS), Development of Particularly Vulnerable Tribal Groups (PVTGs), Aid to Voluntary Organizations, Minimum Support Price (MSP) for Minor Forest Produce(MFP) and Institutional Support for Development and Marketing of Tribal Produce / Products, under which under utilization of the funds stood at 25%, 30%, 49%, 45% and 40% of respective REs.</p> <p>The Ministry attributed the lower spending due to upward revision of financial norms in December 2019 for grants in aid and their applicability in the current financial year itself requiring the Ministry to give multiple online windows to State Governments to forward project proposals for 2019-20. In the light of upward revision of financial norms, the Ministry informed that they have received a number of recommendations for the ongoing projects and are considering the Grants- In -Aid on priority for meeting annual expenditure. The Committee desire MoTA to furnish a detailed note on the revised financial norms and its impact on the current Financial Year performance at the action taken stage. Other factors which statedly contributed to lower spending are delay in receipt of inspection reports of District Authorities and mandatory recommendations of the State Governments. During the examination of Demands for Grants (2020-21) of the Ministry of Social Justice and Empowerment (D/o PwDs), the Committee learnt that to address the recurring delays in receiving mandatory State Government Recommendations (SGRs) for providing funds to implementing agencies/ NGOs, the Department of Empowerment of Persons with Disabilities (D/oPwDs), have relaxed mandatory requirement</p>

		<p>of SGRs in the sense that if the SGRs are not received within 60 days, it will be deemed to have been given, if all other criteria is met . The Committee suggest the Ministry to explore the possibility of applying similar relaxations in the schemes implemented by them to enable spending of funds allocated if all other criteria are met. With a view to expedite the furnishing of Inspection reports and also project proposals by the State Governments , the Committee recommend that the officers of the ministry may be delegated the responsibility of personally visiting the States which may require handholding to prepare the proposals . If need be, local public representatives may be roped in to pursue the issue with the State Governments.</p> <p>As the Ministry has shown nearly 98-99% utilization from 2015-16 till 2018-19, the Committee, in view of the Ministry's excellent track record in utilizing the allocated resources , hope that the sincere effort made by them yield desired results and also expect that they would spend the remaining funds i.e. 13 % of RE in this financial year i.e. 2019-20 itself.</p>
2	2.9	<p>The Committee recall that few years back, Parliamentary Constituency Monitoring Committees on Road Safety were constituted at district level by the Ministry of Road, Transport and Highways for better road safety under the chairmanship of concerned MPs. As the local public representatives, MPs/MLAs, are well versed with the ground realities of their constituencies and their feedback could be of immense use in effective implementation of various welfare schemes for tribals, the Committee feel that the Ministry can also explore setting up of such District Parliamentary Constituency Monitoring Committees to put to use the experience of the public representatives in design, delivery, monitoring and implementation of welfare schemes for tribals. The Committee are also of the view that the experience of the local public representatives may come in handy in pursuing the issue of timely submission of UCs and proposals from State Governments, especially from North Eastern Region where this Ministry has not able to bring all governments on board for their schemes, despite prioritising it. Had the Ministry brought such issues to the notice of the local public representatives from NE States, such issues could have been resolved</p>

		<p>obviating the need for surrendering of the funds. The Committee, therefore, recommend, the Ministry to consider setting up such Parliamentary Constituency Level Monitoring Committee and also ensure the involvement of the MPs of that constituency for monitoring and effectively implementation of various programmes/schemes runs for the welfare of the tribals.</p>
3	3.13	<p><b>3.13 The objective of Eklavya Model Residential School (EMRS) is to provide quality middle and high level education to ST students in remote areas, not only to enable them to avail of reservation in professional educational courses and get jobs in government and public/private sectors, but also to have access to the best opportunities in education at par with the non-ST population.</b></p> <p>The analysis of the State wise data as shown in the latest Annual Report of the Ministry reveals that despite sanctioning of 46 EMRS in Jharkhand, 10 EMRS in Manipur, 15 EMRS in Meghalaya, 11 EMRS in Mizoram and 12 EMRS in Tripura, the number of EMRS functional in these States stood at 13 at Jharkhand, 3 at Manipur, 0 at Meghalaya, 2 at Mizoram and 4 at Tripura respectively. The Committee are surprised to find that despite sanctioning of 15 EMRS in Meghalaya, a Scheduled Tribes concentrated State, not even one school was set-up/made functional so far. The progress in non-Schedule Tribes concentrated areas also appear to be no way different. For instance, EMRS sanctioned in Bihar (West Champaran &amp; Jamui), Karnataka (Bellary), U.P. (Bahraich, Sonbhadra, Lalitpur, Lakhimpuri Kheri) have not been made functional/fully functional so far.</p> <p>The Ministry furnished the reasons for non functioning of many EMRS despite sanctioning of the same as delay in making available the required land, construction of school building and non-receipt of proper proposals by the State Government in time as well as other procedural formalities. As regards North-East, the Committee take a serious note of the fact that despite the existence of the scheme for the last 22 years, not even a single school was set-up in Meghalaya, only three were set-up out of 10 EMRS sanctioned for Manipur and in Mizoram, out of 11 EMRS</p>

sanctioned, only two were set-up.

The Committee note that EMRS have now been carved out as a scheme separate from the Grants under Article 275(1) of the Constitution of India from 2019-20 onwards. A representative of the Ministry appearing the Committee on 19.02.2020 submitted that under the new Scheme, Ministry is ready to open 462 EMRS out of which 150 EMRS have already been sanctioned. The representative further informed that in the year 2020-21, another 100 schools will be sanctioned and the construction work for 250 schools will start. Nonetheless, in the light of poor track record of the Ministry in setting up of already sanctioned EMRS, the Committee are skeptical of the Ministry's ability in achieving the set targets under the new scheme. They, therefore, urge the Ministry to be innovative in tackling procedural issues such as acquiring land, obtaining approvals ,etc which hinder the achievement of the targets in this regard.

The Committee observe that as same old reasons were attributed by MoTA for delay in setting up of already sanctioned EMRS, it shows apathy on the part of the Ministry. Had the Ministry taken realistic measures, apart from sending regular communications to expedite the required approvals from State Governments, the progress in this regard would have been far better. As recommended elsewhere in the report, the Committee recommend that the officers may be delegated the responsibility of personally visiting the States, which require handholding to prepare proper proposals. If need be, the help of local public representatives can also be sought to pursue the issue with State authorities concerned.

The Committee note that the Government has Committed to the Committee to establish one EMRS in every block with more than 50% ST population and at least 20,000 tribal persons by the year 2022. The Committee believe that the criteria may be changed to 50% ST population or at least 20,000 tribal persons, whichever is lesser. They would like to be apprised of the decision taken in the matter after due consideration.

4	3.21	3.21 The Committee note that the primary objective of Pre-Matric Scholarship Scheme for Scheduled Tribe Students is to
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**motivate children of tribal population studying at pre matric stage. Scholarships are awarded to students belonging to STs whose parents/guardian's income from all sources does not exceed ₹ 2.50 lakh per annum.**

**The Committee are glad to note that the Ministry could utilize 92.4% during 2017-18 and more than 100% of the resources as actuals at ` 311.50 crore exceeded RE allocation of ` 310 crore in 2018-19 for the purpose. They, however, note that actuals stood at 89.3% of RE during current financial year (upto 16 February, 2020). The Ministry have attributed the under utilization of funds during 2019-20 to issues such as non furnishing of complete proposals and UCs of funds which is a mandatory provision for further release of funds to any State/UT Implementing Agency. As suggested elsewhere in the report, that the officers of the Ministry may be delegated the responsibility of personally visiting the State which require hand-holding to prepare proposals. In case, Utilization Certificates and Progress Reports are not received within the time, the Department must immediately start vigorously pursuing the issue with State Governments/Union Territory's Administration.**

**The analysis of the data on fund release to various State Governments/UTs shows that in 2017-18 and 2018-19 no funds were released to 10 States /Union Territories (Andaman & Nicobar Island, Arunachal Pradesh, Assam, Bihar, Dadar & Nagar Haveli, Himachal Pradesh, Jammu and Kashmir, Kerala, Maharashtra and Nagaland) in 2017-18 and 7 States/UTs (Arunachal Pradesh, Assam, Bihar, Daman & Diu, Maharashtra, Meghalaya, and Nagaland) in 2018-19 under the Scheme. Similarly no beneficiaries were there in two States (Bihar and Maharashtra) in 2017-18 and in six States (Andhra Pradesh, Arunachal Pradesh, Goa, Gujarat, Himachal Pradesh and Karnataka) in the year 2018-19 respectively. The Committee would like to be apprised them of the specific reasons for zero beneficiaries and also the zero disbursement to some States under the scheme.**

**The Committee also want the Ministry to focus on the non-receipt of scholarships by the students of Manipur expeditiously**



		as many students have not been paid for quite some time.
5	3.31	<p><b>3.31 Post Matric Scholarship is a Centrally Sponsored Scheme implemented by the State Governments and Union Territory Administrations. The scheme is open to all ST students whose parents' annual income is ₹ 2.50 lakh or less, w.e.f. 01.4.2013 and the scholarships are awarded through the Government of the State/Union Territory where he/she is domiciled. The Committee note that for the last two years, beneficiary data for post matric scholarship has not been uploaded by few States. The Ministry informed that date of beneficiaries are uploaded after all the funds are disbursed by the States. The Committee desire that the Ministry take suitable steps to ensure updation of beneficiaries' data by States in time.</b></p> <p><b>The Committee take a serious note of the fact that in the case of Meghalaya, though funds for post matric scholarship scheme were released by the Ministry for the year 2018-19, yet the number of beneficiaries shown is zero. The Committee would like the Ministry to clarify as to why despite disbursement of the amounts to the State, beneficiaries are shown as Zero.</b></p> <p><b>The Committee take note of the DBT portal set up by the Ministry for collection and collating beneficiary data for pre and post matric scholarship granted by States/UTs. The Ministry have informed that problems which hindered the scheme in the past are now being tackled with speedy correspondence and a dedicated team for analyzing data. The Committee hope that issues such as delay in getting Scholarship, errors in uploading, pending UCs etc. will now be dealt with in a more coordinated way. Also, in order to give incentive to girl students, the Committee desire that instead of surrendering of funds, scholarships can be disbursed to girl students by relaxing marks percentage norms, if any, for the girl students, by the State Governments/UT Administrations. The Committee desire that the Ministry may advise them suitably since girl students suffer the most if their parents are not in a position to pay their fee.</b></p> <p><b>The endeavor of the Ministry to reduce time gap between data of admission and release of scholarship through DBT is</b></p>

		<p>noted by the Committee. As regards the North-East, the Ministry have acknowledged that the population density of Tribals in the North Eastern States is significant hence the Committee desire that the Ministry should pay special attention to North Eastern States so that the benefits of scholarships can be availed by all eligible tribal students.</p>
6	3.33	<p>3.33 The Committee take serious note of the fact that the Ministry in their Annual Report (Hindi version) for the year 2019-20 have used the term 'Viklang' instead of officially recognized term 'Divyangjan'. The Committee wonder as to why the Ministry is unaware that since 2015 the term 'People with Disabilities(PwDs) in Hindi has been changed from 'Viklang' to Divyangjan'. The Committee accordingly desire them to take note of this change now and take corrective action in this regard for their next Annual Report in Hindi.</p>
7	4.7	<p>4.7 The Committee note that the purpose of the scheme is the Social Economic Development of Particularly Vulnerable Tribal Groups (PVTGs). The Committee are glad to note that under the Scheme, the Ministry could spend 100 % of the allocated resources from 2015-16 to 2018-19. They, however, could observe that in 2019-20 (till 13 February, 2020), only 70% of RE was incurred.</p> <p>Analysis of data on amount of fund released to NGOs under the Scheme shows that in 2018-19 no amount was released to Andaman &amp; Nicobar Islands, Bihar, Kerala and Uttar Pradesh. Similarly in 2019-2020 (upto 31.12.2020) no amount was disbursed to NGOs under the scheme. The Ministry have attributed non releasing of the funds to NGOs due to non-receipt of the complete documents, Utilization Certificates (UC) and Physical Progress Reports (PPR).</p> <p>The Committee note that the reasons for non-disbursement of the funds are also responsible for non-utilization of the allocated funds under many the schemes of the Ministry as mentioned elsewhere in the report. The Committee as suggested in respect of other Schemes having under utilization of funds due to the above mentioned reasons , suggest that the officers of the Ministry may be delegated the</p>

		<p>responsibility of personally visiting the State which require hand-holding to prepare proposals. If need be the help of Local/Representatives can also be sought to pursue the issue with the concerned State Authority. In case, Utilization Certificates and Progress Report are not received within the time, the Department must immediately start vigourously pursuing the issue with State /Union Territory's Government. A model draft template clearly specifying as to the style and content of UCs/progress reports can be made and shared with those State/UT Governments who need handholding on the matter, so as to speed up the process.</p>
8	5.12	<p>The prime objective of Grants-in-Aid to Non-Government Organisations (NGOs), the Committee note, is to stimulate growth of service-deficient tribal areas in sectors like education, health, sanitation, etc. The Committee appreciate that the utilization of allocated resources from 2015-16 to 2018-19 exceeded more than 95% of the allocated amounts. The Committee, however, note that during 2019-20 out of ` 110 crore allocated at RE stage, ` 47.93 crore only could be spent up to 31.01.2020 reportedly due to the revision of the scheme, numerous extension of timelines for receiving recommendations from the State Governments and also due to the problems faced by the organizations concerned for integrating with Expenditure Advances &amp; Transfers (EAT) Module of Public Finance Management System (PFMS). The Committee also further note that till date the amount incurred stood at ` 75.17 crore with 40 proposals pending with Integrated Finance Division. The Committee were also informed that Ministry have taken approval from Department of Expenditure for incurring expenditure in excess of ceiling prescribed in the last quarter of the financial year 2019-20. The Committee may be apprised of final amount of funds spent for the purpose during 2019-20 and make efforts to familiarise with/develop expertise in State/UT Governments with the EAT module of PFMS by assigning the task to the officials in the Ministry's Finance Unit so that the state's VO/NGOs can utilise the module efficiently. The Committee also note that the funds released to Assam, Manipur, Arunchal Pradesh, Nagaland, Sikkim, Tripura and Mizoram are too insignificant as the recommendations from their respective State</p>

		<p>Governments have not come. The Committee recommend that the Tribal Research Institutes, which are mandated to undertake capacity building of institutions working in the area of Tribal development and are present in all these States, may be directed to identify capable VOs/NGOs there.</p>
9	6.3	<p>The purpose of this Head is for meeting expenditure on medical treatment of employees of the Ministry and their dependent family members. The allocation and utilization of the resources since 2015-16 reveals that the utilization of funds stood at 56.98%, 56.10%, 30.95%, 44.40% &amp; 37.40% during 2015-16, 2016-17, 2017-18, 2018-19 and 2019-20 (upto 17.02.2020) OF REs respectively. Despite lower utilization <i>vis- a-vis</i> REs , far higher allocations were made in subsequent years. The Ministry, in their reply as to the reasons for such imprudent budgeting, merely stated that estimates were based on past trends and on the future requirements. In this connection, the Committee desire the Ministry to furnish them the actual number of employees since 2015-16 till date as well as total reimbursement claims, which were settled, year-wise since 2015-16 till 17.02.2020.</p> <p>Also, the casual reply furnished by the Ministry shows their failure in assessing fund requirement year after year. The basis of allocation seems to be neither past trends in expenditure nor the expenditure that may occur as they claimed in their reply. The Committee are of the opinion that had the Ministry really assessed the past trends and future requirements on some identifiable criteria the extent of underutilization of the allocations and resultant surrendering of the funds would not have occurred. The Committee, therefore, recommend that sincere steps should be taken to assess the fund requirement for the purpose realistically.</p>
10	6.8	<p>The Committee note that the objective of the Head under professional services is to meet expenditure on hiring of professionals like Lawyers, Chartered Accountants, etc. The data on allocation and utilization of funds shows that though funds allocated are lower, the Ministry could not utilize these funds fully <i>vis-à-vis</i> RE allocations since 2015-16. The Ministry</p>

		<p>while furnishing the reasons for the utilization vis-à-vis RE merely stated that the requirement for such services was less than expected/ no additional requirement .</p> <p>It is evident from the reply furnished that the funds were allocated year after year even without proper assessment of their requirement showing scant attention to prudence in resource allocation and spending. The Ministry did not seem to bother to take into account expenditure trends of the previous years while allocating funds. The Committee, therefore, urge the Ministry to take into relevant factors including past expenditure trends while allocating funds at least at RE stage thereby ensuring utilization of the funds.</p>
11	6.11	<p>The Committee note that grants under this head are provided to enable expenditure on medical treatment/reimbursement of expenditure to the Government Employees serving the NCST and covered under CGHS and CS (MA) Rules, 1944. The data on budgetary allocations and their utilisation since 2015-16 reveals that mere 35%, 42.3%, 34.9% &amp; 34.20% only of RE allocation could be spent during 2015-16, 2016-17, 2017-18 and 2018-19 respectively. Further, the allocations under this Head witnessed higher amounts in the subsequent years <i>vis- a- vis</i> surrendering of 30-50 % of the funds allocated in the earlier years since 2015-16.</p> <p>The Ministry in their reply merely stated that the provisions were kept for medical emergencies in r/o officials and their families. The Ministry's contention do not hold much ground as the officials can meet emergency or medical expenses through credit mode as per extant of CGHS rules. Further, the higher allocations in the subsequent years, sought to justify on the proposed Cadre bifurcation which however happened in 2018 only. The Committee, therefore, are of the view that basis of allocation of funds lack proper assessment . They accordingly recommend them to take remedial measures in this regard to avoid surrendering of the funds.</p>
12	6.18	<p>6.18 The Committee note that the purpose of allocation of funds under this Head is for publishing Annual Reports of the National Commission for Scheduled Tribes on the working of</p>

		<p>safeguards provided to the Scheduled Tribes under the Constitution, any law for the time being in force or any order of the Government as per provisions of Article 338A of the Constitution of India, Special Reports on specific issues pertaining to the Scheduled tribes, material for publicity of role and activities of the Commission etc.</p> <p>The utilization of the funds during 2015-16, 2016-17, 2017-18, &amp; 2018-19 stood at 41.6%, 63%, 7.5% &amp; 91% of REs respectively. The trends on allocation of the funds and mere utilization since 2015-16 shows the funds could not be utilized fully even once during the last five years.</p> <p>The Ministry attributed the reasons for under utilisaiton in 2015-16 and 2016-17 to delay in collection of data, information and drafting of annual report of the Commission and for the remaining years due to poor manpower planning and delay in drafting annual reports for the years 2015-16, 2016-17 &amp; 2017-18. Further, the Ministry stated that the Annual Reports of 2016-17 &amp; 2017-18 could be submitted to the President of India only in the current financial year. Hence, the substantial expenditure was incurred under the Head for the year 2018-19.</p> <p>It is clear from the reply furnished by the Ministry that due consideration was not given to the factors impacting the utilization at the time of their allocation in the earlier years 2015-16 to 2017-18 resulting the surrendering of the funds. The Committee, therefore, suggest that relevant factors impacting fund utilization at least at RE stage be taken into account to avoid surrendering of the funds.</p>
13	6.24	<p>The Committee observe that the purpose of this provision is to meet the expenditure incurred on hiring of services of professional man-power such as Special Consultants, Advisors and Legal Consultants. The data on utilization of funds since 2015-16 shows that the actuals stood at 54%, 36.45%, 89% and 35.7% of REs during 2015-16, 2016-17, 2017-18 and 2018-19 respectively. Further, as has been the case with many other heads of expenditure, in this head also despite lower actual also vis-à-vis REs, higher allocations were made in the subsequent years. The Ministry in their reply attributed the</p>

		<p>lower utilization of the funds during 2015-16 &amp; 2016-17 to ceiling of 50% imposed on engagement of consultants and outsourced persons. It is not clear as to how, in the light of ceiling on hiring of consultants and other outsourced persons, Ministry allocated higher amount for the purpose in the next year i.e. 2016-17.</p> <p>The expenditure incurred in 2017-18 at 89% of BE was far better than that of the earlier years. The actual, however, fell to 35.7% of RE in 2018-19, which was reportedly due to meeting the expenditure for a study on vital issues concerning STs which, however, was met from other Heads. The Committee, in view of the aforementioned, are concerned to note that due to one reason or the other, the allocations made even at RE were surrendered. The Committee feel that such underutilization was due to lack of proper planning and absence of continuous monitoring of the spending. They, therefore, recommend the Ministry to take suitable steps to prevent surrendering of funds as a matter of routine.</p>
14	6.27	<p>The Committee note that allocation under this head is meant to meet the expenditure towards hiring of consultant and manpower to assist the Ministry in implementing the scheme (welfare of STs-Education) The data on allocations and utilization of the resources since 2015-16 shows that there was nil utilization during 2016-17 &amp; 2017-18 and the utilization stood at 49.13% and 34.52% during 2015-16 &amp; 2018-19 respectively. Further, despite nil/less than 50% of actuals vis-à-vis REs, far higher amounts were allocated in the subsequent years. Furnishing the reasons for such imprudent allocation and utilization of the resources, the Ministry merely stated that expenditure under this head is depended upon the number of consultants/ professionals hired during the financial year.</p> <p>The casual reply of the Ministry shows that they did not seem to bother to assess carefully, taking into account relevant factors, the requirement of funds year after year since 2015-16. The Committee, therefore, suggest that fund allocation should be done after proper assessment of their requirement of at least at RE stage, because generally by the end of half of the financial year, there comes a little more clarity on the factors</p>

		that may impact the fund utilization. Depending on these factors, the Ministry may reassess the need for funds and accordingly earmark the funds.
15	6.31	The Committee are of the view that for successful implementation of any welfare programme for the benefit of marginalized sections of the society, creation of widespread awareness of the Programmes/Schemes/Projects among the intended beneficiaries is the first and foremost requirement. Such awareness creation to a large extent is done through advertising & publicity in mass media – print, electronic and social media. It has often come to the notice of the Committee that many a time even the public representatives <i>i.e.</i> MP/MLAs, leave alone the intended beneficiaries, are not made aware of the various programmes/projects/schemes meant for the benefit of Schedule Tribes. Hence they desire that first of all, Public representatives as well as public officials of the Tribal concentrated areas should be made aware of the efforts undertaken for the welfare of STs through mail/mobile Apps. Their participation in festivals and mass education programmes must be ensured and regular feedback taken from them to know areas where ST population requires more awareness and outreach.