

**19**

**STANDING COMMITTEE ON SOCIAL JUSTICE AND  
EMPOWERMENT (2020-21)**

**(SEVENTEENTH LOK SABHA)**

**MINISTRY OF TRIBAL AFFAIRS**

**DEMANDS FOR GRANTS  
(2021-22)**

**NINETEENTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**March, 2021/Phalguna, 1942 (Saka)**



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**COMPOSITION OF THE STANDING COMMITTEE ON SOCIAL  
JUSTICE AND EMPOWERMENT (2020-21)**

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**Lok Sabha**

2. Smt. Sangeeta Azad
3. Shri Bholanath 'B.P. Saroj'
4. Smt. Pramila Bisoyi
5. Shri Thomas Chazhikadan
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 Vijay Kumar
14. Shri Akshaibar Lal
15. Shri Pashupati Kumar Paras
16. Shri V. Srinivas Prasad
17. Shri Arjun Singh
18. Smt. Supriya Sule
19. Shri K. Shanmuga Sundaram
20. Smt. Rekha Arun Verma
21. Shri Tokheho Yepthomi

**Rajya Sabha**

22. Smt. Jharna Das Baidya
23. Smt. Ramilaben Bara
24. Shri Abir Ranjan Biswas
25. Smt. Geeta *alias* Chandraprabha\*
26. Shri N.Chandrasegharan
27. Shri Narayan Koragappa\*
28. Smt. Mamata Mohanta
29. Shri Ram Nath Thakur
30. Shri Ramkumar Verma
31. Shri Ramji\*

\* Nominated *w.e.f.* 23.12.2020.

## **LOK SABHA SECRETARIAT**

1. Smt. Anita B. Panda Joint Secretary
2. Smt. Mamta Kemwal Director
3. Smt. P. Jyoti Deputy Secretary
4. Shri Jeetendra Singh Patiyal Under Secretary

## INTRODUCTION

I, the Chairperson, Standing Committee on Social Justice and Empowerment (2020-21) having been authorized by the Committee to present on their behalf this Nineteenth Report on 'Demands for Grants for the year 2021-22' pertaining to the Ministry of Tribal Affairs.

2. The Committee considered the Demands for Grants (2021-22) of the Ministry of Tribal Affairs which were laid on the Table of the House on 08.02.2021. After obtaining the Budget Documents, Explanatory Notes, etc., the Committee took evidence of the Ministry of Tribal Affairs on 24.02.2021. The Committee considered and adopted the Report at the sitting held on 08.03.2021.

3. The Committee wish to express their thanks to the Officers of the Ministry of Tribal Affairs for tendering oral evidence and placing before them the detailed written notes and post evidence information as desired by the Committee in connection with the examination of the Demands for Grants (2021-22).

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;

8 March, 2021  
17 Phalguna, 1942 (Saka)

RAMA DEVI  
Chairperson,  
Standing Committee on  
Social Justice and  
Empowerment

# REPORT

## CHAPTER - I

### INTRODUCTORY

1.1 Scheduled Tribes constitute 8.6 per cent of the total population of India (Census 2011), inhabiting about 15 per cent of the geographical area, in various ecological and Geo-climatic conditions, mainly in forest, hilly and border areas. The Constitution provides special protection to the Scheduled Tribes under Schedules V and VI. There are more than 705 Scheduled Tribe groups notified under Article 342 of the Constitution of India.

1.2 The Ministry of Tribal Affairs was set up in 1999, after the bifurcation of the Ministry of Social Justice and Empowerment with the objective to provide more focused approach on the integrated socio-economic development of the Scheduled Tribes (STs), the most underprivileged section of the Society, in a coordinated and planned manner. The Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes for development of the Scheduled Tribes. The Ministry of Tribal Affairs are undertaking following activities for the overall welfare of tribals :-

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

- (ix) The National Commission for Scheduled Tribes.
- (x) 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.
- (xi) Monitoring of Tribal Sub-Plan based on the framework and mechanism designed by NITI Aayog.

1.3 The programmes and schemes of the Ministry are intended to support and supplement, through financial assistance, the efforts primarily of other Central Ministries, the State Governments and partly of voluntary organizations, and to fill critical gaps in institutions and programmes, taking into account the situation of STs. The primary responsibility for promoting the interests of Scheduled Tribes rests with all the Central Ministries. The Ministry supplements their efforts by way of various developmental interventions in critical sectors through specially tailored schemes. These schemes are administered by the Ministry of Tribal Affairs and implemented mainly through the State Governments / Union Territory Administrations for social, economic and educational development and through institution building.

1.4 Major Schemes/Programmes implemented by the Ministry of Tribal Affairs for the welfare and development of STs are as under:

Sl. No.	Name of Scheme
	<b>Centrally Sponsored Schemes</b>
	<b>Tribal Education</b>
<b>1</b>	Pre-Matric Scholarship
<b>2</b>	Post Matric Scholarship
	<b>Van Bandhu Kalyan Yojana</b>
<b>3</b>	Development of Particularly Vulnerable Tribal Groups
<b>4</b>	Minimum Support Price for Minor Forest Produce
<b>5</b>	Tribal Festival, Research information and Mass Education
<b>6</b>	Monitoring and Evaluation
<b>7</b>	Development Programmes in the Tribal Areas (EAP)
	<b>Special Central Assistance</b>
<b>8</b>	Special Central Assistance to Tribal Sub Schemes
	<b>Support to Tribal Research Institutes</b>
<b>9</b>	Tribal Research Institutes



<b>10</b>	Tribal Memorial
	<b>Other Grants/ Loans/ Transfers</b>
<b>1</b>	Scheme under proviso to Article 275(1) of the Constitution
<b>2</b>	Grant to Assam Government under Clause A of the Second Provision to Article 275(1) of the Constitution
	<b>Central Sector Schemes</b>
	<b>Central Scholarship</b>
<b>1</b>	National Fellowship and Scholarship for Higher Education of ST Students
<b>2</b>	Scholarship to the ST Students for studies abroad
	<b>Support to Tribal Institutions</b>
<b>3</b>	Support to National/State Scheduled Tribes Finance and Development Corporation
<b>4</b>	Institutional Support for Development and Marketing of Tribal Products
<b>5</b>	Aid to Voluntary Organisations working for the Welfare of Scheduled Tribes
<b>6</b>	Eklavya Model Residential School (EMRS)

1.5 The Year 2020 was witness to the global pandemic of COVID-19. The Tribal dominated States and Islands also had COVID-19 cases during the pandemic. Being remote/sparsely inhabited areas, having rather weak health infrastructure, there is an urgent need for better involvement of the Health Department in Tribal areas to deal with this situation. In the wake of indigenous vaccines developed and plans being chalked out for vaccination of the population, when asked as to how the Tribals would be included in Covid-19 vaccination drive and whether the Ministry have been consulted by the concerned authorities for the plan, the Ministry have stated as under:

“Ministry vide letter No. 08/02/2020-Livelihood dated 22.12.2020 to Tribal Welfare Department of all States/UTs have requested the support of state officials for vaccine administration including generating awareness on COVID-19 vaccination among the tribal communities and their mobilization.”

**CHAPTER II**  
**BUDGETARY PROVISIONS AND UTILIZATION**

2.1 The Demands for Grants of the Ministry of Tribal Affairs for the year 2021-22 are given under Demand No. 99. The detailed Demands for Grants of the Ministry were laid on the Table of Lok Sabha on 8<sup>th</sup> February, 2021. The Ministry furnished the following statement showing the Budget Estimates, Revised Estimates and Actual Expenditure for the last four years along with the Budget Estimates for 2021-22:

(₹ in crore)

Year	Budget Estimates	Revised Estimates	Actual Expenditure
1	2	3	4
2017-18	5329.32	5329.32	5317.78
2018-19	6000.00	6000.00	5994.58
2019-20	6894.96	7340.16	7327.62
2020-21	7411.00	5508.00	4530.40*
2021-22	7524.87	-	-

\*As on 18.02.2021.

2.2 The Ministry have also furnished the following statement showing BE, RE and Actual Expenditure on all the Schemes during the years 2018-19, 2019-20, 2020-21 and BE for the year 2021-22 alongwith Actual Expenditure till 31.01.2021:

(₹ in crore)

Sl. No.	Name of Schemes	2018-19			2019-20			2020-21			2021-22
		BE	RE	Exp.	BE	RE	Exp.	BE	RE	Exp. (upto 31.01.2021)	BE
1	SCA to TSP	1350.00	1350.00	1349.81	1350.00	1350.00	1349.86	1350.00	800.00	516.30	1350.00
2	Grants under Article 275 (1)	1800.01	1820.00	1819.82	2662.56	2662.55	2662.53	1350.01	800.00	710.80	1350.00
3	Eklavya Model Residential School (EMRS)	0.00	0.00	0.00	0.31	16.22	16.21	1313.23	1200.00	765.80	1678.05
4	Support to NSTFDC	65.00	65.00	65.00	80.00	80.00	80.00	150.00	0.00	0.00	0.01
5	Van Bandhu Kalyan Yojna	0.01	0.00	0.00	0.01	0.00	0.00	0.00	0.00	0.00	-

6	Aid to Voluntary Organizations working for the Scheduled Tribes	130.00	120.00	114.00	110.00	110.00	94.84	110.00	60.00	13.14	110.00
7	Development of Particularly Vulnerable Tribal Group (PVTG)	260.00	250.00	250.00	250.00	250.00	250.00	250.00	140.00	96.21	250.00
8	Institutional Support for Development and Marketing of Tribal Products.	54.15	72.50	72.50	83.00	128.50	128.50	140.00	105.00	65.30	150.00
9	Support to Tribal Research Institutes (TRIs) and Tribal Memorials	100.00	100.00	99.99	100.00	110.00	109.98	110.00	60.00	42.72	120.00
10	Minimum Support Price for Minor Forest Produce (MSP for MFP)	130.00	97.47	96.85	130.00	190.00	164.64	152.51	85.74	42.85	155.00
11	National Fellowship and Scholarship for Higher Education of ST students	100.00	100.00	99.98	100.00	100.00	99.89	100.00	120.00	96.41	150.00
12	Scholarship to the ST Students for Studies Abroad	2.00	2.00	2.00	2.00	2.00	1.90	2.00	4.76	2.59	3.00
13	Pre-Matric Scholarship	350.00	310.00	311.50	340.00	440.00	440.00	400.00	250.00	195.61	400.00
14	Post-Matric Scholarship	1586.00	1643.03	1647.56	1613.50	1826.39	1863.33	1900.00	1833.00	1648.58	1993.00
15	Tribal Festivals, Research Information & Mass Education	25.00	25.00	23.35	24.00	24.00	23.23	24.00	12.00	5.23	30.00
16	Monitoring and Evaluation	5.00	2.50	2.42	2.50	4.00	3.83	4.00	2.00	1.12	5.00
17	Improving Development Programmes in the Tribal Areas (EAP)	0.01	0.00	0.00	0.01	0.00	0.00	0.01	0.00	0.00	0.01
<b>Total -Schemes</b>		<b>5957.18</b>	<b>5957.50</b>	<b>5954.78</b>	<b>6847.89</b>	<b>7293.66</b>	<b>7288.74</b>	<b>7355.76</b>	<b>5472.50</b>	<b>4202.66</b>	<b>7484.06</b>

2.3 When asked about the reasons due to which funds at RE stage were substantially reduced in the financial year 2020-21 from ₹7411.00 crore to ₹5508.00 crore, the Ministry submitted that the BE for the Ministry was for ₹ 7411.00 Crore, which was modified to ₹ 5508.00 Crore at RE stage by the Ministry of Finance. Further, in addition, both Governmental and Non-Governmental implementing agencies had not been able to carry out the field level activities due to the ongoing pandemic, which has led to a slowdown in implementation of all the schemes.

2.4 When asked about the monitoring mechanism of the Ministry to avoid misappropriation and ensure proper allocation of financial resources, the Ministry replied as under:

- I. Release of funds to States in the schemes is made through PFMS platform.
- II. Funds are considered for sanction only after the project proposals are scrutinized and deliberated upon in the meeting of Project Appraisal Committees.

- III. Review meetings with States are held on a regular basis to take stock of progress.
- IV. Timely submission of Utilization Certificates (UCs) and Physical Progress Reports (PPRs) is also insisted upon from States so as to ensure that proper utilization of funds has taken place.
- V. Ministry is also in the process of developing a portal for managing the PVTG scheme in a transparent manner right from the stage of project formulation to its recommendation by State Governments, sanction and release of funds by MoTA and utilization of resources in the field.
- VI. Ministry of Tribal Affairs has developed an online portal “ADIGRAMS” to ensure effective planning, management and implementation of five schemes/Grants of MoTA i.e. “SCA to TSS”, “Conservation-cum-Development of PVTGs”, “MSP to MFP”, “Institutional Support” and “Grant under Article 275 (1) of the Constitution.” The portal is meant to capture necessary data and information for monitoring of these schemes/grants.
- VII. In case of other schemes such as scholarship or NGO schemes, robust digital platforms are already available.
- VIII. Besides NITI Aayog conducts evaluation studies of the scheme from time to time.
- IX. Physical inspections are also carried out by the officers of the Ministry from time to time. However, these inspections could not be carried out during 2020-21 due to COVID 19.
- X. Third Party Inspections are carried out for the NGO Scheme.
- XI. Evaluation of the schemes is also undertaken from time to time, the latest being by the KPMG.

2.5 The Ministry of Finance have allocated ₹7524.87 crore *vis-à-vis* the projected requirement of ₹ 12050.06 crore for various schemes of the Ministry of Tribal Affairs. When asked whether the Ministry would be able to undertake the envisaged works during the financial year 2021-22 with the allocated Budget. The Ministry of Tribal Affairs submitted as under:

“The schemes of the Ministry are demand driven. The Ministry have been able to spend the amount allocated under the BE for the previous financial years and would be able to utilize the amount sanctioned under the RE for the current Financial year. The releases of the funds are made depending upon the submission of UCs and PPRs for the previous releases by the States. Some

states have not been able to submit the same, resulting in their allocation not being fully released. It is expected that there is likely to be a reduction in quantum of works that could be executed due to a downward revision of outlay but execution of sanctioned schemes are not likely to encounter any setback.”

2.6 The Ministry have submitted that due to lock down of all activities to contain the COVID-19 pandemic, during this financial year the estimated expenditure i.e., 52.55 per cent of BE of ₹7411.00 crore (2020-21) under the various schemes have been reduced. When asked about the impact of pandemic on the implementation of various Schemes, the Ministry submitted that the pandemic has led to substantial setbacks in the performance of various schemes. However, there was no major impact foreseen because of the reduction in allocation of funds under EMRSs as the EMRS remained closed for large part of the year. Schools have only been partially opened for students from class 9<sup>th</sup> to 12<sup>th</sup> during January 2021. The ongoing construction work of the schools also was hampered due to lockdown imposed in view of the COVID 19 crisis.

2.7 When asked to state the impact of Covid-19 pandemic on the implementation of all the Schemes of the Ministry, it was further submitted as under:

“There has been a delay in receipt of UCs/PPRs from some States due to the pandemic as a result of which fresh releases has been made only in recent past. Further, implementing agencies have not been able to carry out field level activities due to the ongoing pandemic, which has led to a slowdown in implementation of schemes. This might impact timely utilization of funds under Grant-in-Aid General component before the end of current financial year.”

2.8 On the matter of online portal or apps in collaboration with State Tribal Departments for effective implementation of various schemes, the Ministry submitted that they have taken number of initiatives in digitizing the operation of different schemes/programmes as below:

<b>Scholarship Scheme</b>	<b>URL</b>	<b>Managed by</b>
National Fellowship Scheme	<a href="https://tribal.nic.in/nfs.aspx">https://tribal.nic.in/nfs.aspx</a>	MoTA
National Scholarship Scheme (Top Class)	<a href="https://scholarships.gov.in">https://scholarships.gov.in</a>	MeITY/NIC
National Overseas scholarship Scheme	<a href="https://tribal.nic.in/nos.aspx">https://tribal.nic.in/nos.aspx</a>	MoTA
Pre Matric and Post Matric scholarship Scheme	<a href="http://dbtribal.gov.in">dbtribal.gov.in</a>	MoTA (Data is shared by States/UTs and NSP-MeITY/NIC)

2.9 The Ministry of Tribal Affairs (MoTA) have developed an online portal “ADI-GRAMS” to ensure effective planning, management and implementation of 5 Schemes/Grants of MoTA i.e. “SCA to TSS”, “Conservation-cum-Development of PVTGs”, “MSP to MFP”, “Institutional Support” and “Grants under Article 275 (1) of the Constitution.” The portal is functional on NIC platform at <https://grants.tribal.gov.in>. The portal is meant to capture necessary data and information for monitoring of these schemes/grants.

- Implementation of the scheme through ‘NGO Grants Online Application & Tracking System’
- Ministry have developed National Tribal Research Portal webpage (<https://tritribal.gov.in>) which facilitates Submission of pending Utilization Certificates (UCs) and Physical Progress Reports (PPRs).
- Tribal Digital Document Repository Webpage (<http://repository.tribal.gov.in>) has been developed which has the facility for TRIs to upload report / publications, etc. pertaining to approved projects.

2.10 When asked about the mechanism for evaluation of various schemes of the Ministry, they submitted as under:

- “(i) Evaluation of the Scheme of Support to TRI has been done by NITI Aayog through KPMG during 2019. The draft evaluation report has been submitted by NITI Aayog.
- (ii) The following five schemes of Ministry of Tribal Affairs have been evaluated by IIPA during last two years:-
  - (a) Centrally Sponsered Scheme of Pre-matric Scholarship for Needy Scheduled Tribes Student studying in Class IX and X and Scheme of Post Matric Scholarships to the students belonging to Scheduled Tribes.
  - (b) Scheme of Development of Particularly Vulnerable Tribal Groups (PVTGs).
  - (c) Equity share to National Scheduled Tribe Finance and Development Corporation (NSTFDC).
  - (d) Centrally Sponsered Scheme of Minimum Support Price (MSP) for Minor Forest Produce (MFP).

(e) Institutional support for Development and Marketing of Tribal Products/Produce.

2.11 When asked whether the findings of the evaluation studies have been shared with the State Governments for necessary action at their end, the Ministry submitted in the affirmative.

2.12 The Committee note that the Ministry of Tribal Affairs allocate major amount of funds in every Budget to three important Schemes i.e., Special Central Assistance to Tribal Sub-Scheme (SCA to TSS), Grants under first Proviso to Article 275(1) of the Constitution and Development of Particularly Vulnerable Tribal Groups (PVTGs). The Ministry have submitted sector-wise funds sanctioned under these three components as under:

(₹in crore)

SI No.	Sector	2017-18	2018-19	2019-20
1	Education	1612.00	1561.40	2619.63
2	Livelihood	281.00	512.93	604.75
3	Skill Development	143.00	182.42	125.70
4	Health	118.00	193.33	197.81
5	Nutrition	20.00	32.38	44.50
6	Animal Husbandry (AH)	65.00	94.17	91.76
7	Infrastructure Development	110.00	195.58	265.07
8	Admin,R&D and M&E	73.00	163.00	124.86
9	Irrigation & watershed management	106.00	122.24	112.00
10	Road connectivity	43.00	109.00	113.00
11	Sports & Games	40.00	56.00	31.00
12	Drinking Water & PWS	72.00	145.90	64.87
13	Market & Value Chain Development	12.00	61.00	79.00
14	Eco-Tourism	2.00	9.00	12.00
15	Art & Culture	0.00	38.81	10.15
16	Others	0.00	16.47	19.52
	<b>Total</b>	<b>2697.00</b>	<b>3493.62</b>	<b>4515.63</b>

**2.13** The Committee note that the Ministry had utilized nearly 99 per cent of allocated funds during the last four years. For the financial year 2020-21, the Committee find that the Budget allocation for ₹ 7411 crore had been reduced at the time of RE i.e. ₹5508 crore and the actual expenditure of the Ministry was ₹4530.40 crore as on 18.02.2021, and the less utilization of funds was statedly due to the fact that the implementing agencies of various schemes, both Governmental or non-Governmental, were not able to carry out field level activities due to ongoing COVID-19 pandemic, thus leading to slow down in implementation of schemes. The Committee understand the problems faced by the Ministry in implementation of various schemes due to COVID-19 pandemic, but now as the pandemic is under control, they desire that extra efforts should be made by the Ministry to fill the gap due to non-implementation of Schemes since the tribal population is most vulnerable and would be pushed deeper into poverty and isolation otherwise. The Committee would like to urge upon the Ministry to pursue with State Governments and NGOs/VOs for completing all the formalities of furnishing UCs and PPRs in time now so that unspent amount of the Budget for the current financial year is utilized by 31 March, 2021. The Committee note that for Financial Year 2021-22, the Ministry of Finance have allocated ₹ 7524.87 crore to Ministry of Tribal Affairs *vis-à-vis* the projected requirement of ₹ 12050.06 crore for various schemes of the Ministry. The Committee desire that the Ministry should chalk out a plan to fill the gaps in low performing schemes during first three to four months of financial year 2021-22, and utilize maximum amount of the allocated Budget so that the Ministry are in a position to justify their demand for enhanced allocation at the RE stage in 2021-22.

**2.14** The Ministry has reportedly taken digital initiatives for 5 Schemes including their NGOs Scheme, PVTGs Scheme etc. To address educational & health infrastructure needs of Tribals in geographically remote areas, mapping of such areas is the pre-requisite to identify and prioritize such tribal areas, which are in the dire need of such infrastructure and financial support. In the recent past, the Bharat Rural livelihood Mission had also recommended to the Ministry of Tribal Affairs to collaborate with Ministry of Education and Ministry of Health & Family Welfare for the mapping for a better coordinated effort between the line Ministries for tribal welfare. The Committee feel that such efforts would prove to be very effective not only in identifying most deserving



potential beneficiaries but would make it much more easier to have a well-rounded plan of action with clearly spelt-out role of each Ministry and monitor the progress of work undertaken at actual locations and assess their efficacy without wasting time, manpower and funds. Hence, they recommend that the matter may be included in the agenda of the next Board meeting of the Ministry of Tribal Affairs and discussed between all the concerned Ministries, since all the Government schemes are steadily being reviewed now, following the report of the 15<sup>th</sup> Finance Commission, for ensuring their optimal performance in the next five years. The Committee may be apprised of the progress on the matter at action taken stage.

2.15 During the examination of the material available on various Schemes run by the Ministry of Tribal Affairs for tribal welfare, the Committee have come across various evaluation studies which show that the tribal population has not benefitted optimally from the various Government Sector Schemes due to several constraints that require synchronized efforts between various Central and State Ministries/ Departments dealing with tribal welfare, health and family welfare, roads and highways, fishery, livestock, solar energy, rainwater harvesting, mines, environment & forests, education etc. to address several practical problems concerning tribal areas. Some of these problems are lack of road connectivity between tribal villages, far off locations of primary health centers from the tribal areas, lack of irrigation facilities for agricultural activities of tribals, particularly in view of the depletion of forest produce owing to restrictions in entering wildlife sanctuaries, limited access to vaccination, contaminated drinking water in ponds and wells, alternate livelihood generation by rearing livestock and fishery, need for solar lighting arrangements for tribal homes as well as tribal schools, prevalence of alcohol and tobacco use among tribals, migration of tribals to other areas in search of employment, etc. During the oral evidence of the representatives of the Ministry of Tribal Affairs on the current year's Demands for Grants before this Committee, the Ministry informed about sector-wise funds sanctioned under three important Schemes i.e., Special Central Assistance to Tribal Sub-Scheme (SCA to TSS), Grants under first Proviso to Article 275(1) of the Constitution and Development of Particularly Vulnerable Tribal Groups (PVTGs). According to them, the Ministry has been providing funds for 16 sectors namely education, livelihood, skill development, health, nutrition,

animal husbandry, infrastructural development, irrigation and watershed management, road connectivity, sports and games, drinking water, eco tourism, art and culture, market and value chain development etc., which has nearly doubled from ₹ 2697 crore in 2017-18 to ₹ 4515.63 crore in 2019-20. The Committee appreciate the Government's commitment for tribal welfare as is evident from the information given above. However, they are of the opinion that there are several Schemes run by various Central Ministries too having implications for tribals, which can be synchronized with the Central Sector Schemes run by the Ministry of Tribal Affairs for a much better impact. Hence, the Committee recommend that in the meetings to be held in future to review the Government Schemes for the next five years, the Ministry should encourage participation of as many other Ministries as possible to bring them on board and seek their cooperation, apart from continuing their monitoring and handholding efforts with all the concerned State Governments. The Ministry should also be proactive in consulting people's representatives from the tribal dominated constituencies and involve them actively in order to be better informed about the problems faced by the tribals and their possible solutions.

## CHAPTER III

### EKLAVYA MODEL RESIDENTIAL SCHOOLS (EMRSs)

3.1 The Scheme of Eklavya Model Residential Schools (EMRSs) was introduced in the year 1997-98. The objective of EMRS is to provide quality middle and high level education to Scheduled Tribe (ST) students in remote areas, not only to enable them to avail of reservation in high and professional educational courses and get jobs in government and public and private sectors, but also to have access to the best opportunities in education at par with the non-ST population. This Scheme was initially funded under a Special Area Programme, 'Grants under Article 275(1) of the Constitution', but later was carved out as a separate Central Sector Scheme in 2019-20.

3.2 The Ministry have submitted that as on 16.02.2021, 588 EMRSs have been sanctioned by the Ministry in various parts of the country out of which 285 EMRSs are fully functional with around 73391 students enrolled in the EMRSs.

3.3 Realizing the importance of the EMRSs, in the Union Budget of 2018-19, the Government announced as follows:

“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 at 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 Thereafter the Scheme of EMRSs had been revised in 2018. The salient features of the revamped Scheme are:

- a. Setting up of EMRSs in every block with more than 50% ST population and at least 20,000 tribal persons,
- b. 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.
- c. 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.

- d. Construction grant of Rs. 20.00 crore per school with an additional 20% for schools in North East, hilly areas and areas affected by Left Wing Extremism.
- e. Recurring grant of Rs 1.09 lakhs per student per annum in case of EMRS and Rs. 0.85 lakhs in case of EMDBS.
- f. 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.
- g. Setting up of Centre of Excellence for sports in tribal majority districts with all related infrastructure (buildings, equipments 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.
- h. 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.
- i. Reservation of 20% seats under sports quota for deserving ST students who have excelled in the field of sports.

3.5 When asked about the steps taken for online teaching and learning in EMRSs during COVID-19 pandemic, the Ministry submitted as under:

- a. States were directed to shut the schools w.e.f.21.03.2020 by rescheduling the holidays in the Eklavya Model Residential Schools and the Eklavya Model Day Boarding Schools till 25.05.2020.
- b. Subsequently, in view of the full lockdown announced on 24.03.2020, States were directed to completely curtail all activities in the schools.
- c. States were also advised to make use of EMRS buildings as quarantine/isolation centre wherever required. Accordingly, 30 EMRSs were currently being used as quarantine/isolation centre.
- d. States have also been advised to make use various of e-resources developed by NCERT, MHRD for virtual learning by students, wherever feasible.

- e. Many States have made use of the existing resources and have ensured continuity in teaching through various technological platforms including You Tube, WhatsApp, Google Classroom, Mobile Apps. (STEP app) etc.

3.6 During the examination of the subject, the Committee came across an Evaluation study on EMRSs which showed that tribal children belonging to PVTGs cannot clear entrance exams of EMRS, hence they should be granted admission without taking entrance exams.

3.7 The Ministry have submitted the State wise list of EMRSs sanctioned and functional as on 31.12.2020 is given below:

Sl. No.	Name of State / UT	Number of EMRS Sanctioned	EMRS Functional
1.	Andhra Pradesh	26	19
2.	Arunachal Pradesh	10	2
3.	Assam	10	1
4.	Bihar	3	0
5.	Chhattisgarh	71	42
6.	Dadra & Nagar Haveli and Daman & Diu	1	0
7.	Gujarat	35	35
8.	Himachal Pradesh	4	4
9.	Jammu & Kashmir	6	0
10.	Jharkhand	79	13
11.	Karnataka	12	10
12.	Kerala	4	2
13.	Ladakh	2	0
14.	Madhya Pradesh	63	45
15.	Maharashtra	30	24
16.	Manipur	15	3
17.	Meghalaya	15	0
18.	Mizoram	17	2
19.	Nagaland	19	3
20.	Odisha	70	19
21.	Rajasthan	30	18
22.	Sikkim	4	4
23.	Tamil Nadu	8	8
24.	Telangana	23	16
25.	Tripura	16	5
26.	Uttar Pradesh	4	2
27.	Uttarakhand	3	1
28.	West Bengal	8	7
	<b>Grand Total</b>	<b>588</b>	<b>285</b>

3.8 During the Budget Speech on 1<sup>st</sup> February, 2021, the Hon'ble Finance Minister has made an announcement regarding EMRSs as under:

“I propose to increase the unit cost of each such school from ₹ 20 crore to ₹ 38 crore, and for hilly and difficult areas, to ₹ 48 crore. This would help in creating robust infrastructure facilities for our tribal students.”

3.9 When the Committee asked about the status of target of completing 740 EMRSs, the representative of the Ministry of Tribal Affairs during the evidence before the Committee submitted as under:

“पिछले साल कोरोना की वजह से काफी जगहों पर काम नहीं हो पाया था। लेकिन हमारा टारगेट है कि हम अगस्त, 2023 तक 740 स्कूलों को पूरा कर लेंगे।”

3.10 The Ministry of Tribal Affairs furnished the following statement showing Budget Estimates, Revised Estimates and Actual Expenditure incurred during the year 2019-20 and 2020-21 alongwith BE for the year 2021-22 on EMRS :-

(₹ In crore)

Financial Year	BE	RE	AE
2019-20	0.31	16.22	16.21
2020-21	1313.23	1200.00	765.80
2021-22	1678.05	-	-

3.11 On being enquired about the uniform policy for recruitment of teachers and other staff in EMRSs, the Ministry have submitted that the Recruitment Rules for 52 posts of teaching and non-teaching staff in each School have been finalized and notified to the States/ UTs. Accordingly, States have started the process of recruitment.

3.12 When asked the steps proposed to be taken and suggestions if, any, for the improvement in the implementation of the scheme, the Ministry replied as under:

- (a) Regular coordination with States for identification of suitable land for early start of construction work.
- (b) Bringing all the States on-board the new revamped scheme by entering into an MoU with NESTS.
- (c) Establishment of State/UT EMRS Society in all the States/UT.
- (d) Following up with States to recruit adequate teachers for the schools as per the Recruitment Rules notified by the Ministry.
- (e) Regular initiatives for capacity building and leadership development of

teachers and principals.

- (f) CBSE affiliation of all schools to bring uniformity.
- (g) Promoting online learning by creating an enabling ecosystem.

3.13 The Ministry have furnished the system of monitoring and control over the performance of EMRSs as under:

- (a) The functioning of the schools is being constantly monitored for their academic and co-curricular achievements; progress of construction, learning outcomes through regular reports submitted by State Governments.
- (b) Exhaustive information on various functional aspects of the school including enrolment, teacher information, student information, infrastructure details, results etc. collected through UDISE system of Ministry of Human Resource Development are also being used for monitoring the performance of the schools.
- (c) EMRS Division of the Ministry of Tribal Affairs, headed by a Joint Secretary and supported by Director/Under Secretary/Section Officer are also responsible for implementation and monitoring of the schemes at the Ministry level.
- (d) The progress of implementation of the scheme is reviewed by the Ministry of Tribal Affairs through periodic reports and field visits by officials from the Ministry of Tribal Affairs, National Education Society for Tribal Students and State/UT Government of State/UT EMRS Societies.
- (e) NESTS through its dedicated staffing including the Commissioner, Additional Commissioner, Deputy Commissioner, Joint Commissioner under the overall direction of the Governing Body and the Executive Committee is also carrying out regular monitoring of the Schools.
- (f) For a more effective & standardised monitoring and to promote outcome-oriented performance of the schools, tools such as the NITI Aayog's School Education Quality Index (SEQI), National Achievement Survey of NCERT etc. are being explored to be used.
- (g) Information pertaining to EMRSs have also been made available on the Performance Dashboard of the Ministry (<https://dashboard.tribal.gov.in/>)

wherein details like students enrolled, no. of functional schools, Amount released to States, construction status of schools, District-wise school details, schools sanctioned year-wise is available.

Apart from the above, for the purpose of effective monitoring and data driven decision making, a dedicated MIS is being planned to be developed. The MIS will have information relating to release of funds, utilization, progress of construction activities, academic activities, schools-wise etc.

### 3.14 National Education Society for Tribal Students (NESTS)

- (a) National Education Society for Tribal Students (NESTS) established to plan, construct, establish, endow and administer the Eklavya Model Residential Schools (EMRSs)/Eklavya Model Day Boarding Schools (EMDBS) and Centres of Excellence for Sports (hereafter referred to as Schools) and will do all acts and things necessary for or conducive to tribal education.
- (b) 28 posts were approved by Ministry of Finance, Joint Secretary (EMRS) in the Ministry was assigned the charge of Commissioner, NESTS. Out of the remaining 27 posts, Additional Commissioner, Joint Commissioner and Deputy Commissioner have joined the Society. Incumbent for the post of one Assistant Commissioner has been finalized and is expected to join soon. Applications have been requested from eligible officers to fill up the 6 posts on deputation basis. For all the remaining posts the work of filling up of various posts in NESTS has been assigned to Educational Consultants India Limited (EdCIL), a Public Sector Undertaking under the administration control of the Ministry of Education.
- (c) A Project Management Unit has been setup in the NESTS with consultants hired on contract basis in the areas of Monitoring & Evaluation, Human Resources, Finance Administration, Information Technology. Apart from this 1 retired Government servant is also being taken onboard for administration work.
- (d) The office of NESTS has already occupied space at Jeevan Tara Building, Parliament Street, New Delhi and is functional there.



3.15 A dedicated construction wing of NESTS consisting of retired officers in the rank of Chief Engineer (Civil), Executive Engineer (Civil), Assistant Engineer (Electrical) and Assistant engineer (Civil) for effective supervision and monitoring of pre-construction and post-construction activities of EMRS construction has been set up in NESTS.

**3.16** The construction of desired number of sanctioned EMRSs has remained rather slow with the result that in the last 23 years, only 285 EMRSs could be made functional. The Committee are happy to note now that a dedicated construction wing of NESTS (National Education Society for Tribal Students) consisting of retired officers in the rank of Chief Engineer (Civil), Executive Engineer (Civil), Assistant Engineer (Electrical) and Assistant engineer (Civil) has been set up for effective supervision and monitoring of pre-construction and post-construction activities of EMRSs since out of 588 sanctioned EMRSs only 285 are functional as on 31.01.2021. The Committee also note the Ministry's statement that total targeted 740 EMRSs will be constructed and made functional by the August 2023 and that the unit cost of each EMRS has been increased from ₹ 20 crore to ₹ 38 crore, and for hilly and difficult areas it will be ₹ 48 crore. The Committee hope that the personnel of construction wing of NESTS would be given charge of overseeing construction work progress of all remaining 303 schools soon which have been sanctioned in different States and make a detailed report on the reasons for delays in the completion of each EMRS and with the consultations of the States authorities, ensure that targets are set for completion of each EMRS. As the construction cost has been increased from ₹ 20 crore to ₹ 38 crore/₹ 48 crore for hilly areas, the Committee feel that this would help in creating robust infrastructure facilities for tribal students. The Committee also recommend that all the sanctioned posts in the Dedicated Construction Wing should be filled on urgent basis so that NESTS is able to work effectively and promptly for the purpose it was set up.

**3.17** The Committee note that there is no EMRSs functional in the States of Bihar and Meghalaya and UTs of Dadra and Nagar Haveli, Daman & Diu and Jammu & Kashmir. The Committee also find that in the State of Jharkhand, out of 79 sanctioned EMRSs only 13 EMRSs are functional. Similarly, in Odisha only 19 EMRSs are functional out of 70 sanctioned EMRSs as on 16.2.2021. The Committee desire that the Ministry, first of all, must ensure that all States enter into MOUs with NESTS so as to give requisite boost to their efforts with regard to construction of sanctioned schools well in time. They should particularly consult with all the State Governments where construction work of EMRSs is pending for more than two years for completing all the formalities like

allotment of land, etc. and convince them to make sincere efforts for early completion of EMRSs for the educational upliftment of the tribal population.

**3.18** The Committee find that the Ministry have now set the target of completion of construction of 740 EMRSs by August, 2023. For this, the Committee desire that the Ministry should chalk out an annual action plan in which the priority to the tribal dominated States is given with target dates for each essential activity, that is, sanctioning of schools, allocation of land, completion of construction work, appointment of staff etc. so that the target of completion of all the EMRSs is achieved by August, 2023. The Committee are happy to note that the recruitment rules for teaching and non-teaching staff for 52 posts in each school have been since finalized and notified to the States/UTs. The Committee desire that the Ministry should direct all the State Governments to furnish a status report on the recruitment of teaching and non-teaching staff as per the guidelines. In addition, as the Ministry has also proposed Eklavya Day Boarding Schools, a status report on the same may be submitted to the Committee.

**3.19** The Committee note that for the purpose of effective monitoring and data driven decision making on the EMRSs, a dedicated MIS is being planned to be developed by the Ministry. The MIS will have school wise information relating to release of funds, utilization, progress of construction, and other activities. The Committee feel that once the MIS is developed by the Ministry, it will be very useful for effective monitoring of all the activities of each EMRS. The Committee recommend that the Ministry should fix a timeline and make sincere efforts to develop a dedicated MIS for monitoring of EMRSs without any delay.

**3.20** As the Committee has come across some evaluation studies suggesting relaxation in admission criteria, particularly entrance exam, for PVTG children, they desire the Ministry to examine the same and submit their views and action on the matter.

**CHAPTER IV**  
**CENTRAL SECTOR SCHEMES**

**Grant-in-aid to voluntary organizations looking for the welfare of STs**

4.1 The role of Non-Governmental Voluntary Organizations (NGOs), which have local roots and have the requisite resource capacity to work in Left Wing Extremism affected hilly, remote and border areas, has become increasingly important. The Ministry is providing Grant-in-aid to voluntary organizations working for the welfare of STs to cater to comparatively service deficient tribal dominated areas, where direct outreach of Government through its institutional mechanism was not adequate. As per the Ministry, in the year 2020-21, grants are given to about 200 NGOs for 300 projects in 24 States, working in the areas of health, education and livelihood till 20.12. 2020.

4.2 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, drinking water through the efforts of voluntary organizations and to provide environment for socio-economic upliftment and overall development of the Scheduled Tribes (STs).

4.3 The grants are provided to the Non-Governmental Organizations/Voluntary Organizations on recommendation by the multi-disciplinary State Level Committee of the concerned State Government/UT Administration.

4.4 The Ministry of Tribal Affairs have furnished the following details of the Budget Estimates, Revised Estimates and Actual Expenditure for the last three years along with BE for the year 2021-22:-

(₹ in crore)

Year	BE	RE	AE
2018-19	130	120	114
2019-20	110	110	94.84
2020-21	110	60.00	13.14 (till 31.01.2021)
2021-22	110	-	-

4.5 When the Committee enquired about the reasons for downsizing the budget allocation at RE stage in 2020-21 alongwith the reasons for the serious under utilization of funds under the Scheme, the Ministry of Tribal Affairs replied that due to

the COVID-19 pandemic, schools being run by NGOs/VOs for ST beneficiaries were closed in compliance of the directions issued by MHA and State Governments. Hostels in Residential Schools, being funded by the Ministry, were also closed down and children sent home. This led to a sharp decline in the funds required by the organizations.

4.6 When asked to explain the problems faced by the Ministry in getting complete and suitable proposals from the State Governments under the Scheme as well as steps taken by the Ministry to ensure timely submission of proposals by the State Governments, the Ministry replied as under:

“The Scheme of Aid to Voluntary Organizations working for the welfare of Scheduled Tribes is being implemented through NGO grants portal and Ministry has a dedicated technical team to help stakeholders viz NGOs, District office and State Secretariat on issues faced by them

4.7 It is also submitted that with a view to simplify the procedure under the scheme and avoid delays in receipt of State recommendations, the Ministry has modified the scheme guidelines as detailed below:

- (i) At District level, besides Collector, Divisional Commissioner or CEO, Zilla Paishad can be the inspecting agency depending upon the structure of district so as to expedite the 1<sup>st</sup> level Inspection.
- (ii) At State level, approval of State Committee will be applicable to the new projects only. Ongoing projects under the scheme, which have already been approved by State Committee in previous year, would not be required to be placed before the State Committee but can be recommended by the Principal Secretary of State Tribal Welfare Department.

4.8 The Ministry have further submitted that some difficulties are being experienced by some NGOs in disbursement of the sanctioned grants due to non-compliance of statutory requirements by some of the organizations. Some NGOs/VOs have not submitted their UCs for earlier grants in the revised GFR-12A format, which was issued in September, 2020. As these organizations have submitted their utilization certificates in the older GFR -19A format, it is expected that they will submit the utilization certificates in revised format.

4.9 Further, the details of initiatives taken for hand-holding of NGOs like video conferencing and training Session / workshops conducted by Ministry of Tribal Affairs are furnished to the Committee, as given below:

S.No.	Meeting Date	Details
1	28.01.2019 and 29.01.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Kolkata
2	04.02.2019 and 05.02.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Bhubaneswar
3	11.02.2019 and 12.02.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Bhopal
4	07.03.2019 and 08.03.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Nashik
5	12.06.2019 and 13.06.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Delhi
6	19.08.2019 and 20.08.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Hyderabad
7	09.09.2019 and 10.09.2019	Workshops on PFMS Expenditure, Advance & Transfer (EAT) Module at Guwahati
8	10.12.2019 to 12.12.2019	Consultation-cum-workshop with NGOs funded by the MoTA, IIPA, IP Estate, New Delhi
9	25.02.2020 and 26.02.2020	Consultation-cum-workshop with NGOs funded by the MoTA, IIPA, IP Estate, New Delhi
10	09.01.2021	Video Conference with NGOs on 09.01.2021 regarding requirement of Utilization Certificate (UC) in the GFR-12A
11	23.01.2021	Video Conference with NGOs on 23.01.2021 regarding requirement of Utilization Certificate (UC) in the GFR-12A

4.10 When asked about the State-wise details of the number of beneficiaries during the last three years under the Scheme, the Ministry furnished the following information:

S.No.	State	2017-18 Beneficiaries	2018-19 Beneficiaries	2019-20 Beneficiaries
1.	Andhra Pradesh	46407	19966	26906
2.	Arunachal Pradesh	293000	93022	209365
3.	Assam	85060	97368	49151
4.	Chhattisgarh	22342	11571	4562

5.	Gujarat	50648	178687	159980
6.	Himachal Pradesh	2350	2462	1882
7.	J&K	140	100	366
8.	Jharkhand	396897	645635	503826
9.	Karnataka	60821	179259	98994
10.	Kerala	85228	62259	0
11.	Madhya Pradesh	1146	2586	1344
12.	Maharashtra	23194	2550	12441
13.	Manipur	3898	4191	5969
14.	Meghalaya	140869	182650	183368
15.	Mizoram	2650	8402	5502
16.	Nagaland	475	143	0
17.	Delhi	160	50	0
18.	Odisha	56006	165698	113876
19.	Rajasthan	817	2825	1970
20.	Tamil Nadu	269544	482619	194619
21.	Telangana	2353	400	91
22.	Tripura	200	400	400
23.	Uttarakhand	1440	1005	1071
24.	Uttar Pradesh	489	0	0
25.	West Bengal	180252	197149	141774
	Total	1726386	2340997	1717457

4.11 When enquired about any instance of misuse of Grants-in-Aid by VOs/NGOs in their knowledge, the Ministry submitted as under:

“Ministry had received a complaint on 13.03.2019 from Shri Ashok Srivastava, R/o Ranu Colony, Meghnagar, Jhabua, Madhya Pradesh against Gramin Seva Kendra, Village Mandlinathu, PO Mandlinathu, Jhabua, Madhya Pradesh with respect to Kanya Awasiya Parisar, Vill Samoi, Block Ranapur, Distt. Jhabua, Madhya Pradesh where in the complainant had alleged that NGO had misappropriated grants-in-aid received for the said project whereas there is no such school established at the stated location. In this reference, Ministry had sought a report from the State Government of Madhya Pradesh. In reply, State Government vide letter dated 07.01.2021 has broadly stated that project mentioned in the complaint is located at Village Mandlinathu instead of Village Samoi and that project at Village Mandlinathu is catering to ST girls from class I to VIII.

Further, it is also proposed to get the project inspected by an independent agency, Bharat Rural Livelihoods Foundation (BRLF), recognized as a Centre of Excellence by the Ministry.”

4.12 When asked about the action taken by the Ministry in this regard, the Secretary, Ministry of Tribal Affairs submitted as under:

“Basically, where there is a difference of opinion between the State Government and the field report, we have an agency to look into it. Here, we have this Bharat Livelihood Foundation. They do the physical inspection. They go and then check.”

**4.13 The Ministry is providing Grant-in-Aid to Voluntary Organisations working for the welfare of STs to cater to comparatively service deficient tribal dominated areas, where direct outreach of the Government through its institutional mechanism was not adequate. The Committee note that in 2020-21, BE of ₹ 110 crore has been downsized to ₹ 60 crore at the RE stage under the scheme and the Ministry have utilized only ₹13.14 crore upto 31.01.2021. For low utilization of funds under the Scheme, the reason given is that schools and hostels run by NGOs were closed in 2020 due to Covid-19 pandemic. The Committee acknowledge that the reason has led to under-utilization to some extent but feel that since the NGOs are working not only in schools but also in other fields including health and livelihood such an underutilization shows that virtually no activity was undertaken by the NGOs in the field of tribal welfare. Moreover the COVID-19 pandemic did not spread to remote tribal areas as fast as in other areas. The Committee feel that a better coordination mechanism established by the Ministry with the NGOs working in the field of health and sanitation, could have ensured that at least a reasonable amount is utilized by these NGOs at the time of pandemic to provide health facilities and create awareness about the situation. The Committee desire that Ministry should collect data from all the State Governments to know the actual expenditure in the health sector by these NGOs in the year 2020-21. The Committee recommend that Ministry should take sincere and effective steps for full utilization of funds under the Scheme by the end of the current financial year. Since the majority of the schemes are implemented through various NGOs and VOs working in the field of welfare and development of Scheduled Tribes, the Committee desire that when any change/modifications is made in the procedure for grants to NGOs/VOs, the Ministry should play pro-active role for capacity building of these organizations in advance so that no organization faces any problem in getting the grants due to procedural infirmities. At the same time, the Committee recommend that since misuse of funds by some NGOs is a bitter reality hence the inspection mechanism needs to be strengthened and better transparency achieved through effective use of digital devices and live data feed.**



## **CHAPTER-V**

### **DEVELOPMENT OF PARTICULARLY VULNERABLE TRIBAL GROUPS (PVTGs)**

5.1 There are certain groups among Scheduled Tribes which have declining or stagnant population, low level of literacy, pre-agricultural level of technology and are economically backward. These groups are among the most vulnerable sections of our society as they are few in numbers, have not attained any significant level of social and economic development and generally inhabit remote localities having poor infrastructure and administrative support. 75 such groups in 18 States and one UT have been identified and categorized as Particularly Vulnerable Tribal Groups(PVTGs)

#### **Scheme for the Development of PVTGs**

5.2 The Ministry of Tribal Affairs (MoTA) is the nodal Ministry for the overall policy, planning and coordination of the programmes for the development of STs and PVTGs. The dedicated Scheme of Development of Particularly Vulnerable Tribal Groups is implemented by the MoTA through State Governments and UT Administrations covering all the 75 PVTGs. The scheme aims at planning for the socio-economic development of the PVTGs in a comprehensive manner while retaining the culture and heritage of the community by adopting habitat development approach and intervening in all spheres of their social and economic life, so that a visible impact is made in improvement of the quality of life of PVTGs.

5.3 The scheme follows the strategic approach which is need-based and strives to optimize utilization of resources available under various programmes and aims at specific outcomes. The scheme covers funding for activities like housing, enhancement of education and health infrastructure, land distribution, land development, agricultural development, animal husbandry, construction of link roads and installation of non-conventional sources of energy for lighting purpose, irrigation, social security (including Janshree Bima Yojana), skill development and upgradation, conservation of culture or any other innovative activity meant for inclusive development of PVTGs. The funds under this scheme are made available only for important activities for the survival, protection and development of PVTGs and which are not specifically catered to by any other scheme of the State or the Central Government or by guidelines governing the utilization of funds under Special Central

Assistance to Tribal Sub-Scheme and Article 275(1) of the Constitution. The scheme is implemented through ITDA by State Government.

- State Governments have been given the flexibility of utilizing the funds using the gaps identified through Base Line Survey/ Socio-Economic Survey.
- In order to ensure the overall socio-economic development of PVTGs, emphasis is being given on micro level planning at the level of PVTG habitat using GIS mapping.

5.4 Emphasis in the Comprehensive cum Development (CCD) Plan is for preserving traditional architecture, traditional medical practices and cuisine and maintaining the heritage and culture of PVTGs.

5.5 The Ministry have furnished the following figures regarding Budget Estimates, Revised Estimates and Actual Expenditure for the last three years alongwith Budget Estimates for 2021-22 under the Scheme:

(₹ in crore)

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>AE</b>
<b>2018-19</b>	<b>260</b>	<b>250</b>	<b>250</b>
<b>2019-20</b>	250	250	250
<b>2020-21</b>	250	140	96.21 till 31.01.2021
<b>2021-22</b>	250	-	-

5.6 When asked about the reasons for downsizing the BE from ₹250 crore to ₹140 crore at RE stage in 2020-21, the Ministry in their written replies submitted as under :

“Both Governmental and Non-Governmental implementing agencies had not been able to carry out the field level activities due to the ongoing pandemic, which has led to a slowdown in implementation of schemes. However, the Ministry has already made an expenditure of ₹ 127.00 crore till 20.02.2021”

5.7 The Ministry have submitted the details of State-wise funds released and utilized during the last three years under the Scheme as under:

S. No.	Name of State	FY 2017-18		FY 2018-19		FY 2019-20		FY 2020-21	
		Released	Utilized	Released	Utilized	Released	Utilized	Released	Utilized
1	Andhra Pradesh	2076.00	2076.00	1837.00	1837.00	3713.43	3713.43	1245.50	
2	A & N Islands	200.00	190.11	0.00	0.00	0.00	0.00	0.00	
3	Bihar	295.91	158.47	0.00	0.00	0.00	0.00	0.00	
4	Chhattisgarh	1089.50	1089.50	1051.50	1051.50	1311.35	1311.35	989.32	
5	Gujarat	390.67	390.67	604.00	604.00	429.05	429.05	552.20	
6	Jharkhand	2043.75	1920.02	3295.79	2057.98	847.00	803.30	1136.06	
7	Karnataka	467.00	467.00	460.00	460.00	1933.01	1933.01	438.46	
8	Kerala	62.00	0.00	0.00	0.00	0.00	0.00	88.00	
9	Madhya Pradesh	8232.46	8232.46	7998.09	5508.50	8064.89	8064.89	2188.11	
10	Maharashtra	1226.25	1226.25	1230.26	1230.26	2510.00	1753.67	753.67	
11	Manipur	195.00	195.00	1157.55	276.53	0.00	0.00	0.00	
12	Odisha	1297.00	1297.00	3626.00	3626.00	976.38	976.38	1202.00	
13	Rajasthan	1038.00	1038.00	1008.00	1008.00	968.10	968.10	968.00	
14	Tamil Nadu	1770.75	1615.76	0.00	0.00	819.48	600.33	551.08	
15	Telangana	778.00	778.00	533.00	533.00	538.50	538.50	1460.50	1460.50
16	Tripura	2305.00	2305.00	789.53	789.53	1960.82	893.94	231.44	
17	Uttar Pradesh	17.96	0.00	0.00	0.00	0.00	0.00	82.04	
18	Uttarakhand	130.00	130.00	565.86	565.86	489.53	466.11	295.00	
19	West Bengal	330.76	330.76	843.42	843.42	437.47	437.47	519.40	
	<b>Grand Total</b>	<b>23946.01</b>	<b>23440.00</b>	<b>25000.00</b>	<b>20391.58</b>	<b>24999.01</b>	<b>22889.53</b>	<b>12700.78</b>	

5.8 From the above statement the Committee observe that no funds were released under the Scheme to the States of Kerala, Bihar, Uttar Pradesh and UT of Andaman & Nicobar Islands in 2018-19 and 2019-20 (upto 31.12.2019). When asked about the reasons for non-releasing of funds to these States/UTs, the Ministry submitted that except in respect of Tamil Nadu, to which an amount of ₹ 8.19 crore was released during 2019-20, no funds could be released under the Scheme of Development of PVTGs to the States of Kerala, Bihar, Uttar Pradesh and UT of Andaman & Nicobar Islands in 2018-19 and 2019-20 due to pendency of UCs/PPRs against the earlier releases. However, further furnishing of same is a pre-requisite for any fresh release of funds.

5.9 The Ministry have submitted that the implementation of the Scheme is monitored by the officials of the Ministry and other independent agencies as may be

appointed by them from time to time for the purpose. The Ministry reserves the right to prescribe formats or guidelines for improving monitoring of progress at any time. At the end of each financial year, the State Governments/UT Administrations are required to submit a progress report in the prescribed format to the Ministry of Tribal Affairs. They have been asked to conduct base line survey for assessing the population of PVTGs residing in the States and UTs.

5.10 The impact evaluation of the Scheme of Development of PVTGs was conducted by Indian Institute of Public Administration (IIPA) in 18 States and 1 UT in 2019. When asked about the major findings of the study, the Ministry in their written replies stated that the following observations were made in the Impact Evaluation study of the Scheme of Development of PVTGs conducted by IIPA:

- (i) Revision of the list of villages coming under the micro-plan projects is essential for the State of Odisha and Madhya Pradesh as the number of villages has been increased over these years and these villages outside the micro-plan projects have been deprived of getting the CCD scheme benefits as the outside villages are not included in the micro plan project areas.
- (ii) All States should constitute micro-plan projects under CCD plan.
- (iii) The major emphasis under the CCD plan in the respective states are primarily on development of infrastructure (i.e. housing, water supply, construction of CC roads, land development activities); whereas equal emphasis should be given to strengthen the traditional livelihood and occupation of the PVTGs. Skill development activities both for PVTG men and women needs to be imparted to generate alternative employment opportunities.
- (iv) More livelihood opportunities should be generated locally to stop migration.
- (v) Drinking water facilities to be provided within the habitation through stream-based pipe water supply through overhead water tank based on solar power or installation of tube well and deep bore well should be provided based on the availability of source of water.
- (vi) Irrigation infrastructures should also be created and the existing water harvesting structures should be repaired from time to time.
- (vii) All PVTG GPs and Habitations should be connected with all-weather roads.
- (viii) The population norms for construction of Sub-Centres, PHC & CHC should be further relaxed for PVTGs. For Sub-Centre the population should be 1000,

for PHC the population should be 10000 and for CHC the population should be 30000.

- (ix) The Tribal Development Agencies (ITDA, Micro-Plan Projects) at the local level apart from few are working with limited infrastructure, funds and staff; there is no sufficient manpower/ field staff and lack of incentive for the staff working in the field. The presence of non-governmental organization in the PVTG areas is also very rare.
- (x) There is a need for revamping of Micro-Plan Projects and ITDAs.
- (xi) The educational complex should cover all PVTG habitations.
- (xii) Since the school going children belonging to particularly tribal groups are given admission in the general tribal schools, they feel alienated, uninterested and often develop an inferiority complex. The teacher recruited in the school belongs to other tribal group who teaches in regional and other tribal languages. The PVTG children face difficulty to connect to the teaching method because of language problem.
- (xiii) Construction of PVTG house and toilets should be taken up directly by ITDAs and middlemen should be eliminated to ensure quality of construction and the architect of the houses should gel the local design.
- (xiv) Cast certificate should be issued to all PVTGs in mission mode and there should be provision to also mention that this community also belongs to PVTG.
- (xv) MSP scheme should be implemented in the PVTG areas and the State should procure MFP from the community and provide them a fair price for their produce.
- (xvi) Rights over the forest resources should be recognized under FRA-2006 specially habitat rights under section 3(1)(e) of the Act.
- (xvii) All State should prepare long term micro-plan projects under CCD scheme considering the gaps at the habitat level.

5.11 When asked about the action taken by the Ministry on the findings of the study, the Ministry submitted as under:

“It is proposed to share the State specific observations of the IIPA with States during the course of PAC meetings for 2021-22 so as to seek their feedback and initiation of corrective measures wherever required.”

5.12 When asked about the efforts made by the Ministry for imparting education facility like opening of schools in PVTGs habitats areas for basic and elementary education for girls and boys, the Ministry submitted as under:

“The PVTG youth are covered under the scheme of Sarva Shiksha Abhiyaan of Ministry of Education as well as educational facilities created under Ministry’s schemes of Grants under Article 275(1) and SCA to TSS in the form of EMRS and Ashram schools. In addition, they are required to be covered under any other scheme catering to education and allied benefits of either the State Government or the Central Government.”

5.13 When asked whether the Ministry have started any coaching/training/remedial classes for students belonging to PVTGs to enable them to prepare for entrance examination for EMRS and Ashram Schools, the Ministry submitted that the Ministry has not started any coaching/training/ remedial classes for PVTG students, It is expected that the State Governments shall formulate such projects that target this category for special focus.

5.14 The Ministry have submitted that at present there is no relaxation/ concession given to PVTG students for admission to EMRSs. PVTG students are eligible for admission in EMRSs since majority of the PVTGs belong to ST category as well”

5.15 When asked to furnish the State-wise details of students belonging to PVTGs who have got admission in EMRSs/ Ashram Schools in the last five years, the Ministry submitted that currently, 73391 ST students including PVTGs are enrolled in EMRSs. However, segregated data for PVTGs is not being maintained centrally.

5.16 On being enquired about the coverage of maximum number of PVTGs under Skill Development Initiatives, the Ministry submitted as under:

“Ministry has supported projects proposed by the State Governments towards Skill development of PVTG communities in the past. Around 20 projects with an outlay of ₹941.56 lakh were sanctioned in 2018-19 while the figure for 2019-20 was 10 projects with an outlay of ₹1169.16 lakh. Details of projects funded in 2019-20 are given below:

States	Sector	Activities	Location	Amount (₹in lakh)
Chhattisgarh	PVTG	Vocational Training	Training of Bamboo construction/Bamboo furniture making 200 unit	50.00
Madhya Pradesh	PVTG	Infrastructure Development	State-of-Art computer skill development training centres for PVTGs in 5 districts	246.00
Maharashtra	PVTG	Goal rearing intervention	EAGL- Goal rearing intervention for Katkari tribes	537.00
Maharashtra	PVTG	Vocational Training	Devrai art village-training at bhamragad	45.16
Tripura	PVTG	Vocational Training	Skill development training for electricians & plumbing @Rs. 0.25 lakh per trainee	15.00
Tripura	PVTG	Vocational Training	Skill development training for Cake and bread making @Rs. 0.25 lakh per trainee	18.75
Tripura	PVTG	Vocational Training	Skill development training for Mobile repairing and catering & decorator @Rs. 0.25 lakh per trainee	95.00
Tripura	PVTG	Vocational Training	Vocational training to increase skilled manpower among PTG @ Rs. 18,000 per trainee	100.00
West Bengal	PVTG	Training Program	Skill Development training programmes and market linkage for self employment I Babui Rope, Bamboo basket making, Sal leave plate making trade for 250 Lodha	18.75
Manipur	PVTG	skill development	Skill development programme in Civil Aviation & Hospitality trades 25 Youths	43.50

**5.17 The Scheme of development of Particularly Vulnerable Tribal Groups (PVTGs) is very significant for the protection and development of PVTGs. The Committee find from the details of State wise funds released and utilized under the Scheme that no funds were released in the year 2018-19 and 2019-20 for Bihar, Kerala, Uttar Pradesh and UT of Andaman and Nicobar Islands. The Ministry attributed it to pendency of Utilization Certificates and Project Progress Reports against the earlier releases of funds under the Scheme. The utilization status was missing for 2020-21 for all States/UTs except the State of Telangana, which has utilized entire amount during the last three years. The Committee desire that the Ministry should extend assistance to the State Governments and NGOs/VOs working under the Scheme for timely and proper submission of utilization certificates and physical progress report so that proper utilization of funds could be ensured.**

**5.18 The Committee note that the Scheme has already been evaluated by an independent body and several important recommendations made. Some of the important recommendations relate to (i) Poor awareness about FRA-2006 among PVTGs, Government Schemes and programmes and other basic social entitlements (ii) Tuberculosis, typhoid, jaundice, malaria and sickle cell anemia have cost many lives of PVTGs. Poor access to public health care facilities makes the situation worse to check the spread of these diseases (iii) Poor literacy rate among the PVTGs due to poor access to primary and secondary schools nearby (iv) Availability of drinking water is a major concern among the PVTGs (v) No all-weather road connectivity to most of the PVTGs habitations. (vi) As the villages fall under reserve forest, National Park and wildlife sanctuary, there is restriction from forest department for construction of concrete road in these areas (vii) Some of the PVTGs still do not have Caste Certificates, thus they are being deprived of the benefits offered by Central and State Governments (viii) Most of the States do not have Micro-Plan Projects for PVTGs except Odisha and Madhya Pradesh.**

**The Committee find that the State specific recommendations are proposed to be shared with the State Governments to obtain their feedback. The Committee desire that the Ministry should formulate fresh guidelines based on the feedback from the States/UTs covering all the above crucial issues and direct the State Governments to follow guidelines in letter and**



**spirit. The Committee are particularly shocked to know that some PVTGs do not have caste certificates, which is the basic document required for availing benefits under various welfare schemes meant for tribal people. The Committee recommend that the Ministry should issue directions to all the State Governments/UTs for starting a special drive to issue of caste certificates to all the PVTGs without further delay.**

## CHAPTER-VI

### NATIONAL SCHEDULED TRIBE FINANCE AND DEVELOPMENT CORPORATION (NSTFDC)

6.1 The NSTFDC, a fully Government of India owned Undertaking under the Ministry of Tribal Affairs, is the Apex organization for providing financial assistance for Schemes/projects for the economic development of Scheduled Tribes. The Corporation provides financial assistance for income generation activities and marketing support assistance for economic upliftment of Scheduled Tribes.

The details of Schemes of NSTFDC are as under:

(i) **Term Loan scheme:** NSTFDC provides Term Loan for viable schemes costing upto ₹50 lakhs per unit. NSTFDC provides financial assistance upto 90% of the cost of the scheme and the balance is met by way of subsidy/ promoter's contribution/ margin money.

(ii) **Adivasi Mahila Sashaktikaran Yojana (AMSY):** This is an exclusive scheme for economic development of Scheduled Tribe women. Under the scheme, NSTFDC provides loan upto 90% for scheme costing upto ₹ 2 lakh at highly concessional interest rate of 4% per annum.

(iii) **Micro Credit Scheme:** This is an exclusive scheme for Self Help Groups (SHGs) for meeting small loan requirement of Scheduled Tribe members. Under the scheme, the Corporation provides loans upto ₹50,000/- per member and ₹5 lakhs per SHG.

(iv) **Adivasi Shiksha Rinn Yojana:** This is an Education Loan scheme to enable ST students to meet expenditure for pursuing technical and professional education including Ph.D. in India. Under this scheme, the Corporation provides financial assistance upto ₹10.00 lakh at concessional interest rate of 6% per annum. Ministry of Human Resources Development, Govt. of India provides interest subsidy for this scheme, whereby, no interest is payable by a student during the course period and one year or six months after getting the job, as the case may be.

(v) **Tribal Forest Dwellers Empowerment scheme:** The objective of the scheme is to generate awareness, provide training to beneficiaries, give NSTFDC's concessional financial assistance, assist in market linkage etc., to the Scheduled Tribes forest dwellers vested land rights under Forest Rights Act, 2006. Under the

scheme, NSTFDC provides loan upto 90% for schemes costing up to ₹2 lakh at concessional interest rate of 4% payable by the beneficiaries.

In order to create opportunities for self-employment/employment, financial assistance in the form of grant is provided for skill and entrepreneurial development of eligible Scheduled Tribes.

6.2 The Ministry, in their background note, have furnished BE, RE and AE for the last three years along with BE of 2021-22 of the NSTFDC as under:-

(₹ in crore)

Year	BE	RE	Actuals
2018-19	65	65	65
2019-20	80	80	80.00
2020-21	150	0.00	0.00
2021-22	0.01	-	-

6.3 From the information furnished by the Ministry, it has been observed that NSTFDC has been consistently spending entire allocation for preceding financial years. When asked about the reasons of no allocation of funds at RE stage in financial year 2020-21, the Ministry replied that the entire Authorised Share Capital of ₹750 crore has been exhausted in financial year 2019-20. The financial assistance to NSTFDC is given under the scheme 'Equity Support to National Scheduled Tribes Finance and Development Corporation and State Scheduled Tribes Finance and Development Corporations'. The draft EFC note for enhancement of Authorised Share Capital from ₹750 crore to ₹1500 crore is stated to have been prepared. Further, the Department of Expenditure, Ministry of Finance vide its OM dated 24.06.2020 has, inter alia, stated that in the present economic situation, enhancement of equity cannot be considered. So in view of the above, no allocation of the funds was made to NSTFDC during 2020-21.

6.4 When asked as to how the Corporation will be able to provide financial assistance in the year 2021-22 with such a nominal grant, the Ministry submitted that in addition to the equity support, NSTFDC also provides financial assistance from the funds available by way of repayment of loans from the implementing agencies. Further the excess of income over expenditure of NSTFDC is ploughed back in the operation of the Corporation.

6.5 The Committee note from the details of SCAs of NSTFDC that the performance of 19 SCAs of NSTFDC are not satisfactory. When asked about the reasons and action taken on these SCAs, the Ministry replied as under:

“The State Channelizing Agencies nominated by the respective State Govts. have their inherent issues. The main reasons for under performance are:

- i. Non-settlement of overdues of NSTFDC including settlement of legacy overdues of States of Assam and Mizoram.
- ii. Not providing the requisite State Govt. Guarantee.
- iii. Non-signing of General Loan Agreement in the state of Bihar and Uttar Pradesh.

In order to recover the pending overdues, regular correspondence is being made at various levels including O/o Hon'ble Chief Ministers and Chief Secretaries of the concerned states.

For settlement of legacy overdues of NSTFDC, the Ministry has approved a One-Time Settlement Policy. Under the said policy, SCAs in the state of Manipur and Nagaland have settled their long pending overdues. Now NSTFDC is in a position to commence its lending operation in the states of Manipur and Nagaland.”

6.6 When asked about the details of number of beneficiaries alongwith details of financial assistance given under each of the Schemes of NSTFDC, the Ministry replied as under:

Schemes		(₹ in crore)				
		2015-16	2016-17	2017-18	2018-19	2019-20
<b>Term Loan</b>	<b>Amt.</b>	118.12	149.47	261.28	179.12	217.40
	<b>Benef.</b>	66173	67904	37357	31363	86922
<b>AMSY</b>	<b>Amt.</b>	2.08	23.34	1.94	2.40	9.47
	<b>Benef.</b>	548	10583	290	479	1177
<b>MCF</b>	<b>Amt.</b>	55.14	56.37	4.68	109.58	55.90
	<b>Benef.</b>	26080	28462	4588	38814	16990
<b>ASRY</b>	<b>Amt.</b>	1.26	1.44	2.83	2.22	1.22

<b>(Education Loan)</b>	<b>Benef.</b>	23	77	134	108	36
<b>Working Capital Assistance</b>	<b>Amt.</b>	0.00	0.00	0.00	0.00	1.36
	<b>Benef.</b>	0	0	0	0	15706

6.7 When asked whether any evaluation study has been conducted to know the impact of the Schemes of NSTFDC on economic upliftment of tribal people, the Ministry submitted that the Ministry of Tribal Affairs have conducted the evaluation study of NSTFDC through Indian Institute of Public Administration.

6.8 When asked about the specific steps taken by the Ministry to create awareness amongst the ST people about the NSTFDC concession schemes, the Ministry submitted that from time to time NSTFDC conducts awareness camps in tribal dominated areas to sensitize about NSTFDC initiatives, its schemes and available concessional lending to eligible Scheduled Tribes. During previous two years, NSTFDC conducted 17 awareness camps with the assistance of the implementing agencies.

**6.9 The Committee find that the National Scheduled Tribe Finance and Development Corporation (NSTFDC) provides financial assistance for income generation activities and marketing support assistance for economic upliftment of Scheduled Tribes. No allocation was made at RE stage to NSTFDC in the year 2020-21 and only a token amount of ₹ 0.01 crore has been allocated in the year 2021-22 to the Corporation. In this connection, the Committee were informed that the entire authorized share capital of ₹ 750 crore has been exhausted by NSTFDC in the financial year 2019-20 and that the draft EFC note for enhancement of authorized share capital from ₹750 crore to ₹1500 crore was submitted to the Department of Expenditure, who declined the request citing the present economic situation. Hence, no allocation of funds was made to NSTFDC in 2020-21. The Committee find that the NSTFDC has been consistently utilizing entire budget allocations during the year 2018-19 and 2019-20 and implementing various Schemes for Scheduled Tribes, and feel that in the absence of proper authorized share capital, their income from repaid loans etc. will hardly be sufficient to provide assistance to tribals for their economic upliftment. Hence, the Committee desire that the Ministry should again pursue the matter with the Department of Expenditure for reconsideration of the proposal for enhancing the authorized share capital with requisite justification so that fund allocation could be obtained at the RE stage by NSTFDC.**

## CHAPTER-VII

### THE SCHEDULED TRIBES AND OTHER TRADITIONAL FOREST DWELLERS (RECOGNITION OF FOREST RIGHTS) ACT, 2006

7.1 The forest dwelling scheduled tribes and other traditional forest dwellers inhabiting forests for generations were in occupation of the forest land for centuries. Forests are the source of their livelihood, identity, customs and traditions. However, their rights on their ancestral lands and their habitats had not been adequately recognized despite them being integral to the very survival and sustainability of the forest eco-system. The Government enacted the Scheduled Tribes and other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, which is commonly known as Forest Rights Act (FRA). The Act came into operation with the notification of Rules on 01.01.2008 for carrying out the provisions of the Act.

7.2 The FRA performs the twin functions of recognition and vesting of substantive rights, as well as setting up democratic procedures for decision-making with the Gram Sabha playing a central role. The Act also goes beyond the 'recognition' of forests rights and also empowers the forest rights holders, Gram Sabhas and local level institutions with the right to protect, regenerate, conserve and manage any community forest resource. This marks a decisive step forward in resource governance itself. Hailed as a milestone in the history of tribal peoples and forest dwellers' movements, the Act endeavours to facilitate their political empowerment to govern the forests for sustainable use and conservation.

7.3 It is noted from the information of claims and distribution of title deeds under the Act (as on 30.09.2019) that out of 884808 claims, 46290 were rejected with regard to the State of Chhattisgarh in 2019. When asked the reasons for rejecting such a large number of claims, the Ministry replied as under:

“As per FRA, 2006, State Governments are responsible for implementation of various provisions of the Act. The reasons of rejection of large number of claims, as communicated by the State Government of Chhattisgarh during the meeting held on 24.02.2020 taken under the chairmanship of Secretary, Ministry of Tribal Affairs, Government of India with States / UTs to review the implementation of FRA, 2006 and Rules thereunder, are as under:

- i. Occupation on forest land after 13th Dec 2005;
- ii. FRA Title was already given on the same forest land;

- iii. Land being claimed is not forest land (non-forest revenue land);
- iv. Claimants not dependent on claimed forest land for livelihood;
- v. In case of OTFDs' claims, the claimant is unable to provide any kind of proof for living for three generations in the village prior to cut off date; etc.

Subsequently, more reasons of rejections have been intimated by the State Government of Chhattisgarh as under:-

- i. Multiple claims filed over same forest land by the claimants;
- ii. Many cases of Section 3 (2) under the Act were reported as community forest rights claims under Section 3 (1) by the districts.”

7.4 In the States of Goa, Himachal Pradesh and Assam, the percentage of claims disposed off with respect to claims received were 0.71 percent, 6.07 percent and 37.93 percent respectively. The Committee asked the reasons for such a low percentage of disposing off the claims. When asked whether any direction has been issued for speedy disposal of these claims, the Ministry has submitted that as already stated, as per FRA, 2006, State Governments are responsible for implementation of various provisions of the Act.

7.5 The reasons, as communicated by the State Government of Goa, are as under:-

- i. **Issue of Quorum at Gram Sabha-** The mandatory quorum of 50% is not fulfilled at the Gram Sabha which is held revenue village wise. The issue referred by the State Government of Goa is under consideration of Ministry of Tribal Affairs.
- ii. **Spot Verification-** Government of Goa has constituted a Special Committee under the Chairmanship of Jt. Mamlatdars of each Taluka to carry out the Spot Verification of claims filed under FRA, 2006. The area claimed by the claimants is very huge on a hilly terrain due to which spot verification of only 02 claimed areas is possible. Also, the monsoon in Goa lasts from June to November due to which the claimed area is inaccessible for spot verification.
- iii. In order to expedite the disposal of claims, the District Level Committee headed by the District Collector being the Chairman takes timely review of work of spot verification and survey. Also, Chief Secretary and the Chairman of the State Level Monitoring Committee (SLMC) takes a review



of the progress made under FRA, 2006 and gives directions to all the concerned for speedy disposal. Seating fees and allowances are given to the Private members of various committees as an incentive so that they are present during the meeting while deciding the cases. Directorate of Tribal Welfare coordinates with the Chairman of the District Level Committee so that the work of implementation of the FRA, 2006 is not hampered.

- iv. Hon'ble Chief Minister and Hon'ble Minister for Tribal Welfare take meetings with all the concerned officials so that the work of implementation of FRA, 2006 is carried out on a war footing and to adhere to the timeline submitted before the Hon'ble Supreme Court of India.

7.6 The reasons, as communicated by the State Government of Himachal Pradesh, are as under:-

- i. The State of Himachal Pradesh has been stating that the traditional rights of the Tribes are already settled in the State.
- ii. After having communicated a number of times by Ministry of Tribal Affairs to the State Government of Himachal Pradesh that even those rights which are recognised under any State law or laws of any Autonomous District Council or Autonomous Regional Council or which are accepted as rights of tribal under any traditional or customary law of the concerned tribes of any State needs to be re-recognized under Section 3 (1)(j) of FRA, 2006.
- iii. During the review meeting held on 06.03.2019 under the chairmanship of Secretary, Ministry of Tribal Affairs, the State has reported to have initiated the process of bringing the already recorded traditional rights of the tribal communities under the ambit of FRA as per its Section 3 (1)(j).

7.7 The reasons, as communicated by the State Government of Assam, are as under:-

As per the updated status communicated by the State of Assam during the review meeting held on 18.06.2019 under the chairmanship of Secretary, Ministry of Tribal Affairs, the State has admitted that the no of cases of rejection in the State are quite high. Therefore, they have undertaken review of rejected claims to ensure that no wrongful rejection is taking place. The status update regarding review of rejection is still awaited.

7.8 When asked about the action taken by the Ministry in this matter, the Ministry have submitted as under:

"On 19.9.2019, Hon'ble Minister of Tribal Affairs, Govt. of India wrote letters to Chief Ministers of all State Governments including the above mentioned States communicating / reminding them, inter alia, that Ministry of Tribal Affairs, which has been designated as the nodal Ministry for administration of FRA, 2006, has been issuing directions and Guidelines from time to time on various aspects of implementations of FRA to ensure its proper and effective implementation in the country and it has been conveying the need for capacity building of the frontline functionaries, who are responsible for implementation of the provisions of the Act / Rules through training programmes on a regular basis. Hon'ble Minister of Tribal Affairs further communicated that however, it has been observed that the procedure being followed at the Gram Sabha / FRC level for scrutiny / examination of forest rights claims submitted by forest dwelling Scheduled Tribes and other traditional forest dwellers has not been fully correct and as per the Act / Rules provisions in large number of cases which is indicative of lack of awareness among functionaries about the Rules and procedures thereunder and hence, the Hon'ble Minister stressed the need for more awareness generation and capacity building.

Ministry of Tribal Affairs also held meetings with all State Governments /UTs including with the above States from time to time to review the implementation of FRA, 2006 and Rules made thereunder and advising them for proper implementation of the act so that the objective of the act for undoing historical injustice done to the forest dwelling Scheduled Tribes and other traditional forest dwellers is not defeated. Since 2019, five such meetings have been held so far. In the last such meeting held on 12.01.2021, the following major points were raised / communicated by the Ministry of Tribal Affairs :-

- i. Attention was drawn that while considering the claims under FRA, 2006, Sub Divisional Level Committee (SDLC) and District Level Committee (DLC) shall ensure that the compliance of process of recognition of rights provided under FR Rule 12 A. especially under sub-rule (6) that provides, "in case of incomplete application, or application that requires additional examination, such claim shall be remanded to the Gram Sabha or

reconsideration instead of modifying or rejecting the claims. Further, the non-recommendation of claim by Gram Sabha and SDLC shall not be treated as rejection. It needs to be acknowledged that while recognizing the claims under FRA, the Right under Section 3(1)(i) has been recognized adequately, and the rights and duties of the forest right holders needs to be recognized one along another.

ii. It must be noted that the rejection is not illegal once we are assured that the rejection has followed due course of procedure including having provided the scope of appeal and rejection carrying adequate documentation of the rejection. Any case otherwise would term the rejection illegal. In case if the person found non occupant of the land while the Government's historical record shows otherwise, the concerned authorities must ensure that such record and evidences must be appreciated while considering the claims of such occupant and accordingly reviewed and resolved. The following action points were desired to be fulfilled by the State Governments in the said meeting:

- i. To organize a meeting at the level of Chief Minister and Chief Secretaries.
- ii. To ensure that all claimants have been informed regarding the status of their claim under Forest Rights Act, including claims having rejected and any case which is finally rejected by the States, must have reason for rejection.
- iii. To conduct State Level Monitoring Committee Meetings on regular basis, as required under the Act."

7.9 When asked about the training and capacity building programme for personnel responsible for implementation of FRA such as Panchayats, Gram Sabhas, Village level Forest Rights Committees and other agencies, the Ministry in written replies submitted as under:

"(i) The Ministry has recently launched a manual for the training and capacity building of the PRI Members on tribal issues including FRA. Ministry has already developed literature on FRA and training modules on Forest Rights Act have been developed by the National Resource Center established at

Tribal Research Institute, Bhubaneswar. MoTA has also developed an online training module for the reference of Government officials, personnel working in domain of implementation of FRA Act. This module is available for access in public domain in website of Ministry of Tribal Affairs.

- (ii) Currently, Ministry of Tribal Affairs is in the process of delivering training and capacity building programs to PRI members through virtual mode by engagement of training imparting institutions such as IIPA. Moreover, the Tribal Research Institutes at the State level are in the process of continuous conducting of training and capacity building programs.”

**7.10 From the statement of claims and distribution of Title Deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, the Committee find that in the States of Goa, Himachal Pradesh and Assam, the percentage of claims disposed off with respect to claims received was very minor, i.e. 0.71, 7.27, 37.93 per cent, respectively. The Ministry have also stated that the number of cases of rejection in the Assam are quite high and that the State Government has undertaken a review of rejected claims to ensure that no wrongful rejection takes place and the updated status of the review of rejection is still awaited. In Goa and Himachal Pradesh, local level authorities are stated to be working to improve the recognition claims. Since the role of Panchayats, Gram Sabhas and village level Forest Rights Committees and local authorities is very crucial for claiming of Title Deeds under FRA Act, 2006, the Committee desire that the Ministry should start consultation process with all the State Governments/ UT Administrations and other stakeholders to ensure that no wrongful rejection of any claim under the Act takes place, so that the very identity of tribal community remains unharmed.**

**NEW DELHI;**

**8 March, 2021**

**17 Phalguna, 1942 (Saka)**

**RAMA DEVI**

**Chairperson,**

**Standing Committee on**

**Social Justice and Empowerment**

**MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT (2020-21) HELD ON WEDNESDAY, 24<sup>th</sup> FEBRUARY, 2021**

The Committee met from 1215 hrs. to 1430 hrs. in Committee Room 'D', PHA, New Delhi.

**PRESENT**

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**LOK SABHA**

2. Smt. Sangeeta Azad
3. Smt. Pramila Bisoyi
4. Shri Thomas Chazhikadan
5. Shri Chhatar Singh Darbar
6. Shri Y. Devendrappa
7. Smt. Ranjeeta Koli
8. Shri Vijay Kumar
9. Shri Akshaibar Lal
10. Shri K. Shanumuga Sundaram
11. Smt. Rekha Arun Verma

**RAJYA SABHA**

12. Shri Abir Ranjan Biswas
13. Smt. Geeta *alias* Chandraprabha
14. Shri Ram Nath Thakur
15. Shri Ramkumar Verma

**SECRETARIAT**

1. Smt. Anita B. Panda Joint Secretary
2. Smt. Mamta Kemwal Director

## REPRESENTATIVES OF THE MINISTRY OF TRIBAL AFFAIRS

Sl. No.	Name	Designation
1.	Shri R. Subrahmanyam	Secretary
2.	Smt. Alka Tiwari	Secretary-NCST
3.	Shri Naval Jit Kappor	Joint Secretary
4.	Ms. R. Jaya	Joint Secretary
5.	Ms. Yatinder Prasad	Joint Secretary & Financial Advisor
6.	Shri A.K. Singh	Joint Secretary
7.	Shri Biswajit Das	DDG
8.	Shri Shiv Singh Meena	Economic Adviser
9.	Shri Kouthang Touthang	Joint Secretary, NCST
10.	Shri Asit Gopal	CMD, NSTFDC

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 (2021-22) pertaining to their Ministry. Referring to the Directions by the Speaker to keep the proceedings of the Committee 'Confidential' till a Report on the subject is presented to the House, the Chairperson asked the Secretary, Ministry of Tribal Affairs to introduce his team and give an overview of the subject matter.

3. The Secretary accordingly briefed the Committee about overall performance of the Ministry, detailing the budgetary allocations, actual expenditure incurred/physical targets achieved under various schemes/programmes etc. through a power point presentation. The major issues discussed at the sitting relating to Demands for Grants (2021-22) of the Ministry are as follows:-

- (i) Under utilization of funds under various important schemes of the Ministry during the year 2020-21.
- (ii) Measures taken during Covid-19 pandemic in implementation of the various schemes so that the welfare of tribal people and their safety is not compromised.
- (iii) Steps for completion of 740 Eklavya Model Residential Schools upto the year August, 2023 and efforts to make them functional too.
- (iv) Implementation of various Scholarship Schemes meant for tribal students.

- (v) Need to take steps on the recommendations by IIPA in the evaluation study on the Scheme of Development of Particularly Vulnerable Tribal Groups(PVTGs) and Ministry should direct all the States/UTs for starting a special drive to issue of Caste Certificates to all the PVTGs
- (vi) Steps for effective monitoring of implementation of various schemes of the Ministry.
- (vii) Steps for sensitization of NGOs working in the field of welfare of Scheduled Tribes for timely completion of all the formalities for Grants under various schemes of the Ministry.
- (viii) Need to take steps on the suggestion of Bharat Rural Livelihood Foundation(BRLF) for mapping of difficult tribal areas so that tribal people inhibited in these areas can get the benefit of all the welfare schemes.

4. 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 26<sup>th</sup> February, 2021 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 EIGHTH SITTING OF THE STANDING COMMITTEE ON SOCIAL JUSTICE AND EMPOWERMENT HELD ON MONDAY, 8<sup>TH</sup> MARCH, 2021.**

The Committee met from 1500 hrs. to 1530 hrs. in Chairperson's Chamber, Room No. 113, PHA Extension Building, New Delhi.

**PRESENT**

**SMT. RAMA DEVI - CHAIRPERSON**

**MEMBERS**

**LOK SABHA**

- 2 Smt. Sangeeta Azad
- 3 Shri Thomas Chazhikadan
- 4 Shri Chhatar Singh Darbar
- 5 Smt. Geeta Kora
- 6 Shri Vijay Kumar
- 7 Shri Pashupati Kumar Paras
- 8 Smt. Rekha Arun Verma

**RAJYA SABHA**

- 9 Smt. Ramilaben Bara
- 10 Smt. Geeta *alias* Chandraprabha
- 11 Shri Narayan Koragappa
- 12 Shri Ramkumar Verma

**LOK SABHA SECRETARIAT**

1. Smt. Anita B. Panda - Joint Secretary
2. Smt. Mamta Kemwal - Director

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee.

3. The Committee then took up for consideration the draft Report of the Committee on 'Demands for Grants (2021-22)' of the Ministry of Tribal Affairs.

4. The Chairperson then requested the Members to give their suggestions, if any, on the draft Report. The Report was adopted by the Committee without any modifications. The Committee then authorized the Chairperson to finalize the draft Report in the light of consequential changes that might arise out of factual verification of the draft Report and to present the same to both the Houses.

*The Committee then adjourned.*

**APPENDIX**

**STATEMENT OF OBSERVATIONS/RECOMMENDATIONS**

Sl. No.	Para No.	Observations/Recommendations
1	2.13	<p>The Committee note that the Ministry had utilized nearly 99 per cent of allocated funds during the last four years. For the financial year 2020-21, the Committee find that the Budget allocation for ₹ 7411crore had been reduced at the time of RE i.e. ₹5508 crore and the actual expenditure of the Ministry was ₹4530.40 crore as on 18.02.2021, and the less utilization of funds was statedly due to the fact that the implementing agencies of various schemes, both Governmental or non-Governmental, were not able to carry out field level activities due to ongoing COVID-19 pandemic, thus leading to slow down in implementation of schemes. The Committee understand the problems faced by the Ministry in implementation of various schemes due to COVID-19 pandemic, but now as the pandemic is under control, they desire that extra efforts should be made by the Ministry to fill the gap due to non-implementation of Schemes since the tribal population is most vulnerable and would be pushed deeper into poverty and isolation otherwise. The Committee would like to urge upon the Ministry to pursue with State Governments and NGOs/VOs for completing all the formalities of furnishing UCs and PPRs in time now so that unspent amount of the Budget for the current financial year is utilized by 31 March, 2021. The Committee note that for Financial Year 2021-22, the Ministry of Finance have allocated ₹ 7524.87 crore to Ministry of Tribal Affairs <i>vis-à-vis</i> the projected requirement of ₹ 12050.06 crore for various schemes of the Ministry. The Committee desire that the Ministry should chalk out a plan to fill the gaps in low performing schemes during first three to four months of financial year 2021-22, and utilize maximum amount of the allocated Budget so that the Ministry are in a position to justify their demand for enhanced allocation at the RE stage in 2021-22.</p>
2.	2.14	<p>The Ministry has reportedly taken digital initiatives for 5 Schemes including their NGOs Scheme, PVTGs Scheme etc. To address educational &amp; health infrastructure needs of Tribals in geographically remote areas, mapping of such areas is the pre-requisite to identify and prioritize such tribal areas, which are in the dire need of such infrastructure and financial support. In the recent past, the Bharat Rural livelihood Mission had also recommended to the Ministry of Tribal Affairs to collaborate with Ministry of Education and Ministry of Health &amp; Family Welfare for the mapping for a better coordinated effort between the line Ministries for tribal welfare. The Committee feel that such efforts would prove to be very effective not only in identifying most deserving potential beneficiaries but would make it much more easier to have a well-rounded plan of action with clearly</p>

		<p>spelt-out role of each Ministry and monitor the progress of work undertaken at actual locations and assess their efficacy without wasting time, manpower and funds. Hence, they recommend that the matter may be included in the agenda of the next Board meeting of the Ministry of Tribal Affairs and discussed between all the concerned Ministries, since all the Government schemes are steadily being reviewed now, following the report of the 15<sup>th</sup> Finance Commission, for ensuring their optimal performance in the next five years. The Committee may be apprised of the progress on the matter at action taken stage.</p>
3.	2.15	<p>During the examination of the material available on various Schemes run by the Ministry of Tribal Affairs for tribal welfare, the Committee have come across various evaluation studies which show that the tribal population has not benefitted optimally from the various Government Sector Schemes due to several constraints that require synchronized efforts between various Central and State Ministries/ Departments dealing with tribal welfare, health and family welfare, roads and highways, fishery, livestock, solar energy, rainwater harvesting, mines, environment &amp; forests, education etc. to address several practical problems concerning tribal areas. Some of these problems are lack of road connectivity between tribal villages, far off locations of primary health centers from the tribal areas, lack of irrigation facilities for agricultural activities of tribals, particularly in view of the depletion of forest produce owing to restrictions in entering wildlife sanctuaries, limited access to vaccination, contaminated drinking water in ponds and wells, alternate livelihood generation by rearing livestock and fishery, need for solar lighting arrangements for tribal homes as well as tribal schools, prevalence of alcohol and tobacco use among tribals, migration of tribals to other areas in search of employment, etc. During the oral evidence of the representatives of the Ministry of Tribal Affairs on the current year's Demands for Grants before this Committee, the Ministry informed about sector-wise funds sanctioned under three important Schemes i.e., Special Central Assistance to Tribal Sub-Scheme (SCA to TSS), Grants under first Proviso to Article 275(1) of the Constitution and Development of Particularly Vulnerable Tribal Groups (PVTGs). According to them, the Ministry has been providing funds for 16 sectors namely education, livelihood, skill development, health, nutrition, animal husbandry, infrastructural development, irrigation and watershed management, road connectivity, sports and games, drinking water, eco tourism, art and culture, market and value chain development etc., which has nearly doubled from ₹ 2697 crore in 2017-18 to ₹ 4515.63 crore in 2019-20. The Committee appreciate the Government's commitment for tribal welfare as is evident from the information given above. However, they are of the opinion that there are several Schemes run by various Central Ministries too having implications for tribals, which can be synchronized with the Central Sector Schemes run by the</p>

		<p>Ministry of Tribal Affairs for a much better impact. Hence, the Committee recommend that in the meetings to be held in future to review the Government Schemes for the next five years, the Ministry should encourage participation of as many other Ministries as possible to bring them on board and seek their cooperation, apart from continuing their monitoring and handholding efforts with all the concerned State Governments. The Ministry should also be proactive in consulting people's representatives from the tribal dominated constituencies and involve them actively in order to be better informed about the problems faced by the tribals and their possible solutions.</p>
4	3.16	<p>The construction of desired number of sanctioned EMRSs has remained rather slow with the result that in the last 23 years, only 285 EMRSs could be made functional. The Committee are happy to note now that a dedicated construction wing of NESTS (National Education Society for Tribal Students) consisting of retired officers in the rank of Chief Engineer (Civil), Executive Engineer (Civil), Assistant Engineer (Electrical) and Assistant engineer (Civil) has been set up for effective supervision and monitoring of pre-construction and post-construction activities of EMRSs since out of 588 sanctioned EMRSs only 285 are functional as on 31.01.2021. The Committee also note the Ministry's statement that total targeted 740 EMRSs will be constructed and made functional by the August 2023 and that the unit cost of each EMRS has been increased from ₹ 20 crore to ₹ 38 crore, and for hilly and difficult areas it will be ₹ 48 crore. The Committee hope that the personnel of construction wing of NESTS would be given charge of overseeing construction work progress of all remaining 303 schools soon which have been sanctioned in different States and make a detailed report on the reasons for delays in the completion of each EMRS and with the consultations of the States authorities, ensure that targets are set for completion of each EMRS. As the construction cost has been increased from ₹ 20 crore to ₹ 38 crore/₹ 48 crore for hilly areas, the Committee feel that this would help in creating robust infrastructure facilities for tribal students. The Committee also recommend that all the sanctioned posts in the Dedicated Construction Wing should be filled on urgent basis so that NESTS is able to work effectively and promptly for the purpose it was set up.</p>
5.	3.17	<p>The Committee note that there is no EMRSs functional in the States of Bihar and Meghalaya and UTs of Dadra and Nagar Haveli, Daman &amp; Diu and Jammu &amp; Kashmir. The Committee also find that in the State of Jharkhand, out of 79 sanctioned EMRSs only 13 EMRSs are functional. Similarly, in Odisha only 19 EMRSs are functional out of 70 sanctioned EMRSs as on 16.2.2021. The Committee desire that the Ministry, first of all, must ensure that all States enter into MOUs with NESTS so as to give requisite boost to their efforts with regard to construction of sanctioned schools well in time. They should particularly</p>

		consult with all the State Governments where construction work of EMRSs is pending for more than two years for completing all the formalities like allotment of land, etc. and convince them to make sincere efforts for early completion of EMRSs for the educational upliftment of the tribal population.
6.	3.18	The Committee find that the Ministry have now set the target of completion of construction of 740 EMRSs by August, 2023. For this, the Committee desire that the Ministry should chalk out an annual action plan in which the priority to the tribal dominated States is given with target dates for each essential activity, that is, sanctioning of schools, allocation of land, completion of construction work, appointment of staff etc. so that the target of completion of all the EMRSs is achieved by August, 2023. The Committee are happy to note that the recruitment rules for teaching and non-teaching staff for 52 posts in each school have been since finalized and notified to the States/UTs. The Committee desire that the Ministry should direct all the State Governments to furnish a status report on the recruitment of teaching and non-teaching staff as per the guidelines. In addition, as the Ministry has also proposed Eklavya Day Boarding Schools, a status report on the same may be submitted to the Committee.
7.	3.19	The Committee note that for the purpose of effective monitoring and data driven decision making on the EMRSs, a dedicated MIS is being planned to be developed by the Ministry. The MIS will have school wise information relating to release of funds, utilization, progress of construction, and other activities. The Committee feel that once the MIS is developed by the Ministry, it will be very useful for effective monitoring of all the activities of each EMRS. The Committee recommend that the Ministry should fix a timeline and make sincere efforts to develop a dedicated MIS for monitoring of EMRSs without any delay.
8.	3.20	As the Committee has come across some evaluation studies suggesting relaxation in admission criteria, particularly entrance exam, for PVTG children, they desire the Ministry to examine the same and submit their views and action on the matter.
9.	4.13	The Ministry is providing Grant-in-Aid to Voluntary Organisations working for the welfare of STs to cater to comparatively service deficient tribal dominated areas, where direct outreach of the Government through its institutional mechanism was not adequate. The Committee note that in 2020-21, BE of ₹ 110 crore has been downsized to ₹ 60 crore at the RE stage under the scheme and the Ministry have utilized only ₹13.14 crore upto 31.01.2021. For low utilization of funds under the Scheme, the reason given is that schools and hostels run by NGOs were closed in 2020 due to Covid-19 pandemic. The Committee acknowledge that the reason has led to under-utilization to some extent but feel that since the NGOs are working not only in schools but also in other fields including

		<p>health and livelihood such an underutilization shows that virtually no activity was undertaken by the NGOs in the field of tribal welfare. Moreover the COVID-19 pandemic did not spread to remote tribal areas as fast as in other areas. The Committee feel that a better coordination mechanism established by the Ministry with the NGOs working in the field of health and sanitation, could have ensured that at least a reasonable amount is utilized by these NGOs at the time of pandemic to provide health facilities and create awareness about the situation. The Committee desire that Ministry should collect data from all the State Governments to know the actual expenditure in the health sector by these NGOs in the year 2020-21. The Committee recommend that Ministry should take sincere and effective steps for full utilization of funds under the Scheme by the end of the current financial year. Since the majority of the schemes are implemented through various NGOs and VOs working in the field of welfare and development of Scheduled Tribes, the Committee desire that when any change/modifications is made in the procedure for grants to NGOs/VOs, the Ministry should play pro-active role for capacity building of these organizations in advance so that no organization faces any problem in getting the grants due to procedural infirmities. At the same time, the Committee recommend that since misuse of funds by some NGOs is a bitter reality hence the inspection mechanism needs to be strengthened and better transparency achieved through effective use of digital devices and live data feed.</p>
10.	5.17	<p>The Scheme of development of Particularly Vulnerable Tribal Groups (PVTGs) is very significant for the protection and development of PVTGs. The Committee find from the details of State wise funds released and utilized under the Scheme that no funds were released in the year 2018-19 and 2019-20 for Bihar, Kerala, Uttar Pradesh and UT of Andaman and Nicobar Islands. The Ministry attributed it to pendency of Utilization Certificates and Project Progress Reports against the earlier releases of funds under the Scheme. The utilization status was missing for 2020-21 for all States/UTs except the State of Telangana, which has utilized entire amount during the last three years. The Committee desire that the Ministry should extend assistance to the State Governments and NGOs/VOs working under the Scheme for timely and proper submission of utilization certificates and physical progress report so that proper utilization of funds could be ensured.</p>
11.	5.18	<p>The Committee note that the Scheme has already been evaluated by an independent body and several important recommendations made. Some of the important recommendations relate to (i) Poor awareness about FRA-2006 among PVTGs, Government Schemes and programmes and other basic social entitlements (ii) Tuberculosis, typhoid, jaundice, malaria and sickle cell anemia have cost many lives of PVTGs. Poor access to public health care facilities makes the</p>

		<p>situation worse to check the spread of these diseases (iii) Poor literacy rate among the PVTGs due to poor access to primary and secondary schools nearby (iv) Availability of drinking water is a major concern among the PVTGs (v) No all-weather road connectivity to most of the PVTGs habitations. (vi) As the villages fall under reserve forest, National Park and wildlife sanctuary, there is restriction from forest department for construction of concrete road in these areas (vii) Some of the PVTGs still do not have Caste Certificates, thus they are being deprived of the benefits offered by Central and State Governments (viii) Most of the States do not have Micro-Plan Projects for PVTGs except Odisha and Madhya Pradesh.</p> <p>The Committee find that the State specific recommendations are proposed to be shared with the State Governments to obtain their feedback. The Committee desire that the Ministry should formulate fresh guidelines based on the feedback from the States/UTs covering all the above crucial issues and direct the State Governments to follow guidelines in letter and spirit. The Committee are particularly shocked to know that some PVTGs do not have caste certificates, which is the basic document required for availing benefits under various welfare schemes meant for tribal people. The Committee recommend that the Ministry should issue directions to all the State Governments/UTs for starting a special drive to issue of caste certificates to all the PVTGs without further delay.</p>
12.	6.9	<p>The Committee find that the National Scheduled Tribe Finance and Development Corporation (NSTFDC) provides financial assistance for income generation activities and marketing support assistance for economic upliftment of Scheduled Tribes. No allocation was made at RE stage to NSTFDC in the year 2020-21 and only a token amount of ₹ 0.01 crore has been allocated in the year 2021-22 to the Corporation. In this connection, the Committee were informed that the entire authorized share capital of ₹ 750 crore has been exhausted by NSTFDC in the financial year 2019-20 and that the draft EFC note for enhancement of authorized share capital from ₹750 crore to ₹1500 crore was submitted to the Department of Expenditure, who declined the request citing the present economic situation. Hence, no allocation of funds was made to NSTFDC in 2020-21. The Committee find that the NSTFDC has been consistently utilizing entire budget allocations during the year 2018-19 and 2019-20 and implementing various Schemes for Scheduled Tribes, and feel that in the absence of proper authorized share capital, their income from repaid loans etc. will hardly be sufficient to provide assistance to tribals for their economic upliftment. Hence, the Committee desire that the Ministry should again pursue the matter with the Department of Expenditure for reconsideration of the proposal for enhancing the authorized share capital with requisite justification so that fund allocation could be obtained at the RE stage by NSTFDC.</p>



13.	7.10	<p><b>From the statement of claims and distribution of Title Deeds under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, the Committee find that in the States of Goa, Himachal Pradesh and Assam, the percentage of claims disposed off with respect to claims received was very minor, i.e. 0.71, 7.27, 37.93 per cent, respectively. The Ministry have also stated that the number of cases of rejection in the Assam are quite high and that the State Government has undertaken a review of rejected claims to ensure that no wrongful rejection takes place and the updated status of the review of rejection is still awaited. In Goa and Himachal Pradesh, local level authorities are stated to be working to improve the recognition claims. Since the role of Panchayats, Gram Sabhas and village level Forest Rights Committees and local authorities is very crucial for claiming of Title Deeds under FRA Act, 2006, the Committee desire that the Ministry should start consultation process with all the State Governments/ UT Administrations and other stakeholders to ensure that no wrongful rejection of any claim under the Act takes place, so that the very identity of tribal community remains unharmed.</b></p>
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