

SCTC NO 837

COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(2021-2022)  
(SEVENTEENTH LOK SABHA)

SEVENTH REPORT  
ON  
MINISTRY OF TRIBAL AFFAIRS

Action Taken Report on the 26<sup>th</sup> Report(16<sup>th</sup> Lok Sabha) on the subject, "Monitoring of Scheduled Tribes Sub Plan(STSP) now called as Scheduled Tribe Component (STC) by the Ministry of Tribal Affairs and its implementation for development and Welfare of Scheduled Tribes."

Presented to Lok Sabha on ..... 9.8.2021

Laid in Rajya Sabha on ..... 9.8.2021

LOK SABHA SECRETARIAT  
NEW DELHI

9, August, 2021/22 , Sravana, 1942 (Saka)

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(i)

**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED  
CASTES AND SCHEDULED TRIBES (2021-22)**

**Dr.(Prof.) Kirit Premjibhai Solanki - Chairperson**

**MEMBERS - LOK SABHA**

2. Shri Girish Chandra
3. Shri Santokh Singh Chaudhary
4. Shri Anil Firojiya
5. Shri Tapir Gao
6. Ms. Goddeti Madhavi
7. Smt. Pratima Mondal
8. Shri Ashok Mahadeorao Nete
9. Shri Vincent H. Pala
10. Shri Chhedi Paswan
11. Shri Prince Raj
12. Shri Andimuthu Raja
13. Shri Upendra Singh Rawat
14. Smt. Sandhya Ray
15. Shri Ajay Tamta
16. Shri Rehati Tripura
17. Shri Krupal Balaji Tumane
18. Shri Guman Singh Damor
19. Shri Rattan Lal Kataria
20. Shri Jagannath Sarkar

**MEMBERS - RAJYA SABHA**

21. Shri Abir Ranjan Biswas
22. Shri Shamsher Singh Dullo
23. Smt. Kanta Kardam
24. Shri Naranbhai J. Rathwa
25. Shri Ram Shakal
26. Dr. Sumer Singh Solanki
27. Shri K. Somaprasad
28. Shri Pradeep Tamta
29. Shri Kamakhya Prasad Tasa
30. Shri Ramkumar Verma

**SECRETARIAT**

1. Shri D.R. Shekhar - Joint Secretary
2. Shri V. K. Shailon - Deputy Secretary
3. Smt. Huma Iqbal - Committee Officer

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## INTRODUCTION

I, the Chairperson, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorized by the Committee to finalize and submit the report on their behalf, present this ...7<sup>th</sup> .....Report (Seventeenth Lok Sabha) on action taken by the Government on the recommendations contained in their Twenty Sixth Report (Sixteenth Lok Sabha) on the Ministry of Tribal Affairs regarding "Monitoring of Scheduled Tribes Sub Plan(STSP) now called as Scheduled Tribe Component (STC) by Ministry of Tribal Affairs and its implementation for development and welfare of Scheduled tribes.

2. The Twenty Sixth Report of the Standing Committee on Welfare of Scheduled Castes and Scheduled Tribes was presented to Lok Sabha on 9.8.2018. ..The Action taken Replies of the Government to all the recommendations contained in the report were received on 2.09.2020

3. The Standing Committee on the Welfare of Scheduled Castes and Scheduled Tribes considered and adopted the Report at their sitting held on 6<sup>th</sup> August, 2021

4. An analysis of the action taken by the Government on the recommendations contained in their Twenty-Sixth Report (Sixteenth Lok Sabha) of the Standing Committee on the Welfare of Scheduled Castes and Scheduled Tribes is given in Appendix II.

5. For Facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the report.

6. The Committee place on record their appreciation for the valuable assistance rendered to them by the officers of the Lok Sabha Secretariat attached to the Committee.

New Delhi  
~~---7~~-August, 2021  
----Sravana, 1942 (Saka)

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

## CHAPTER – I

### REPORT

This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the action taken by the Government on the recommendations contained in their Twenty-Sixth Report (Sixteenth Lok Sabha) on "Monitoring of Scheduled Tribes Sub Plan(STSP) now called as Scheduled Tribe Component (STC) by Ministry of Tribal Affairs and its implementation for development and welfare of Scheduled tribes.".

1.2 Twenty-Sixth Report was presented to Lok Sabha and laid in Rajya Sabha on 9<sup>th</sup> August, 2018. It contained 11 recommendations/observations. Replies of the Government in respect of all these recommendations/observations were received on 2.09.2020. The recommendations have been examined and are categorised as under:-

- (i) Recommendations/Observations which have been accepted by the Government (Sl.Nos. 4,8, 9).
- (ii) Recommendations/Observations which the Committee do not desire to pursue in the light of the replies received from the Government (Sl. Nos 2,7,11.....).
- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (Sl. No 1,3, 5, 6, 10...).
- (iv) Recommendations/Observations in respect of which final replies of the Government have not been received.

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

**Recommendation (Sl. No. 1)**

1.4 The Committee note that NITI Aayog and Ministry of Finance has issued comprehensive guidelines to the Central Ministries / Departments and State Governments regarding formulation, implementation and monitoring of Scheduled Tribe Component (STC)(TSP) for STs with a view to ensure the success of TSP strategy adopted by the Government to bring about rapid socio-economic development of the marginalized STs in the country. However, the Committee is sad to note that most of the Central Ministries/ Departments and States/UTs have not followed the guidelines in letter and spirit. The Committee note that most of the Central Ministries have not earmarked allocation of funds according to guidelines. The earmarked funds are much less than the stipulated allocation of fund .e.g. Ministry of Rural Development has earmarked only 5.45% for TSP whereas the TSP earmarking for this Ministry is 17.5%. The Committee feel that this utter disregard and noncompliance by most of the Central Ministries and States /UTs in implementing the extant guidelines is one reason for which TSP strategy is not able to achieve its objectives as originally envisaged. The Committee feel that M/o Finance, NITI Aayog and M/o Tribal Affairs should be more persuasive with other Ministries in this regard and ensure that these Ministries earmark the funds stipulated for TSP according to the allocation given to them.

**Reply of Ministry of Tribal Affairs**

1.5 NITI Aayog and Ministry of Tribal Affairs are pro-actively working on the monitoring of the Scheduled Tribe Component (STC) of the Central Ministries / Departments. In this regard, MoTA has been holding periodic meetings under the Chairmanship of Secretary (Tribal Affairs) with Nodal Officers of the Central Ministries / Departments having STC funds. In these meetings, it has been emphasized that STC allocations are to be made to the tune of prescribed percentage of the total schematic allocation of the Ministry / Department concerned. Further, MoTA has also sent D.O. letters from Secretary (TA) to the Ministries / Departments who have allocated less funds under STC than the prescribed percentage by the extant NITI Aayog guidelines.

1.6 As per Budget Division, DEA a meeting was held on 16.11.2018 in NITI Aayog under the chairmanship of Principal Adviser which was also attended by Secretary (Exp.) and JS(Budget), and it was decided that the Nodal Ministries and obligated Ministries, in consultation with NITI Aayog, should identify specific schemes which provide benefits to SCs and STs and ensure allocation only for such schemes instead of notional allocation for all such schemes. It was also decided that the Nodal Ministries in consultation with NITI Aayog should come up with innovative response or new interventions/ new schemes for inclusive development of SCs and STs, in case of difficulties to allocate and or incur under existing schemes. While communicating

Expenditure ceilings, the Budget Division, DEA clearly indicates the minimum earmarking of funds required in view of NITI Aayog guidelines in this regard.

1.7 NITI Aayog has also been holding periodic meetings under the chairmanship of Vice Chairman/Member NITI Aayog with the Central Ministries/Departments to pursue the obligated Central Ministries/Departments for the earmarking of funds as prescribed in the guidelines issued in this regard.

#### Comments of the Committee

1.8 Having expressed displeasure over the reply tendered by the Ministry in response to their recommendation, the Committee are surprised to note that almost all the Ministries/Departments have failed in adhering to the stipulated guidelines in Ministries in allocationg funds under TSP.The Committee are aghast at the inaction on the part of the Ministries/Departments despite the fact that Ministry of Tribal Affairs has been holding periodic meetings to emphasise that STC allocations be made to the tune of prescribed percentage and even the Secretary, Ministry of Tribal Affairs has written D.O. Letters to Ministries, Departments who have allocated less funds under STC.Even, it is not clear whether the Ministries/Departments have identified specific schemes which provide benefits to SCs and STs, as was decided in the DEA(budget divison) meeting held on 16.11.2018. The Committee feel that the SCs and STs are the deprived section of the society and earmarking of funds under TSP results in their holistic development and any dereliction of duty in this regard is viewed seriously. The Committee, therefore, deprecate the lackadaisical approach on the part of the ministries/Departments in not according adequate priority to the issue which is of utmost importance not only for a section or a group, but for the entire society as a whole.

The Committee recommend that the nodal Ministry and the obligated Ministries in consultation with NITI Aayog should identify specific schemes within a given time-frame which provides specific benefits to the SCs and STs and ensure allocation only for such identified schemes, instead of notional allocation for all the schemes. They are of the considered view that the Ministry of Tribal Affairs and more specifically , NITI Aayog have to devise a policy wherein they can have a provision to withhold the funds for a Ministry if they do not allocate funds as per extant guidelines for TSP. The Committee expect the nodal Ministry and the NITI Aayog to play a more pro-active role to ensure allocation of funds for TSP as per the guidelines. The action taken in this regard may be intimated to this Secretariat.

**Recommendation (Sl. No. 3)**

1.9 The Committee note that there are many states who despite the best efforts of NITI Aayog do not provide details regarding the percentage of allocated plan outlay for TSP schemes. Most of these states like Assam, Jammu and Kashmir, Manipur etc. are those states which have a sizeable ST population like Manipur which has around 35% ST population. The Committee feel that this blatant disregard by states is proof enough that they do not follow TSP schemes in letter and spirit and tend to either divert TSP funds or misuse it. The Committee takes a serious view on the issue that some states like Assam, Uttar Pradesh, Manipur, and Jammu and Kashmir are not reporting TSS allocation despite persuasion. For this purpose in national interest, Govt. must enact a law under Article 249 of the constitution to make it mandatory for all states to implement it. The Committee therefore, recommend that the Ministry should devise suitable mechanism for such erring states like direct funding so that all states follow in the footsteps of states like Andhra Pradesh and Karnataka who have made TSP statutory.

**Reply of Ministry of Tribal Affairs**

1.10 Ministry of Tribal Affairs has been continuously pursuing the State Governments to enact a law to address the issues of non-allocation, less utilization & diversion of TSP funds.

**Comments of the Committee**

1.11 The Committee note that despite the best efforts of NITI Aayog, many States, including those having a sizable number of ST population, have not provided details regarding the percentage of allocated plan outlay for TSP schemes. They also note that some state like Andhra Pradesh and Karnataka have made TSP statutory in their states and therefore, the Committee had recommended that Government must enact a law under Article 249 of the Constitution which empowers the Parliament to legislate with respect to a matter in the State List in the national interest. To their utter surprise, the Committee find that instead of exploring the possibilities of doing this, the Ministry have informed that they have been continuously pursuing the State Governments to enact a law to address the issues. The Committee, therefore, reiterate their earlier recommendation to explore the possibilities of enacting a law under Article 249 of the Constitution to make it mandatory for all the states to provide details regarding percentage of allocated plan outlay for TSP schemes.

#### Recommendation (Sl. No. 5)

1.12 The Committee observe that implementation and transparent use of TSP funds is a serious concern for this flagship scheme. The Committee feel that it's a positive step by all states except Kerala and Manipur wherein they have constituted a **Executive Committee under Chief Secretary** for formulation, implementation and monitoring of Tribal Sub Scheme(TSS) funds. But, mere formulation of this Committee will not serve the purpose. The Committee is pained by knowing that **TSP funds are being diverted and spent for minority institutions or for ineligible states like Punjab, Haryana which are not covered under TSP.** The committee are of the view that unless the monitoring mechanism is activated and strengthened under TSP will not be meaningful and effective. The success of TSP will also largely depend on proper implementation of these programmes followed up with meticulous and vigilant monitoring. The Committee therefore recommend that Ministry of Tribal affairs should ensure that all states/UTs should set up **strong monitoring Committees at District and Block level which should meet at least twice a year.** The Committee, also recommend that every state should set up its own **social audit programme with the involvement of elected representatives,** beneficiaries and reputed Voluntary organizations /non governmental organizations on the completed programmes/schemes.

#### Reply of Ministry of Tribal Affairs

1.13 With the continuous efforts and persuasion of Ministry of Tribal Affairs, all the State Governments except Government of Kerala has constituted Executive Committee for formulation, implementation and monitoring of TSP funds. However, as per MoTA's extant guidelines for the scheme of 'Special Central Assistance to Tribal Sub-Scheme (SCA to TSS), State Governments have to formulate an Annual Plan for funding under the scheme and Plan has to be approved by an Executive Committee under the Chairmanship of Chief Secretary in the State. Therefore, the approval of the Annual Plan of the State Government by the Executive Committee is a mandatory requirement for funding under the scheme.

1.14 The recommendation of the Committee regarding setting up of monitoring Committees at District and Block level which should meet at least twice a year and constitution of social audit programme has been noted for necessary action.

#### Comments of the Committee

1.15 The Committee are happy to note that with the continuous efforts and persuasion of Ministry of Tribal Affairs, all the State Governments except Kerala have constituted Executive Committee for formulation, implementation and monitoring of TSP funds. The

Committee hope that the Ministry of Tribal Affairs will make some extra effort to persuade Kerala to ditto the line of action as that of other States.

However, the Committee are dismayed to note that in response to their recommendation regarding setting up of monitoring committees at District and Block level, the Ministry have stated that they have 'noted' for necessary action. It is really disturbing to note that after presentation of the report, the Ministry have furnished their replies after two years and they could not outline any line of action undertaken by them, rather they preferred to say that they have 'noted' for necessary action. The Committee deplore this casual attitude on the part of the Administrative Ministry in treating the recommendation of a Parliamentary Committee and strongly recommend that concrete action be taken in this regard under intimation to this Committee.

#### Recommendation (Sl. No. 6)

1.16 The Committee is of the view that there should be a manual for field level officers because with the aid of such manual, these officers who work in tribal areas which are mostly backward, remote and inaccessible may be able to perform their duties effectively and ensure that programmes/schemes are implemented as per guidelines. The Committee therefore recommend that being the nodal Ministry and financier of TSP, it would be appropriate on the part of the Ministry to instruct the State Governments to compile a manual on the basis of various guidelines issued by the NITI Aayog for use of field level officers. The manual should be prepared in regional languages also so that the field officers can properly understand the guidelines and implement them effectively.

#### Reply of Ministry of Tribal Affairs

1.17 The recommendation of the Committee has been noted for compliance and conveyed to the State Governments for necessary action.

#### Comments of the Committee

1.18 The Committee express their displeasure over yet another instance of casual reply of the Ministry that the recommendation of the Committee have been noted for compliance and conveyed to the State Governments for necessary action. The Committee are of the considered view that merely conveying the recommendation of the Committee to the State Government does not solve the purpose. Instead, the Ministry should pursue and convince the State Government to act in consonance with the spirit of the recommendations of the Committee. The Committee, therefore, reiterate their earlier recommendation for compiling the manual in regional languages and would appreciate

that after conveying to the State Governments for necessary action, the progress made in this regard is also monitored by the Ministry of Tribal Affairs.

#### Recommendation (Sl. No. 10)

1.19 The Committee note that there is no provision for non-lapsable Pool for TSP funds. This issue is under the consideration of NITI Aayog and the Committee feel that it's a very important issue. Most of the unutilized funds under TSP are either diverted to other schemes or get lapsed staying unutilized. A non lapsable pool of fund will ensure that funds are not diverted and they can be utilized in the next financial year. The Committee therefore, recommend that a decision in this regard be taken at the earliest by NITI Aayog so that funds for TSP reach the real beneficiaries and are not misutilised.

#### Reply of Ministry of Tribal Affairs

1.20 The matter regarding Non-lapsable and non-divertible fund for SCSP and TSP was examined by NITI Aayog. One of the suggestions that has emerged at NITI Aayog was that non-lapsable and non-divertible funds can be better enforced through a Central Legislation while maintaining the contours of the Sub-Plans. In this context, the legislations of Andhra Pradesh and Karnataka were examined by them. Experience of Andhra Pradesh, which first brought about above such legislation, was not encouraging. Similar is the case of Karnataka. The issue relating to TSP was not of inadequacy or non-availability of fund. but of absorption capacity under particular scheme. To deal with lack of absorption capacity of implementing Ministries/Departments, NITI Aayog vide its D.O. letter No. M-11011/18/2018-SJE dated 09.11.2018 addressed to Department of Economic Affairs and Department of Expenditure, has suggested to pool the unspent balance of funds allocated under schemes for welfare of Scheduled Castes and Scheduled Tribes of such line Ministries, which have underutilized or unutilized SCSP & TSP funds and re-allocate such funds to the Nodal Departments i.e. the Dept. of Social Justice & Empowerment and Ministry of Tribal Affairs to meet their budgetary requirements under scholarship/fellowship schemes and other beneficiary oriented schemes. The matter is under examination at NITI Aayog. Moreover, as per NITI Aayog inputs "non-lapsability" is not a practical concept to be implemented in the Indian Context because of accrual accounting system which India follows. The non-lapsability in allocation of funds now followed for North Eastern States is also not encouraging as it may lead to piling of funds due to lack of absorption capacity of implementing Ministries/ Departments.

#### Comments of the Committee

1.21 The Committee appreciate the efforts made by the Ministry and the NITI Aayog for analysing the various aspects regarding allocation of funds for TSP in a non-lapsable pool. But the presumption that it leads to piling up of funds itself shows that most funds

allocated under TSP remain unutilized. The Ministry need to encourage the states to use these funds for welfare of Scheduled Tribes and not let them go waste. The Committee feel that a non lapsable fund will stop the misappropriation of TSP funds to other sectors. The Ministry can offer incentives to States for full utilization of these funds for Tribal Welfare. The Committee, therefore, reiterate their earlier recommendation for creating of a non-lapsable fund with proper incentives. The Ministry should also monitor/persuade the States for optimum utilization of funds so that it does not pile up. For this purpose, all the contours of Tribal Sub Plan should be well examined so that their implementation do not encounter any hurdles and the fund is totally utilized.

CHAPTER - II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE  
GOVERNMENT

**Recommendation (Sl. No.4)**

2.1. The Committee note that the state of Himachal Pradesh has a very strong Tribal Welfare department and hence schemes under TSP are very well implemented there. The Committee feel that this is one of the most basic requirement for successful implementation of TSP. A strong Tribal welfare department with sufficient power and branches throughout the state, well equipped and sufficient staff is very important key for implementation of TSP. Moreover, there should be accountability on part of officers of these departments and they should be held liable for any misappropriation of TSP funds. The Committee therefore recommend that since Ministry of Tribal Affairs has been given mandate for monitoring of TSP funds of Central Ministries, the Ministry should be persistent in insisting for a strong Tribal welfare department in each state especially in those states where there is substantial tribal population.

Reply of Ministry of Tribal Affairs

2.2 As per extant guidelines, State Tribal Welfare Department is the Nodal Department for the implementation of the schemes of the Ministry of Tribal Affairs for development of Tribal in the States. State Tribal Welfare Departments have the responsibility to co-ordinate progress of various schemes / programmes and design a comprehensive monitoring framework with well-defined indicators covering fund allocation, release and expenditure, service delivery standards as well as outcomes. Ministry of Tribal Affairs regularly impresses upon the State Governments to have a strong State Tribal Welfare Department.

**Recommendation (Sl. No.8)**

2.3 The Committee takes a serious view of the findings of the report of performance audit of TSP by C&AG in 2015 which states that TSP funds are mostly released at the end of the year and state governments hardly release utilization certificates for funds making it very difficult to ascertain the actual funds that have been utilized under TSP. The committee opine that this is gross laxity on part of Central Ministries and states and it will certainly harm the overall performance of TSP. Hence, Ministry of Tribal Affairs and NITI Aayog must nip this problem in the bud by taking some concrete steps so that grants for TSP reach their claimants on-time.

Reply of Ministry of Tribal Affairs

2.4 An online monitoring system has been put in place with web address <https://stcmis.gov.in>. The framework envisages monitoring of allocations for welfare of STs under the schemes, monitoring of expenditure vis-a-vis allocations, monitoring of physical performance and outcome monitoring.

2.5 MoTA has been holding periodic meetings under the Chairmanship of Secretary (Tribal Affairs) with Nodal Officers of the Central Ministries / Departments having STC funds. In the meetings, it has been emphasized that STC allocations are to be made to the tune of prescribed percentage of the total schematic allocation of the Ministry / Department concerned and funds should be released for only the eligible TSP States.

2.6 Further, Ministry is also developing a web based Application and a mobile application to track allocation, utilization and monitoring of output/outcome under the central sector schemes of the Ministry of Tribal Affairs. The Application will track and monitor the fund allocation and utilization along with reach out of benefits to the tribal communities & areas.

#### **Recommendation (Sl. No. 9)**

2.7 The Committee feel that Mechanism of Project Appraisal Committee (PAC) which has been introduced by M/o Tribal affairs is a welcome step for approval and appraisal of projects of State Government under Special Central Assistance to Tribal Sub-Scheme. The Committee which is headed by Secretary(Tribal Affairs) with representatives of State Governments, Financial Advisor(NITI Aayog) is a powerful body which can bring convergence of various schemes of Centre and State and also ensure optimal utilization of limited financial resources. The Committee therefore recommend that PAC be made a strong body who can oversee the effective implementation of TSP Schemes and make this project successful. The Committee also recommend that representative of Finance Ministry may also be included in this Committee so that it can become more effective body.

#### **Reply of Ministry of Tribal Affairs**

2.8 Project Appraisal Committee (PAC) has been constituted for appraisal and approval of projects funded under the schemes of Ministry of Tribal Affairs. Financial Adviser, Ministry of Tribal Affairs is a member of the PAC. Implementation of the respective schemes of the Central Ministries / Departments with STC funds and the schemes of the State Governments is the responsibility of the respective Ministries / Departments and State Governments. Further, to monitor the implementation of the schemes funded by the Ministry of Tribal Affairs(MoTA), a monitoring mechanism has also been developed in the Ministry. Following steps are taken for monitoring progress of projects / activities funded by MoTA:

- i. Review of physical and financial progress of projects / activities by the Project Appraisal Committee (PAC) of the Ministry while considering the Annual Plan of the States.
- ii. Mid-term review meeting with States are held under the chairmanship of Secretary(TA).
- iii. Utilization Certificates and Progress reports regarding the status of implementation of schemes are obtained.
- iv. Officers while visiting States/UTs also ascertain the progress of implementation of various schemes/ programmes of the Ministry of Tribal Affairs.
- v. Regional Conferences are convened at times to deliberate upon the issues concerning tribal development.
- vi. Besides MoTA and NITI Aayog conduct evaluation studies of the schemes from time to time..

CHAPTER - III

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

**Recommendation (Sl. No. 2)**

3.1 The Committee note that the States are to work out their own requirement in terms of activities suiting to the areas and the STs inhabiting the area. The state Governments are expected to formulate and implement schemes of TSP by involving elected Members like MPs, MLAs, Panchayat members and gram sabhas and other prominent leaders in the districts in monitoring of TSP. The Committee opine that if the quality of lives of the marginalized tribals has to improve and if they are to be brought above poverty line and if basic livelihood resources are to be provided to them, the schemes should specifically attend to the felt needs of the tribals. Hence the Committee recommend that for success of TSP schemes, involvement of local people and elected representatives, local bodies etc. at the grass root level will also help in proper identification of areas to be prioritised because the TSP mechanism aims at area specific development and special schemes for numerically small and economically and socially marginalized vulnerable groups.

**Reply of Ministry of Tribal Affairs**

3.2 State Governments are regularly impressed upon through letters addressed to them to assess gap at the Gram Panchayat level in terms of delivery of goods and services in the major sectors of development with a view to utilize the same for evidence based planning. The gaps so identified by the Gram Panchayat will provide inputs for formulation of the area specific and sector specific projects to be funded by the STC funds of the Central Ministries / Departments. Ministry of Tribal Affairs provides funds to the State Governments under the scheme of Special Central Assistance to Tribal Sub-Scheme (SCA to TSS) as a critical gap filling measure to supplement the efforts of the Central Ministries / Departments and State TSP funds.

3.3 State TSP Guidelines stipulate that Department concerned with Tribal development must play the role of nodal Department for tribal development and ensure that all the institutional mechanisms are established at various levels, i.e State, District, Block, Gram Sabha etc., as laid down in the guidelines and further to ensure that the gaps still remaining under the TSP financing pattern are highlighted for each ITDPs/ITDAs/MADA/Cluster/State level at the time of TSP financial allocations so as to facilitate the synchronization of the gap filling role of the Ministry's scheme of SCA to TSS with the gaps identified in TSP. In order to enable local governments effectively participate in the process of planning, implementation and monitoring of the programmes, Ministry of Tribal Affairs has started capacity building programme for the elected representative belonging to scheduled tribes of local Government Institutions.

### **Recommendation (Sl. No. 7)**

3.4 The Committee are aware of the crucial role the Non-Governmental Organisations(NGO) play for the socio –economic development of STs in the country. NGOs support and supplement the state administration in delivering welfare schemes for STs. The Committee, therefore recommend that NGOs should be encouraged and financially supported by Central/State Governments under TSP Schemes to deliver them to poor tribals living in remote areas of the country. The Committee also recommend that proper monitoring of NGOs should be maintained all the time to isolate those NGOs who are not performing and misutilising the aid.

### **Reply of Ministry of Tribal Affairs**

3.5 Ministry of Tribal Affairs is implementing the scheme of Aid to Voluntary Organisations working for welfare of STs. Under the scheme, Ministry funds projects covering residential schools, non-residential schools, hostels, libraries, mobile dispensaries, ten or more bedded hospitals, computer training centers, rural night school, agricultural training, etc. Further, Strengthening Education among ST Girls in Low Literacy Districts is a sub scheme of this scheme. The grants are provided to the non-governmental organizations on application, in a prescribed format, duly recommended by the multi-disciplinary State Level Committee of the concerned State Government/UT Administration.

3.6 MoTA is giving grants to NGOs through a dedicated portal, [www.ngograntsmota.gov.in](http://www.ngograntsmota.gov.in), which is one-point end to end solution for processing NGO applications. NGO submits online application on the portal, which is inspected online by District Authorities, who can accept/reject proposal. Outcome of the State Level committee meeting(s) are uploaded on the portal and recommended cases are forwarded to MoTA. The Proposals are examined at Central level and MoTA can accept/reject proposal. Administrative & Financial approvals are given online and sanction orders are generated and grants are released through PFMS. The funds are released to the NGOs after monitoring and evaluation of their earlier projects funded by this Ministry and verification of Utilization Certificates submitted by NGOs.

3.7 The Portal also has online grievance redressal mechanism / communication module along with facility of SMS notifications with all stakeholders. All stake holders can track live status of the application with their Login IDs. The database has capability of generating various MIS reports like funds released State wise, NGO wise, Sector wise, District wise for monitoring and coordination with NGOs and States. The NGOs funded are monitored, inter alia, as per the following procedures:

- a) Annual inspection by District Authorities
- b) Scrutiny and recommendation by multi-disciplinary State Level Committee

- c) Mandatory submission of annual audited accounts and Utilization Certificates by NGOs
- d) Inspection of Officers of Ministry of Tribal Affairs from time to time
- e) Filing of Expenditures by aided NGOs on PFMS Expenditure Advance Transfer (EAT) module
- f) Third party monitoring by an independent agency appointed by Ministry.

### **Recommendation (Sl. No. 11)**

3.8 India is a diverse country with people residing in remote areas having diverse cultures and beliefs. The Committee recommend that PAC should formulate schemes under TSP which are based on the needs of tribal people according to the habitation and culture they live in. Any scheme which is against their established life style or belief will not be beneficial to them as they will not avail its benefits. Tribals particularly the primitive vulnerable groups need to be slowly and delicately given the opportunity to rise above their poverty and lifestyle and accrue the benefits of this modern world. The Committee recommend that all schemes under TSP should be sensitive towards the culture and beliefs of Tribal People. Hence, if need arises the Ministry should also involve academics who are proficient in the lives of tribal people during formulation of schemes and programmes. This will ensure that the schemes are need based and will target particular groups efficiently.

### **Reply of Ministry of Tribal Affairs**

3.9 As per extant guidelines, formulation of the schemes is the responsibility of the concerned State Governments while Ministry of Tribal Affairs provides financial assistance to the State Governments based upon proposals received from the State Governments with the approval of Executive Committee and after appraisal and approval of Project Appraisal Committee (PAC) constituted for this purpose in the Ministry.

3.10 State Tribal Welfare Department is the Nodal Department for formulation of schemes. In this regard, it has been specifically highlighted in the State TSP Guidelines that in order to effectively discharge its mandate, the Nodal Department will be adequately strengthened through technical support group, knowledge leadership, analytical functioning in areas pertaining to strategic planning, demand assessment, gap analysis, long-term impact of schemes/programmes and collection of related data for evidence-based planning and decision making, capacity building at all levels etc. As and when needed, consultation through workshops, conferences etc are made with experts, academicians and stakeholders during formulation of programmes or schemes.

CHAPTER - IV

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

**Recommendation (Sl. No. 1)**

4.1 The Committee note that NITI Aayog and Ministry of Finance has issued comprehensive guidelines to the Central Ministries / Departments and State Governments regarding formulation, implementation and monitoring of Scheduled Tribe Component (STC)(TSP) for STs with a view to ensure the success of TSP strategy adopted by the Government to bring about rapid socio-economic development of the marginalized STs in the country. However, the Committee is sad to note that most of the Central Ministries/ Departments and States/UTs have not followed the guidelines in letter and spirit. The Committee note that most of the Central Ministries have not earmarked allocation of funds according to guidelines. The earmarked funds are much less than the stipulated allocation of fund .e.g. Ministry of Rural Development has earmarked only 5.45% for TSP whereas the TSP earmarking for this Ministry is 17.5%. The Committee feel that this utter disregard and noncompliance by most of the Central Ministries and States /UTs in implementing the extant guidelines is one reason for which TSP strategy is not able to achieve its objectives as originally envisaged. The Committee feel that M/o Finance, NITI Aayog and M/o Tribal Affairs should be more persuasive with other Ministries in this regard and ensure that these Ministries earmark the funds stipulated for TSP according to the allocation given to them.

**Reply of Ministry of Tribal Affairs**

4.2 NITI Aayog and Ministry of Tribal Affairs are pro-actively working on the monitoring of the Scheduled Tribe Component (STC) of the Central Ministries / Departments. In this regard, MoTA has been holding periodic meetings under the Chairmanship of Secretary (Tribal Affairs) with Nodal Officers of the Central Ministries / Departments having STC funds. In these meetings, it has been emphasized that STC allocations are to be made to the tune of prescribed percentage of the total schematic allocation of the Ministry / Department concerned. Further, MoTA has also sent D.O. letters from Secretary (TA) to the Ministries / Departments who have allocated less funds under STC than the prescribed percentage by the extant NITI Aayog guidelines.

4.3 As per Budget Division, DEA a meeting was held on 16.11.2018 in NITI Aayog under the chairmanship of Principal Adviser which was also attended by Secretary (Exp.) and JS(Budget),

and it was decided that the Nodal Ministries and obligated Ministries, in consultation with NITI Aayog, should identify specific schemes which provide benefits to SCs and STs and ensure allocation only for such schemes instead of notional allocation for all such schemes. It was also decided that the Nodal Ministries in consultation with NITI Aayog should come up with innovative response or new interventions/ new schemes for inclusive development of SCs and STs, in case of difficulties to allocate and or incur under existing schemes. While communicating Expenditure ceilings, the Budget Division, DEA clearly indicates the minimum earmarking of funds required in view of NITI Aayog guidelines in this regard.

4.4 NITI Aayog has also been holding periodic meetings under the chairmanship of Vice Chairman/Member NITI Aayog with the Central Ministries/Departments to pursue the obligated Central Ministries/Departments for the earmarking of funds as prescribed in the guidelines issued in this regard.

#### **Comments of the Committee**

4.5 Please see Para No. 1.4 of Chapter I.

#### **Recommendation (Sl. No.3)**

4.6 The Committee note that there are many states who despite the best efforts of NITI Aayog do not provide details regarding the percentage of allocated plan outlay for TSP schemes. Most of these states like Assam, Jammu and Kashmir, Manipur etc. are those states which have a sizeable ST population like Manipur which has around 35% ST population. The Committee feel that this blatant disregard by states is proof enough that they do not follow TSP schemes in letter and spirit and tend to either divert TSP funds or misuse it. The Committee takes a serious view on the issue that some states like Assam, Uttar Pradesh, Manipur, and Jammu and Kashmir are not reporting TSS allocation despite persuasion. For this purpose in national interest, Govt. must enact a law under Article 249 of the constitution to make it mandatory for all states to implement it. The Committee therefore, recommend that the Ministry should devise suitable mechanism for such erring states like direct funding so that all states follow in the footsteps of states like Andhra Pradesh and Karnataka who have made TSP statutory.

#### **Reply of Ministry of Tribal Affairs**

4.7 Ministry of Tribal Affairs has been continuously pursuing the State Governments to enact a law to address the issues of non-allocation, less utilization & diversion of TSP funds.

### Comments of the Committee

4.8 Please see Para No. 1.7 of Chapter I.

#### Recommendation (Sl. No.4)

4.9 The Committee note that the state of Himachal Pradesh has a very strong Tribal Welfare department and hence schemes under TSP are very well implemented there. The Committee feel that this is one of the most basic requirement for successful implementation of TSP. A strong Tribal welfare department with sufficient power and branches throughout the state, well equipped and sufficient staff is very important key for implementation of TSP. Moreover, there should be accountability on part of officers of these departments and they should be held liable for any misappropriation of TSP funds. The Committee therefore recommend that since Ministry of Tribal Affairs has been given mandate for monitoring of TSP funds of Central Ministries, the Ministry should be persistent in insisting for a strong Tribal welfare department in each state especially in those states where there is substantial tribal population.

#### Reply of Ministry of Tribal Affairs

4.10 As per extant guidelines, State Tribal Welfare Department is the Nodal Department for the implementation of the schemes of the Ministry of Tribal Affairs for development of Tribal in the States. State Tribal Welfare Departments have the responsibility to co-ordinate progress of various schemes / programmes and design a comprehensive monitoring framework with well-defined indicators covering fund allocation, release and expenditure, service delivery standards as well as outcomes. Ministry of Tribal Affairs regularly impresses upon the State Governments to have a strong State Tribal Welfare Department.

#### Comments of the Committee

4.11 Please see Para No. 1.10 of Chapter I.

#### Recommendation (Sl. No. 5)

4.12 The Committee observe that implementation and transparent use of TSP funds is a serious concern for this flagship scheme. The Committee feel that it's a positive step by all states except Kerala and Manipur wherein they have constituted a Executive Committee under Chief Secretary for formulation, implementation and monitoring of Tribal Sub Scheme(TSS) funds. But, mere formulation of this Committee will not serve the purpose. The Committee is pained by knowing that TSP funds are being diverted and spent for minority institutions or for ineligible states like Punjab, Haryana which are not covered under TSP. The committee are of the view that unless the monitoring mechanism is activated and strengthened under TSP will not be meaningful and effective. The success of TSP will also largely depend on proper

implementation of these programmes followed up with meticulous and vigilant monitoring. The Committee therefore recommend that Ministry of Tribal affairs should ensure that all states/UTs should set up strong monitoring Committees at District and Block level which should meet at least twice a year. The Committee, also recommend that every state should set up its own social audit programme with the involvement of elected representatives, beneficiaries and reputed Voluntary organizations /non governmental organizations on the completed programmes/schemes.

### **Reply of Ministry of Tribal Affairs**

4.13 With the continuous efforts and persuasion of Ministry of Tribal Affairs, all the State Governments except Government of Kerala has constituted Executive Committee for formulation, implementation and monitoring of TSP funds. However, as per MoTA's extant guidelines for the scheme of 'Special Central Assistance to Tribal Sub-Scheme (SCA to TSS), State Governments have to formulate an Annual Plan for funding under the scheme and Plan has to be approved by an Executive Committee under the Chairmanship of Chief Secretary in the State. Therefore, the approval of the Annual Plan of the State Government by the Executive Committee is a mandatory requirement for funding under the scheme.

4.14 The recommendation of the Committee regarding setting up of monitoring Committees at District and Block level which should meet at least twice a year and constitution of social audit programme has been noted for necessary action.

### **Comments of the Committee**

4.15 Please see Para No. 1.13 of Chapter I.

### **Recommendation (Sl. No. 6)**

4.16. The Committee is of the view that there should be a manual for field level officers because with the aid of such manual, these officers who work in tribal areas which are mostly backward, remote and inaccessible may be able to perform their duties effectively and ensure that programmes/schemes are implemented as per guidelines. The Committee therefore recommend that being the nodal Ministry and financier of TSP, it would be appropriate on the part of the Ministry to instruct the State Governments to compile a manual on the basis of various guidelines issued by the NITI Aayog for use of field level officers. The manual should be prepared in regional languages also so that the field officers can properly understand the guidelines and implement them effectively.

Reply of Ministry of Tribal Affairs

4.17 The recommendation of the Committee has been noted for compliance and conveyed to the State Governments for necessary action.

**Comments of the Committee**

4.18 Please see Para No. 1.16 of Chapter I.

**Recommendation (Sl. No. 10)**

4.19 The Committee note that there is no provision for non-lapsable Pool for TSP funds. This issue is under the consideration of NITI Aayog and the Committee feel that it's a very important issue. Most of the unutilized funds under TSP are either diverted to other schemes or get lapsed staying unutilized. A non lapsable pool of fund will ensure that funds are not diverted and they can be utilized in the next financial year. The Committee therefore, recommend that a decision in this regard be taken at the earliest by NITI Aayog so that funds for TSP reach the real beneficiaries and are not misutilised.

Reply of Ministry of Tribal Affairs

4.20 The matter regarding Non-lapsable and non-divertible fund for SCSP and TSP was examined by NITI Aayog. One of the suggestions that has emerged at NITI Aayog was that non-lapsable and non-divertible funds can be better enforced through a Central Legislation while maintaining the contours of the Sub-Plans. In this context, the legislations of Andhra Pradesh and Karnataka were examined by them.

4.21 Experience of Andhra Pradesh, which first brought about above such legislation, was not encouraging. Similar is the case of Karnataka. The issue relating to TSP was not of inadequacy or non-availability of fund. but of absorption capacity under particular scheme.

4.22 To deal with lack of absorption capacity of implementing Ministries/Departments, NITI Aayog vide its D.O. letter No. M-11011/18/2018-SJE dated 09.11.2018 addressed to Department of Economic Affairs and Department of Expenditure, has suggested to pool the unspent balance of funds allocated under schemes for welfare of Scheduled Castes and Scheduled Tribes of such line Ministries, which have underutilized or un-utilized SCSP & TSP funds and re-allocate such funds to the Nodal Departments i.e. the Dept. of Social Justice & Empowerment and Ministry of Tribal Affairs to meet their budgetary requirements under scholarship/fellowship schemes and other beneficiary oriented schemes. The matter is under examination at NITI Aayog. Moreover, as per NITI Aayog inputs "non-lapsability" is not a practical concept to be implemented in the Indian Context because of accrual accounting

system which India follows. The non-lapsability in allocation of funds now followed for North Eastern States is also not encouraging as it may lead to piling of funds due to lack of absorption capacity of implementing Ministries/ Departments.

**Comments of the Committee**

4.23 Please see Para No. 1.18 of Chapter I.

CHAPTER-V

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

-----NIL-----

New Delhi;  
.....9.....August., 2021  
....., 1942(Saka)

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

APPENDIX - II

(Vide Para 4 of Introduction)

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

1.	Total number of recommendations-----	11
2.	Recommendations/observations which have been accepted by the Government ( <u>vide</u> recommendations at Sl. No., 8, 9,4 )-----	3
	Number Percentage to the total-----	27%
3.	Recommendations/observation which the Committee do not desire to pursue in view of the Government replies ( <u>vide</u> recommendations at Sl. Nos. 2,7,11).-----	3
	Number Percentage to the total-----	27%
4.	Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration ( <u>vide</u> recommendations at Sl. Nos1,,3,,5,6,10)-----	5
	Number Percentage to the total-----	45%
5.	Recommendations/observations in respect of which final replies of the Government have not been received.(.....) -----	0