



National Commission for Scheduled Tribes

(A constitutional body under Article 338 of the Constitution of India)

Report on the Review of the Implementation of Constitutional Safeguards, Welfare, and Development Schemes for Scheduled Tribes (STs) of the Ministry of Rural Development by the NCST, held on May 6, 2025

B- Wing, 6th Floor, Lok Nayak Bhawan, Khan Market, New Delhi- 110003

Website: <https://ncst.nic.in> | Grievance portal for ST- <https://ncstgrams.gov.in>

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NATIONAL COMMISSION FOR SCHEDULED TRIBES

Report on the Review of the Implementation of Constitutional Safeguards, Welfare, and Development Schemes for Scheduled Tribes (STs) of the Ministry of Rural Development, conducted by the NCST, held on 06th May 2025.

I. Introduction

The National Commission for Scheduled Tribes (NCST) is a constitutional body set up under Article 338A of the Constitution of India to investigate and monitor all matters relating to the protection, welfare and socio-economic development of Scheduled Tribes in the country. As per constitutional provisions, the Union and every State Government shall consult the Commission on all major policies and decisions affecting Scheduled Tribes. The Commission is required to present to the Hon'ble President of India reports upon working of those safeguards and all such reports are to be laid before each House of Parliament along with Memorandum explaining the Action Taken or propose to be taken on the recommendations relating to the Union and the reasons for non- acceptance, if any, of any of such recommendations.

In pursuance of the above constitutional mandate, the Commission reviewed the implementation of Constitutional Safeguards, Welfare, and Development Schemes for Scheduled Tribes (STs), including the reservation policy in the Ministry of Rural Development at Krishi Bhawan. The NCST team was led by Shri Antar Singh Arya, Hon'ble Chairperson, and was accompanied by Shri Nirupam Chakma, Dr. Asha Lakra, Shri Jatothu Hussain, Hon'ble Members, Shri Puneet Kumar Goel, Secretary, Shri Amit Nirmal, Joint Secretary, Dr. P. Kalyan Reddy, Director, Shri R. K. Dubey, Dy. Director, Shri Manish Raj, Sr. Investigator. *The list of participants is enclosed at **Enclosure I**.*

II. Review Meeting by the NCST in the Ministry of Rural Development in the Unnati Hall, Krishi Bhawan, New Delhi

At the outset, the Hon'ble Chairperson, Hon'ble Members, and Secretary of the National Commission for Scheduled Tribes (NCST) were formally welcomed by the Secretary, Ministry of Rural Development (MoRD). Thereafter, the senior officers of the Ministry introduced themselves. This was followed by a brief presentation by the Ministry, outlining the major schemes and programmes currently being implemented under its mandate. A copy of the presentation is enclosed with this report at **Enclosure II**.



Fig: Review Meeting by the NCST in the Ministry of Rural Development in the Unnati Hall, Krishi Bhawan, New Delhi on 06th May 2025

During the discussion, Hon'ble Members of the Commission raised the following issues:

1. Dr. Asha Lakra, Hon'ble Member:

- In the South Chhota Nagpur Plateau region of Jharkhand, especially Ghaghra Block, 4–5 Particularly Vulnerable Tribal Groups (PVTGs) live who have not received benefits under the Pradhan Mantri Gramin Sadak Yojana (PMGSY).
- In the Surguja belt of Chhattisgarh, the Pradhan Mantri Awas Yojana (PMAY) has limited outreach.
- In hilly areas like Lahaul & Spiti (Himachal Pradesh):
 - MGNREGA is not fully implemented due to the limited scope of work.

- Suggested integrating MGNREGA with public interest work like ice removal.
 - Self-help groups (SHGs) should be linked with Van Dhan Centres for better marketing of their products.
2. Shri Nirupam Chakma, Hon'ble Member:
- Roads under PMGSY in Chawngte Block, Mizoram, remain non-motorable due to a lack of long-span bridges (30 to 200 meters) in hilly areas.
 - He raised concerns about the manipulation of the PMAY beneficiary priority list at the panchayat level, despite category-wise percentages being maintained.
 - Roads under PMGSY in the Chakma Autonomous District Council (CADC) are in poor condition.
 - He urged the Ministry of Rural Development (MoRD) to conduct an impact assessment of PMAY and PMGSY implementation in Fifth and Sixth Schedule Areas.
3. Shri Jatothu Hussain, Hon'ble Member:
- Concern over the inadequate unit cost under PMAY for building houses in difficult terrain.
 - He suggested increasing the unit cost and exploring convergence with other schemes for additional support.
 - MoRD informed that the Government of Telangana had not implemented PMAY till last year, causing delays in its rollout in the state.

III. Consolidated Observation and Recommendations of the Commission

Based on detailed interactions with senior officers of the Ministry of Rural Development (MoRD) and the information furnished to the National Commission for Scheduled Tribes (NCST), the Commission makes the following observations and recommendations:

- The Commission acknowledges several commendable initiatives undertaken by MoRD aimed at promoting the welfare of Scheduled Tribes (STs). Noteworthy among these is the introduction of Aadhaar-based self-assessment under the Pradhan Mantri Awas Yojana – Gramin (PMAY-G), which has significantly improved transparency and accessibility in the provision of housing benefits.
- There has been consistent year-on-year progress in the training and placement of ST candidates through the Rural Self Employment Training Institutes (RSETIs), indicating enhanced outreach in skill development initiatives.
- Under the Deendayal Antyodaya Yojana – National Rural Livelihoods Mission (DAY-NRLM), more than 1.25 crore ST women have been mobilized into 12.32 lakh Self Help Groups (SHGs), with over 40% of these SHGs concentrated in tribal-dominated states such as Chhattisgarh, Jharkhand, and Odisha.

- Substantial gains have also been recorded under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), with over 5 crore person-days generated for STs.
- Additionally, focused targeting of 4.9 lakh Particularly Vulnerable Tribal Group (PVTG) households under the PM-JANMAN initiative for housing support is a notable step towards inclusive development.
- The use of geo-tagging and digital dashboards under PMAY-G and PMGSY has further reinforced transparency and real-time monitoring, contributing to more accountable and efficient implementation.

However, the Commission has also noted the following gaps and shortcomings that need the attention of the Ministry of Rural Development (MoRD):

S. No.	Observation	Recommendation / Action to be Taken
1.	The representation of Scheduled Tribes in Group C posts remains low, at only 4% (7 out of 174 sanctioned posts) in FY 2024–25.	The Ministry of Rural Development may ensure the advertisement and filling of all backlog vacancies to meet the reservation quota for Scheduled Tribes, as per the prevailing reservation guidelines.
2.	ST representation in autonomous bodies under MoRD, such as NIRD&PR, stands at only 6.45% in Group A, and there has been a recruitment freeze since 2019 due to the CAPART–NIRDPR merger.	The Ministry may prioritise resolving issues arising from the recruitment freeze to ensure that both direct recruitment and promotional avenues for STs are aligned with reservation mandates.
3.	There is limited availability of skill development centres under RSETI and DDU-GKY in Northeastern States like Mizoram, Tripura etc.	The Ministry may consider establishing additional RSETI and DDU-GKY centres in the Northeastern region, with training modules aligned to local skill requirements and employment opportunities.
4.	Out of 19,062 sanctioned habitations in Fifth Schedule Areas under PMGSY-I, only 18,893 have been connected, leaving a few tribal habitations still unconnected.	The Ministry may expedite the construction of roads in tribal habitations, especially in Scheduled Areas, under PMGSY to ensure 100% connectivity in these regions.

S. No.	Observation	Recommendation / Action to be Taken
5.	Under PM-JANMAN, the target of constructing 8,000 km of roads over five years has been set for PVTG habitations, but only 426 km have been completed so far.	The Ministry may furnish a detailed action plan and area-wise progress to the Commission to ensure the timely completion of the remaining road connectivity target under PM-JANMAN.
6.	No structured impact assessment has been undertaken for schemes implemented in the Fifth and Sixth Schedule Areas.	The Ministry may engage third-party institutions such as Tribal Research Institutes (TRIs), TISS, or similar institutions to conduct impact assessments and evaluations of MoRD schemes in Scheduled Areas.
7.	During FY 2024–25, only ₹339.94 crore has been released out of the ₹2,000 crore allocated under PM-JANMAN.	The Ministry may coordinate with concerned departments to ensure the timely release and full utilisation of allocated funds under PM-JANMAN.
8.	The provision of 50 additional days of wage employment under MGNREGA for ST households with only FRA land rights is not being uniformly implemented across districts.	The Ministry may provide the Commission with a district-wise list of eligible beneficiaries and outline steps being taken to ensure comprehensive coverage of this provision.
9.	Seven States are yet to achieve saturation under PMAY-G, despite a national mandate to allocate at least 60% of the target to SC/ST households.	The Ministry may furnish a district-wise status report of ST beneficiaries under PMAY-G, along with timelines for achieving saturation in the remaining States.
10.	Under PM-JANMAN, financial assistance is to be provided to 4.90 lakh PVTG households for house construction at a unit cost of ₹2 lakh, but the progress status remains unclear.	The Ministry may submit a detailed progress report on the implementation of this component, including timelines for saturation of the targeted 4.90 lakh PVTG households.

S. No.	Observation	Recommendation / Action to be Taken
11.	The number of ST candidates placed under DDU-GKY has declined by nearly 50%, from 30,774 in FY 2022-23 to 13,088 in FY 2024-25.	The Ministry may direct implementing agencies to launch special enrolment drives for ST candidates under DDU-GKY, emphasising its residential nature and relevance for youth in remote tribal areas.
12.	There is no centralised mechanism within MoRD to monitor the impact of schemes on ST communities.	A dedicated ST Monitoring Cell may be established within the Ministry to track, analyse, and report disaggregated scheme data and performance in tribal-majority districts.
13.	NSAP pension amounts remain as low as ₹200-500 per month, which is inadequate for ensuring basic subsistence, especially in remote tribal areas.	The Ministry may take up the matter with the concerned authorities to consider upward revision of pension amounts, taking into account cost-of-living variations and inflation.
14.	Although States are permitted to provide top-ups under NSAP, there is no data available on top-up support extended specifically to ST beneficiaries.	The Ministry may compile and disclose data on State-level top-up contributions for ST beneficiaries under NSAP to ensure transparency and targeted support.
15.	Schemes such as DAY-NRLM, PMAY-G, PMGSY, and MGNREGA do not reflect ST-specific targets or outcomes, and data is often either not segregated or marked as “NIL.”	The Ministry may introduce ST-specific performance indicators across schemes and ensure convergence with the Tribal Sub-Plan (TSP) to enhance focus on Scheduled Tribe communities.
16.	There is no separate outcome reporting on the participation and benefits of STs under skilling schemes such as DDU-GKY and NRLM.	The Ministry may instruct implementing agencies to track, monitor, and report measurable outcomes for ST participants in skill development programmes, with defined targets and benchmarks.

S. No.	Observation	Recommendation / Action to be Taken
17.	Constitutional provisions, including Article 275(1), intended to support tribal welfare, are not adequately integrated into scheme guidelines or funding frameworks.	The Ministry may ensure that relevant Constitutional Safeguards are explicitly reflected in the design, implementation, and resource allocation processes of all schemes concerning Scheduled Tribes.
18.	The presentation lacks comparative regional performance data for tribal areas, including NE States, LWE-affected areas, and Fifth and Sixth Schedule Areas.	The Ministry may include region-wise performance assessments in future reporting and presentations to help identify implementation gaps and replicate best practices across tribal-dominated regions.

Given that MoRD is the nodal ministry responsible for implementing key government schemes related to rural infrastructure, housing, and connectivity, its role in improving the socio-economic conditions of Scheduled Tribes is pivotal. The Commission recommends that the Ministry ensure stringent and regular monitoring of these schemes at the panchayat level. Effective grassroots-level oversight will significantly enhance the impact of these programmes, leading to measurable improvements in the living standards of ST households, which predominantly reside in rural and underdeveloped areas.

IV. Way forward

Based on the observations and recommendations, it is evident that while the Ministry of Rural Development has undertaken several meaningful initiatives for tribal welfare, there remains significant scope for deepening impact through targeted reforms. Moving forward, the Ministry may prioritise timely recruitment to address ST representation gaps, strengthen region-specific implementation in Scheduled Areas, and institutionalise ST-specific data monitoring across schemes. Enhanced convergence with Tribal Sub-Plan components, expansion of skilling infrastructure in underserved tribal regions, and third-party impact assessments will be essential to improve last-mile delivery. With sustained focus on transparency, inclusion, and responsiveness to ground realities, these steps can ensure that the benefits of flagship schemes reach tribal communities more effectively and equitably.

List of participants

National Commission for Scheduled Tribes

1. Shri Antar Singh Arya, Hon'ble Chairperson (In-chair)
2. Shri Nirupam Chakma, Hon'ble Member
3. Dr. Asha Lakra, Hon'ble Member
4. Shri Jatothu Hussain, Hon'ble Member
5. Shri Puneet Kumar Goel, Secretary
6. Shri Amit Nirmal, Joint Secretary
7. Shri P Kalyan Reddy, Director
8. Shri R. K. Dubey, Dy. Director
9. Shri Manish Raj, Sr. Investigator

Ministry of Rural Development, Government of India

1. Shri Shailesh Kumar Singh, Secretary (RD)
2. Shri T K Anil Kumar, Additional Secretary
3. Shri Amit Shukla, Joint Secretary
4. Shri Lal Chhandama, Joint Secretary
5. Shri Gaya Prasad, DDG
6. Ms. Rohini R. Bhajibhakare, Joint Secretary
7. Mrs. Kalyani Mishra, Economic Adviser
8. Dr. Molishree, Director
9. Shri Ramavatar Meena, Director
10. Shri Ram Chandra, DS
11. Shri Sudeep Dutta, US
12. Shri R D Diwakar, US
13. Ms. Chahat Singh, Assistant Commissioner
14. Ms. Garima Narula, Asst. Secretary, Telangana Cdr. IAS
15. Shri Rajat Yadav, Asst. Secretary, Rajasthan Cdr. IAS
16. Shri Damera Hima Vamshee, Asst. Secretary, Andhra Pradesh Cdr. IAS
17. Shri Sri Pranav Maliye, Asst. Secretary, West Bengal Cdr. IAS
18. Ms. Sakshi Mohan, Asst. Secretary, Kerala Cdr. IAS
19. Shri Lokesh Barange, Asst. Secretary, Jharkhand Cdr. IAS