SCHEDULED CASTE SUB PLAN

GUIDELINES FOR IMPLEMENTATION

PLANNING COMMISSION
NEW DELHI
2006

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Strategies of the Scheduled Caste Sub Plan for the Scheduled Castes (SCs) and Tribal Sub-Plan for the Scheduled Tribes (STs) were introduced in the Sixth Plan and Fifth Plan for channelising to these categories of people their due share of plan benefits and outlays. The strategies of Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) envisage to channelise the flow of outlays and benefits from all the sectors of development in the Annual Plans of States/UTs and Central Ministries at least in proportion to their population both in physical and financial terms. Implementation of SCSP and TSP was not being done uniformly in all States/UTs and Central Ministries/Departments. Different States have adopted different mechanisms without exploring effective mechanism for the planning, implementation and monitoring of SCSP and TSP. The State Governments/Ministries exercise their quantification as 'Divisible' and 'Non-Divisible' components. Quantification is made only from the 'Divisible' component scheme wise. As a result of this, the actual earmarking of SCSP and TSP from the total State Plan becomes much lesser than what should have been as per the percentage of the population of SCs and STs to the total population of the State. Some Ministries/ Departments are allegedly regulatory and are being non-divisible in nature, SCSP and TSP was not earmarked as such.

Despite the fact that the strategies of SCSP and TSP have been in operation for more than 20 years, they could not influence all the concerned in its right perspective. Further, lack of effective monitoring to ensure that all the Ministries/Departments both at Central and State levels earmark funds under SCP and TSP and the funds received under SCA are utilized effectively and purposefully, is another area of concern. In view of this, the model being adopted by the Uttar Pradesh State Government when I was the Planning Secretary for the implementation of the SCSP need to be adopted by other States/U.Ts and Central Ministries/Depts.. These issues were discussed in the Internal Planning Commission's meeting and it was resolved to establish a dedicated SCSP and TSP Division under my charge. Due to the continuous efforts put in by the the division's endeavour, guidelines for implementing the SCSP and TSP by the States/U.Ts were issued by the Planning Commission by way of reiterating the existing guidelines. Later on for the first time,

guidelines for Central Ministries/Departments have also been issued. The guidelines issued has resulted in giving a new thrust to implement the new strategies of SCSP and TSP by the States/U.Ts for the first time in the Annaul Plan 2006-07.

The guidelines issued for the implementation of SCSP and TSP by the Planning Commission for the States/U.Ts and also for the Central Ministries/Departments are appended in this book-let. I hope this book-let which gives a brief overview of the Scheduled Castes development over a period of time, their socio-economic status, SCSP strategy adopted so far and the new strategy envisaged for the forthcoming years will help the planners, bureaucrats, academicians and the social activists. I take this opportunity to express my gratitude to the immense support extended by Dr.B.L.Mungekar, Hon'ble Member, Planning Commission and the help rendered by Dr. S.M.Sirajuddin, Deputy Adviser, Smt. Roohi Siddiqui, SRO and Shri C.A.Tirkey, SRO of SCSP and TSP Division in giving shape to this book-let.

Dr.Chandrapal

General Guidelines for formulation, implementation and monitoring of Scheduled Caste Sub Plan (SCSP) for the States and Central Ministries/Departments

I. Background

1.1 Relegation of a defined section of a society to inequality is found perhaps only in India. Nowhere in the world has any particular section been devoid of basic human rights, dignity of labour and social equality on the basis of classification that finds its root in religious writings. In India, the Hindu society is divided into various castes on the basis of their occupation. In the lowest rank of this classification are the Scheduled Castes (SCs) who were condemned to perform the menial and unclean tasks on behalf of the society. As they were exclusively assigned the role of performing unclean tasks on behalf of the society, they came to be treated as outcastes or "untouchables". It is this social stigma that pushed them down to the bottom of the social ladder alienating them from the mainstream of the society and assigning them to a position lower than several depressed classes who also suffered from social, economic and educational deprivation.

1.2 Since the caste system attains its sanctity in religious writings, emancipation from the rigid classification has been difficult to achieve for the lower groups. The belief in religion has singularly contributed to this difficulty. The Scheduled Castes (SCs), as they came to be described in the Government of India Act 1935, have suffered social, economic, cultural and political inequalities for centuries.

1.3 Under the customary rules of the Hindu social order, the untouchables were denied rights to property, pursue business (except the polluting occupations), education and employment (excluding the manual labour). The consequences of these traditional restrictions in the past are to be seen, even today in terms of lack of ownership of agricultural land, business or non-land capital assets, in education and ultimately in high incidence of poverty among them.

1.4 A look at the recent available data brings out these facts quite clearly. About three-fourths of the SCs live in rural areas, where the main source of livelihood is either farming, wage labour or some kind of non-farm business. In 2000, only 16 percent of all SC households cultivated land as owner-cultivator as against 41 percent among non-SC/ST households. Only 12 percent carry out some kind of business, which indicates access to capital. Taking both farm and non-farm activities, only about 28 percent of rural households had got some access to capital assets as compared to 56 percent for non-SC/ST households.

1.5 Inadequate access to agricultural land and capital leaves no option to SC workers except to resort to manual wage labour; consequently, it leads to enormously high level of (manual) wage labour among the SCs, i.e., 61 percent as compared to only one-third for others in rural areas. Among them, in urban areas, one-third are casual labours as against only 7 percent among the non-SC/STs. The unemployment rate (based on current daily status) in 2000 were two times higher among the SCs (5.5%) as compared with non-SC/STs.

1.6 With higher incidence of wage labour, associated with high rate of under-employment, the SCs tend to suffer from low income and greater level of poverty. In 2000, about 38 percent of SC households were below the poverty line in rural areas as compared to only less than 20 percent among non-SC/STs households. The incidence of poverty was as high as 50 percent among agricultural labour as against 40 percent among non-agricultural labour. In urban areas also, the poverty

among SCs was about 38 percent, which was much higher as compared with 19 percent for non-SC/STs. The incidence of poverty was quite high among casual labour – about 60 percent. The former untouchables also lag far too behind in education – 37 percent as against 57 percent for others in 1991.

1.7 The arguments in support of remedies against discrimination that are mainly based on historical denial of equal opportunity, due to practices of caste and untouchability based exclusion and discrimination toward untouchables and seeking provision for equal rights, safeguards against violation of equal rights and strategies for equal access or opportunity through reservations or affirmative action.

1.8 Not only the untouchability arrested the growth of personality of untouchables but also comes in the way of their 'material well-being'. It deprived them of certain civil rights. The untouchable is not even a citizen. Citizenship is bundle of rights such as personal liberty, personal security, right to hold private property, equality before law, liberty of conscience, freedom of opinion, and speech, right of assembly, right of representation in country's government and right to hold office under the state. The untouchability of untouchables puts these rights far beyond their reach.

1.9 Depressed classes cannot be employed in the army, navy, and police because such employment is opposed to the religious notion of majority. They cannot be admitted in schools, because their entry is opposed to the religious notion of majority. They cannot avail themselves of government dispensaries, because doctors will not let them cause pollution to their persons or to their dispensaries. They cannot live cleaner and higher life, because to live above their prescribed station is opposed to the religious notion of majority.

1.10 So rigorous was the enforcement of the social code against the depressed classes that any attempt on the part of depressed classes to exercise their elementary rights of citizenship only ends in provoking the majority to practice the worst forms of social tyranny known to history. What is worse that this servility and bar to human intercourse, due to their untouchability, involves not merely the possibility of discrimination in public life, but actually works out as a positive denial of all equality of opportunity and the denial of those most elementary of civic rights on which all human existence depends. Unequal treatment has been the inescapable fate of the untouchables in India and that in a country like India where it is possible for discrimination to be practiced on a vast scale and in a relentless manner, fundamental rights have no real meaning for untouchables.

1.11 Ambedkar had dealt in detail the logic and reasons behind these measures against discrimination and in particular on (a) equal rights, (b) legal safeguards against violation of rights, (c) strategies for fair share and participation, and (d) developmental and empowering measures to compensate for historical exclusion. Ambedkar suggested dual remedies: (i) a set of policies/ remedies relating to safeguards against discrimination, and (ii) strategies to overcome deep rooted deprivation caused by historical exclusion and isolation of untouchables. Ambedkar, also suggested fundamental measures for addressing the problem of structural inequalities and special developmental measures of equalization, particularly in the spheres of education, and economic empowerment of the historical denial of right to education, employment and right to property in the past. These include distribution of agricultural land through State ownership, State ownership of key basic industries, banks and insurance. Ambedkar also suggested constitutional obligations on the State to undertake developmental measures and the participation of depressed classes to influence the Government policies through representation in legislature, executive and public services in the form of reservation policy.

II. Constitutional Safeguards

2.1 On attaining Independence, the Constitution of India provided Six Fundamental Rights to its Citizens.

The untouchables benefited immensely out of these provisions. The overall development of the Scheduled Castes has been a declared concern of the successive governments in independent India. Efforts in this direction have aimed at the social, economic and political upliftment of this group to bring them at par with other sections of society through various safeguards and provisions. Since independence, new strategies for accelerated development have been evolved and programmes implemented with a view to bring the Scheduled Castes in the mainstream of the Indian society.

2.2 Recognising the relative backwardness of SCs in the society, the Constitution of India guarantees equality before the law (Article 14) and enjoins the State to make special provisions for advancement of socially and educationally backward classes (Article 15(4). It also empowers the State to make provisions for reservation in appointment or posts in favour of SCs/STs (Article 16(4). The Constitution of India also states categorically that untouchability is abolished and its practice in any form is forbidden. Further, the State is required to promote with special care the educational and economic interests of weaker sections in particular the exploitation of SCs (Article 46). Reservation of seats in democratic institutions (Article 330) and in services (Article 335) is another measure of positive discrimination. It also empowers the State to appoint a commission to investigate into the conditions of socially and educationally backward classes (Article 340) and to specify the castes to be deemed as SCs (Article 341).

2.3 The forces of urbanization, social and protective legislations, positive discrimination and other measures taken by the Government, have led to gradual improvement in occupational mobility and living standards over the years, but the living conditions of the majority of Scheduled Castes continue to show socio-economic backwardness.

III. Socio-economic Status of SCs:

3.1 The Scheduled Caste (SC) population, according to 2001 Census, is 166.6 million constituting 16.23 per cent of the total population of India. They are mainly concentrated in Uttar Pradesh (35.1 million), West Bengal (18.4 million), Tamil Nadu (11.8 million), Andhra Pradesh (12.3 million) and Bihar (11.3 million). These States account for 53.36 per cent of the total SC population of the country. While Uttar Pradesh has the highest concentration of SC population (28.9%) in terms of absolute number, Punjab with 28.9 per cent SC population occupies the first position in terms of percentage of SC to the State population. The State/UT-wise SC population as per 2001 Census is at Annexure.

3.2 The major occupational groups of SCs can be categorized into 1. Agricultural labourers- (a) landless , (b) those with petty extent of agricultural land. 2. Marginal and small cultivators including share croppers and other tenants. 3. Fishermen. 4. Traditional Artisans – (a) Leather workers, (b) Weavers, (c) Other artisans. 5. Civic Sanitation workers (scavengers and sweepers), and Traditional Dais. 6. Urban marginal labour, 7. The educated. These occupational groups may be put into two broad categories, namely 1. Those engaged in land based activities and 2. Those engaged in non-land based activities.

3.3 Population and Decadal Growth Rate of SCs and STs 1971-2001

(Figures in Millions)

Census Year	Population		DecadalGrowth Rate	
	Total	SCs	Total	SCs
1971	548.1	80.0 (14.6%)	24.8	24.2
1981	683.4	104.7 (15.3%)	24.7	30.9
1991	846.3	138.2 (16.3%)	23.8	32.0
2001	1028.6	166.6 (16.2%)	21.5	20.5

The SC population in the country in 1971 was 80 millions which has increased to 166.6 million in 2001. SC population had a decadal growth rate of 20.5% during 1991 and 2001 as in the case of general population though it had experienced higher growth rates during 1981 and 1991.

Sex ratio: SC and total population

	SCs	Total Population
1971	935	930
1981	932	934
1991	922	927
2001	936	933

3.4 Sex Ratio:

As can be seen from the table, the Sex Ratio (females per 1000 males) for SCs has declined over the last 30 years. The declining sex ratio of SCs could be attributed to higher female mortality and their limited access to health services. Such developments are surely a matter of concern for gender equality within the disadvantaged group.

Literacy Rate (1991 and 2001 Census)

	Total		Male		Female	
	1991	2001	1991	2001	1991	2001
General	52.2	64.80	64.1	75.30	39.3	53.70
SC	37.4	54.70	49.9	66.60	23.8	41.90

3.5 Literacy:

According to 2001 Census, the literacy rate among Scheduled Caste population is 54.7% as compared to 64.80% among total population. However, literacy among Scheduled Caste female is quite low i.e., 41.90% against 53.70% of general female, which is a cause of great concern. Growth rate of literacy among SC females between the two decennial Census 1991 and 2001 is 18% points. However, 456 districts out of total of 582 districts inhabited by SCs, the literacy among SCs is less than average literacy rate of non-SC/ST population. The literacy rate among the SCs continues to be much lower than the all India level for the States : Bihar (28.5%), Rajasthan (52.2%), Madhya Pradesh (58.6%), Uttar Pradesh (46.3%) and Andhra Pradesh (53.5%).

Gross Enrolment Ratios (2003-04)

	Classes I-V	Classes I-VIII
	Total	Total
General	98.2	84.8
SC	92.97	69.63

3.6 Gross Enrolment Ratios (2003-04)

The enrolment ratio in classes I-VIII indicates 84.8% for general population and 69.63% for SCs. The drop-out amongst the SCs is much higher in classes I-VIII & I-X (59.42% & 73.13%) as against the general population (31.47% &62.69%). The drop out rate is much higher amongst the SC girl students.

Drop out Rates (2003-04)

	Classes I-V			Classes I-VIII			Classes I-X		
	Total	**Boys**	**Girls**	**Total**	**Boys**	**Girls**	**Total**	**Boys**	**Girls**
General	31.47	33.74	28.57	52.32	51.85	52.92	62.69	60.98	64.92
SC	36.56	36.83	36.19	59.42	57.33	62.19	73.13	71.41	75.49

3.7 Economic Status:

Majority of the Schedule Caste population lives in rural areas, which is characterized as an agrarian economy. The poverty ratio, the size of the land holding, occupational classification and number of main workers and its pattern are important parameters to judge the rural economy. Most of the SC families are still below poverty line. Majority of them are engaged in low wage and even obnoxious and degraded occupations like sweeping and scavenging. Their skill base is rather weak. The poverty ratio of Scheduled Caste population with respect to total population at the National and State level is given in the following table:

3.8 Below Poverty Line (1993-94 and 1999-2000)

	All-India		SCs	
	1993-94	1999-2000	1993-94	1999-2000
Rural	38.20	27.09	48.11	36.25
Urban	39.09	23.62	49.48	38.47

Percentage of Population below Poverty Line by States for 1993-94 and 1999-2000 across the States.

S.N	States	1993-94				1999-2000			
		Rural		Urban		Rural		Urban	
		SC	All	SC	All	SC	All	SC	All
1	Andhra Pradesh	26.02	15.92	43.82	38.33	16.49	11.14	41.42	26.53
2	Assam	45.38	45.01	14.34	7.73	44.00	40.20	19.99	7.47
3	Bihar	70.66	58.21	55.16	34.50	59.81	44.22	51.91	32.95
4	Gujarat	32.26	22.18	44.99	27.89	17.77	13.17	29.13	15.59
5	Haryana	46.56	28.02	23.58	16.38	19.03	8.27	25.38	9.99
6	Himachal Pradesh	36.89	30.34	18.52	9.18	13.15	7.94	6.74	4.63
7	Karnataka	46.36	29.88	61.59	40.14	26.22	17.36	47.01	25.25
8	Kerala	36.43	25.76	31.59	24.55	14.64	9.38	24.15	20.27
9	Madhya Pradesh	45.83	40.64	65.00	48.38	41.29	37.09	54.24	38.54
10	Maharashtra	51.64	37.93	52.56	35.15	33.27	23.82	39.88	26.91
11	Orissa	48.95	49.72	47.45	41.64	51.83	48.13	70.59	43.13
12	Punjab	22.08	11.95	27.96	11.35	12.39	6.44	11.30	5.80
13	Rajasthan	38.38	26.46	48.63	30.49	19.62	13.65	41.82	19.85
14	Tamil Nadu	44.05	32.48	61.50	39.77	32.59	20.55	44.94	22.17
15	Uttar Pradesh	58.99	42.28	58.02	35.39	43.65	31.22	43.51	30.90
16	West Bengal	45.29	40.80	37.73	22.41	35.10	31.82	28.15	14.86
17	**All India**	**48.11**	**37.27**	**49.48**	**32.36**	**36.25**	**27.11**	**38.47**	**23.65**

Along with the general population, the percentage of both SCs living below the poverty line has indicated a declining trend from 1993-94 to 1999-2000. The need for special attention for SCs welfare and development was realized that the Scheduled Castes suffer from the dual disabilities of severe economic exploitation and social discrimination. While they constitute 16.2 per cent of the total population of the country, their proportion is much larger – more than twice in the poverty groups of the country, most of the Scheduled Castes are below the poverty-line. Accordingly, thrust has to be on the economic development of the Scheduled Castes.

In respect of the Scheduled Castes the strategy is to take up programmes for the Scheduled Castes in different occupational categories, especially poverty groups. The Scheduled Castes are mostly landless labourers, marginal and small farmers, leather workers, fishermen, artisans like weavers and those who follow strenuous occupations like rickshaw pullers, cart pullers, etc. The approach is to reach the flow of benefits to the Scheduled Castes through individual family and group-oriented programmes. For this, new need-based programmes require to be taken up and existing programmes re-oriented to suit the specific developmental requirements and handicaps of the Scheduled Castes in different occupational groups.

3.9 Status of key health indicators

Category	SC	Total
Infant Mortality	83.0	67.6
Neo-natal Mortality	53.2	43.4
Child Mortality	39.5	29.3
Under five Mortality	119.3	94.9
ANC Check up	61.1	65.4
Percentage institutional deliveries	26.8	33.6
Percentage of women with anaemia	56.0	51.8
Percentage of children undernourished (weight for age)	53.5	47.0
Childhood vaccination (full immunization)	40.2	42.0

Most of the key health indicators indicate a gap of 5 to 10 points difference between SCs and general population. Infant mortality rate (IMR) is 83 for SCs and 67.6 for general population. Child mortality is also quite high amongst the SCs which are 39.5 in comparison to 29.3 for general population.

3.10 Work Participation (As per Census 2001)

Category	Main workers (%)	Marginal workers (%)	Cultivators (%)	agricultural labourers(%)	House hold industry (%)	Other workers (%)
Total	77.8	22.2				
General	80.2	19.8	32.50	20.70	4.6	42.2
SC	73.0	27.0	19.99	45.61	3.9	30.5

The data reveals that 20% of SCs are only cultivators and 45.61% SCs are agricultural labourers whereas only 20.70% from the general category are agricultural labourers.

3.11 Percentage of SC Representation in Central Govt. Services in 1991 and 2001

	1991			2001		
Group	**Total**	**SCs**	**% Total**	**Total**	**SCs**	**% of Total**
A	62560	5689	**9.09**	10462	11950	**11.42**
B	102532	12115	**11.82**	158154	20274	**12.82**
C	2402089	376015	**15.65**	2468060	400978	**16.25**
D	1167836	248101	**21.24**	998711	178667	**17.89**
Total	3735017	6441920	**17.19**	3729567	611869	**16.41**

Source: DOP & T, Govt. of India

The percentage of SC representation in Central Govt. Services from 1994 to 2001 has marginally increased in Group A &B Services i.e. 9.09% to 11.42%, 11.82% to 12.82% respectively. Similarly there is marginal increase in Group C service also.

3.12 Electricity Facility (As per Census 2001)

Census Year	**Percentage of households having access to electricity**		
	Total	**General**	**SCs**
1991	42.4	48.1	28.1
2001	55.8	61.4	44.3

The table above indicates that only 28.1% Scheduled Castes households having access to electricity in comparison to general population (48.1%) in 1991.

Electricity Facility (As per Census 2001)

Category of households	**Percentage of villages having access to electricity**		
	0%	**Greater than 0 but less than 10 %**	**More than or equal to 10%**
SCs	21.4	14.6	64
STs	47.8	11.3	40.9
Others	19.5	12.3	68.2

The condition has slightly improved during 2001 indicating 44.3% Scheduled Castes households having access to electricity in comparison of 61.4% general population.

3.13 Percentage of households having improved drinking water supply facility

Total household having drinking water source by location				**General and SC households having drinking water source by location**				
Total number of households	Percentage			Total number of households		Percentage		
	Within premises	Near premises	Away			Within premises	Near premises	Away
53,692,376	65.4	25.2	9.4	General	43,555288	69.4	22.6	8
				SC	7,808,556	48.5	36.8	14.7

Position of improved drinking water facility in Scheduled Castes household also indicates improvement during the decade of 1991-2001(63.6%& 81.1%). But there is a need to further improve the facilities of drinking water supply to all.

3.14 Distribution of 593 Districts According to Households Having Permanent Houses (as per 2001 Census)

Sl. No.	Percentage of households having permanent houses		
		General	Scheduled Castes
1.	15.0 – and below	32	63
2.	15.1 – 25.0	43	93
3.	25.1 – 45.0	151	171
4.	45.1 – 65.0	175	146
5.	65.1 – and above	192	109
	Total	593	582
	Number of districts having no SC/ST notified		11

3.15 Distribution of 593 Districts According to Households Having Waste Water Outlet (as per 2001 Census)

Sl.	Percentage of households having Waste Water Outlet		
		General	Scheduled Castes
1.	15.0 – and below	37	86
2.	15.1 – 25.0	81	110
3.	25.1 – 45.0	180	174
4.	45.1 – 65.0	160	107
5.	65.1 – and above	135	105
	Total	593	582
	Number of districts having no SC/ST notified		11

3.16 Distribution of 593 Districts According to Households Having Latrine Facility (as per 2001 Census)

Sl.	Percentage of households having	Latrine Facility	
No.		General	SCs
1.	15.0 – and below	50	233
2.	15.1 – 25.0	127	113
3.	25.1 – 45.0	183	115
4.	45.1 – 65.0	104	52
5.	65.1 – and above	129	69
	Total	593	582
	Number of districts having no SC/ST notified		11

3.17 Number of Land Holdings and Area Operated (1985-86 and 1990-91)

S.No	Social Groups	No. of holdings (in thousands)			Area operated (in thousands)		
		1985-86	1990-91	%age	1985-86	1990-91	%age
1.	Scheduled Caste	12041 (12.4)	13422 (12.6)	11.5	12639 (7.7)	13173 (8.0)	4.2
3	Others	77466 (79.7)	84545 (79.3)	9.1	134689 (81.8)	134425 (81.2)	(-) 0.2
4	All Social Groups	97155 (100.0)	106637 (100.0)	9.8	164562 (100.0)	165507 (100.0)	0.6

3.18 Average Size of Holdings by major size classes (1990-91)

(area in hectares)

S.No	Major Size Classes	Scheduled Castes	Scheduled Tribes	Others Social	All Groups
1.	Marginal	0.35	0.49	0.39	0.39
2	Small	1.41	1.44	1.44	1.44
3	Semi-Medium	2.70	2.74	2.77	2.76
4	Medium	5.77	5.89	5.92	5.90
5	Large	16.7	15.78	17.57	17.33
6	All Classes	0.98	2.07	1.59	1.55

IV. Socio-Economic Development of SCs since First Five Year Plan

4.1 Progress during First Five Year Plan (1951-56):

The population of the 779 scheduled castes in India was 498.37 lakhs. This figure does not include backward groups which are not mentioned in the schedule "other backward classes" population was 546 lakhs in 1951. Article 340 of the Constitution has empowered the President to appoint a Commission to determine the conditions of backward groups not included in the schedule of castes who could be considered to be socially, economically and educationally backward.

Untouchability, being an age-old institution, has taken roots in the psychology and social structure of certain communities. Its eradication is incomplete so long as it receives a mental recognition and persists indirectly in some form in the social structure. A four fold programme is, therefore, necessary, *viz.*, (i) removal of untouchability by law; (2) removal by persuasive and educative processes through social education ; (3) the practice of democratic behaviour in social and recreational life ; and (4) opportunities afforded by the State and private agencies for self-development and expression and for the betterment of health, education, economic life, and living conditions. Improved living conditions, education, and participation in a society with extensive economic interdependence and facilities for communication, movement, and contact, will in due course of time lead to a total integration of these groups with the rest of the country.

The State Governments have been provided a sum of Rs.10 crores for the benefit of scheduled castes during the period of the Plan. The Central Government has also provided a further sum of Rs. 4 crores for expenditure during the remaining period of the Plan. The general aim is to follow intensive programmes rather than to dissipate the limited resources on loosely conducted activities over a wide area. Provision is made for the more liberal disbursement of money under^different heads to institutions working in this field, and an effort was made to improve efficiency by channelling expenditure through effective and well-supervised organisations. Since most of the Harijans live in isolated colonies, they offer good scope for the organisation of community centres. Measures for achieving the welfare of the scheduled castes are circumscribed by the amount of available resources.

4.2 Progress during Second Five Year Plan (1956-61):

In this plan period "backward classes" were described as the four sections of the population:

1. scheduled tribes who number about 19 million;
2. scheduled castes who number about 51 million;

3. communities formerly described as 'criminal tribes' who number a little over 4 million;

4. other socially and educationally backward classes who may be declared as such by the Central Government in the light of recommendations made by the Backward Classes Commission.

The welfare of Harijans (scheduled castes) was mainly the responsibility of State Governments. The Constitution provides several safeguards for the protection of the interests of scheduled castes. Development programmes for scheduled castes have been formulated with the object of improving their social status and providing them fuller educational and economic opportunities.

The Constitution has abolished untouchability and has forbidden its practice in any form. State Governments and all-India voluntary organisations with help from the Centre have undertaken extensive propaganda and publicity with a view to mobilising public opinion against untouchability. Nevertheless, the practice still persists indirectly in some form or other although on a greatly reduced and diminishing scale. With the enactment of the Untouchability (Offences) Act and its enforcement from June, 1955 the practice of untouchability has been made a cognisable offence.

In the Second Five Year Plan, Rs. 21.28 crores have been earmarked for the welfare of scheduled castes. Besides this a sum of Rs. 6.25 crores has been allocated for Centrally sponsored schemes which include (1) housing, (2) drinking water supply, (3) economic uplift and (4) aid to voluntary organisations and publicity for removal ofuntouchability. The special programmes proposed for Harijans are intended to supplement the general development.programmes in each State.

The special provisions made in favour of backward classes should be so utilised as to enable them to derive the maximum advantage from general development programmes and to make up as speedily as possible for retarded progress in the past Departments concerned with the welfare of backward classes in States should make special efforts to get all the other development Departments to consider ways by which their programmes can produce marked impact on the welfare of backward classes. They should utilise the resources available to them so that the general and special programmes -operated in a manner complementary to one another.

4.3 Progress during Third Five Year Plan (1961-66):

The problems of scheduled castes and other backward classes are essentially those of economically weaker sections of the community, who suffer also in larger or smaller measure from social disabilities. Of the outlay of Rs. 114 crores in the Third Plan, provided for the welfare of backward classes, about Rs. 42 crores are intended for schemes of educational development, Rs. 47 crores for economic uplift schemes and Rs. 25 crores for health, housing and other schemes.

Development programmes for the welfare of backward classes, for which provision is made in the Five Year Plans, are intended to supplement benefits accruing from programmes of development in different fields such as agriculture, cooperation, irrigation, small industries, communications, education, health, housing, rural water supply and others. One of the principal lessons of the past decade is that for a variety of reasons, in the ordinary course, the weaker sections of the population are not able to secure their fair share of the benefits of provisions made under different heads. To enable them to do so, it is desirable that the normal patterns of assistance should provide, wherever necessary, for an element of special consideration for the weaker sections and, in particular, for the backward classes.

The Third Plan provided about Rs. 114 crores for the backward classes sector in total and for SCs development Rs.40 crore had been allocated.

4.4 Progress during Fourth Five Year Plan (1969-74):

In the Fourth Five Year Plan, the emphasis was on consolidation, improvement and expansion of the services so that the process initiated in the earlier plans is accelerated. The objective of integration with the rest of the society is proposed to be related mainly to the equalisation of opportunities for development. Programmes for the welfare of backward classes should be fully integrated with the development plans of the district which would take into account the physical features and resources, the institutional structure and local conditions and circumstances. The large number of individual schemes in States in the backward classes sector need to be woven together and integrated with general development schemes so that the effort will be of a magnitude which produces an impact.

Each State should review its legislative and executive measures for providing house-sites to members of the Scheduled Castes and other weaker sections and conferring proprietary rights on homestead land already occupied by them. Those members of the Scheduled Castes who are landless should at least be provided with house sites, if resources do not permit the grant of housing aid to them for construction of houses. Mixed settlement of various communities should be encouraged. Adequate funds for this purpose should be provided in the general sector and the programme of housing in the backward classes sector should be fully integrated with the general village planning and layout.

4.5 Progress during Fifth Five Year Plan (1974-78):

Before the Sixth Five Year Plan no clear strategy for the economic development of Scheduled Caste emerged notwithstanding the fact that formal decisions were taken for earmarking of outlays in their favour in proportion to their population. The only funds available upto the end of 1979-80 for development of SCs were provided under the Backward Classes sector. It has been reported that only Rs.433.24 crores were set for the purpose. Of this amount, 48% was spent on educational schemes, another 26% on health, housing, drinking water supply and grants-in-aid to voluntary organizations working amongst SCs and STs. The remaining 26% was spent on economic development schemes for the SCs. In other words, only about Rs.112.6 crores were spent on economic development of SCs upto the end of 1979-80.

Since the members of SCs have been too weak to take initiative, it is the State which has to take remedial measures to correct the society's inbuilt discrimination against them. They are trapped in the circle of deprivation due to caste structure. The SCs are usually engaged in unpleasant and menial jobs. Their basic disabilities stem from their low social status and are inter-related. It is in this segment of society that one finds greater illiteracy, poorer health, poorer nutrition, poorer housing, as well as exploitation by large land-holders generally the upper and middle level castes, money-lenders, village traders and businessmen. In spite of constitutional directives and a number of legislative and executive measures taken by the Government, the situation of the Scheduled Caste did not improve appreciably during the period prior to Sixth Plan mainly due to lack of economic support.

4.6 Progress during Sixth Five Year Plan (1980-85):

Sixth Five Year Plan is the first plan which gave due emphasis for the development of SCs in terms of Special Component Plan. Special Component Plan is a Sub Plan of the Annual Plan and Five Year Plan targeting the SC population especially the proportion among the people below the poverty line in the country, and about 84% of them live in the rural areas. In effect any programme for economic development of SCs is a very important part of the poverty-alleviation programme. In the Sixth Five Year Plan, the stress has been given through the new strategy of Special Component Plan on providing adequate economic development. The Special Component Plan has been formulated as a mechanism for channelising a due share of benefits in physiclal and financial terms from the various programmes of every sector in favour of SCs. Realising the meagerness of the flow of fund to the development of SCs compared to the

enormity of the problem, the strategy of Special Component Plan has been evolved for earmarking of outlay for the development of SCs by all the sectors in all States and UTs except those which have no or negligible SC population and by all Central Ministries.

1. The Special Component Plans of the States and Central Ministries (SCP).
2. The Special Central Assistance (SCA) to Special Component Plan (SCP).
3. Scheduled Castes Development Corporations in the States (SCDC)

The approach in the matter of development of SC families in the Sixth Plan period has been two-fold : cluster approach and saturation approach. Although SC population lives dispersed all over, it is still possible to identify and list out villages in a Block, district and State in the order of one size of the SC population in absolute numbers. In other words, the list should include villages in decreasing order of size of the SC population. Those villages having the largest population of SCs should be at the top in the list. The development programmes should be taken up in that priority. For instance, in the State of Gujarat out of a total of about 18,000 villages nearly 1110 villages have about 50% of the total state population of SCs. Hence, executing the development programme, clusters of villages from these 1100 villages should be selected. Secondly, under saturation approach in every village taken up for development among these, all deserving SC families should be covered under one or another suitable programme or a combination of programmes with all necessary linkages and back-up services.

4.7 Progress during Seventh Five Year Plan (1985-90):

The strategy of the Special Component Plan (SCP) for the development of scheduled castes, which is aimed at their socio-economic and educational development and also at improvement in their working and living condition geared up and intensified. The thrust of the programme was on (a) economic development through comprehensive and integrated beneficiary-oriented programmes for individual families and groups of families of scheduled castes for raising their income and enabling them to cross the poverty-line; (b) Basti-oriented schemes so as to bring about a significant and tangible improvement in the working and living conditions, in the inhabitations and Basties of scheduled castes; (c) liberation of scavenging without reduction of income and employment of the existing municipalized as well as private sanitation workers; (d) educational development so as to remove the lag in education of scheduled castes at every stage; (e) promotion of occupational mobility of the scheduled castes so that the disproportionate burden on them in occupations like agricultural labour and other unpleasant and strenuous work is removed so that human resources are optimally developed and utilized; (f) elimination of exploitative middlemen-layers; (g) special attention to scheduled castes women and children; and (h) administrative and personnel reforms so as to orient personnel and the delivery mechanism and other public institutions towards the scheduled castes, sensitise them to the problems and needs of the scheduled castes and make them efficient and setting up of a beneficiary participant system with all management skills.

75 per cent of the SC families to be enabled to cross the poverty-line by the end of the Seventh Plan including those who have been so enabled successfully in the Sixth Plan. Adequate per-family investment and strong back-up services and linkages are necessary during the Seventh Five Year Plan. The package of assistance was to be so designed that it is capable of generating the additional income necessary to enable each family so assisted to cross the poverty-line. The objective of the family-oriented programmes may not only be to raise the scheduled caste families above the poverty-line but also to help the beneficiaries, as far as possible, to diversify their traditional occupations and eliminate the disproportionate burden on them in unpleasant and low-paid occupations like agricultural labour and optimally develop and utilise human resources. The main focus was on development of different occupational categories especially agricultural labourers, marginal and small farmers, leather workers, fishermen and vulnerable

groups. With this end in view, implementation of the cluster-cum-saturation approach which was evolved during the Sixth Plan was intensified to ensure the total coverage of all eligible families, in village clusters, identified on the basis of the size of the scheduled caste population. Emphasis was made to use all agencies, government and voluntary, to carry out this enormous task. In order to give a boost to the arrangements for economic support to the Special Component Plan, banks and other financial institutions were involved in a big way and adequate quantum of funds under Special Central Assistance has to be earmarked. The institutions must be strengthened and used as one of the main planks for the economic development of scheduled castes.

In the scheduled caste Bastis, essential facilities like drinking water, drainage, street-lighting, link roads, health institutions, primary and adult educational institutions, where lacking will have to be provided on a priority basis. For scheduled caste families in urban areas, self-employment schedules and schemes for endowing them with assets where they are assetless, should be given importance and institutional finance arranged for them.

The degrading practice of scavenging should be eliminated as per a time-bound programme during the Seventh Five Year Plan period by adequately intensifying the programme of conversion of dry-latrines into water-borne ones and, at the same time, ensuring that civic sanitation workers ("scavengers") who are in the employment of Municipal Bodies are retained in employment and given alternative work, while private scavengers are provided alternative employment or self-employment by imparting skills wherever necessary.

The States should evolve appropriate administrative structure and personnel policies for development of scheduled castes. At the district level, the Collectors should be made responsible for formulation and implementation of the Special Component Plan. The implementation machinery to be adequately strengthened to make the delivery system effective. Both in formulation and implementational phases, involvement of representatives of beneficiary-participants should be ensured; in this matter, voluntary agencies working for them were encouraged to associate themselves with developmental programmes.

Of the total outlay of each State Plan, a total outlay amounting as a percentage of State Plan, to not less than the population-percentage of the scheduled castes in that State should be set apart as the State SCP; schemes and programmes should be formulated to the extent of this amount in accordance with the objectives and priorities of SC development; and corresponding outlays should then be distributed sector-wise as SCPs of the respective sectors. Of the outlay in the Central Plan, not less than 15 per cent should be similarly set part for development of scheduled castes as SCP; schemes and programmes should be formulated to the extent of this amount in accordance with the objectives and priorities of scheduled caste development and corresponding outlays should then be distributed sector-wise for implementation by Central Agencies or through State agencies as appropriate, as the SCPs of respective Central Sectoral Plans. The Central Ministries should also indicate the actual expenditure incurred on the SCP during a particular year. Separate accounts should be maintained in respect of all shemes under the SCP by opening a separate budget-head. The funds thus becoming available in each State for the development of scheduled castes, should be used purposefully and realistically co-related to the development needs of the scheduled castes.

4.8 Progress during Eighth Five Year Plan (1992-97):

There has to be an intensification of efforts to bridge the gap in the levels of development of the Scheduled Castes, Scheduled Tribes, Backward Classes and other sections of the population so that by the turn of the century these disadvantaged sections of the population are brought on par with the rest of the society in all spheres of national endeavour. Problems of access for Scheduled Castes to programmes and services have to be identified and removed. Elimination of exploitation of Scheduled Castes and removal of all forms of oppression of Scheduled Castes must receive high

priority. Untouchability, suppression of rights, usurious money lending, land alienation, non-payment of minimum wages, and restrictions on right to collect minor forest produce have to be removed to enable these people to avail of the benefits of development efforts.

Problems of Scheduled Castes have to be tackled by suitable streamlining of the mechanism of planning and implementation of programmes of Special Component Plan and the schemes specifically targeted for the welfare and development of Scheduled Castes. The strategy of Special Component Plan for Scheduled Castes will be reviewed inter-alia to make them effective instruments of planning to ensure real and tangible flow of benefits to the target group, both individuals and families.

Re-orientation of administrative structure at all levels for functional coordination, integration and effective delivery of services will be necessary. There is considerable inter-caste in the levels of socio-economic development of Scheduled Castes in the social and economic organisation of their life. It is essential that planning gives full cognizance to these variations and responds to their specific problems and needs and the socio-cultural values of the community through decentralised participatory planning.

Alleviation of poverty through sustained employment and generation of incomes is vital so that at least the basic needs are met. National poverty alleviation programmes will have to ensure that the Scheduled Castes are able to derive adequate benefit. Skill development programmes will be necessary to improve their earnings and help them to diversify into trades and occupations. It will also be necessary to provide assistance to Scheduled Castes in the matter of choice of projects, marketing, procurement of raw materials, and introduction of new technologies.

Elimination of scavenging and rehabilitation of scavengers will be an important programme in the Eighth Plan. Education, training and other incentives will be provided to children of parents engaged in unclean occupations so that they can prepare themselves for occupations, which provide better incomes and a higher social status. Occupations like tanning and leather work would be modernised with improved technology to remove the stigma attached to these professions and to produce goods which have a better market.

Women belonging to the Scheduled Castes are in a far worse situation by all development indicators. Poverty and deprivation affect them more adversely. Although they work along with men, they are not recognised as producers in their own right. The strategy for the development of Scheduled Castes will have to include a major thrust for the benefit of womenfolk.

Voluntary organisations will need to be promoted and assisted to play a partnership role in the designing and implementation of programmes. Their role in advocacy and acceleration of the process of change and development and in playing a constructive role of intermediaries in general and in innovating new programme structures, in organising and preparing the people and in giving them a stake in the success of their endeavours, in particular, has to be recognised. Voluntary organisations can also help in the training of grassroot level workers and in mobilising community resources.

4.9 Progress during Ninth Five year Plan (1997-2002):

While the major objective of SCP and TSP is to ensure the much needed flow of funds and benefits for the welfare and development of these two categories in proportion to their population, which is now 16.5% in respect of SCs and 8.1% in respect of STs, as per the 1991 Census, SCA to SCP and TSP extends financial assistance to States and UTs as an additive to their SCP and TSP for filling up of the critical gaps in the family-based employment-cum-income generation programmes. The flow of funds during the Eighth Plan for SCP under Central and State sectors was to the tune of 27.8 % and 10.8% respectively against the target of 16.8%.

The Special Central Assistance (SCA) to States/ UTs, as an additive to SCP and TSP, was enhanced during the Eighth Plan so as to strengthen the efforts of States in filling up the gaps under the family-based income generation projects. The SCA to SCP was enhanced from Rs.930 crore in the Seventh Plan to Rs.1125 crore in the Eighth Plan, indicating 21 per cent increase. The details of the flow of funds from he Central and the State Sectors to SCP for SCs, TSP for STs and the SCA to SCP and TSP, during the Seventh and the Eighth Five Year Plans.

Despite the fact that the strategy of SCP has been in operation for more than fifteen years, they could not influence all those concerned towards the right perspective. Further, lack of effective monitoring to ensure that all these concerned earmark funds under SCP and that the funds received under SCP and SCA to SCP are utilised both effectively and purposefully is another area of concern in this regard.

4.10 Progress during Tenth Five Year Plan (2002-07):

Funds to the extent of Rs. 1,646.00 crore (10.63 per cent) from 14 Ministries/Departments at the Central level and funds to the extent of Rs. 42,308.97 crore (12.20 per cent) from 22 States/UTs are flowing to SCP. This indicates that efforts need to be made to improve the implementation of SCP at both the central and state levels to reach the expected level.

A quick review of the earmarking of funds under SCP brings forth certain issues like - while some Ministries/Departments being regulatory in nature are not able to earmark funds for SCP, some others having activities which are non-divisible in nature, are finding it difficult to earmark funds under SCP. In respect of SCA to SCP, it was observed that non-release of SCA funds on time by the State Finance Departments to the State/nodal departments of Welfare has been adversely affecting the smooth running of various income-generation programmes that are undertaken for SC families living below the poverty line. Such delays are not only affecting the beneficiary families but also causing predicament to the nodal department, as they are not able to make full use of the allocated funds, and finally resulting in unspent funds. Often, such unspent SCA funds, as reported, are getting diverted to other purposes leaving the earmarked/ intended purposes unattended to.

To look into all the related issues, a Central Standing Tripartite Committee was set up by the Planning Commission in May 1999 with the representatives of the Planning Commission, National Commission for SCs, the nodal Ministry of Social Justice & Empowerment and the concerned Central Ministries/Departments. The Committee has reviewed formulations of SCP of the 14 Central Ministries/Departments (Agriculture and Co-operation, Environment and Forest, Urban Development and Poverty Alleviation, Rural Development, Indian Systems of Medicine and Homeopathy, Non-Conventional Energy Sources, Water Resources, Public Enterprises, Animal Husbandry & Dairying, Sugar and Edible Oils, Drinking Water Supply, Statistics and Programme Implementation, Food Processing and Power) and advised that all the Ministries/Departments should put in their special efforts to revive the otherwise routinised SCP. It also suggested that the formulation of SCP should be right at the plan formulation stage through - identification of schemes and earmarking of funds so that a systematic monitoring of the utilisation of earmarked funds can be planned for. Similar Committees are also coming up at the state level. So far, 6 states viz., Andhra Pradesh, Bihar, Madhya Pradesh, West Bengal, Punjab and Gujarat have set up such Committees. Other States/UTs are also expected to come up soon with such Committees to review the progress of the implementation of SCP and SCA to SCP on a continuing basis.

V. Scheduled Caste Sub Plan (SCSP)

Inspite of the Constitutional safeguards and developmental planning launched since 1951, through the First Five Year Plan (1951-56) the SCs lagged behind the general population in various socio-economic indicators. The Sixth Plan has identified the lack of economic support as the main cause of extremely slow pace of development of the Scheduled Castes during the

earlier plans. Thought it was inherent in the earlier five year plans that the benefits of economic development resulting from the investments in agriculture and industry in particular would, incourse of time trickle down to the poorest of the poor, the search of a new strategy during the Sixth Five Year Plan. The new strategy so evolved is a combination of the following three instruments: (1) The Special Component Plan of the States and Central Ministries (SCP), (ii) The Special Central Assistance, (iii) The Scheduled Castes Development Corporations in the States (SCDCs). The Sixth Plan (1980-85) marked a shift in the approach to the development of SCs. Special emphasis was laid on the implementation of the newly launched SCSP for SCs facilitating easy convergence and pooling of resources from all the other developmental sectors in proportion to the population of SCs and monitoring of various developmental programmes for the benefit of SCs.

The Scheduled Caste Sub Plan is designed to channelise the flow of benefits and outlays from the general sectors in the plan of the States and Central Ministries for the development of Scheduled Castes in physical and financial terms. These plans are envisaged to help poor Scheduled Castes families through composite income generating programmes during the Sixth Plan period. Such family oriented programmes are to cover all the major occupational groups amongst Schelduled Castes such as agricultural labourers, small and marginal farmers, share-croppers, fishermen, sweepers and scavengers, urban un-organised labouers below the poverty line. In addition, the Special Component Plans also seek to improve the living conditions of Scheduled Castes through provision of drinking water supply, link roads, house sites and housing improvements, establishment of such services as primary schools, health centres, veterinary centres, panchayat ghars, community halls, nutrition centres, rural electrification, common work places, common facility centres etc. in the scheduled Caste bastis under the Minimum Needs programme to improve their access to social, educational and other community services and earmarking outlays for this purpose in appropriate sectors.

The Scheduled Caste Sub Plan (SCSP) launched for the Scheduled Castes expected to facilitate easy convergence and pooling of resources from all the other development sectors in proportion to the population of SCs and monitoring of various developmental programmes for the benefit of SCs. While the essential features of SCSP are the same as in the TSP except for the fact that its dynamics had to be regulated in tune with the fact that SCs are spread all over the country and have no territorial specificity.

5.1 Scheduled Caste Sub Plan (SCSP) – Aims and Strategy

The strategy of Scheduled Caste Sub Plan (SCSP) since evolved in 1979 is aimed at:

(a) Economic development through beneficiary oriented programmes for raising their income and creating assets;

(b) Basti-oriented schemes for infrastructure development through provision of drinking water supply, link roads, house-sites, housing etc.

(c) Educational and Social development activities like establishment of primary schools, health centers, vocational centers, community halls, women work place etc.

The strategy of Scheduled Caste Sub Plan envisages to channelise the flow of outlays and benefits from all the sectors of development in the Annual Plans of States/UTs and Central Ministries at least in proportion to their population both in physical and financial terms. Implementation of SCSP and TSP is not being done uniformly in all States/UTs. Different States have adopted different mechanisms without exploring effective mechanism which can ensure quantification of funds for SCSP and TSP, monitoring of expenditure, avert diversion of funds to unintended ventures etc. The State Governments exercise their quantification as 'Divisible' and 'Non-Divisible' components. Effective quantification is made only from the 'Divisible' component scheme wise. As a result of this, the actual

flow of funds to SCSP and TSP from the total State Plan becomes much lesser than what should have been as per the percentage of the population of SCs and STs to the total population of the State.

5.2 Implementation of SCSP

The special strategy of Scheduled Caste Sub Plan (SCSP) for SCs has been receiving special attention, right from their initiation in the Seventies, as these are the most effective mechanisms to ensure flow of funds/ benefits for SCs from the other general development sectors.

During the period of appraisal, certain issues regarding non-earmarking of funds and the consequences thereof, have also come to surface. Firstly, some Ministries/Departments are allegedly regulatory in nature and as such, it is not possible to earmark SCSP; secondly, activities of some Ministries/Departments are being non-divisible in nature, SCSP was not earmarked.

To look into these and other related issues of SCSP, SCA to SCSP, a Central Standing Tripartite Committee consisting of the representatives of the Planning Commission, National Commission for SCs & STs, and the concerned Ministry/Department, was set up in May 1999. The committee, thus set up, has already completed the task of reviewing the SCSP formulations of the Central Ministries/Departments of Agriculture and Co-operation, Environment and Forest, Urban Employment and Poverty Alleviation, Rural Development, Indian System of Medicine and Homeopathy, Non-Conventional Energy Sources, Water Resources, Public Enterprises, Animal Husbandry & Dairying, Sugar and Edible Oils, Drinking Water Supply, Statistics and Programme Implementation, Food Processing and Power. Similar Committees are also coming up at the State level. 6 States/UTs viz., Andhra Pradesh, Bihar, Madhya Pradesh, West Bengal, Punjab and Gujarat have already set up such committees.

Despite the fact that the strategy of SCSP has been in operation for more than seventeen years, they could not influence all the concerned in its right perspective. Further, lack of effective monitoring to ensure that all the Ministries/Departments both at Central and State levels earmark funds under SCP and the funds received under SCP and SCA are utilized effectively and purposefully, is another area of concern in this regard.

Just as the States, the Central Ministries/ Departments are also expected to formulate SCSP component and ensure that the flow of SCSP in their plans are at least in proportion to the SC population of the country. As on date, only 17 Central Ministries/ departments are able to formulate SCSP. Many of the Ministries/Departments are unable to provide funds to SCSP on the basis of population proportions. Some Ministries/Departments have expressed their inability due to the non-divisibility of their programmes/ projects and budgets. Progress achieved in terms of earmarking of funds under SCSP by the Central Ministries/Departments and States/UTs, since inception, is detailed below:

	Centre		State	
	Amount	**% age**	**Amount**	**% age**
Fifth Plan (1974-78)	N.A	N.A	751.33	4.25
Sixth Plan (1980-85)	N.A	N.A	3614.66	7.67
Seventh Plan (1985-90)	1070.17*	1.08*	7368.05	8.28
Eighth Plan (1992-97)	1269.57	3.36	22420.33	11.26
Ninth Plan (1997 – 02)	1646.00	10.63	45038.08	11.22
Tenth Plan first two years (2002-04)	5478.89	10.63	1817.39	11.8

* Includes both SCSP and TSP

The table above reveals that during Fifth Plan (1974-78) and Sixth Plan (1980-85) no allocation was made under SCSP for the Central Sector. However, allocation of Rs. 751.33 (4.25%) and Rs 3614.66 crore

(7.67%) had been allocated under State Sector. Allocation under Central Sector had been made only during Seventh Plan onwards. A sum of Rs. 1070.17 crore (1.08 %) which include allocation for TSP also made for the Seventh Five Year Plan whereas State Plan allocation was much higher constituting 8.28% of the total allocation of the State Plan. Similarly, during the 8th Five Year Plan, Central Sector allocation was only 3.36% whereas State allocation for SCSP was 11.26%. It was observed that during the Ninth Five Year Plan under the Central sector allocation for SCSP had been picked up (10.63%) which was almost on line with the allocation under State Sector (11.24%). The SC and ST population was 16.5% and 8.1% respectively as per 1991 census. It is observed that in all the Five Year Plans allocation under SCSP has not been made as per the proportionate percentage of Scheduled Castes in the State and at the Central level.

5.3 Special Central Assistance (SCA)

The Ministry of Social Justice & Empowerment (M/SJ&E) is providing 100% grant under the Central Sector Scheme of SCA to SCSP as an additive to SCSP to the States/UTs to fill the critical gaps and vital missing inputs in family oriented income generating schemes with supporting infrastructure development so as to make the schemes more effective. The objective of the SCA is to provide additional support to Below Poverty Line (BPL) SC families to enhance their productivity and income. SCA could also be utilized for infrastructural development in the blocks having 50 percent or more of SC population. SCA is released to these States/UTs on the basis of the following criteria:

(i) SC Population of the States/UTs : 40%
(ii) Relative backwardness of the States/ UTs : 10%
(iii) Percentage of SC families in the States/ UTs covered by Composite economic development programmes in the State Plan to enable them to cross the poverty line : 25%
(iv) Percentage of SCSP to the Annual Plan as compared to SC population percentage of the States/UTs : 25%

5.4 Problems associated with old methodology

The problems associated with old methodology are : (i) States/UTs were quantifying funds only from the divisible sectors/programmes, (ii) Plan outlays from schemes/programmes were not reaching the SC habitations which are outside the villages/towns, (iii) priority sectors and need based schemes/programmes for the benefit of SCs like education, health, technical/ vocational training were not devised based on the needs, (iv) development schemes/programmes of infrastructure relating to roads, major irrigation projects, power and electricity sector mega projects are not accruing any direct immediate benefits to SCs, and (v) schemes related to minor irrigation, asset creation, housing and land distribution were not given importance. The allocations made were only notional in nature showing supposedly benefits accruing to the SCs welfare and development from the general sectors. The funds allocated were not budgeted and released in time. The expenditure in many of the States/UTs was not even 50% of the allocated funds. No proper budget heads/sub-heads were created so the funds were diverted to the other general sectors from SCSP funds. As the Secretary, Social Welfare was not made a nodal Officer, there was no controlling mechanism and the planning, supervision and allocation of funds to the priority sectors.

The State Governments of Maharashtra and Uttar Pradesh have pioneered a special mechanism as regards SCSP to ensure its effective operationalisation for the benefit of SCs since a long time. The following measures have proved effective in a few States in the formulation and implementation of Scheduled Caste Sub Plan (SCSP):

- Earmark funds for SCSP from the total State Annual and Five Year Plan outlays at least in proportion to their respective population in the State.

- Designate the Social Welfare Department in the State as nodal department for the formulation and implementation of SCSP with full autonomy in the selection of Schemes, allocation of funds and diversion of funds from one scheme to another within the overall allocations.
- These nodal departments to be entrusted with responsibility to take all policy decisions regarding administration of development programmes, including budgeting of funds, making and release of allocations for development schemes and powers to review, monitor and supervise the implementation of all the programmes for the SCs.
- Establish State level, District level and Block level Standing Committees to monitor the implementation of various schemes under SCSP of all departments.

5.5 Review of SCSP and present status

As on today, 27 States/ UTs and only 17 Central Ministries/ Departments have been practicing in formulation of SCSP. A Standing Tripartite Committee was constituted in the Planning Commission in 1999 to review the implementation of the Special Strategy of SCSP for SCs, TSP to STs and to resolve various policy related issues in respect of Central Ministries/ Departments as well as State Governments. The Central Standing Tripartite Committee (CSTC) reviews the implementation of SCSP and TSP and guides the nodal Ministries of Social Justice and Empowerment and Tribal Affairs in ensuring of earmarking of funds by the service oriented Central Ministries/Departments and States/UTs

5.6 Implementation emphasis by the Former Prime Minister

The role of different departments of State Governments and Central Ministries in the development of Scheduled Castes was underlined by the former Prime Minister in her letter of March 12, 1980 in which she exhorted them for the development of Scheduled Castes to be made by bringing in expertise to ensure a better planning and better implementation. In her own words:

'The Special Component Plan already prepared by the State Governments have not only to be improved qualitatively and quantitatively but should also be implemented satisfactorily …….. For this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan'.

Former Prime Minister, Shri V.P. Singh, Planning Minister, Shri K.R. Narayan and Secretary, Planning Commission and Secretary, Ministry of Social Justice & Empowerment have time and again written to the States and Central Ministries reiterating the proper planning, implementation and monitoring of SCSP (Annexures). Hon'ble Prime Minister has reiterated the effective implementation of SCSP during the 51st NDC meeting held on 27th June, 2005 wherein it was emphasized that "in the mid-1970s, the Scheduled Caste Sub Plan and the Tribal Sub-Plan were initiated. Tribal Sub-Plans and Scheduled Caste Sub Plans should be an integral part of Annual Plans as well as Five Year Plans, making provisions therein non-divertible and non-lapsable, with the clear objective of bridging the gap in socio-economic development of the SCs and STs within a period of 10 years".

5.7 The Strategy suggested by former Prime Minister (Late Smt. Indira Gandhi)

(a) For Central Ministries/Departments:

(i) Every Ministry of the Government of India has a role to play in the development of Scheduled Caste and Scheduled Tribe people who form a substantial segment of our population. The overall size of the Scheduled Caste Sub Plan and the Tribal Sub-Plan should be at least in proportion to the percentage of the Scheduled Castes and the Scheduled Tribes in the total population. Keeping in view of the magnitude of the problems before them, a somewhat larger proportion than that of

their percentages in the population might in fact be justified.

(ii) Appropriate programmes which are tailored to the needs of SCs and STs will have to be formulated by each Ministry. Mere, quantification of a proportion to them, out of the total outlays of Plans meant for the general population will not do. At least some adaptation will be called for in most programmes, keeping in view the extremely weak economic status and handicaps of the SCs and STs. The Planning Commission and the Ministry of Welfare will both be able to assist the Ministries in the exercise.

(iii) Certain factors rank high in priority in the development of SCs and STs. The schemes in these sectors have to be drawn up carefully, and the level of outlays always has to be more than adequate, to achieve the objectives fully. These sectors include education, minor irrigation, soil conservation, land development, dairying and animal husbandry, horticulture, sericulture and village industries. Provision of minimum needs including shelter, drinking water, health and lighting of homes as well as habitations also should rank high in importance.

(iv) Development of infrastructure, specially roads and communications is essential, for the benefits of the development to reach the population in the interior areas. Certain services such as provision of credit, including consumption credit, ensuring support prices for the produce both agricultural and forest of the tribal people and also an effective public distribution system suited to their needs are other infrastructural support services of high priority. Greater attention needs to be paid to provide these services.

(v) A greater thrust and an integrated approach in the implementation of special schemes to overcome the social backwardness of Scheduled Castes/ Scheduled Tribes are called for. In particular, programmes for the elimination of scavenging of dry latrines and rehabilitation of those engaged in scavenging, flaying and other 'unclean' occupations have to be stepped up. Along with this, improvements in the equipments, tools and other aids and equipments, and technology used for cleaning wet latrines and sewage system is necessary.

(vi) Certain schemes for ensuring social and economic justice to the SCs and STs are important. These include the effective implementation of land ceiling acts and distribution of the surplus land, or other land earmarked/allocated to SCs and STs, ensuring proper maintenance of land records for these categories, taking effective measures for preventing alienation of tribal lands and restoring possession of land already alienated illegally. Support has to be extended by the Central Ministries to the States to carry out such programmes in a time bound manner.

(vii) An area calling for Special attention in the case of ST people is, protection of their rights in regard to forests, and ensuring a harmonious implementation of the National Forest Policy, while at the same time meeting the requirements of these people for food, fodder, fuel and timber. Participative programmes in social forestry involving ST people have to be drawn up by the Ministry of Environment & Forest and the Department of Rural Development to be executed in association with the States. Certain long standing disputes and pending issues in regard to forest villages and settlements, and ownership of lands classified as forest have to be settled. Such settlements should be done in a humane and equitable manner. Appropriate programmes for regularization of ownership and rehabilitation of the affected people should be taken up.

(viii) The problem of rehabilitation of ST people displaced by various projects is the cause of increasing concern and needs to be dealt with

expeditiously. A comprehensive national policy for socio-economic rehabilitation of the displaced ST people is being drawn up. The Central Ministries have a responsibility to ensure that the projects being taken up in their respective sectors, scrupulously adhered to the requirements of this policy.

(b) Implementation mechanism and priority sectors suggested:

(i) Out of the total Plan outlay of each State / UT, a proportion equal to the percentage of Scheduled Caste and Scheduled Tribe population in the State/ UT should be set apart for the Scheduled Caste Sub Plan (SCSP) and the Tribal Sub-Plan (TSP).

(ii) There should be no division of the total Plan outlay into so-called divisible and non-divisible components, with the SCSP and TSP being confined to the divisible outlays alone. The Scheduled Caste and Scheduled Tribe people are entitled to a share in the total plan size of the State, equivalent to that of their population in the State/ UT, and no less. In fact, they need justifiably more, considering the extent of their past and present deprivations, and the magnitude of the problems before them.

(iii) The developmental needs of the Scheduled Caste and Scheduled Tribe people should be identified according to the order of priorities. Among the immediate developmental needs, top priority should go to:

- provision of minimum needs including drinking water, electricity, schools, health centres and link roads in Scheduled Caste colonies / concentrations and tribal areas.

- A vigorous drive to implement the land ceiling acts earnestly, physically take possession of the surplus and other lands, and ensure the actual distribution of such lands taken over or earmark/allotted to SC/ ST beneficiaries by the State Government;

- A substantially stepped-up educational programme for SC and ST people, as there are growing evidences that the gap in the literacy levels between them and the rest of the population is widening, with appropriate schemes to provide adequate incentives, including scholarships at all levels and special programmes for girls education;

- A massive and quick programme for appropriate small, minor and medium irrigation projects for the benefit of SCs and STs, to improve the productivity of their unirrigated lands so that job opportunities are generated, their living standards are improved and total national food production is also pushed up;
- Preventing land alienation and restoration of alienated lands belonging to the Scheduled Tribe people and proper recording of all the land owned and traditionally used otherwise by them;
- Appropriate income generating schemes of dairying, animal husbandry, horticluture, sericulture, weaving, handicrafts, etc.
- Ensuring a renumerative price for surplus produce both agricultural as well as minor forest of the ST people;
- Programmes for occupational diversification of those sections of the Scheduled Castes who are engaged in so-called “unclean” occupations like scavenging, flaying and tanning of skin and imparting alternative skills to them for their rehabilitation;
- A ban on dry latrines and expeditious rehabilitation of displaced scavengers and their dependents with improvements in the tools, other aids and equipments and technology used for cleaning wet latrines and sewage system.

(iv) Programmes and schemes in the above areas should be specifically drawn to suit the needs of the individual Scheduled Caste and Scheduled Tribe families. They should not be mere extensions of the programmes otherwise meant for the general population.

(v) The total outlays under the Scheduled Caste Sub Plan and the Tribal Sub-Plan should be arrived at first and then distributed among different sectors according to the needs. They should not be allocated as a mere arithmetic proportion of the outlays in each sector.

(vi) The Special Central Assistance provided by the Government of India should be properly utilized in the role it was designed for; it should be used to supplement the efforts of the State and used for specific programmes where there are gaps in the State Plan.

(vii) Personnel policies concerning those in-charge of the programmes for SCs and STs should be such as to motivate them strongly, get them committed and work with real sincerity. A senior officer of proven efficiency and commitment for the cause of the SCs and STs should be placed in overall charge of the SCSP and the TSP. He should be given adequate authority and proper support for the successful implementation of the plans meant for the development of the Scheduled Castes and Scheduled Tribes, so as to achieve the goals. His tenure should be for a minimum period of four years to enable him to carry out innovations and make an impact on SC and ST development. It is equally important to select carefully the right type of field officers and staff required to work in the SC/ST areas and to motivate them properly.

(viii) The Scheduled Caste and Scheduled Tribe beneficiaries should be associated in all stages of the developmental effort undertaken for them. This should include the training of these persons in the use and maintenance of the assets and facilities set up under various programmes.

(ix) Sincere and dedicated public workers and voluntary organizations engaged in the Scheduled Caste and Scheduled Tribe development should be associated in the formulation and implementation of various programmes, especially in the field of education, employment nutrition and also the removal of the evil practices of untouchability.

5.8 The new strategy to be adopted for effective implementation of SCSP

It is essential that funds provided under Scheduled Caste Sub Plan should be made non-divertible and non-lapsable with the clear objective of bridging the gap in socio-economic development of the Scheduled Castes and Scheduled Tribes which need to be followed in letter and spirit. It is also suggested that, the following measures as per the guidelines and additional guidelines of Planning Commission may be followed in letter and spirit while formulating and implementing Scheduled Caste Sub Plan for Scheduled Castes.

(a) Implementation:

(i) Funds at least in proportion to SC population in the State/UT and Centre should be set apart first from the total plan outlay for formulating Scheduled Caste Sub Plan for Scheduled Castes.

(ii) Such set out funds should be placed at the disposal of the department dealing with SCs such as Principal Secretary, Social Welfare who will work as nodal officer with financial and planning powers who will reallocate the earmarked SCSP funds to various line departments and implementing agencies after holding meetings with the sectoral departments.

(iii) A separate SCSP plan document will be prepared by the nodal department giving the details of the schemes/programmes with physical and financial targets to be implemented during the annual plan.

(iv) A separate budget head and sub-head have to be allotted to the SCSP funds for various sectors for effective monitoring of the schemes and expenditure of the fund.

(v) The SCSP earmarked funds should be backed by 100% budget provision and sanctions and release of funds in time to the implementing agencies.

(vi) The funds allocated to SCSP in the Annual Plans should not be diverted and allowed to lapse. In no circumstances, SCSP will be allowed to be changed at R.E. stage by the Planning Commission.

(vii) The other line departments should cooperate in proper implementation of the schemes of SCSP outlay allocated to them in time and put up the schemes to the nodal departments for sanction, release of funds.

(viii) To circumvent the problem of non-divisible nature of funds for certain sectors like major irrigation, power, roads etc SCSP funds may be accounted only about 5% or the actual area being covered or benefited by the SCs by the projects and not the population percentage. The percentage of SC beneficiaries and the area being covered/benefited is always lesser than the population percentage of the SC population in the State/U.T.

(b) Important schemes to be implemented for the benefit of SCs

The details of some of the schemes suggested for implementation by the State Governments/U.Ts are as under:

1. The villages with 50% and above SC/ST population may be saturated first and provided with all the development activities under Bharat Nirman, schools, education, skill development, trainings for self-employment, etc.

2. A group of 5-10 SC/ST farmers may be constituted for skill development by the State Agriculture Department / Extension Agencies. This group may be provided a package of small tractors with accessories, tube wells in the electrified villages and pump sets in non-electrified villages may be provided with other agricultural inputs like quality seeds, pesticides, fertilizers, etc. This farmers group may also be given training for cultivation of suitable crops and for undertaking activities in the sectors of fisheries, animal husbandry, horticulture, etc.

3. An educational complex in the name of educational institute may be set up in each district. The facilities relating to sports, multi-purpose hall, intermediate college with sports education may be provided in this institute on the pattern of Navodaya Vidyala and Kendriya Vidyala. This educational institute will also have classes from 1 to 12 with hostel facilities for 70% SC/ST boys and girls and 30% boys and girls from general population. 70% expenditure of this institute will be provided from the SCSP earmarked funds and 30% will come from the General Plan.

4. In every Divisional Headquarters, a polytechnic may be set up. Further, one or two training colleges for nursing and para-medical training courses, for nurses, ANMs, physiotherapists, technicians, radiologists may be provided exclusively for SCs & STs. The nursing colleges exclusively for SC/ ST girls may be attached to medical colleges provided. 70% expenditure of this institute will be provided from the SCSP earmarked funds and 30% will come from the General Plan. The expenditure for running these courses will be made out of Scheduled Caste Sub Plan outlay earmarked in the State.

5. In each district, coaching-cum-guidance centres may be opened in Universities/ Colleges appearing

for various competitions. The expenditure of these coaching-cum-guidance centres may be borne out of SCSP/TSP funds.

6. Good quality ITIs may be established in each District for imparting employable skill exclusively for the unemployed SC/ST youth for providing employment opportunities within and outside the State. To tackle the problem of unemployment, training courses (not routine training courses) should be started in a big way in the State. These capsule training courses may consist of 4-5 months theoretical training on personnel management, material management, financial management, marketing management and 6-7 months practical training. Such trained personnel should be provided loans at cheaper interest rates from the Banks/ SC/ST Development Corporation to start production ventures in clusters, in those areas where infrastructural facilities already exist. There should be a commercial complex in the main market of District Head Quarter and shops/ outlets to be allotted to these trained SC/ST entrepreneurs to sell their produce/ manufactured goods.

7. The candidates preparing for various competitive exams like admission in engineering colleges and medical colleges and other services may be allowed to take admission in any reputed private training centre and their full fees should be reimbursed by the Government from SCSP/ TSP funds.

8. Government may also think of providing one time financial support of say Rs. 25 to Rs. 40 lakhs to the recognized social institutions for starting intermediate / degree colleges in each Block exclusively for SC/ST boys and girls or admitting 70% SC/ST boys and girls and 30% boys and girls from general population as is being done in U.P.

9. It was suggested that residential schools for SC/ ST boys and girls should be set up in all the districts where percentage of the SC and ST concentration is high. The residential schools should have the facilities of vocational training, coaching–cum-guidance centre, sports centre and cultural centre. **Under vocational training**, training related to trades like electrician, electronics, fitter, draftsman, mechanic, plumber, fashion design, computer, data entry operator etc. **need to be given by starting ITIs in SC/ST dominated areas**. Technical education should be given due importance so as to provide self-employment to SCs and STs.

10. The tuition fee of the SC and ST students studying in private colleges and institutions should be fully reimbursed by the Social Welfare/Tribal Welfare department under SCSP and TSP funds.

11. The State Government should provide scholarships to SC and ST students for all income groups studying in classes I to X as in U.P.. The rate of stipend may be worked out realistically by the State.

12. Road and connectivity is another important sector which affect the transport and communication of the villagers. All the villages having more than 50-60% of SCs and STs concentration need to be saturated first with road connectivity. The programmes under Bharat Nirman may be targeted especially to SC/ST village development.

13. In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

14. The forest villages in the State need to be converted into revenue villages where basic minimum services have to be provided like education, housing, drinking water, health facilities, road connectivity, etc.

15. Conversion of dry toilets to wet toilets may also be taken out of these funds in a big way so that scavenging colonies should be developed with rehabilitation programme.

16. There is always food scarcity in SC and ST dominated areas and the State Government is suggested to select Self-Help Groups of 5-10 SCs and STs and they may be allotted ration shops for distribution of essential commodities. Subsidy / loan could also be provided to them on recoverable terms up to Rs.5 lakhs.

17. Training may also be imparted in the existing Police Training Centres or Home Guards training centres to SC and ST youth (18-21 years) who have passed Matriculation for Constables and Home Guards. While the Home Guards will look after the security of the villages as Village Defence Committee, the later may be recruited as Constables in the State Government. Similarly training may also be given to atleast 5000 SCs/ STs for Conductor and Driver jobs through State Transport Corporation.

18. The State Government was suggested to provide Rs.25000/- towards Kanya Dhan for SC/ST girls who passed out Intermediate Examination.

19. In urban slum areas a multi-purpose community hall need to be provided to cater to the needs of the SC families.

(c) Review and Monitoring Mechanism:

1. To constitute State and District/Block level Monitoring Committees to monitor the implementation of various schemes under SCSP of various development departments. The District/Block level Committees may review the progress of implementation of schemes and utilization of funds on monthly basis and the State level Committee may review the progress on quarterly basis.

2. Members of Parliament, State Legislative Assembly in the concerned Zilla Parishad / Block Panchayat area, prominent SC personnel/Social Worker, who are well acquainted with the problems of SCs, representative of NGOs working for the welfare of SCs and SC members of Village Panchayats may also be included in the State/District/Block level Monitoring Committees.

3. The District/Block level Monitoring Committees may be made responsible for identifying the developmental needs of SCs living in various Panchayat areas falling under the jurisdiction of concerned District/Block and suggest suitable schemes for their development. This process may be completed by the end of the third quarter of the financial year and reported to the nodal department concerned with the SC welfare and development which will in consultation with the concerned development departments may formulate suitable schemes with financial and physical targets for implementation during the next financial year.

4. The nodal department may ensure timely release of funds to the concerned development department and the development departments may ensure immediate release of funds soon after the receipt of funds from nodal department to their field level implementing agencies. Any lapse on the part of field level implementing agencies in timely utilization of funds and proper implementation of the schemes may be viewed seriously.

5. Evaluation to assess the impact of economic development of schemes implemented under SCSP, on the socio-economic conditions of SCs may be conducted by the nodal department on regular basis. Dissemination of information to SCs all over the State/U.T about the schemes/ programmes available for their development may be the responsibility of the nodal department. The nodal department may also ensure the follow up of the schemes implemented and maintenance of proper records on assets created under SCSP in District/Block etc.

VI. DETAILS OF MONITORING SCSP AT VILLAGE, BLOCK, DISTRICT AND DIVISION LEVEL

District Level

- **District level task force**: A district level task force with DM as chairman and other district level officers as members would be constituted. Each member would be allocated equal number of villages of the district or two contiguous nyay panchayats. The member shall visit his area five days in a month to review & verify the work done alongwith his regular departmental work i.e. he will effectively become a multi departmental functionary.
- **Inspection:** DM to inspect tehsil /block compulsorily every month. He would hold one camp in anyone village of each block. CDO & ADM would also do the same. All officers of the district would accompany to inform and educate the public about ongoing / new schemes of their departments.
- **Surprise inspections**: DM/CDO/BSA (Distt Education Officer)/SDM/ BDO/Nayab Tehsildar to make surprise inspections of basic and higher secondary schools to report absenteeism of teachers .
- **Surprise inspections**: DM/CDO/ADM/SDM/ CMO to make surprise inspections of Public Health Centres and district hospitals to check attendance of doctors and availability of provisions in hospitals.
- **Gram vikas evam panchayat adhikari**: Each village to have one village level functionary to work as multi functionary after training.

Beside inspection, verification of the following listed major works should also be done:

- Entry in Record of Rights (Khatauni)
- Availability of crop loans/ other agricultural inputs/ irrigation/ cleaning of canals/ replacement of tube wells etc.
- Distribution of kisan bahi
- Land reforms: availability of surplus gram sabha & ceiling land, its distribution and possession.
- Payment of minimum wages
- Mid day meals, distribution of scholarship
- ICDS activity inspection
- Vaccination, mother & child care
- PDS inspection
- Natural calamity relief work, if any
- PHC: availability of supplies/ medicines

DIVISION LEVEL

- **Divisional level task force**: A divisional level task force to be constituted under the Divisional Commissioner. Surprise and regular inspections to be conducted by division level officers.

Monitoring to be done at three stages i.e. at the district level the DM shall review progress of ongoing schemes by 7th of each month. Divisional Commissioner will hold a similar review meeting of all district collectors by 10th of each month. HODs shall hold a review meeting of division level officers by 15th and Secretary to the govt shall hold review meeting of his department by 20th of each month. Reports to reach Chief Secretary/Govt. by 25th of each month.

Governor to review performance department-wise on 30th of each month in which Secretary/HOD only to participate.

Our excellent plan formulations have failed to yield desired objectives causing regional and inter community economic imbalances. This has occurred because of skewed investment unrelated to the requirement, poor/delayed and tardy implementation, lack of transparency and accountability, people's non participative target setting, lack of quality control and rampant corruption. To ensure actual implementation, a system has been devised with in built time schedule for

work completion and monitoring, transparency, people's participation and quality control. It would also help in prevention of corruption.

Some ground work needs to be done before implementation of this system like:

- Fixation of practical physical and financial targets well in advance/ in the beginning of the financial year by all departments for timely implementation of programs. The plan formulation should be from below as per local people requirement.
- Plan outlay must correlate to the available budgetary resources in the state.
- Schedule of new demands i.e. SND should be carefully scrutinized by a committee comprising of Finance Secretary, Planning Secretary and concerned departmental Secretary. Once the SNDs are included in the budget, the budgeted fund should be placed at the disposal of administrative ministry to reduce sanction and execution time. The power to issue sanctions for the continuing schemes should be with the administrative ministry. The Finance department should indicate the availability of resources for each quarter department wise. This will reduce sanction time.
- Selection of beneficiaries in open Gram Sabha meetings with nomination coming from locals present.
- Timely provision of finances for execution of schemes.
- Regular updation/preparation and publicity of beneficiary oriented schemes and construction works.
- Procurement system should be made corruption and mafia free. All tenders should have technical and financial bids separately. Technical bids should be finalised within a fixed timeframe. There should also be facility for submitting bids through the internet.

A) PREPARATION OF LIST OF ALL BENEFICIARY ORIENTED AND CONSTRUCTION SCHEMES: Outcome achieved during the previous month under all beneficiary oriented and construction schemes is listed at three levels i.e. village, block and district level by the 10th of each month.

- **VILLAGE LEVEL LIST**: Maximum beneficiaries belong to this category and most are ignorant about the schemes implemented for their benefit.
  - **By 4th of the month**: Concerned Pradhans to receive all sanction letter copies (for cases sanctioned in previous month) from village functionaries and other sanctioning level officers.
  - **By 9th of the month:** Pradhan to call a mandatory meeting of villagers to inform about the schemes implemented during the previous month.
  - **Construction schemes**: All construction schemes to be made public by printing on the walls of prominent building, schools, panchayat ghars etc. A board detailing costing, construction agency, specifications, name of officers along with completion time period has to be installed at the site of construction activities costing more than rupees one lakh.
- **BLOCK LEVEL LIST** – A composite of all village wise lists would constitute the block level list.
  - **By 7th of the month:** Block Development Officer to receive sanction letter copies from all departments to be maintained village wise at the Block Office.
- **DISTRICT LEVEL LIST** – A composite of all Block level lists would constitute the district level list to be maintained by Chief Development Officer (CDO) at the district. - **By 10th of the month**: To be distributed to people's representatives like the

area's Member of Parliament, Members of Legislative Assembly and Council, Jila Parishad and Nagar Palika Adhyaksha and the press by 10th of each month detailing the outcomes achieved during the previous month. Constituency wise lists also to be prepared & provided to the people's representatives to ease in verifying the implementation in their constituencies.

B) 100% SPOT VERIFICATION OF ALL SCHEMES - System of random sampling has not yielded desired results, hence, alternatively, 100% spot verification is recommended. Existing staff should be used to avoid additional expenditure.

- **District Level Task Force**: All district level officers of all departments to be members of task force headed by the District Magistrate (DM).
- **Sector Formation**: Each Block is to be divided into 3 to 4 sectors, with 20-25 villages
- **Verification Officer:** Each sector will have a nodal/verification officer (VO) i.e. a district level officer. These VOs will be trained at the district level by CDOs and given a list of all developmental activities i.e. beneficiary and construction oriented, implemented in his sector in the previous month.
- **Spot Verification:** VO will make spot inspections along with one or two of his subordinates between 11th and 15th of each month. Verification will be done in presence of all villagers and beneficiaries. A duly signed verification report in the prescribed format will be submitted to the CDO.
- **Compilation:** Verification reports of all VOs in a district will be compiled at the district level and submitted to the Programme Implementation Department latest by 20th of each month.
- **Divisional Level Task Force:** For supervisory crosscheck verification, a divisional level task force under chairmanship of Divisional Commissioner will be constituted. It will have all divisional level officers as members. Each divisional level VO will be assigned a block to be supervised during the year.
- **State Level Task Force:** A state level task force under the chairmanship of Principal Secretary, Program Implementation will be constituted with five Secretaries, a few Head of the Departments and some specialists as members. This team will verify on receiving complaints and make surprise checks.
- **Action Taken Reports:** ATRs will also need to be sent to the state level task force on the complaints forwarded by them.
- The implementation progress and Action Taken Reports (ATR) received by the Program Implementation Department from the various districts will be processed and submitted to the Chief Secretary, Minister for Program Implementation Department and Chief Minister every month for perusal and further orders.

C) SCHEME OF INCENTIVES AND DISINCENTIVES - A system of punishment and reward has also been inbuilt in the scheme. From village to division each officer concerned will be either suitably punished or rewarded according to his performance. This system of punishment and reward is based on objective criteria to maintain uniformity and prevent any complaints.

- **DISINCENTIVES**: Strict punishments are required to act as deterrents. However, they need to be implementable to be effective.
  - **False reporting:** If, the district level VO detects any false and advance reporting while verifying, cognisance needs to be taken at the district level itself, where the responsible village level/block level/district level functionary will be suitably punished according to the punishments prescribed by special Government Orders issued under signatures of Chief Secretary. This will maintain uniformity in punishments throughout the state. If the Divisional level VO on verification detects any false reporting, district level VO will be suitably punished.

- **Misuse of funds:** If misuse of funds is detected, First Information Report (FIR) will be filed with the police against the guilty implementing officers. ATRs giving details of punishments imposed on various guilty officers will be sent to the Program Implementation Department by the Divisional Commissioner positively by the end of the month.
- **Surprise checks:** Surprise checks by the state level task force will create psychological fear in the minds of all VOs and all the implementing officers.
- **Suspension:** If any of the district level officer does not cooperate at any stage of the entire exercise, he will be directly punished by the Chief Minister by way of suspension of services.

- **INCENTIVES** – Incentives should be considerable to act as motivators. Like disincentives, incentives should also be administered immediately to have effect.
  - **Gold Medal**: The DMs and CDOs having first three positions in the state as per marks awarded according to the practice established by Government of India for evaluation of 20 point program will be rewarded by a gold medal along with an appreciation letter by the CM to be recorded in their character rolls (CRs). In an annual function of all IAS officers, district level officers and VOs alongwith their good workers will be suitably rewarded.

D) ADVANTAGES OF THE SYSTEM:

- System implemented without any additional financial burden on the exchequer by scientifically utilising the existing financial and human resources.
- Resultant enhanced transparency and completion of work in time according to specification due to peer and psychological pressure.
- Positive participation of people resulting in improvement of schemes by quality feedback.
- Corruption will be reined to considerable extent.
- Credibility and prestige of administration enhanced in the eyes of the people.
- Prevention of embezzlement by officers in beneficiary schemes like pensions, scholarships etc.
- Government of people at the doorstep of people.
- Stoppage of mafias getting full payment for partial work by threat or duress due to fear of verification.
- Personal mental horizon broadening and development for all VOs due to exposure to activities of other departments.
- DM and CDOs powers enhanced resulting in better coordination of district level activities, more control and power. Position of district level officers enhanced in the eyes of the public

Scheduled Caste Sub- Plan

Quarterly Verification Report (For Schemes relating to construction work)

Name of the District :
Name of Village :
Name of the Block :

Sl. No.	Name of the Scheme	Details of the Scheme (including location)	Cost of the Scheme	Standard of Quality	Period for Completion	Date of Starting the work	Date of release of funds	Target		Progress		Name of the implementing agency	Actual position completed/ incomplete	Quality of work Satisfactory / Not Satisfactory	Remarks of Verification Officer
								Financial	Physical (including units)	Financial	Physical				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16

Note.:

1. **Columns 1 to 13 should be filled in by the implementing department.**
2. **Columns 14 to 16 should be filled in by the verification officer.**
3. **Column No.5 – Standard of Quality means workdone according to PWD specification.**

Signature of the Verification Officer

Scheduled Caste Sub- Plan

Quarterly Verification Report (For Beneficiary Oriented Schemes)

Name of the District :
Name of the Block :
Name of the village :

Sl. No.	Name of the Scheme	Name of the implementing agency	Details of the Scheme	Cost of the Scheme	Date of release of funds	Name and address of the beneficiary/ Total No.of beneficiaries	Position of the grant of benefit received/ not received	Bank loan taken/ not taken	Remarks of Verification Officer
1	2	3	4	5	6	7	8	9	10

Note.:

1. **Columns 1 to 7 should be filled in by the implementing department.**
2. **Columns 8 to 10 should be filled in by the verification officer.**

Signature of the Verification Officer

Annexure

Other important Ministry- wise Schemes under SCSP and TSP to be given priority

Ministry of Environment & Forests:

1) To give legal status to the occupants/possessors of the forest villages and the land cultivated by them, they should be converted into revenue villages in all seriousness within a timeframe. Without the legal ownership proof, the tribals are unable to avail benefit of Indra Awas Yojana, irrigation schemes and financial assistance under various schemes.

Ministry of Rural Development

2) In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

Ministry of Urban Development & Poverty Alleviation

3) Conversion of dry toilets to wet toilets may also be taken out of these funds in a big way so that scavenging colonies should be developed with rehabilitation programme.

Department of Education

4) There is a need of good quality ITIs for imparting employable skills to the unemployed youths for creating employment opportunities for them within and outside the State. Such institutions should have at least 75% seats for SC/ST students keeping in view their population in the region. These funds should come from special component plan meant for SC/ST welfare. 25% seats should be for others funds for which will come from general pool.

5) Under Sarva Shiksha Abhiyan, children belonging to SC, ST and OBC should not only be enrolled but there should be the responsibility of the teachers that they pursue their education to check alarming dropouts at primary & secondary levels. For improving quality education and effective control on the teachers performance evaluation indicators of these teachers should be based on enrollment, preventing drop outs, percentage students passed, distribution of scholarships, providing mid day meals to students, encouraging sports and making studies interesting and engrossing. There should be village vigilance committee of the people having compulsorily SC/ ST members.

6) Each block headquarter should have an educational institute consisting of a residential intermediate college/ sports college with provision for future expansion. There should also be a vocational college and coaching guidance center in the same campus. There should be one arts and Culture College for SC/ ST to preserve their arts and culture at each district headquarter.

Department of Higher Education

7) There is an urgent need for establishing an agricultural college in each district for imparting education in agricultural practices. It could be a government-private venture. One time subsidy may also be given to a private person to establish the institute.

Ministry of Health

8) There is a need for providing medical training centers for nurses, ANMs, physiotherapists, technicians, radiologists etc in each district.

Ministry of Labour & Employment

9) There is a need of good quality ITIs for imparting employable skills to the unemployed youths for creating employment opportunities for them within and outside the State. Such institutions should have at least 75% seats for SC/ST students keeping in view their population in the region. These funds should come from special component plan meant for SC/ST welfare. 25% seats should be for others funds for which will come from general pool.

10) Training may also be imparted in the existing Police Training Centres or Home Guards training centres to SC and ST youth (18-21 years) who have passed Matriculation for Constables and Home Guards. While the Home Guards will look after the security of the villages as Village Defence Committee, the later may be recruited as Constables in the State Government. Similarly training may also be given to at least 5000 SCs/ STs for Conductor and Driver jobs through State Transport Corporation.

Ministry of Social Justice & Empowerment

11) Machinery to effectively enforce provisions of Scheduled Castes & Scheduled Tribes (Prevention of Atrocities) Act 1989 would need to be made more stringent at grassroots level i.e. Police Stations by creating a separate cell to be manned by SC/ST officials for dealing such cases.

12) Section 4 of the Scheduled Castes & Scheduled Tribes (Prevention of Atrocities) Act 1989, which relates to 'Punishment for neglect of duties' needs to be amended to include public servants belonging to SCs & STs.

13) The cases registered under the Protection of Civil Rights Act 1995 are seldom end in conviction as about 90% cases are ended in acquittal in the lower courts, which questions fairness on the part of investigations, trial and judicial decisions. There is hardly any instance where State Governments have filed any appeal before the High Courts against decision of the lower courts on PCR Act cases. There should be proper directions to the States to review all such cases to find out why an appeal against the judgments of the lower courts could not be filed in High Courts/Supreme Courts.

14) The objective of complete elimination of scavenging by end of 6th Five Year Plan could not be achieved as yet and this practice still persists in one form or other. National Action Plan for total eradication of manual scavenging should be speedily implemented by Ministry of Urban Employment & Poverty Alleviation to ensure complete eradication of this inhuman practice and rehabilitation of remaining scavengers. Necessary enactments should be brought about in bye laws of Housing Boards/ Urban Development Authorities/ local bodies etc. which are responsible for approving housing plans, for flush latrines and existing dry latrines especially in cities & towns should be got converted by the house owners without lapse of further time.

15) In order to ensure accessibility to the capital market, there is an urgent need to set up a National Bank for Scheduled Castes & Scheduled Tribes with at least Rs.1000 crore as equity by the government.

16) Reservation should also be extended in allotment of houses and plots (commercial, residential, institutional and industrial) developed/ being sold by agency state or central government agency.

17) In spite of efforts in various schemes for distribution of land and promoting small and cottage industry, up gradation of skills and small commercial ventures through IRDP and other schemes transfer of assets i.e. national wealth to SC/ST population has been negligible.

Participation has only been in education and services sector.

18) Ill-conceived planning and faulty loans has left them indebted. To get out of indebted, they have to sell their own hereditary land. Loan waiver scheme announced earlier did not cover loans advanced under IRDP. Therefore, it is recommended that loan waiver for IRDP loan or any other loan up to Rs10, 000 to SC/ST should be waived off or one time settlement should be done as with industrial entrepreneurs.

19) The statistics of Scheduled Tribe and Scheduled Caste youths who have already completed graduation level studies and are aspirants of their employment in different sectors should be collected and tried to be accommodated in government jobs, if not, they must be trained for quality self employment through vocational training.

20) Each block headquarter should have an educational institute consisting of a residential intermediate college/ sports college with provision for future expansion. There should also be a vocational college and coaching guidance center in the same campus. There should be one arts and Culture College for SC/ST to preserve their arts and culture at each district headquarter.

21) In each village, there should be a community development centre for SC, ST. Similarly, at each district headquarters, there should be one community, multipurpose hall for SC, ST population. There is an urgent need for establishing a centre for policy research at the national level. They should be entrusted with the responsibility of research relating to SC, ST matters.

22) The tuition fee of the SC and ST students studying in private colleges and institutions should be fully reimbursed by the Social Welfare/Tribal Welfare department under SCP and TSP funds.

23) In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

24) To provide quality self-employment to educated trained youth, group of 2-3 such educated unemployed youth should be provided interest free loan of Rs.5 –15 lakh. The interest subsidy should be borne by the state. There should be exhibition cum shopping complex constructed out of special component and tribal funds in each district headquarter to provide a shop to such groups, which will be an avenue for marketing their produce.

25) There should be a trading center in every city in each district for the purpose of self-employment of educated youth.

Ministry of Tribal Affairs

26) Machinery to effectively enforce provisions of Scheduled Castes & Scheduled Tribes (Prevention of Atrocities) Act 1989 would need to be made more stringent at grassroots level i.e. Police Stations by creating a separate cell to be manned by SC/ST officials for dealing such cases.

27) Section 4 of the Scheduled Castes & Scheduled Tribes (Prevention of Atrocities) Act 1989, which relates to 'Punishment for neglect of duties' needs to be amended to include public servants belonging to SCs & STs.

28) The cases registered under the Protection of Civil Rights Act 1995 are seldom end in conviction as about 90% cases are ended in acquittal in the lower courts, which questions fairness on the part of investigations, trial and judicial decisions. There is hardly any instance where State Govts have filed any appeal before the High Courts against decision of the lower courts on PCR Act cases. There should be proper directions to the States to review all such cases to find out why an appeal against

the judgments of the lower courts could not be filed in High Courts/Supreme Court.

29) While sanctioning grant-in-aid to the NGOs, it should be made mandatory and conditional that they will follow rules and regulation orders of the government regarding reservation of posts for SCs & STs in services under their control.

30) The 'forest villages' inhabited by the tribals over the generations should be identified on priority basis by an independent agency (not by forest departments) tenancy rights may be conferred to them as a matter of forest policy through suitable provisions in the Forest (Conservation) Act, to ensure them the right to the productive means of livelihood.

31) In spite of efforts in various schemes for distribution of land and promoting small and cottage industry, up gradation of skills and small commercial ventures through IRDP and other schemes transfer of assets i.e. national wealth to SC/ST population has been negligible. Participation has only been in education and services sector.

32) Ill-conceived planning and faulty loans has left them indebted. To get out of indebted, they have to sell their own hereditary land. Loan waiver scheme announced earlier did not cover loans advanced under IRDP. Therefore, it is recommended that loan waiver for IRDP loan or any other loan up to Rs10, 000 to SC/ST should be waived off or one time settlement should be done as with industrial entrepreneurs.

33) As education sector is feeder to the reservation in services, higher education in science, technology, Ph.D. etc. for SC/ST students is very much needed. The schemes like Rajiv Gandhi Fellowship for SC & ST students and other government schemes for pursuing higher studies leading to M. Phil & Ph. D. should be launched countrywide. It must be ensured that out of the total of such scholarships in the country at least 25% scholarships must be awarded to SC/ST students.

34) The tuition fee of the SC and ST students studying in private colleges and institutions should be fully reimbursed by the Social Welfare/Tribal Welfare department under SCP and TSP funds.

35) In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

36) The State Government was suggested to provide Rs.25000/- towards Kanya Dhan for SC/ST girls who passed out Intermediate examination.

Ministry of Housing

37) In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

Department of Personnel & Training:

38) There should be 25% reservation in all licenses, permits, agencies, dealerships and contracts issued by the government. Conditions like advance Security deposit should be relaxed

Annexure

STASTEWISE SCHEDULED CASTES POPULATION ACCORDING TO 2001 CENSUS

S.No.	State/UT	Total population	SC population	Percentage
1	2	3	4	5
	India	**1026443540**	**166575663**	**16.23**
1	Andhra Pradesh	76210007	12339496	16.19
2	Arunachal Pradesh*	1097968	6188	0.56
3	Assam	26655528	1825949	6.85
4	Bihar	82998509	13048608	15.72
5	Goa	1347668	23791	1.77
6	Gujarat	50671017	3592715	7.09
7	Haryana	21144564	4091110	19.35
8	Himachal Pradesh	6077900	1502170	24.72
9	Jammu & Kasmir	10143700	770155	7.59
10	Karnataka	52850562	8563930	16.20
11	Kerala	31841374	3123941	9.81
12	Madhya Pradesh	60348023	9155177	15.17
13	Maharashtra	96878627	9881656	10.20
14	Manipur	2166788	60037	2.77
15	Meghalaya	2318822	11139	0.48
16	Mizoram	888573	272	0.03
17	Nagaland	1990036	Nil	—-
18	Orissa	36804664	6082063	16.53
19	Punjab	24358999	7028723	28.85
20	Rajasthan	56507188	9694462	17.16
21	Sikkim	540851	27165	5.02
22	Tamil Nadu	62405679	11857504	19.00
23	Tripura	3199203	555724	17.37
24	Uttar Pradesh	166197921	35148377	21.15
25	West Bengal	80176197	18452555	23.02
26	Chhattisgarh	20833803	2418722	11.61
27	**Jharkhand**	26945829	3189320	11.84
28	**Uttaranchal**	8489349	1517186	17.87
29	**Andaman & Nicobar Islands $**	356152	Nil	—-
30	**Chandigarh**	900635	157597	17.50
31	**Dadra and nagar Haveli**	220490	4104	1.86
32	**Daman & Diu**	158204	4838	3.06
33	**Delhi**	13850507	2343255	16.92
34	**Lakshadweep**	60650	Nil	—
35	**Pondicherry**	974345	157771	16.19

$ 'No community has been notified as Scheduled Castes'
* The list of Scheduled Castes of Arunachal Pradesh has been denotified vide the Scheduled Castes (Orders) (Second Amendment) Act, 2002.

Annexure

D.O. No. 11014/13/98-SCD.II

D.K. Manavalan
SECRETARY

GOVERNMENT OF INDIA
MINISTRY OF SOCIAL JUSTICE &
EMPOWERMENT
NEW DELHI

August 19, 1998

Dear Shri

As you are aware, Special Component Plan for Scheduled Castes is designed to channelise the flow of outlays and benefits from the general sectors in the plans of States and Central Ministries for the development of Scheduled Castes, at least, in proportion to their population – both in physical and financials terms. The objective of SCP is the overall development of SCs to bring them above the poverty line and into the mainstream of national life with equal social and economic status with other sections of the population.

2. It has been observed that even though the State Govts./UT Administrations have improved their SCP allocations over the years, it has snot yet reached to the required minimum level i.e. upto the level of SC population percentage in the States/UTs. SCP expenditure in most of the States/UTs has been quite low during VIII Plan. Since the problems being faced in the SC development continue to be social, economic and educational and the incidence of poverty among SC population is still high, the efforts for the development of SCs need to be accelerated vigorously. Besides increasing the allocation for SCP to the level of percentage of SCs in the States/UTs, strict monitoring to ensure full utilization of funds earmarked under SCP and effective implementation of schemes under SCP of various development departments has become quite essential.

3. I would, therefore, like to suggest the following points which may be taken into account while formulating and implementing SCP:

(i) Earmarking of funds for SCP from total State Plan outlay, at least, in proportion of SC population in the total population of the State/UT.

(ii) Making the Social Welfare Department/ or the department concerned with the SC welfare and development of SCs as nodal department for formulation and implementation of SCP.

(iii) Placing the funds earmarked for SCP at the disposal of the nodal department concerned with the SC welfare and development, which in turn will re-allocate the funds to the sectoral departments for implementing schemes directly relevant to SC development.

(iv) Placing the funds earmarked for SCP under separate budget head/ sub-head for each development department implementing SCP.

(v) To constitute State and District/Block level Monitoring Committees to monitor the implementation of various schemes under SCP of various development departments. The District/ Block level Committees may review the progress of implementation of schemes and utilization of funds on monthly basis and the State level Committee may review the progress on quarterly basis.

(vi) Members of Parliament, State Legislative Assembly in the concerned Zilla Parishad/Block Panchayat area, prominent SC personnel/ social worker who are well acquainted with the problems of SCs, representative of NGOs working for the welfare of SCs and SC members of Panchayats may also be included in the State/ District/ Block level Monitoring Committees.

(vii) The District/ Block level Monitoring Committees may be made responsible for identifying the developmental needs of SCs living in various Panchayat areas falling under the jurisdiction of concerned District/ Block and suggest suitable schemes for their development. This process may be completed by the end of the third quarter of the financial year and reported to the nodal department concerned with SC welfare and development which will in consultation with concerned development departments may formulate suitable schemes with financial and physical targets for implementation during the next financial year.

(viii) The nodal department may ensure timely release of funds to the concerned development departments and the development departments may ensure immediate release of funds soon after the receipt of funds from nodal department, their field level implementing agencies. Any lapse on the part of field level implementing agencies in timely utilization of funds and proper implementation of the schemes may be viewed seriously.

(ix) Evaluation to assess the impact of economic development schemes implemented under SCP, on the socio-economic conditions of SCs may be got conducted by the nodal department on regular basis. Dissemination of information to SCs all over the State/UT about the schemes/programmes available for their development may be the responsibility of the nodal department. The nodal department may also ensure the follow up of the schemes implemented and maintenance of proper records on assets created under SCP in Districts/ Blocks etc.

4. Some of the suggestions have already been implemented. Others need to be implemented expeditiously in order to make the scheme serve the purpose for which it has been formulated better and more effectively.

With regards,

Yours sincerely,

Sd/-

(D.K. MANAVALAN)

To

Chief Secretary (24 States/UTs)

Annexure

K.V. Ramanathan,
Secretary.

D.o. No.PC/BC/11-1(CM)/83
Government of India
Planning Commission
Yojana Bhawan
New Delhi-110001.

October 5, 1982.

Please refer to my D.O. letter No.M-13016/1/82-CDN dated September 15, 1982, regarding the discussions on the proposals of your Ministry for the Annual Plan 1983-84 and showing the outlays and separately in respect of schemes meant for Scheduled Castes and Scheduled Tribes.

2. While formulating the Annual Plan for 1982-83, some of the Central Ministries made an attempt to prepare their tribal sub-Plan and Special Component Plan for Scheduled Castes. However, a number of Ministries were then still in the process of identifying schemes and quantifying outlays which would benefit the Scheduled Castes and Scheduled Tribes. This exercise should by now, have been completed. The Central Ministries, therefore, are required to prepare their tribal sub-Plan and Special Component Plan for Scheduled Castes separately and as part of the Ministry's Annual Plan 1983-84.

3. As you are aware, the Ministries are required in the case of the Special Component Plan for Scheduled Castes, to identify schemes under each sector which are of direct relevance to the development of Scheduled Castes and to earmark funds for them out of the divisible pool of the Ministry's Plans keeping in view the Scheduled Caste population in the target groups. Where the pattern of expenditure is not amenable to earmarked allocations, the sectoral Plans should indicate a share of the Scheduled Castes in the targeted employment, training and other benefits.

4. The Central Ministries have to play a key role in case of Tribal areas because of the Special responsibility of the Central Government under the Constitution, particularly, Article 339. Therefore, the concerned Central Ministries should identify schemes for tribal areas which have relevance to the level of development of these areas and quantify the outlays accordingly. The strategy should be to formulate appropriate programmes for both infrastructure as well as those which give direct benefits to the tribal people. The existing programmes may also be adapted to suit the needs of the tribal areas.

5. It may be noted that in the forthcoming Annual Plan meetings for 1983-84 for Central Ministries in the Planning Commission, Tribal Sub-Plans and Special Component Plans, of the concerned Ministries would also be discussed to determine the, outlays for SCP and TSP within the total outlays of the concerned Ministries.

With regards,

Yours sincerely,

Sd/-

(K.V. Ramanathan)

D.O.No.11014/20/90-SCDD-II

SITARAM KESRI

MINISTER OF WELFARE
SHASTRI BHAVAN
NEW DELHI-110 001
INDIA

21st July, 1992

Dear

As you are aware, the strategy of Special Component Plan for Scheduled Castes was adopted from the beginning of the Sixth Five Year Plan, following the experience of the Tribal Sub-Plan introduced at the beginning of the Fifth Five Year Plan. The Special Component Plan is designed to channelise the flow of outlays and benefits from the general sectors in the Plans of States and Central Ministries for the development of Scheduled Castes, at least, in proportion to their population – both in physical and financial terms. The broad objective of this strategy is to bring about comprehensive socio-economic and educational development of Scheduled Castes.

2. With a view to effectively pursue and achieve the objectives by ensuring the earmarking of funds under the Special Component Plans of the various States/UTs in proportion to the SC population percentages in the total population of the respective States/UTs and fully and properly utilizing these outlays on them, the State Governments/ UT Administrations were requested as early as January, 1982 to open and operate separate Heads/Sub-Heads of Accounts for Special Component Plan so as to ensure adequate outlays under all the general sector schemes and also to prevent any diversion of Special Component Plan funds. We have been pursuing with the State Governments this need for opening separate Heads/Sub-Heads of Accounts particularly through discussions on Special Component Plans of various States/UTs held annually in the Ministry of Welfare and the Planning Commission. But, barring Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Kerala and Madhya Pradesh, the other States/ UTs are yet to open separate Budget Heads/Sub-heads of Accounts for Special Component Plan.

3. The experience right from the beginning of the Sixth Plan has been that the outlays under the Special Component Plans of a number of States, which have been preparing the Special Component Plans, have not been commensurate with the population percentages of Scheduled Castes in the respective States. Some of the States have been preparing Special Component Plans indicating the allocations equal to or near about the Scheduled Caste population percentages. But, even in those cases the allocations are largely notional.

4. Further, often the funds earmarked under various schemes under the Special Component Plan are not fully and properly getting utilized.

5. I shall be happy if you kindly appreciate and open proper Heads/Sub- Heads of Accounts in the Budget of your State as this would help in pursuing adequate allocations under Special Component Plan and also their utilization without any shortfalls.

With regards,

Yours sincerely,

Sd/-
(SITARAM KESRI)

New Delhi, March 12, 1980

PRIME MINISTER

Dear

I am taking the earlier opportunity to apprise you of our approach to the top priority task of the development of the Scheduled Castes and Scheduled Tribes and to seek your cooperation in this.

The Scheduled Castes suffer from the dual disabilities of severe economic exploitation and social discrimination. While they constitute 15 per cent of the total population of the country, their proportion is much larger in the poverty groups of the country, most of the Scheduled Castes are below the poverty-line. Accordingly, our thrust has to be on the economic development of the Scheduled Castes. The Scheduled Tribes are not only exploited, but live in remote inaccessible areas which have poor infrastructure so that the fruits of development cannot readily reach them. Our approach has, therefore, been area development with focus on tribals.

In respect of the Scheduled Castes the strategy is to take up programmes for the Scheduled Castes in different occupational categories, especially poverty groups. The Scheduled Castes are mostly landless labourers, marginal and small farmers, leather workers, fishermen, artisans like weavers and those who follow strenuous occupations like rickshaw pullers, cart pullers, etc. The details of these occupations are also appended. The approach is to reach the flow of benefits to the Scheduled Castes through individual family and group-oriented programmes. For this, new need-based programmes require to be taken up and existing programmes re-oriented to suit the specific developmental requirements and handicaps of the Scheduled Castes in different occupational groups. This can be achieved only if all Departments and Ministries take initiatives within their respective sectors for the development of these communities. In my inaugural address to the Conference of State Ministers in-charge of Backward Classes Welfare in April, 1975, I had pointed out the responsibility of each Department in executing programmes relevant to the Scheduled Castes. That Conference had recommended that each Department should identify schemes relevant to the Scheduled Castes and quantity the benefits that should be made available to them.

For this purpose, the Central Ministries and States have been asked to prepare a Scheduled Caste Sub Plan for the Scheduled Castes. While the State Governments have made a beginning in this regard most of the Central Ministries are yet to do so. It is necessary now to ensure that an optimal Scheduled Caste Sub Plan for the Scheduled Castes is expeditiously prepared by your Ministry, as part of your Annual Plan as well as the Five Year Plan.

In respect of the Scheduled Tribes, the concept of Tribal Sub-Plan launched in the Fifth Plan is to ensure integrated development of the various Scheduled Tribes communities in the country with the aid of all pooled financial resources of the Centre and the States, keeping in view their different economic socio-cultural background. The State Governments have quantified funds from the various sectors for the Tribal sub-plan areas in their Fifth and Sixth Plan as well as Annual Plans. The Planning Commission have suggested to the Central Ministries to contribute to the effort from out of their resources also. Exercises for quantifying resources for tribal areas were commenced accordingly by the Central Ministries to contribute to the effort from out of their completely. Special emphasis has to be laid on formulation of appropriate programmes and adaptation of the existing programmes.

I hope that with your guidance, it will be possible for your Ministry to make its due contribution to the task of development of Scheduled Castes and Scheduled Tribes. You will hear further from the Ministry of Home Affairs which is the nodal Ministry in respect of this task. Please keep me informed of the progress made in your Ministry and the results.

Yours sincerely

Sd/-

(INDIRA GANDHI)

Ministers of concerned Central Ministries (list attached)

Annexure

(i) Every Ministry of the Government of India has a role to play in the development of Scheduled Caste and Scheduled Tribe people who form a substantial segment of our population. The overall size of the Scheduled Caste Sub Plan and the Tribal Sub-Plan should be at least in proportion to the percentages of the Scheduled Castes and the Scheduled Tribes in the total population. Keeping in view of the magnitude of the problems before them, a somewhat larger proportion than that of their percentages in the population might in fact be justified.

(ii) Appropriate programmes which are tailored to the needs of SCs and STs will have to be formulated by each Ministry. Mere, quantification of a proportion to them, out of the total outlays of Plans meant for the general population will not do. At least some adaptation will be called for in most programmes, keeping in view the extremely weak economic status and handicaps of the SCs and STs. The Planning Commission and the Ministry of Welfare will both be able to assist the Ministries in the exercise.

(iii) Certain factors rank high in priority in the development of SCs and STs. The schemes in these sectors have to be drawn up carefully, and the level of outlays always has to be more than adequate, to achieve the objectives fully. These sectors include education, minor irrigation, soil conservation, land development, dairying and animal husbandry, horticulture, sericulture and village industries. Provision of minimum needs including shelter, drinking water, health and lighting of homes as well as habitations also should rank high in importance.

(iv) Development of infrastructure, specially roads and communications is essential, for the benefits of the development to reach the population in the interior areas. Certain services such as provision of credit, including consumption credit, ensuring support prices for the produce both agricultural and forest of the tribal people and also an effective public distribution system suited to their needs are other infrastructural support services of high priority. Greater attention needs to be paid to provide these services.

(v) A greater thrust and an integrated approach in the implementation of special schemes to overcome the social backwardness of Scheduled Castes/Scheduled Tribes are called for. In particular, programmes for the elimination of scavenging of dry latrines and rehabilitation of those engaged in scavenging, flaying and other 'unclean' occupations have to be stepped up. Along with this, improvements in the equipments, tools and other aids and equipments, and technology used for cleaning wet latrines and sewage system is necessary.

(vi) Certain schemes for ensuring social and economic justice to the SCs and STs are important. These include the effective implementation of land ceiling acts and distribution of the surplus land, or other land earmarked/allocated to SCs and STs, ensuring proper maintenance of land records for these categories, taking effective measures for preventing alienation of tribal lands and restoring possession of land already alienated illegally. Support has to be extended by the Central Ministries to the States to carry out such programmes in a time bound manner.

(vii) An area calling for Special attention in the case of ST people is, protection of their rights in regard to forests, and ensuring a harmonious implementation of the National Forest Policy, while at the same time meeting the requirements of these people for food, fodder, fuel and timber. Participative programmes in social forestry involving ST people have to be drawn up by the Ministry of Environment & Forest and the Department of Rural Development to be executed in association with the States. Certain long standing disputes and pending issues in regard to forest villages and settlements, and ownership of lands classified as forest have to be settled. Such settlements should be done in a humane and equitable manner. Appropriate programmes for regularization of ownership and rehabilitation of the affected people should be taken up.

(viii) The problem of rehabilitation of ST people displaced by various projects is the cause of increasing concern and needs to be dealt with expeditiously. A comprehensive national policy for socio-economic rehabilitation of the displaced ST people is being drawn up. The Central Ministries have a responsibility to ensure that the projects being taken up in their respective sectors, scrupulously adhered to the requirements of this policy.

Annexure

STRATEGY

(i) Out of the total Plan outlay of each State / UT, a proportion equal to the percentage of Scheduled Caste and Scheduled Tribe population in the State/ UT should be set apart for the Scheduled Caste Sub Plan (SCSP) and the Tribal Sub-Plan (TSP).

(ii) There should be no division of the total Plan outlay into so-called divisible and non-divisible components, with the SCSP and TSP being confined to the divisible outlays alone. The Scheduled Caste and Scheduled Tribe people are entitled to a share in the total plan size of the State, equivalent to that of their population in the State/UT, and no less. In fact, they need justifiably more, considering the extent of their past and present deprivations, and the magnitude of the problems before them.

(iii) The developmental needs of the Scheduled Caste and Scheduled Tribe people should be identified according to the order of priorities. Among the immediate developmental needs, top priority should go to:

- provision of minimum needs including drinking water, electricity, schools, health centres and link roads in Scheduled Caste colonies / concentrations and tribal areas.
- A vigorous drive to implement the land ceiling acts earnestly, physically take possession of the surplus and other lands, and ensure the actual distribution of such lands taken over or earmark/allotted to SC/ ST beneficiaries by the State Government;
- A substantially stepped-up educational programme for SC and ST people, as there are growing evidences that the gap in the literacy levels between them and the rest of the population is widening, with appropriate schemes to provide adequate incentives, including scholarships at all levels and special programmes for girls education;
- A massive and quick programme for appropriate small, minor and medium irrigation projects for the benefit of SCs and STs, to improve the productivity of their unirrigated lands so that job opportunities are generated, their living standards are improved and total national food production is also pushed up;
- Preventing land alienation and restoration of alienated lands belonging to the Scheduled Tribe people and proper recording of all the land owned and traditionally used otherwise by them;
- Appropriate income generating schemes of dairying, animal husbandry, horticluture, sericulture, weaving, handicrafts, etc.
- Ensuring a renumerative price for surplus produce both agricultural as well as minor forest of the ST people;
- Programmes for occupational diversification of those sections of the Scheduled Castes who are engaged in so-called “unclean” occupations like scavenging, flaying and tanning of skin and imparting alternative skills to them for their rehabilitation;
- A ban on dry latrines and expeditious rehabilitation of displaced scavengers and their dependents with improvements in the tools, other aids and equipments and technology used for cleaning wet latrines and sewage system.

(vi) Programmes and schemes in the above areas should be specifically drawn to suit the needs of the individual Scheduled Caste and Scheduled Tribe families. They should not be mere extensions of the programmes otherwise meant for the general population.

(v) The total outlays under the Scheduled Caste Sub Plan and the Tribal Sub-Plan should be arrived at first and then distributed among different sectors according to the needs. They should not be allocated as a mere arithmetic proportion of the outlays in each sector.

(vi) The Special Central Assistance provided by the Government of India should be properly utilized in the role it was designed for; it should be used to supplement the efforts of the State and used for specific programmes where there are gaps in the State Plan.

(vii) Personnel policies concerning those in-charge of the programmes for SCs and STs should be such as to motivate them strongly, get them committed and work with real sincerity. A senior officer of proven efficiency and commitment for the cause of the SCs and STs should be placed in overall charge of the SCSP and the TSP. He should be given adequate authority and proper support for the successful implementation of the plans meant for the development of the Scheduled Castes and Scheduled Tribes, so as to achieve the goals. His tenure should be for a minimum period of four years to enable him to carry out innovations and make an impact on SC and ST development. It is equally important to select carefully the right type of field officers and staff required to work in the SC/ST areas and to motivate them properly.

(viii) The Scheduled Caste and Scheduled Tribe beneficiaries should be associated in all stages of the developmental effort undertaken for them. This should include the training of these persons in the use and maintenance of the assets and facilities set up under various programmes.

(ix) Sincere and dedicated public workers and voluntary organizations engaged in the Scheduled Caste and Scheduled Tribe development should be associated in the formulation and implementation of various programmes, especially in the field of education, employment nutrition and also the removal of the evil practices of untouchability.

D.O.No. PC/BC/11-8(8)/84

K.R. NARAYANAN
Minister of State for Planning

Dated: March 25. 1985

Dear Shri

Kindly refer to the demi-official letter No.280-PMO/80 dated March 12, 1980 from the late Prime Minister, Shrimati Indira Gandhi, wherein she outlined the strategy for development of scheduled castes and scheduled tribes and emphasised the preparation of Scheduled Caste Sub Plan for scheduled castes (SCSP) and Tribal sub-Plan for scheduled tribes (TSP) as part of the Five Year Plan and Annual Plan of your Ministry so as to ensure optimal benefits to them.

2. Some of the Central Ministries/Departments have prepared their SCSP and TSP. A number of Ministries have yet to identify schemes and quantify outlays for SCs and STs. In this regard, I would like to invite your attention to the demi-official letter of even number dated 10 October, 1984 from Shri K.V. Ramanathan, Member-Secretary, Planning Commission on the preparation of Tribal sub-Plan and Scheduled Caste Sub Plan for scheduled castes for the Seventh Five Year Plan (1985-90) and Annual Plan 1985-86 of Central Ministries/Departments.

3. We have had the benefit of experience during the past few years of operating TSP and point 7 of the 20-point programme. Guidelines are contained in the reports of the Sixth plan Working Groups on Development of scheduled castes and scheduled tribes. These two special plans have been evolved further as a result of implementation and process of consultation between the Centre and the States. Further, the Seventh plan Working Groups, whose reports will be sent to you shortly, have made the important recommendation that out of the total Ministries' Departments' Plan outlay, an outlay equivalent to SC and ST population perentage i.e. 15% for SCs and 7.5% for STs, should be set apart and used for programmes and schemes related to the development needs and priorities of these two weakest sections of the population. In fact, they would need a larger proportion of the plan outlays that is related to their population-equivalent percentage on account of their historical deprivation, but a minimum of population equivalent proportion of the plan outlay at least has to be observed. Thirdly, diversion of such funds for other purposes as also to be prevented.

4. We are now at the threshold of the Seventh Plan. This is the opportune moment to ensure proper formulation of SCSP and TSP along the fore-going lines. I request you to devote your special attention to this important aspect of development.

Yours sincerely,

(K.R. Narayanan)

To

All concerned Central Ministers.

PRIME MINISTER

New Delhi
January 12, 1990

You are no doubt aware of the special problems of the Scheduled Caste and Scheduled Tribe people who have been the most oppressed, exploited and deprived sections of our society and constitute nearly one-fourth of the total population of the country.

Strategies of the Scheduled Caste Sub Plan for the Scheduled Castes (SCs) were introduced in the Sixth Plan and of the Tribal Sub-Plan for the Scheduled Tribes (STs) were introduced earlier in the Fifth Plan for channelising to these categories of people their due share of plan benefits and outlays. I draw your attention to the letter of the then Prime Minister dated March 12, 1980 (copy enclosed) which explains very clearly the concept of the Scheduled Caste Sub Plan and the Tribal Sub-Plan. These plans have enabled substantial proportion of SCs and STs to receive benefits both in the matter of social upliftment and economic development during the Sixth and the Seventh Plans.

While the results show that the basic strategy is sound, there have been certain deficiencies in implementation. These need to be corrected during the Eighth Plan. Most of the Ministries have not quantified outlays separately for the Tribal Sub-Plan and the Scheduled Caste Sub Plan. Even those which have quantified outlays, have not drawn up need-based programmes to re-orient the existing programmes to suit the specific developmental requirements and meet the handicaps and problems being faced by the Scheduled Castes and the Scheduled Tribes. The outlays have also been very inadequate in comparison to the magnitude of the problem and the size of the population involved.

At this juncture, we have to take stock of the situation and introduce necessary corrective measures to the strategies of the Scheduled Caste Sub Plan and the Tribal Sub-Plan. The steps that need to be taken are outlined Annexure to this letter. These may be carefully followed while formulating the Eighth Five Year Plan of your Ministry.

I am sure that your Ministry, under your guidance, will be able to gear itself to play its proper role in the advancement of the Scheduled Castes and the Scheduled Tribes and ensure that by the end of the 8th Five Year Plan, they are brought at par with the rest of the population in the economic, educational and social spheres. I shall be keenly watching the efforts made by your Ministry in this regard.

Yours sincerely,

(Vishwanath Pratap Singh)

To

Ministers of Central Ministries

R. Sridharan
Joint Secretary (SP)
Telefax: 23096598

D.O. No. M-13011/3/2005-SP-Co October 31, 2005

Dear Planning Secretary,

With reference to para 8 of the Deputy Chairman's letter dated 6th September, 2005 addressed to your Chief Minister, I am directed to enclose herewith a note consolidating the guidelines already issued by the Government of India for the formulation, implementation and monitoring of Special Component Plan for Scheduled Castes and Tribal Sub-Plan for Scheduled Tribes.

I would request you to kindly ensure that the Special Component Plan and Tribal Sub-Plan are drawn up accordingly in Annual Plan 2006-07.

With regards,

Yours sincerely,

Sd/-
(R. Sridharan)

Planning Secretaries of All States/UTs
(except Arunachal Pradesh, Meghalaya, Mizoram and Nagaland)

A Note consolidating the existing Guidelines for formulation, implementation and monitoring of Special Component Plan for the Scheduled Castes and Tribal Sub-Plan for Scheduled Tribes

Detailed guidelines relating to the Special Component Plan for the Scheduled Castes and the Tribal Sub-Plan for the Scheduled Tribes have been issued by the concerned departments of the Central Government from time to time.

The basic objective of both these Sub-Plans is to channelise the flow of outlays and benefits from the general sectors in the Plan of States for the development of Scheduled Castes and Schedules Tribes at least in proportion to their population, both in physical and financial terms. The Mid Term Appraisal of the Tenth Plan has noted that several State governments have not earmarked adequate funds to SCP and TSP, proportionate to the share of SCs and STs in the population.

The importance of the SCP and TSP has been again underlined by the Hon'ble Prime Minister while addressing the 51st Meeting of the National Development Council held on 27th June, 2005. The Prime Minister had then stated that "in the mid-1970s, the Special Component Plan and the Tribal Sub-Plan were initiated. Tribal Sub-Plans and Special Component Plans should be an integral part of Annual Plans as well as Five Year Plans, making provisions therein non-divertible and non-lapsable, with the clear objective of bridging the gap in socio-economic development of the SCs and STs within a period of 10 years".

In this context, the following guidelines with respect to SCP and TSP are once again reiterated so that the same may be followed strictly in the preparation of the Annual Plans for 2006-07.

Objectives: The following should be the broad objectives of the SCP and TSP

- Substantial reduction in poverty and un-employment.
- Creation of productive assets in favour of Scheduled Castes and Scheduled Tribes to sustain the growth likely to accrue through development efforts.
- Human resource development of the Scheduled Castes and Scheduled Tribes by providing adequate educational and health services, and
- Provision of physical and financial security against all types of exploitation and oppression.

Action Plan: To fulfil the above objectives the following points may be taken into account for formulating SCP and TSP.

1. Earmarking of funds for SCP/TSP from total State Plan outlay at least in the proportion of SC/ST population to the total population of the State/UT.

2. Special Component Plan and Tribal Sub-Plan funds should be non-divertible and non-lapsable.

3. Making the Social Welfare Department/the Department concerned with the welfare and development of SCs/STs as nodal department for formulation and implementation of SCP/TSP.

4. Placing the funds earmarked for SCP/TSP at the disposal of the nodal department concerned which in turn will reallocate the funds to the sectoral departments for implementing schemes directly relevant to SC/ST development.

5. Placing the funds earmarked for SCP/TSP under separate budget head/sub-head for each development department implementing SCP and TSP. In this connection it may be noted that the List of Major and Minor Heads of Account of Union and States as issued by the Controller General of Accounts provides that Tribal Sub Plan (code 796) and Special Component Plan (789) may be opened as Minor Head below the functional Major Head/Sub Major Head wherever necessary.

6. Special Central Assistance (SCA) both for the SCP and for the TSP is being extended by the Centre to the States as a 100% grant meant to fill critical gaps and missing inputs for family-oriented income-generating schemes and supporting

infrastructure development with a special focus on BPL families. Guidelines issued in this connection should be strictly followed.

Components of SCP and TSP

1. Only those schemes should be included under SCP/ TSP that ensure direct benefits to individuals or families belonging to Scheduled Castes or Scheduled Tribes.

2. Outlay for area oriented schemes directly benefiting Scheduled Castes hamlets/villages having a majority of Scheduled Castes population/tribal hamlets and villages may be included in SCP and TSP.

3. Priority should be given for providing basic minimum services like primary education, health, drinking water, nutrition, rural housing, rural electrification and rural link road.

4. Wage component, especially under rural employment schemes, should not be included under SCP/TSP.

5. Schemes to develop agriculture and allied activities like animal husbandry, dairy etc. that provide a source of livelihood to the SC and ST population should be included.

6. Innovative projects that draw upon institutional finance to supplement plan allocations may be drawn up.

Creation of general awareness of SCP/TSP schemes

State Governments should take initiative to generate awareness among the general public about the schemes to be implemented/being implemented for the development of SCs and STs by the different departments of the State Governments through electronic and print media.

Monitoring of SCP and TSP

1. State and District/Block level Monitoring Committees should be constituted to monitor the implementation of various schemes under SCP and TSP of various development departments. The District/Block level committees may review the progress of implementation of schemes and utilization of funds on monthly basis and the State level committees may review the progress on quarterly basis.

2. District and Block level committees may be constituted on the pattern of District and Block level committee constituted by the Ministry of Rural Development by involving elected members (MPs, MLAs and Panchayat members, and other prominent leaders in the districts) or the same committees may be entrusted with the responsibilities for monitoring of these programmes.

3. The nodal department should ensure timely release of funds to the concerned development departments who in turn should ensure immediate release of funds soon after the receipts of funds from nodal department to their field level implementing agencies. Any lapse on the part of field level implementing agencies in timely utilization of funds and proper implementation of the schemes may be viewed seriously.

4. Non-earmarking of funds under SCP and TSP may result in non-approval of Plans of the States/UTs.

5. Ministries of Social Justice & Empowerment and Tribal Affairs will be actively involved in the process of finalization of Annual Plans of the States/UTs.

6. Evaluation to assess the impact of economic development schemes implemented under SCP, on the socio-economic conditions of SCs may be get conducted by the nodal department on regular basis. Dissemination of information to SCs all over the State/UT about the schemes/programmes available for their development may be the responsibility of the nodal department. The nodal department may also ensure the follow up of the schemes implemented and maintenance of proper records on assets created under SCP in District/Block etc.

D.O. No._M-13054/2/2005-BC

CHANDRA PAL
ADVISER
(MLP/SP(E), SCP & TSP)
TeleFax: 23096584

PLANNINGCOMMISSION
GOVERNMENT OF INDIA
YOJANA BHAWAN
SANSAD MARG
NEW DELHI-110001

January 12, 2006.

Dear Sir,

Special Component Plan (SCP) for Scheduled Castes (SCs) and Tribal Sub Plan (TSP) for Scheduled Tribes (STs) have been important strategies used in the planning process for quite some time in order to ensure that outlays and benefits from the general sectors of the Plans flow to SCs and STs at least in proportion to their population both in physical and financial terms. Hon'ble Prime Minister in the 51st NDC Meeting held on 27.6.2005 has emphasized that "SCP and TSP should be an integral part of Annual Plans as well as Five Year Plans, making provisions therein non-divertible and non-lapsable with the clear objective of bridging the gap in socio-economic conditions of the SCs and STs within a period of 10 years". In this regard, detailed guidelines, additional guidelines have also been issued by the Planning Commission to the States/UTs by way of reiteration of the existing instructions, relating to the formulation and implementation of SCP/TSP at the State/ UT level (vide reference D.O.No.M-13011/3/2005-SP-Co. dated 31-10-2005 and D.O.No.M-13054/2/2005-BC. dated 28-12-2005).

2. Planning Commission has set up a dedicated "Special Component Plan (SCP) and Tribal Sub Plan (TSP) Unit and I have taken over charge of this Unit. This Unit has been set up for monitoring the implementation of the recommendations of the Inter-Ministry Task Group Report on the Development of Scheduled Castes and Scheduled Tribes and to review and monitor the SCP and TSP of States/UTs and Central Ministries/ Departments.

3. It is reiterated that only those schemes should be included under SCP/TSP that ensure direct benefits to individuals or families belonging to SCs & STs. The information regarding the flow of funds to SCP and TSP of your State (Budget, Allocation, Sanction and Expenditure) during 9th Plan and the first four years of Tenth Five Year Plan (2002-06) and the details of the schemes/programmes covered for the development and welfare of SCs & STs along with their physical and financial performance may be sent to Planning Commission. In this regard, additional guidelines for preparing important schemes/programmes and performance for monitoring physical and financial performance by the State Government are enclosed for ready reference.

4. It may also be ensured that the State allocates SCP and TSP funds in proportion to the SC and ST population in the State during Annual Plan 2006-07. It is also reiterated that Secretary, Social Welfare/Tribal Welfare should be the nodal Officer in the designing of schemes/programmes of SCP and TSP and allocation of funds to the implementing Departments/agencies. If it is not feasible, a dedicated Unit of SCP and TSP may be constituted in the Planning Department of the State with the Secretary, Social Welfare/Tribal Welfare as nodal Officer for designing, implementing and monitoring of SCP and TSP schemes/programmes in the State.

With regards,

Yours sincerely,

(Chandra Pal)

Encl: As above

To Chief Secretaries of All States
(except Mizoram, Nagaland, Meghalaya, Arunachal Pradesh)

Annexure

Additional Guidelines for preparing Schemes/Programmes under Scheduled Caste Sub Plan and Tribal Sub Plan by the State Governments

The State Government should prepare Scheduled Caste Sub Plan (SCSP) and Tribal Sub-Plan (TSP) as per the proportion of SC and ST population of the State. The guidelines issued recently by the Planning Commission to the State Governments for the SCSP and TSP formulation, implementation and monitoring need to be strictly adhered and followed (D.O. No. M- 13011/ 3/2005-SP-Co dated 31.10.2005)

The State Government should also prepare a detailed report on all the development indicators for the general population, SCs and STs especially focusing on agriculture, education (primary, middle, technical and higher), health, industry and service sectors. The gap of development indicators between the general population, SCs and STs has to be bridged within a period of 10 years.

State level Monitoring Committee for SCSP/TSP under the Chairmanship of Hon'ble Minister, Social Welfare/Tribal Welfare should be constituted with Principal Secretary/Secretary, Social Welfare/Tribal Welfare as the Member Secretary. A District level Monitoring Committee for SCSP/TSP should also be constituted under the Chairmanship of District Collector with all the district level officers as its members. Block level Committee may also be constituted under the Chairmanship of President, Block Samiti where BDO and others will be its members. Monitoring of SCSP/TSP schemes/programmes should be undertaken by these Committees every month and quarterly performance review. Quarterly Performance Review report should be communicated to the SCSP & TSP Unit, Planning Commission. A proforma for submitting financial and physical progress of the SCSP/TSP schemes/programmes is enclosed for sending the relevant information to Planning Commission.

It is emphasized that, there is a need to implement schemes relating to the welfare of SCs and STs under these two components. The details of some of the schemes suggested for implementation by the State Government are as under:

1. The villages with 50% and above SC/ST population may be saturated first and provided with all the development activities under Bharat Nirman, schools, education, skill development, trainings for self-employment, etc.

2. A group of 5-10 SC/ST farmers may be constituted for skill development by the State Agriculture Department / Extension Agencies. This group may be provided a package of small tractors with accessories, tube wells in the electrified villages and pump sets in non-electrified villages may be provided with other agricultural inputs like quality seeds, pesticides, fertilizers, etc. This farmers group may also be given training for cultivation of suitable crops and for undertaking activities in the sectors of fisheries, animal husbandry, horticulture, etc.

3. An educational complex in the name of educational institute may be set up in each district. The facilities relating to sports, multi-purpose hall, intermediate college with sports education may be provided in this institute on the pattern of Navodaya Vidyala and Kendriya Vidyala. This educational institute will also have classes from 1 to 12 with hostel facilities for 70% SC/ST boys and girls and 30% boys and girls from general population. 70% expenditure of this institute will be provided from the SCSP earmarked funds and 30% will come from the General Plan.

4. In every Divisional Headquarters, a polytechnic may be set up. Further, one or two training colleges for nursing and para-medical training courses, for nurses, ANMs, physiotherapists, technicians, radiologists may be provided exclusively for SCs & STs. The nursing colleges exclusively for SC/ ST girls may be attached to medical colleges provided. 70% expenditure of this institute will be provided from the SCSP earmarked funds and

30% will come from the General Plan. The expenditure for running these courses will be made out of Scheduled Caste Sub Plan outlay earmarked in the State.

5. In each district, coaching-cum-guidance centres may be opened in Universities/ Colleges appearing for various competitions. The expenditure of these coaching-cum-guidance centres may be borne out of SCSP/TSP funds.

6. Good quality ITIs may be established in each District for imparting employable skill exclusively for the unemployed SC/ST youth for providing employment opportunities within and outside the State. To tackle the problem of unemployment, training courses (not routine training courses) should be started in a big way in the State. These capsule training courses may consist of 4-5 months theoretical training on personnel management, material management, financial management, marketing management and 6-7 months practical training. Such trained personnel should be provided loans at cheaper interest rates from the Banks/ SC/ST Development Corporation to start production ventures in clusters, in those areas where infrastructural facilities already exist. There should be a commercial complex in the main market of District Head Quarter and shops/ outlets to be allotted to these trained SC/ST entrepreneurs to sell their produce/ manufactured goods.

7. The candidates preparing for various competitive exams like admission in engineering colleges and medical colleges and other services may be allowed to take admission in any reputed private training centre and their full fees should be reimbursed by the Government from SCSP/ TSP funds.

8. Government may also think of providing one time financial support of say Rs. 25 to Rs. 40 lakhs to the recognized social institutions for starting intermediate / degree colleges in each Block exclusively for SC/ST boys and girls or admitting 70% SC/ST boys and girls and 30% boys and girls from general population as is being done in U.P.

9. It was suggested that residential schools for SC/ ST boys and girls should be set up in all the districts where percentage of the SC and ST concentration is high. The residential schools should have the facilities of vocational training, coaching–cum-guidance centre, sports centre and cultural centre. **Under vocational training**, training related to trades like electrician, electronics, fitter, draftsman, mechanic, plumber, fashion design, computer, data entry operator etc. **need to given by starting ITIs in SC/ST dominated areas**. Technical education should be given due importance so as to provide self-employment to SCs and STs.

10. The tuition fee of the SC and ST students studying in private colleges and institutions should be fully reimbursed by the Social Welfare/Tribal Welfare department under SCSP and TSP funds.

11. The State Government should provide scholarships to SC and ST students for all income groups studying in classes I to X as in U.P.. The rate of stipend may be worked out realistically by the State.

12. Road and connectivity is another important sector which affect the transport and communication of the villagers. All the villages having more than 50-60% of SCs and STs concentration need to be saturated first with road connectivity. The programmes under Bharat Nirman may be targeted especially to SC/ST village development.

13. In those villages where no land is available especially in SC and ST dominated areas, land should be purchased and allotted to homeless for construction of houses under Indira Awas Yojana.

14. The forest villages in the State need to be converted into revenue villages where basic minimum services have to be provided like education, housing, drinking water, health facilities, road connectivity, etc.

15. Conversion of dry toilets to wet toilets may also be taken out of these funds in a big way so that

scavenging colonies should be developed with rehabilitation programme.

16. There is always food scarcity in SC and ST dominated areas and the State Government is suggested to select Self-Help Groups of 5-10 SCs and STs and they may be allotted ration shops for distribution of essential commodities. Subsidy / loan could also be provided to them on recoverable terms up to Rs.5 lakhs.

17. Training may also be imparted in the existing Police Training Centres or Home Guards training centres to SC and ST youth (18-21 years) who have passed Matriculation for Constables and Home Guards. While the Home Guards will look after the security of the villages as Village Defence Committee, the later may be recruited as Constables in the State Government. Similarly training may also be given to atleast 5000 SCs/ STs for Conductor and Driver jobs through State Transport Corporation.

18. The State Government was suggested to provide Rs.25000/- towards Kanya Dhan for SC/ST girls who passed out Intermediate Examination.

19. In urban slum areas a multi-purpose community hall need to be provided to cater to the needs of the SC families.

SCHEDULED CASTE SUB PLAN FOR THE YEAR ————————-

FINANCIAL PROGRESS UPTO ————————-

Project/Scheme	Outlay	Budget Provision	Sanction	Expenditure	Expenditure Percentage		
	Total	Total	Total	Total	Against Outlay	Against Budget	Against Sanction
Agriculture							
Cane Development							
SMFP							
Horticulture							
Animal Husbandry							
Dairy Development							
Fisheries							
Forestry & Wild Life							
Cooperation							
Other Agriculture Programmes (Mandi Parishad)							
DPAP							
IREP							
IWDP (Land Devp. & Water Resources)							
Swarn Jayanti Gram Swarozgar Yojana (including handling charges)							
Ambedkar Vishesh Rozgar Yojanma (RD)							
Land Reforms							
Panchayati Raj							
Border Area Development Programme, etc.							
State Minor Irrigation							
Private Minor Irrigation							
Flood Control and Drainage							
Non-conventional Sources of Energy							
Small Scale Industries							
Handloom							

Project/Scheme	Outlay	Budget Provision	Sanction	Expen-diture	Expenditure Percentage		
	Total	Total	Total	Total	Against Outlay	Against Budget	Against Sanction
Khadi & Village Industry							
Sericulture							
Roads & Bridges							
Scientific Research (incl. S&T)							
Ecology & Environment							
Tourism							
General Economical Services (New EAP & CSS)							
Elementary Education							
Secondary Education							
Adult Education							
Technical Education							
Sports							
Youth Welfare							
Allopathy							
Family Welfare							
Ayurvedic & Unani							
Homeopathy							
Urban Development							
Urban Development							
Rural Development (Rural Water Supply)							
Rural Sanitation (Panchayati Raj)							
Indira Awas Yojana (RD)							
PMGY (RD)							
Rural Housing (Revenue)							
Poverty Eradication and Employment							
Information & Publicity							
Employment							
Training							
National Social Assistant Programme							
Handicapped							
Women & Child Welfare							
Nutrition							

TRIBAL SUB PLAN FOR THE YEAR ————————-

FINANCIAL PROGRESS UPTO ————————-

Project/Scheme	Outlay	Budget Provision	Sanction	Expenditure	Expenditure Percentage		
	Total	Total	Total	Total	Against Outlay	Against Budget	Against Sanction
Agriculture							
Cane Development							
SMFP							
Horticulture							
Soil & Water							
Conservation (Agri.)							
Animal Husbandry							
Dairy Development							
Fisheries							
Forestry & Wild Life							
Cooperation							
DPAP							
IREP							
Swarn Jayanti Gram Swarozgar Yojana (including handling charges)							
Panchayati Raj							
Border Area Development Programme							
State Minor Irrigation							
Private Minor Irrigation							
Power							
Non-conventional Sources of Energy							
Small Scale Industries							
Khadi & Village Industry							
Sericulture							
Roads & Bridges							
General Economical Services (New EAP & CSS)							

Project/Scheme	Outlay	Budget Provision	Sanction	Expenditure	Expenditure Percentage		
	Total	Total	Total	Total	Against Outlay	Against Budget	Against Sanction
Elementary Education							
Secondary Education							
Youth Welfare							
Allopathy							
Ayurvedic & Unani							
Rural Development (Rural Water Supply)							
Rural Sanitation (Panchayati Raj)							
Indira Awas Yojana (RD)							
PMGY (RD)							
Information & Publicity							
Welfare of ST							
Research & Training							
Employment							
Training							
National Social Assistant Programme							
Handicapped							
Women & Child Welfare							
Nutrition							
Total:							

MAJOR DEPARTMENTS OF SCSP & TSP

PHYSICAL PROGRESS

Department/Schemes	SCSP			TSP	
	Unit	Target	Achievement	Target	Achievement
Small Marginal Farmers Programmes (Free Boring)	No.				
Private Minor Irrigation					
Deep Tubewells	No.				
Surface Water Pump sets	No.				
Rural Development					
Swarna Jayanti Gram Swarojgar Yojana Swaroj-gari	No.				
Sampurna Rojgar Yojana	Man-days				
Indira Awas	No.				
PMGY (Gramin Awas)	No.				
Panchayati Raj					
Constructions of Panchayat Bhawan	No.				
Constgruction of Nali/Khadanja in Ambedkar Villages/Samagra Vikas	Kms.				
Rural Sanitation					
Individual Latrines	No.				
School Latrines	No.				
P.W.D.					
Rural Roads/Link Roads	Kms.				
Rural Water Supply (RD)					
New Hand Pumps	No.				
Re-boar Hand Pumps	No.				
SUDA					
SJSRY	Man-days				
NSDP	Man-days				
Welfare of SC					
Scholarship					
1 to 5th Class					
6 to 8th Class	StudentNo.				
9 to 10th Class	Student				
Total					

Department/Schemes	Unit	SCSP Target	SCSP Achievement	TSP Target	TSP Achievement
Post Matric Scholarship	StudentNo.				
Ashram Type School (Establishment)	No.				
Hostels (Construction)	No.				
Social Security					
Old Age Pension/Kisan Pension	No.				
Family Benefit Schmes	No.				
Welfare of Handicapped					
Grant in Aid for maintenance of destitute handicapped persons	No. benefi-ciaries				
Grant in Aid to the handicapped for the purpose of artificial limbs/hearing aid etc.	No. of benefi ciaries				
Nutrition	No. of benefi ciaries				

D.O. No._M-13054/2/2005-BC

Chandra Pal
Adviser (MLP/SP-East, SCSP & TSP)

January 10th, 2006

Dear

Scheduled Caste Sub Plan (SCSP) for Scheduled Castes (SCs) and Tribal Sub Plan (TSP) for Scheduled Tribes (STs) have been important strategies used in the planning process for quite some time in order to ensure that outlays and benefits from the general sectors of the Plans flow to SCs and STs at least in proportion to their population both in physical and financial terms. Hon'ble Prime Minister in the 51st NDC meeting held on 27.6.2005 has emphasized that, "SCSP and TSP should be an integral part of Annual Plans as well as Five Year Plans, making provisions therein non-divertible and non-lapsible, with the clear objective of bridging the gap in socio-economic of the SCs and STs with in a period of 10 years". In this regard, detailed guidelines have also been issued by the Planning Commission to the States/U.Ts by way of reiteration of the existing instructions, relating to the formulation and implementation of SCSP/TSP at the State/U.T level.

2. Planning Commission has set up a dedicated Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) Unit and I have taken over the charge of this unit. This Unit has been set up for Monitoring the implementation of the recommendations of the Inter-Ministry Task Group Report on the Development of Scheduled Castes and Scheduled Tribes and to review and monitor the SCSP and TSP of States/U.Ts and Central Ministires/Departments.

3. The information regarding the flow of funds to SCSP and TSP of your Ministry/Department (Budget Allocation, Sanction and Expenditure) during 9th Plan, the first four years of Tenth Five Year Plan (2002-06) and the details of the schemes/programmes covered for the development and welfare of SCs and STs along with their physical and financial performance may be sent as per enclosed Annexures to SCSP & TSP Unit, Planning Commission immediately.

With regards,

Yours sincerely,

(Chandra Pal)

To

All Secretaries of Ministries/Departments

Annexure-I

SCHEDULED CASTE SUB PLAN FOR THE YEAR ————————-

FINANCIAL/PHYSICAL PROGRESS

Project/Scheme	Total outlay of Ministry /Deptt.	Flow to SCSP	Expenditure	Expenditure Percentage of SCSP outlay	Physical Progress	
					Target	Achievement

Annexure-II

TRIBAL SUB PLAN FOR THE YEAR ————————-

FINANCIAL/PHYSICAL PROGRESS

Project/Scheme	Total outlay of Ministry /Deptt.	Flow to TSP	Expenditure	Expenditure Percentage of TSP outlay	Physical Progress	
					Target	Achievement

R.Sridharn
JS(PC&Admn)

Government of India
Planning Commission
Yojana Bhawan
New Delhi-110 001.

D.O.No.M-11016/5(1)/2006-PC Dated 13th December, 2006.

Dear Sir,

This is in continuation of Member Secretary's letter of even number dated 13th November, 2006 initiating the proceedings for finalizing the Eleventh Plan (2007-2012) and Annual Plan (2007-08) . In this context the Guidelines for formulation, implementation and monitoring of Scheduled Castes and Tribal Sub-plan (TSP) for Scheduled Tribes have been prepared and enclosed for information. The guidelines may please be kept in mind and scrupulously followed during Annual Plan (2007-08) and Eleventh Five Year Plan (2007-12).

Encl : as above

Yours Sincerely,

(R.Sridharan)

Secretaries of 62 Ministries/Deptts as per list.

Guidelines for formulation, implementation and monitoring of Scheduled Caste Sub Plan (SCSP) for Scheduled Castes and Tribal Sub-Plan (TSP) for Scheduled Tribes

Detailed guidelines relating to the Scheduled Caste Sub Plan (SCSP) for Scheduled Castes (SCs) and the Tribal Sub-Plan (TSP) for the Scheduled Tribes (STs) have been issued by the concerned departments of the Central Government from time to time.

The basic objective of both these Sub-Plans is to channelise the flow of outlays and benefits from the general sectors in the Central Ministries/Departments for the development of Scheduled Castes and Schedules Tribes at least in proportion to their population, both in physical and financial terms. The Mid Term Appraisal of the Tenth Plan has noted that several Central Ministries/Departments have not earmarked adequate funds to SCSP and TSP, proportionate to the share of SCs and STs in the population.

The importance of the SCSP and TSP has been emphasized by the Hon'ble Prime Minister while addressing the 51st Meeting of the National Development Council held on 27th June, 2005 and on subsequent occasions. In this context, the following guidelines with respect to SCSP and TSP are once again reiterated so that the same may be followed strictly in the preparation of the Annual Plans for 2007-08.

Objectives: The following should be the broad objectives of the SCP and TSP

- Ensuring that the share of resources spent for the benefit of the SCs and STs is at least in proportion to their share in population of the country.
- Substantial reduction in poverty and un-employment among the SCs and STs.
- Creation of productive assets in favour of the Scheduled Castes and Scheduled Tribes.
- Human resource development of the Scheduled Castes and Scheduled Tribes through specifically providing adequate educational and health services, and
- Provision of physical and financial security against all types of exploitation and oppression.

Action Plan: To fulfill the above objectives the following points may be taken into account while formulating SCSP and TSP:

1. Earmarking of funds under SCSP/TSP from the Central Ministry/Department Plan outlay at least in the proportion of SC and ST population to the total population of the country. Non-earmarking of funds under SCSP and TSP may result in non-approval of Plans of the Central Ministries/ Departments.

2. Scheduled Caste Sub Plan and Tribal Sub-Plan funds should be non-divertible.

3. A dedicated unit may be constituted in every Central Ministry/ Department for the welfare and development of SCs and STs as nodal unit for formulation and implementation of SCSP and TSP.

4. The nodal dedicated unit should be responsible for ensuring that the funds will be allocated to the sectoral units in the departments to implement schemes directly relevant to SC and ST development.

5. Placing the funds earmarked for SCSP/TSP under separate budget head/sub-head for each central Ministry/department for implementing SCSP and TSP. In this connection it may be noted that the List of Major and Minor Heads of Account of Union and States as issued by the Controller General of Accounts provides that Tribal Sub Plan (code 796) and Scheduled Caste Sub Plan (789) may be opened as Minor Head below the functional Major Head/Sub Major Head wherever necessary.

Components of SCSP and TSP

1. Only those schemes should be included under SCSP/TSP that ensure direct benefits to individuals or families belonging to the Scheduled Castes or the Scheduled Tribes.
2. Outlay for area-oriented schemes directly benefiting Scheduled Castes hamlets/villages having a majority of Scheduled Castes population/tribal hamlets and villages shall be included in SCSP and TSP.
3. Among the various programmes for the benefit of the SCs and STs, priority should be given for providing basic minimum services like primary education, health, drinking water, nutrition, rural housing, rural electrification and rural link road.
4. Schemes to develop agriculture and allied activities like irrigation, animal husbandry, dairy development, vocational training, etc. that provide a source of livelihood to the SC and ST population should be included.
5. Innovative projects that draw upon institutional finance to supplement plan allocations may be drawn up.

Creation of general awareness about SCSP and TSP schemes

Central Ministries/Departments should take initiative to generate awareness among the general public about the schemes to be implemented/being implemented for the development of SCs and STs by the different Central ministries/ departments through electronic and print media.

Monitoring of SCSP and TSP

1. Central Ministries/Departments will be responsible for monitoring compliance with SCSP/TSP component of Centrally Sponsored Schemes. Appropriate arrangements should be made with State governments to ensure accurate and timely flow of information.
2. The Planning Commission shall monitor the progress of SCSP and TSP at the time of the half yearly and annual performance reviews of the Ministries/Deptts.
3. The nodal dedicated unit should ensure that funds are released to the concerned implementing agency in a timely fashion and should ensure immediate release of funds to their field level implementing agencies. Any lapse on the part of field level implementing agencies in timely utilization of funds and proper implementation of the schemes may be viewed seriously.
4. Ministries of Social Justice & Empowerment and Tribal Affairs may be involved in the process of finalization of Annual Plans of the Central Minsitries/Departments.
5. Evaluation of the impact of various development schemes implemented under SCSP and TSP, on the socio-economic conditions of SCs and STs should be conducted by the Central Ministries/ Departments on regular basis. Dissemination of information of SCs and STs in the country about the schemes/programmes available for their development will be the responsibility of the nodal dedicated unit of SC and ST in the Ministry. The dedicated unit of SC and ST may also ensure the follow up of the schemes implemented and maintenance of proper records on assets created under SCSP and TSP in the Ministry.