

# Research Study on Livelihood Options Assets Creation out of Special Component Plan (SCP) & Tribal Sub Plan (TSP) Schemes and its Impact among SCs and STs in India



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**Planning Commission**  
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**RESEARCH STUDY ON LIVELIHOOD OPTIONS,  
ASSETS CREATION OUT OF SPECIAL COMPONENT  
PLAN (SCP) & TRIBAL SUB PLAN (TSP) SCHEMES  
AND ITS IMPACT AMONG SCs AND STs IN INDIA**

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## EXECUTIVE SUMMARY

1. Scheduled Castes (SCs) and Scheduled Tribes (STs) are the disadvantaged sections of the society due to socio-economic exploitation and isolation since a long time. Scheduled Castes (SCs) constitute about 166.6 million representing 16.23% of the total population of India (2001 Census). Scheduled Castes (SCs), since long, have been relegated to low income generating occupations, inferior trades, unhygienic environment and menial occupations. Though un-touchability has been abolished by the Constitution, caste rigidities continues to confine many SC workers in low occupations. The main concentration 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). SCs are rural in their habitation (78%) and majority of them are agricultural labourers (46%) with only 20% of them are cultivators. The important development indicators of literacy (54.7%), IMR (83%), rural poverty (36%), urban poverty (38%) show large disparity with the general population.
2. The population of Scheduled Tribes (STs) is 84.3 million (2001 Census) constituting 8.2% of the total population of the country. STs have their own distinctive culture and are geographically isolated with low socio-economic conditions. More than half of the ST population is concentrated in the five States of Madhya Pradesh (14.51%), Maharashtra (10.2%), Orissa (9.7%), Gujarat (8.9%), and Rajasthan (8.4%). Among them 91.7% of STs live in rural areas and only 8.3% live in urban areas. About 45% of STs are cultivators and 40% are engaged as agricultural labourers. The socio-economic indicators of literacy (47%), IMR (84%), rural poverty (46%), urban poverty (35%) show the disparity and low level of development among them.
3. There are many Constitutional safeguards for the welfare, development and protection of SCs and STs in the country like Article 14 – Equal rights and Opportunities, Article 15 – Protection against discrimination on the grounds of caste, religion, race, sex etc., Article 15(4) – Advancement of Socially and educationally backward Classes, Article 16(4) – Reservation in appointments, Article 46 – Educational and Economic interests of Weaker sections, in particular to SCs/STs to protect them from social injustice and all forms of exploitation Article 330, 332 and 335- reservation of seats in Lok Sabha, Legislative Assemblies and Services, Protection of Civil Rights (PCR) Act, 1955 & Prevention of Atrocities (POA) Act, 1989 – Protection of STs and SCs from social discrimination like untouchability, exploitation and atrocities. There are Constitutional provisions of 5<sup>th</sup> and 6<sup>th</sup> Schedule for the protection and administrative dispensation of tribals in the Central Indian States and North-Eastern Region States. The two statutory Commissions viz. National Commission for SCs and National Commission for STs have an important role in safeguarding the rights and interests of the SCs and STs.
4. During the first four Five Year Plans the strategy followed for the development of SCs was removal of untouchability (PCR Act, 1955), improving social status by providing them educational and economic opportunities, subsidised housing, various agricultural programmes, Financial assistance through Finance Corporations, 20-Point Economic Programme to improve their living conditions which was mainly welfare oriented. Sixth Five Year Plan (1980-85) is the first plan which gave emphasis for the comprehensive development of SCs in terms of Special Component Plan - a new strategy with a due share of benefits in physical and financial terms from the various programmes of every sector through cluster and saturation



approach. During Seventh and Eighth Five Year Plans economic development for individual families and groups of families of SCs, liberation of scavengers and provision of employment to the sanitation workers, enactment of the Prevention of Atrocities (POA) Act, 1989 promotion of Voluntary Organizations for training and mobilising community resources. The Ninth and Tenth Five Year Plans emphasised 'SCs Participation' in the development process through Panchayati Raj Institutions and the strategies adopted are Social Empowerment; Economic Empowerment; Social Justice to accelerate the on-going process of improving the socio-economic status of the SCs.

5. The development tribals in the first four five year plan periods was a part of Backward Classes welfare with emphasis on 43 Special Multi-Purpose Tribal Blocks (SMPTBs) Agency areas of A.P, Bihar, M.P and Orissa and understanding of their culture and traditions. The Fifth Five Year Plan (1974-78) adopted the approach of Tribal Sub-Plan (TSP) which stipulates that funds should be allocated on the ST population proportion basis, for the welfare and development of STs. The implementation of TSP strategy was through Integrated Tribal Development Projects (ITDPs) in the tribal concentrated States. Special Central Assistance (SCA) to Tribal Sub Plan (TSP) and Grant-in- Aid under Article 275(1) of the Constitution were also initiated to provide additional funds to TSP implementing States for income generating activities, infrastructure development and administrative reinforcement. During Sixth and Seventh Five Year Plans there was substantial increase in the flow of funds for the development of STs, and Tribal Cooperative Marketing Development Federation (TRIFED) for remunerative price for the Forest and Agriculture Produce of Tribals and National Scheduled Castes and Scheduled Tribes Finance & Development Corporation (NSFDC) for credit support, employment generation and skill development were initiated. Eighth Five Year Plan emphasized elimination of exploitation, land alienation besides the socio-economic upliftment of STs. The Ninth and Tenth Five Year Plan approach was through Social Empowerment, Economic Empowerment and Social Justice for socio-economic development. An exclusive Ministry of Tribal Affairs was set-up in 1999 for a focused approach to the development and welfare of the tribals in the country.
6. The **Tribal Sub-Plan (TSP) strategy** was evolved for the rapid socio-economic development of tribal people in the 5<sup>th</sup> Five Year Plan **has the objectives of socio-economic development and Protection of STs against exploitation** through legal and administrative support for narrowing the gap between their levels of development to that of the general communities. The important aspect of this strategy is to ensure allocation of funds for TSP areas at least in proportion to the ST population of each of the State/UT. **The TSP strategy is now being implemented through 196 Integrated Tribal Development Projects/Integrated Tribal Development Agencies (ITDPs/ITDAs), 259 Modified Area Development approach (MADA) Pockets, 82 Clusters and 75 Primitive Tribal Groups in 23 TSP States/UTs.** The Tribal Sub-Plan Programmes are to be financed by the following sources: (a) Tribal Sub Plan funds from State /U.T Plans and Central Ministries/Departments, (b) Special Central Assistance (SCA) to Tribal Sub Plan (TSP), (c) Grants under Article 275 (1) of the Constitution to the States/U.Ts, (d) Funds through Central Sector Schemes, (e) Funds from Centrally Sponsored Schemes and (f) Institutional Finance.
7. Though the TSP allocations for Tribal Welfare has increased from 5<sup>th</sup> Five Year Plan steadily but the allocations made by the States/U.Ts are mostly notional in nature as the expenditure is not even half of the allocation and most of the governments had not created separate budget heads and funds were not utilized as per the needs of the tribal groups in the States with proper monitoring mechanism. Special Central Assistance (SCA) to Tribal Sub Plan (TSP) is

provided by the Ministry of Tribal Affairs to the States/U.Ts since 5<sup>th</sup> Five Year Plan as an additive to State/U.T Plan **to 21 States and 2 U.Ts which are implementing TSP for supporting the tribal population below the poverty line.** The allocation of SCA to TSP funds is being done routinely and the States/U.Ts are also not strictly adhering to the guidelines in their implementation. Grants under Article 275(1) of the Constitution is also being provided to all the 21 TSP States and 4 tribal majority States as additional Central Assistance for the promotion of welfare of STs and for raising the level of administration of Scheduled Areas at par with the rest of the State. The Ministry of Tribal Affairs has revised the guidelines in 2002 and now the funds are released based on specific projects, like raising the critical infrastructure, enhancement of Human Development Indices of STs to bridge the gaps between them and general population.

8. Barring a few Ministries, most of the Central Ministries/Depts. have ignored the strategy of TSP claiming that their outlays and schemes are either non-divisible or they are regulatory in nature. The analysis of TSP funding by the Central Ministries/Depts. reveals that TSP funds are not in the proportion of the tribal population, and whatever little is being provided is notional, and that too in a disintegrated manner. Institutional finance has to flow from different financial institutions like Commercial Banks, Cooperative Banks, National Scheduled Tribe Finance and Development Corporation and its channelising agencies like State Scheduled Tribe Finance Development Corporations, TRIFED and others are extending loans, grants, subsidy, margin money etc under various schemes/ programmes for the welfare and development of STs in the country.
9. The SCP was designed to channelise the flow of benefits and outlays from the general sectors in the plan of the States/U.Ts and Central Ministries for the development of SCs in physical and financial terms. These plans are envisaged to help poor SC families through composite income generating programmes to cover all the major occupational groups amongst SCs such as agricultural labourers, small and marginal farmers, share-croppers, fishermen, sweepers and scavengers, urban un-organised labourers. **The strategy of SCP 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.** At present, 27 States/ U.Ts having sizeable SC population are implementing SCP. Implementation of SCP is not being done uniformly in all States/UTs. The State/U.T Governments exercise their options as 'Divisible' and 'Non-Divisible' components from the plan size and schemes/programmes and effective quantification is made only from the 'Divisible' component schemes. So, the actual flow of funds to SCP from the total State/U.T Plan becomes much lesser than what should have been as per the percentage of the population of SCs in the State/U.T. Only a few Central Ministries/departments are formulating SCP. Many of the Ministries/Departments are not providing funds to SCP on the basis of population proportions on the premise that, their budget and schemes are non-divisible in nature. The allocation of SCP funds reveals that during 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> Plan were far less than the SC population percentage in the States and Central Ministries/Depts. were not allocating even the minimum amount. The State Government of Maharashtra had initiated a mechanism for effective operationalisation of SCP and TSP strategy which is known as '**Maharashtra Model**' which suggested earmarking funds for SCP and TSP from the total State Annual and Five Year Plan outlays at least in proportion to their respective population in the State.



10. **Planning Commission has set-up a Central Standing Tripartite Committee** consisting of the representatives of the Planning Commission, National Commission for SCs & STs, the concerned State/U.T and Ministry/Department, in 1999. The Tripartite Committee has a mandate (i) **To review the implementation and problems associated in the implementation of SCP and TSP by States/U.Ts and Central Ministries/Departments. Planning Commission has recently issued guidelines to all State Government/UTs in 2005** stressing on the need for (i) Making SCP and TSP an integral part of their Annual Plans as the Five Year Plans, (ii) **Earmarking of funds from total State/U.T Plan outlay at least in the proportion of SC and ST population to the total population of the State/U.T,** (iii) **making the Social Welfare Department/the Department concerned with the welfare and development of SCs and STs as nodal department for formulation and implementation of SCP and TSP,** (iv) **Placing the funds earmarked for SCP/TSP at the disposal of the nodal department which will in turn reallocate the funds to the sectoral departments for implementing schemes directly relevant to SC and ST development,** (v) **Placing the SCP and TSP funds under separate budget head/sub heads for each development department with provisions therein for non-divertible and non-lapsable for these funds with clear objective of bridging the gap in socio-economic development of the States within a period of 10 years. Planning Commission has also circulated guidelines for formulation, implementation and monitoring of SCP and TSP to Central Ministries/Departments during the end of 2006** wherein action plan issued earlier to States/U.Ts were reiterated again with a stipulation **to earmark funds toward SCP and TSP as per the SC and ST population in the country,** to create a dedicated unit in each Central Ministry/Department for proper implementation, **to create separate budget head and sub heads for making the funds non-divertible** and non-adherence to the implementation of SCP and TSP may result in non-approval of Plans of the Central Ministries/Departments. The nomenclature of the Special Component Plan (SCP) has also been changed recently to Scheduled Caste Sub Plan (SCSP).
11. The review reports of the various committees, working groups and research reports on the status of socio-economic variables of literacy, enrollment, educational status, health indicators, per capita income, employment opportunities, access to basic amenities like drinking water, housing, drainage facility, electricity etc. and their assets were found to have wide gaps between the SCs, STs and the general population. The reviews also brought out the tardy implementation of the SCP and TSP by the various States/U.Ts and Central Ministries/Departments, lacunae in policy implementation, allocation and utilization of funds, structural inadequacies at the National, State, District, Block and Village level and a need for periodical status reviews and evaluation on the impact. So, the present study was undertaken for a detailed analysis of SCP and TSP formulation, implementation and monitoring mechanism by the selected States and its impact on the SCs and STs in these respective States and country.

### **Objectives of the Study**

12. The present evaluation study is an attempt to analyse the formulation and implementation of SCP and TSP and its impact on SCs and STs in the seven sampled States of Bihar, Chhattisgarh, Gujarat, Haryana, Orissa, Punjab and Tamil Nadu with the main objectives to: (i) Assess the level of development of the SCs and STs in the context of various development schemes / programmes in the selected states, (ii) To identify the key socio-economic indicators of the SC and ST development both at present and over a period of time, (iii) To examine the process of planning, implementation and monitoring of SCP and TSP in the selected states over a period of time. Project formulation, identification of beneficiaries and

projects / programmes being implemented towards SCs and STs and their sustainability in terms of: - (a) Whether State has set out population proportionate plan outlay out of total plan outlay of the State and then distributes the plan outlay to other departments as per needs for SC/ST schemes or whether quantification method for each department has been followed. (b) What has been the method of formulation of SCP in district plan & village plan if any and what has been the outcome at state level & District level. (iv) To examine problems of the beneficiaries and the initiatives taken for the economic development and the inputs required for proper implementation of the programmes. (v) To suggest policy measures to improve the overall performance and quality of implementation of SC and ST programmes in India with a special reference to the states of Bihar, Chhattisgarh, Gujarat, Orissa, Punjab, Haryana and Tamil Nadu.

### **Methodology adopted**

13. The study is based both on the primary and secondary data obtained from the selected States, Ministries of Tribal Affairs, Ministry of Social Justice & Empowerment and Planning Commission with a main focus on 10<sup>th</sup> Plan. As discussed in detail in the Methodology chapter, the data represents 7 States, 20 Districts, 39 Blocks, 82 villages representing 1408 SC beneficiaries and 604 ST beneficiaries of various socio-economic backgrounds. The primary data relating to SC and ST beneficiaries were obtained from 4 districts each of Bihar (SCs), Tamil Nadu (SCs), Gujarat (2 districts for SCs and 2 districts from STs) States, two districts each from Chhattisgarh (one district for STs and one district for STs), Orissa (STs), Haryana (SCs), Punjab (SCs). Secondary data from the State, District, Block and Village level besides the primary data from the beneficiaries obtained from the structured schedules, focus group discussion forms the basis for the present findings of the study.

### **Analysis and Results**

14. The analysis of the implementation of the SCP and TSP in the selected States dealt in detail in individual chapters indicate that, none of these States are following the stipulated guidelines of SCP, TSP in toto. The allocation of funds towards SCP and TSP indicate that, except Tamil Nadu and Orissa (for both SCP and TSP) and Bihar (for SCP) other States have not allocated SC and ST population proportionate funds during 10<sup>th</sup> Plan. In the other previous Five Year Plan periods also the same trend is seen. As dealt in detail in the earlier chapters, even these States allocations are only notional in nature like the other States. These States are allocating funds towards SCP and TSP from the divisible and non-divisible sectors/departments and whatever shortage accrued to these sub-plan outlays are being accounted mainly from the non-divisible sectors. Tamil Nadu State in their SCP and TSP documents shows clearly the sectoral outlays from divisible departments and non-divisible departments schemes/programmes which is in the ratio of 40:60. Even these less allocated SCP and TSP outlays have also not been utilized fully in the States except in T.N. State. The tribal dominant States like Chhattisgarh and Orissa have utilized their TSP funds to the extent of 65 to 70% only for tribal development. The sectoral allocation and utilization of funds, fixing of targets and achievements are comparatively better in the States of Tamil Nadu followed by Gujarat State. Some States like Tamil Nadu and Gujarat are setting realistic targets and showing achievements against various schemes of the departments in their SCP and TSP documents by compiling them regularly. During the terminal years of the 10<sup>th</sup> Plan, other States like Orissa, Haryana, Punjab and Chattisgarh have started setting targets against various schemes and depicting the achievements.

**Table E.1: SCP and TSP outlay and expenditure in selected States during 10<sup>th</sup> Plan**

(Rs. in crore)

State	SCs (%)	STs (%)	State Plan outlay	SCP (%)		TSP (%)		Beneficiaries (in lakhs)	
				Outlay	Expd	Outlay	Expd	SCP	TSP
Gujarat	7.1	14.8	44,853	5.49	85.3	12.98	96.9	8.6	40.8
Bihar	15.7	0.9	23,565	17.6	62.03	---	---	26.8	N.A
Punjab	28.9	---	17,331	22.9	41.9	---	---	19.9	---
Tamil Nadu	19.0	1.0	42,353	21.8	103.2	1.47	56.34	28.7	1.8
Chhattisgarh	11.6	31.8	17,075	8.4	---	29.0	66.3	7.6	42.7
Orissa	16.5	22.1	19,000	16.4	56.2	24.3	76.7	20.6	69.9
Haryana	19.3	---	12,609	20.6	93.4	---	---	4.1	---

N.A: Not Available

**Table E.2: Funds under SCA to SCP, SCA to TSP and Article 275(1) of the Constitution during 10th Plan**

(Rs. in crore)

States	SCA to TSP			Article 275(1)			SCA to SCP		
	Release	Utilisation (%)	Beneficiaries	Release	Utilisation (%)	Beneficiaries	Release	Utilisation (%)	Beneficiaries
Bihar	18.51	---	N.A	9.41	--	N.A	35.8	38.7	N.A
Chattisgarh	245.5	100.0	N.A	128.7	115.9	N.A	20.3	74.3	N.A
Haryana	--	---	---	---	---	---	46.5	48.8	75,045
Gujarat	183.6	90.5	5.39 lakh	166.7	74.4	N.A	36.2	134.8	52,202
Orissa	344.7	100.4	3.5 lakh	192.9	63.1	N.A	61.2	99.1	N.A
Punjab	---	---	---	---	---	---	15.5	213.0	45,534
Tamil Nadu	13.2	107.8	N.A	15.5	88.4	N.A	214.2	130.6	23.94 lakh

N.A: Not Available

15. The funds being allocated as grants in the form of SCA to SCP, SCA to TSP and Article 275(1) of the Constitution have also not been fully utilized in Bihar, Chhattisgarh and Orissa States and other States like T.N, Gujarat and Punjab have utilized higher amount than the release due to accumulation of previous years backlog funds. Some States (Bihar, Punjab, and Chhattisgarh) did not receive full amount due to non-production of utilization certificates, completion of projects in time, non-preparation of viable projects, release of funds in time to implementing agencies etc which indirectly shows the administrative bottlenecks, coordination problems between the Finance and nodal departments and administrative efficiency particularly at the filed level. Special Central Assistance funds utilization by the States is also not being followed as per the guidelines issued by the Central Ministries of Social Justice & Empowerment and Tribal Affairs and only few States are setting targets and achieving the targets against the economic oriented programmes set by them. There is no uniformity in the utilization of funds for various schemes/programmes by the States for these funds.

16. The allocation, utilization, implementation and physical coverage of beneficiaries under various schemes / programmes of SCP and TSP in the selected States reveal the following important points.

- a) The State governments are adopting different mechanisms in the implementation of SCP and TSP strategies
- b) The States are not following all the guidelines issued by the Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs and Planning Commission in the implementation of the SCP, TSP, SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution
- c) All the States have created separate budget heads/sub heads for SCP and TSP recently for making the funds non-divertible. Few States like Tamil Nadu, Orissa, Gujarat, Chhattisgarh, Punjab have declared the SC and ST welfare departments as nodal departments for coordination but, real planning and financial powers are still vested with the Planning and Finance Departments
- d) Except a few States like T.N, Gujarat other States are not fixing realistic physical targets for the SCP and TSP schemes/programmes. The States are not preparing benchmark surveys, perspective plans, vision document for long term goals, outcomes of the schemes/programmes
- e) TSP approach is basically area based with ITDP/ITDA, MADA and Cluster based but no proper planning and effective implementation and monitoring at the field level is in place which is hindering the completion of the infrastructure projects in time and delivery mechanism particularly in KBK districts of Orissa State
- f) ITDP, MADA, District, Block and village wise planning, single line administration and implementation of programmes are not being attempted sincerely with TSP centric approach in tribal dominated States of Orissa, Chhattisgarh and Gujarat. Only adhoc and make shift arrangements are being attempted in tribal areas
- g) The allocation of funds towards SCP and TSP are not as per the population proportion of SCs and STs in the States except a few States. The State governments are allocating SCP and TSP from the divisible and indivisible sectors and major funds to the tune of 60% to 65% funds are being allocated from the indivisible sectors like irrigation, agriculture, industry, power, roads & bridges which have only 10% to 15% coverage of SC and ST areas and even less percentage of actual beneficiaries
- h) Some States like Gujarat have adopted 'Gujarat Model of TSP development' with components of 'Nucleus Budget', 'Decentralised Planning'. Similarly, Tamil Nadu State is adopting the 'divisible' 'non-divisible' sectoral funds in their SCP and TSP outlays
- i) SCP implementation is basically through Rural Development IRDP department and there is no synergy of inter-sectoral or cluster approach in the poverty alleviation programmes for the welfare and development of SCs in the States. Individual departments are implementing their own schemes in the States and SCs and STs are being covered as part of these schemes
- j) The direct benefits accruing to SCs and STs are through the educational and economic oriented programmes being undertaken by the Social Welfare and Tribal Welfare Departments and State SC/ST finance & development corporations of the States and the physical coverage of SC and ST beneficiaries through other sectoral programmes is very less

- k) SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution are not released in time by the Central Government at the beginning of the financial year directly to the Social Welfare and Tribal Welfare departments. These departments get the funds through Finance department and the bottlenecks and procedural delays are resulting in non-utilisation of funds properly in Punjab, Bihar and Chhattisgarh States
- l) SCA to SCP funds are being utilized mostly through the State Scheduled Caste Finance Development Corporation in States like Tamil Nadu, Gujarat, Orissa and Haryana where as in other States it is being utilized by both the Social Welfare Department and Scheduled Caste Finance Development corporation
- m) Only a few States like Tamil Nadu, Orissa and Gujarat are showing the Central Sector, Centrally Sponsored Schemes separately in their SCP and TSP outlays, expenditure and physical coverage. So, there is always a mix-up and misappropriation and duplication of expenditure for the same schemes/programmes from various sources of funds. SCA to SCP, SCA to TSP, Article 275(1) funds are being shown as part of the SCP and TSP funds and the Financial and physical coverage are not being shown separately by all the States.
- n) Except Gujarat and Orissa States other State governments were not preparing earlier detailed SCP and TSP documents giving demographic, socio-economic details of SC, ST and general population. The State governments since last two years have started preparing SCP and TSP documents with physical and financial targets.
- o) The selection of beneficiaries and the accessibility of the various schemes of SCP and TSP indicate that, the schemes/programmes being covered depends on the sectoral programmes criteria/guidelines and the involvement of local bodies and Panchayats have little role. The beneficiaries data also indicate that, the awareness about the schemes is not available to all eligible SCs and STs and all the schemes have not been availed by them. Majority of the schemes being accessed by the SC and ST beneficiaries are welfare programmes (old age/widow/disabled pension, nutrition, marriage subsidy), housing scheme (construction, repair, extension), scholarships, hostels and rural development and poverty alleviation programmes. Agriculture, irrigation and income generating schemes have been availed by a very small proportion of the SC and ST beneficiaries.
17. The SCP and TSP strategies being implemented since the last two and half decades for the welfare and development of SCs and STs indicate broadly four major issues: (i) Inadequate allocation of funds as per the SC and ST population in the States, (ii) Non-utilisation of even the allocated funds, (iii) Diversion of SCP and TSP funds to other sectors at the end of the annual plan, (iv) Implementation and administrative bottlenecks and (v) Improper delivery mechanism at the field level. Even though inadequate allocation of funds have been made but still considerable funds have been allocated towards SCP and TSP by the States/U.Ts, Central Ministries/Departments through their plan, non-plan, Central Sector, Centrally Sponsored, Special Central Assistance Schemes/programmes besides the NGOs through Multi-lateral organisational funds. The analysis of resource allocation by Govts. towards SCP and TSP during 9th and 10th Plan (spanning 10 years) indicate that, about Rs. 23,795 crore and Rs. 1,10,247 crore towards SCP and Rs. 32,353 crore and Rs. 69,64 crore towards TSP were utilized for the overall welfare and development of SCs and STs respectively in the country by both the States/U.Ts and Central Government. Thus on an average about Rs. 4,800 crore during 9th Plan and Rs. 22,500 crore during 10th Plan were spent for SCs development every



year. Similarly, about Rs.6,470 crore during 9th Plan and Rs.13,900 crore during 10th Plan were utilized for STs development every year.

**Table E.3: Utilisation of Resources during 9th and 10th Plan towards SCP and TSP in the country**

(Rs. in crore)

SCP funds			TSP funds		
Source of funds	9 <sup>th</sup> Plan	10 <sup>th</sup> Plan	Source of funds	9 <sup>th</sup> Plan	10 <sup>th</sup> Plan
State	12,741	67,527	State	22,314	46,004
Centre	5,475	35,368*	Centre	6,462	17,864#
SCA to SCP	2,009	2,070	SCA to TSP	2,010	2,970
Min. SJ - CS schemes	2,409	2,509	Article 275(1)	750	1,163
Min. SJ – CSS schemes	1,161	2,413	Min. TA - CS schemes	282	358
			Min. TA – CSS schemes	535	787
<b>Total</b>	<b>23,795</b>	<b>1,10,247</b>	<b>Total</b>	<b>32,353</b>	<b>69,646</b>

Source: Min.of Social Justice, Tribal Affaris. @at constant prices,\* projected 4% 10<sup>th</sup> Plan Central funds for SCP, # projected 2% 10<sup>th</sup> Plan Central funds for TSP.

18. There are about 3.57 crore SCs households in the country (Rural: 2.79 crore, Urban: 0.78 crore) and 1.8 crore ST households (Rural: 1.59 crore, Urban: 0.23 crore) in the country as per 2001 Census. As 36% of SC rural households and 46% of ST rural households are in below poverty line and most of the socio-economic development programmes of SCP and TSP are meant for them only the actual entitlement will be roughly about Rs. 1,04,700 per SC BPL household and Rs. 1,23,200 per ST BPL household . This would have enabled them for more socio-economic empowerment to cross the poverty line and thus bridging the gap during the last 10 years alone than what can be seen from the present scenario of SCs and STs in the country.
19. The impact observed from the primary data obtained from the SC and ST beneficiaries of the selected States indicate a great disparity in literacy, education, occupation, housing, assets ownership and the availability of basic amenities in terms of water, drainage, electricity in the rural areas with the general population. The beneficiaries have expressed their difficulties in availing of loans, accessing the benefits and the rampant corruption at various levels. The socio-economic development indicators of SCs, STs and general population in the selected States point out huge gaps of 10 to 20% points suggesting focused attention for their all round development.

### Suggestions

The socio-economic conditions of the SCs and STs in the country shows that, though there is some improvement in literacy, drinking water availability, road connectivity and agricultural practices, employment opportunities and increase in income of SCs and STs since 1951 but, the gap between the SCs, STs and other general population in 2001 indicate huge gaps of 10 to 25% points in the socio-economic indicators. To achieve the comprehensive development of the SCs and STs, the following issues need to be addressed with determined efforts

- 1. Perspective Planning:** Perspective Planning for SCs and STs development in every State for the development of SCs and STs by setting clear objectives, resources available/ requirement, outcomes and goals with periodic bench mark surveys for the regions, districts, ITDPs/ITDAs, MADAs, Clusters (areas, villages) by setting realistic targets. Though some States have prepared the State and human development reports, but the social category wise data in detail is not being prepared regularly

2. **Allocation of proper resources:** States/U.Ts and Central Ministries/ Depts. are not allocating SC and ST population proportionate funds towards Special Component Plan and Tribal Sub Plan in their Annual Plans. The guidelines issued by the nodal Ministries of Social Justice & Empowerment, Tribal Affairs and Planning Commission regarding SCP, TSP, SCA to SCP and SCA to TSP and grants under Article 275(1) of the Constitution are not being strictly adhered. The nodal Ministries and Planning Commission need to streamline this procedure for adherence to these guidelines
3. **Decentralised and integrated Planning and functional autonomy:** The guidelines for the decentralized district level planning, allocation of resources of atleast 30% to district bodies by most of the States are yet to follow this. Integrated planning of the sectoral departments programmes and execution of common programmes at the district and project level through pooling of resources and single line administration advocated in tribal areas is not working effectively though it is in place in some States like A.P., Gujarat and Orissa. More financial and executive powers need to be given to the implementing agencies at the District/Project level functionaries with infrastructure and supporting mechanism for timely execution of projects
4. **Effective Monitoring mechanism:** Monitoring mechanism observed is weak in the States and is being done by the nodal Social Welfare and Tribal Welfare Departments only for their own departmental schemes and there is no proper and regular monitoring mechanism for the overall SCP and TSP programmes/ schemes and 20 point programme at the State, District, Block and Village level. The ITDPs/ITDAs in the selected States review meetings are irregular and routine in nature. Tribal Advisory Committee (TAC) meetings in Scheduled Area States which are mandatory are not regular. The State Governor's report are not filed regularly. Monitoring Committees at the State, District and Block level need to be established and functionally operative. Every State need to have now **Social Audit Programme** with the involvement of elected representatives, beneficiaries and credited VOs/NGOs on the completed programmes/schemes
5. **Personnel posting in tribal/ scheduled areas and Scheduled Caste areas:** Deployment of efficient and young officers at the ITDP/ITDA and SC concentrated Districts need to be ensured for the effective implementation of SCP and TSP programmes with proper incentives/disincentives for the posting and functional efficiency for the success of the strategies and schemes
6. **Sources of SCP/TSP Funds need to be shown separately:** SCP and TSP funds allocation by all the States includes resources from State Plan and Central Plan funds (CS schemes, CSS schemes, SCA to SCP, SCA to TSP and grants under Article 275 (1) of the Constitution). As all the funds are combinedly shown so, it is difficult to differentiate the schemes and beneficiaries against the different sources of funds. Only a few States like Gujarat, Tamil Nadu and to some extent Orissa are showing separation of these resources, schemes and beneficiaries
7. **The role of nodal Ministries and Planning Commission:** The nodal Ministries of Social Justice & Empowerment and Tribal Affairs have issued guidelines for SCA to SCP, SCA to TSP and Article 275 (1) of the Constitution besides operating many of the CS and CSS schemes which need to be implemented effectively through timely and proper releases, monitoring by periodic field visits, calling of reports and conducting evaluation. As Special Central Assistance is linked to SCP and TSP implementation process in the States



the nodal Ministries should use it as leverage for streamlining and effective implementation. Planning Commission has issued guidelines and directives to States/U.Ts on several occasions and these needs to be strictly enforced through their Annual Plan review meetings. The Central Tri-Partite Committee need to play an important role with the involvement of nodal Ministries and SC/ST Commissions for the effective implementation of SCP and TSP in the States/U.Ts and Central Ministries/Depts

8. **The role of NGOs:** NGOs are involved in most of the states in STs and SCs development activities. Their role in each State need to be charted out by the State to supplement the efforts of the state administration keeping in view the recently announced National Policy of Voluntary Sector to increase the Civil Society role. Their involvement in the Social Audit and effective monitoring of Government programmes also should be encouraged. However, the credentials of VOs/NGOs and their activities need also to be ascertained before giving them responsibility
9. **Schemes/programmes funds to be realistic in ST and SC areas:** Most of the State and Central Schemes are designed as general schemes and they are also being implemented in ST and SC concentrated interior and isolated areas which need flexibility, different norms and standards for its success
10. **MIS and maintenance of Assets:** There are no proper data regarding the sources of funds, utilization, physical coverage, type of schemes at the State, District, ITDP/ITDA, Block, Village level in most of the States particularly Bihar..The demographic, socio-economic conditions data of SCs and STs at State, District, Block and village level though available now is not accessible to the implementing authorities/agencies for formulating schemes and its implementation. A separate SCP/TSP cell need to be created at State level for proper MIS which should maintain all the statistical information about the SCs and STs data schemes/programmes
11. **Identification of beneficiaries:** As most of the socio-economic schemes under SCP and TSP are targetting BPL families, the listing and identification of the beneficiaries need to be more transparent, which needs regular up-gradation for implementation and monitoring. Regular surveys, identification of eligible beneficiaries and involving the Pachayats/Gram Sabha, Block/District Panchayats, wide publicity/Media/Websites will ensure transparency
12. **State Finance Corporations need to be revitalized:** Most of the State Governments are implementing their State poverty alleviation and economic development programmes through their SC/ST Finance Development Corporations which are also working as State Channelising agencies of the National SC/ST/Safai Karmacharies Finance and Development Corporations. Though they are in existence for the last 30 years, they are yet to make a serious dent for the entrepreneurship/skill/ economic development of the SC/ST beneficiaries which need to be geared up in terms of its financial, human resource management and coverage of beneficiaries. Some States like T.N and Haryana SC Finance Coroporations are doing well and have innovative agriculture, irrigation and land purchase and development schemes which need to be emulated by other States
13. **Atrocities and discrimination laws and stringent punishment:** One of the basic objectives of SCP and TSP is the protection of SCs and STs against all types of exploitation and discrimination. However, it is observed that, the PCR and POA act

though in place still the atrocities and discrimination are reported and in some States increasing. These laws need to be stringent and the 20 point programme which has a component of welfare and security needs monitoring regularly at the Chief Minister level as being done in some States like Chhatisgarh and Tamil Nadu States now

14. **Involvement of local bodies:** The planning of bottom-up approach envisaged of village-Block-District –State is not happening though it has been attempted in States like Kerala, Gujarat and Maharashtra. Similarly the PESA Act, 1996 in Scheduled Areas, empowering the Gram Sabha with powers in resource management and decision making is not in place and they are really defunct bodies due to State Govts. apathy for this. The laws enacted for the rights and protection of the SCs/STs like Forests Right Act, Resettlement & Rehabilitation policy, Excise policy, Money Lenders Act etc. though in place but still large scale land alienation, displacement, money lending, exploitation, discrimination, atrocities are increasing particularly in tribal areas which needs strict enforcement of laws and involvement of local bodies, beneficiaries/affected persons, NGOs/VOs in their proper implementation
15. **Implementation of recommendations, laws, acts and policies:** There are large body of data, task force reports, special Committees reports, SC and ST Commission Reports, Planning Commission Working Groups and Steering Committees reports, Circulars and the Guidelines, Policies, Laws, Acts and Constitutional provisions but in spite of this the ground reality is that, these exists in the government departments and there is a need to translate them into action by the decision makers and political authority at the State and Centre for the welfare and development of SCs and STs in the country

# **CHAPTER 1**

## **OVERVIEW OF THE DEVELOPMENT STRATEGIES AND PROGRAMMES OF THE SCHEDULED CASTES AND SCHEDULED TRIBES IN THE COUNTRY**

# 1 OVERVIEW OF THE DEVELOPMENT STRATEGIES AND PROGRAMMES OF THE SCHEDULED CASTES AND SCHEDULED TRIBES IN THE COUNTRY

## 1.1 Background

Scheduled Castes (SCs) and Scheduled Tribes (STs) are the most disadvantaged groups of the Indian society. Due to socio-historical and geographical isolation since a long time socio-economic development has bypassed them. As most of the SCs were practicing low and menial occupations they were treated as untouchables and were low in caste hierarchy. Government of India Act, 1935 listed out (scheduled) a few castes as the most inferior ones practicing low occupations which require special attention. This list of castes was designated as ‘Scheduled Castes’ when India became independent and this term was adopted by the Constitution. Government of India has abolished untouchability and provided special provisions for their upliftment. Most of the occupations practiced by the SCs are manual, unhygienic and low in income, and their settlements are found mostly in the exterior of the villages. Majority of the SCs are found in the occupations as agricultural labourers, small and marginal farmers, share croppers, fishermen, leather workers, sweepers and scavengers. The Constitutional provisions, positive discrimination welfare and development measures taken by the Government, besides the forces of urbanization and globalisation has resulted in gradual improvement in their occupational mobility and socio-economic conditions over the years, but still majority of SCs are way behind in terms of various socio-economic indicators.

The SC population in India is 166.6 million constituting 16.23% of the total population (2001 Census). SCs are spread all over India and 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% of the total SC population of the country. While Uttar Pradesh has the highest concentration of SCs (21.1%) in terms of absolute number, Punjab with 28.9% SC population has the highest percentage of SCs to the State population. In terms of the number of the SC communities. There are about 1221 SC communities in India and Karnataka State has the largest number of SC communities (101) followed by Orissa (93). About 78% of the SCs are rural in their habitation and the important development indicators of literacy (54.7%), IMR (83), rural poverty (36%), urban poverty (38%) show the disparity with the general population. Occupation wise, majority of them are agricultural labourers (46%) and 20% of them are practicing cultivation.

Scheduled Tribes (STs) are indigenous, have their own distinctive culture, geographically isolated and are low in socio-economic conditions. For centuries, the tribal groups have remained outside the realm of the general development process due to their habitation in forests and hilly tracts. After independence, Government of India has scheduled the tribal groups in the Constitution and provided special provisions for their welfare and development as in the case of SCs. There are about 654 ST communities across the States in India and 75 of the STs are most backward and are termed as Primitive Tribal Groups. Most of the tribal areas are hilly, inaccessible undulating plateau lands in the forest areas of the country resulting in the bypassing of general developmental programmes. Due to this, infrastructure and development facilities in tribal areas for education, roads, healthcare, communication, drinking water, sanitation etc. lagged behind compared to other areas which has resulted in further widening the gaps of development between the tribals and the general population for a long time.

According to the 2001 Census, the population of STs is 84.3 million constituting 8.2% of the total population of the country. More than half of the ST population is concentrated in the five States of Madhya Pradesh (14.51%), Maharashtra (10.2%), Orissa (9.7%), Gujarat (8.9%), and Rajasthan (8.4%). There are 75 districts in the country, where ST population is 50% or more as per the 2001 Census. While 91.7% of STs live in rural areas, only 8.3% live in urban areas. About 45% of STs are cultivators and 40% are engaged as agricultural labourers. The socio-economic indicators of literacy (47%), IMR (84), rural poverty (46%), urban poverty (35%) show the disparity and low level of development among them.

There are many Constitutional safeguards for the welfare, development and protection of SCs and STs in the country like; Article 14 – Equal rights and opportunities, Article 15 – Protection against discrimination on the grounds of caste, religion, race, sex etc., Article 46 – Educational and Economic interests of weaker sections, Article 275(1) – Grant-in-Aid for promoting the welfare of STs and raising the level of administration, Article 330, 332 and 335- Stipulates reservation of seats in Lok Sabha, Legislative Assemblies and Services, Protection of Civil Rights (PCR) Act, 1955 & Prevention of Atrocities (POA) Act, 1989 – Protection of STs and SCs from social discrimination like untouchability, exploitation and atrocities. The two statutory Commissions viz. National Commission for SCs and National Commission for STs have an important role in safeguarding the rights, interests and welfare of the SCs and STs. There are Constitutional provisions of 5<sup>th</sup> and 6<sup>th</sup> Schedule for the protection and administrative dispensation of tribals in the Central Indian States and North-Eastern Region States. In 1996, a Constitutional provision was made with the enactment of the 'The Provision of Panchayats (Extension to the Scheduled Areas) Act, 1996 which confers special powers to Gramsabha in 5<sup>th</sup> Scheduled Areas. The Government has also enacted the "Forest Rights Bill", "Land Rehabilitation & Resettlement Policy". Though these Constitutional provisions are in place the effective implementation of these in letter and spirit by the State is a great impediment for the welfare and development of the SCs and STs in the country.

## 1.2 Development Strategies and Programmes of SCs

After independence, Government of India followed the development of SCs and STs initially as the development of backward classes. During **First Five Year Plan (1951-56)** the strategy followed was **removal of untouchability** and **improving the living conditions of SCs** through betterment of health, education, and economic life for total integration of these groups with the rest of the country. In the **Second Five Year Plan (1956-61)** development programmes for SCs have been formulated with the object of **improving their social status and providing them full educational and economic opportunities**. The **untouchability was abolished in 1955** and the practice of untouchability has been made a cognisable offence. During **Third Five Year Plan (1961-66)** development programmes for SCs were implemented to **supplement benefits from programmes of agriculture, cooperation, irrigation, small industries, communications, education, health, housing, rural water supply** and others. In the **Fourth Five Year Plan (1969-74)** programmes for the welfare of backward classes including SCs were proposed for full integration with the development plans of the district. State Governments were supported for providing house-sites to members of the SCs and other weaker sections and conferring proprietary rights on homestead land already occupied by them.

The **Fifth five year Plan (1974-78)** outlays for the Centre and the States have been raised considerably for educational incentives, subsidised housing, and various agricultural programmes and on Finance and Development Corporations. The 20-Point Economic Programme was announced by the Prime Minister in 1975 and priority has been accorded to the implementation of the schemes falling under this for the development of SCs including abolition of bonded labour.

**Sixth Five Year Plan (1980-85)** is the first plan which gave due emphasis for the development of SCs in terms of Special Component Plan for providing comprehensive development with a due share of benefits in physical and financial terms from the various programmes of every sector. The other strategies adopted in this Plan are Special Central Assistance (SCA) to Special Component Plan (SCP), Scheduled Castes Development Corporations in the States (SCDC) through cluster and saturation approach in a Block, District and State.

**During Seventh Five Year Plan (1985-90)** the thrust was on (a) **economic development** of SCs for raising their income to cross the poverty-line; (b) **Basti-oriented schemes** for improvement in the working and living conditions of SC Basties; (c) **liberation of scavenging and employment** of the sanitation workers; (d) educational and skill development; (e) **promotion of occupational mobility of the SCs** and (e) special attention to SC women and children. **National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC)** to extend loans-cum-subsidies to various income-generation activities and the **enactment of the Prevention of Atrocities (POA) Act, 1989** for the welfare of SCs and STs were the other important strategies of this plan. In the **Eighth Five Year Plan (1992-97)** high priority was given to remove untouchability, suppression of rights, usurious money lending, land alienation, non-payment of minimum wages etc. **Elimination of scavenging and rehabilitation of scavengers** and provision of scholarships to children of parents engaged in unclean occupations were emphasised. **National Safai Karamchhari Finance and Development Corporation** was set up for **employment generation and financing Safai Karmacharies** with a major thrust for the benefit of women folk. **Voluntary Organizations were promoted** and assisted to play a partnership role in the designing and implementation of programmes especially of training mobilising community resources.

The **Ninth Five Year Plan (1997-2002)** emphasised '**SCs Participation**' in the Panchayati Raj Institutions, in pursuance of the Constitutional 73<sup>rd</sup> and 74<sup>th</sup> Amendments. The strategies adopted are **Social Empowerment, Economic Empowerment, Social Justice, and to accelerate the socio-economic status** of the SCs.. The **Tenth Plan (2002-07)** continued the three strategies of Ninth Plan; **Social Empowerment-** through strengthening the existing educational development schemes and starting new higher education schemes, **Economic Empowerment-** through employment-cum-income generation activities and **Social Justice-** through elimination of all types of discrimination so as to improve their socio-economic conditions to bring them on par with the rest of the society.

### 1.3 Development Strategies and Programmes of STs

Tribal development in independent era followed the principle of general development programmes to target the Backward Classes including STs in the **First Five Year Plan (1951-56)**. The **Second Five Year Plan (1956-61)** envisaged welfare programmes of STs based on the understanding of their culture and traditions for their socio- economic up-liftment. **Forty-three Special Multi-Purpose Tribal Blocks (SMPTBs)** were created for about 25,000 people as against 65,000 in a normal Block. The **Third Five Year Plan (1961-66)** followed the approach of equity of opportunity and to bring about reduction in disparities. The **Fourth Five Year Plan (1969-74)** approach was to increase the standard of living of the STs. **Special development projects in the agency areas** of A.P, Bihar, M.P and Orissa States were set-up for targeted development of tribal areas besides combating political unrest and left wing extremism. The **Fifth Five Year Plan (1974-78)** marked a shift in the approach with the launching of Tribal Sub-Plan (TSP) for the comprehensive development of Tribals. **The TSP stipulated that funds of the State and Centre should be quantified on the ST population proportion basis, with budgetary mechanisms for the welfare and development of STs.** For implementing TSP strategy, Integrated Tribal Development Projects (ITDPs) were delineated in the tribal



concentrated States. Special Central Assistance (SCA) to Tribal Sub Plan (TSP) and Grant-in-Aid under Article 275(1) of the Constitution were also initiated in this plan to provide additional funds to TSP implementing States for income generating activities, infrastructure development and administrative reinforcement.

During **Sixth Five Year Plan (1980-85)** emphasis was on family-oriented economic activities rather than infrastructure development schemes. A **'Modified Area Development Approach' (MADA)** was adopted for tribal concentrated pockets of 10,000 populations with at least half of them being STs. Primitive Tribal Groups were also given emphasis for their overall development. During the **Seventh Five Year Plan (1985-90)**, there was substantial increase in the flow of funds. Two national level institutions **Tribal Cooperative Marketing Development Federation (TRIFED)** as an apex body for State Tribal Development Cooperative Corporations and National Scheduled Castes and **Scheduled Tribes Finance and Development Corporation (NSFDC)** were set up to provide remunerative price for the Forest and Agriculture Produce of tribals and credit support for employment generation and skill development. **Eighth Five Year Plan (1992-97)** emphasized elimination of exploitation, **land alienation, non-payment of minimum wages and restrictions on right to collect minor forest produce etc.** besides the socio-economic upliftment of STs. The **Ninth Five Year Plan (1997-2002)** approach envisaged advancement of STs through a process of **i) Social Empowerment, ii) Economic Empowerment and iii) Social Justice for socio-economic development.** An exclusive Ministry of Tribal Affairs was set-up in 1999 for a focused approach to the development and welfare of the tribals in the country.

**The Tenth Plan (2002-07)** continued the approach of Ninth Plan of Social Empowerment through promotion of new educational development schemes, Economic Empowerment through employment-cum-income generation activities and Social Justice through elimination of all types of discrimination. These strategies have been supported by the ongoing schemes of Central, Centrally Sponsored by the Ministry of Tribal Affairs and other Central Ministries and Departments. There was substantial increase in the outlays for the STs development for various schemes in this plan period with emphasis on education, minor irrigation and development of forest villages.

#### **1.4 Tribal Sub Plan for STs and Special Component Plan for SCs**

The development strategies and programmes of the SCs and STs since the independent planning era indicates that, though many initiatives have been carried out for the development of the SCs and STs in the country, the singular contribution was made by the strategies of Special Component Plan for the SCs and Tribal Sub Plan for the STs initiated during the end of the 5<sup>th</sup> Five year Plan. As these strategies have made significant contribution on their development and impact of life and the present evaluation study revolves around these strategies they are dealt in greater detail to get an overview.

#### **1.5 Tribal Sub-Plan for Tribals**

The Tribal Sub-Plan (TSP) strategy was initiated for the rapid socio-economic development of tribal people in the 5<sup>th</sup> Five year Plan. The strategy for the TSP was prepared for areas of tribal concentration which were designated as Integrated Tribal Development Projects. TSP is part of an overall plan of a State/ UT and has the objectives of socio-economic development and Protection of STs against exploitation through legal and administrative support for narrowing the gap between their levels of development to that of the general communities. Over the years, changes have been made in modalities to make the approach more effective and beneficial to the tribals. In the Sixth Plan, Modified Area Development Approach (MADA) was adopted to cover smaller areas of tribal communities having 10,000 populations of which 50% or more were tribals. In the Seventh Five Year Plan clusters having total population of at least 5000 and above with the



scheduled tribe concentration of 50% or more outside the TSP were included. Later, the development of the Primitive Tribal Groups (PTGs) have also been included in the strategy.

The benefits to be given to the tribals and tribal areas of a State/UT from the TSP are in addition to what benefits from the overall Plan of a State/UT. The important aspect of this strategy is to ensure allocation of funds for TSP areas at least in proportion to the ST population of each of the State/UT. **The TSP strategy is now being implemented through 196 Integrated Tribal Development Projects/Integrated Tribal Development Agencies (ITDPs/ITDAs), 259 Modified Area Development Approach (MADA) Pockets, 82 Clusters and 75 Primitive Tribal Groups in 23 TSP States/UTs. It is also envisaged a proper preparation of planning and execution of development programmes for each ITDP/ITDA, MADA, Cluster and PTG group with proper administrative set-up and monitoring mechanism.** TSP approach applies now to 21 States and two Union Territories (UTs), where Scheduled Tribes constitute a sizable population but it is not applicable in the tribal-majority States/UTs of Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, Dadra & Nagar Haveli and Lakshadweep.

The tribal development under TSP envisages (i) Educational promotion schemes of schools, residential schools, hostels, scholarships, special coaching/training etc.(ii) Agriculture and allied activities by providing minor and medium irrigation facilities, animal husbandry, dairying, poultry etc. (iii) Improved credit and marketing facilities for agriculture and minor forest products; (iv) Special training programmes to tribal farmers; (v) Irrigation and power facilities to promote agricultural production and small scale industry etc.:(vi) Provision of basic infrastructure for speeding up the socio-economic development of the tribal areas through community centres, communication network, schools, health centers, rural electrification, drinking water and other facilities etc. are to be provided to the tribals; (vii) ITDP, MADA, Cluster and Primitive Tribal Groups special comprehensive developmental projects were to be prepared by the States/U.Ts.

### 1.6 Funding of TSP Programmes

The Tribal Sub-Plan Programmes are to be financed by the following sources: (a) Tribal Sub Plan funds from State /U.T Plans and Central Ministries/Departments, (b) Special Central Assistance (SCA) to Tribal Sub Plan (TSP), (c) Grants under Article 275 (1) of the Constitution to the States/U.Ts, (d) Funds through Central Sector Schemes, (e) Funds from Centrally Sponsored Schemes and (f) Institutional Finance.

### 1.7 Allocation of funds from the States/U.Ts Plan to the TSP

State/U.T Governments are required to allocate the funds from the State/U.T Plan for tribal area development in proportion to the percentage of tribal population in the States/U.Ts. Similarly, Central Ministries/Departments should also allocate the funds for tribal development in proportion to the percentage of the tribal population in the country. These funds are to be used for implementing development programmes in the tribal areas, primarily for the STs, in the fields of education, health, agriculture, horticulture, small industries, artisans and other income generating activities.

**Table 1.1: Allocation of funds to TSP in Five Year Plans and Annual Plans**

(Rs. in crore)

Five Year Plan	State Plan Funds			Central Ministries Funds		
	Outlay	Allocation to TSP	% age	Outlay	Allocation to TSP	% age
7 <sup>th</sup> Plan	73953.35	7076.81	9.6	127519.6	--	--
8 <sup>th</sup> Plan	174752.75	16902.66	9.7	247865.0	5517	8.0
9 <sup>th</sup> Plan	296911.20	22314.22	7.5	1,10,454	6462	5.9
10 <sup>th</sup> Plan	614811.10	46004.23	7.5	6,81,399	--	--

Source: Ministry of Tribal Affairs.

infrastructure. The guideline also stipulates 10% allocation of funds under this grant for innovative projects and proper adherence to the TSP adoption by the State/U.T. The Ministry is also providing funds for setting up 100 Ekalavya Model Residential Schools on the pattern of Navodaya Vidyalayas in 24 States with both recurring and non-recurring expenses. During the last two years of 10<sup>th</sup> Plan, the Ministry has provided additional funds of Rs. 50 crore every year for minor irrigation facilities to STs lands. Ministry of Tribal Affairs had released Rs. 741.29 crore and Rs. 1302.7 crore during 9<sup>th</sup> and 10<sup>th</sup> Plan periods respectively as grants under Article 275 (1) of the Constitution to 25 States/U.Ts for tribal development activities. Though a good amount of fund has been released by the nodal ministry, the States/U.Ts are not strictly following the guidelines.

### 1.10 Schemes implemented by the Ministry of Tribal Affairs

The Ministry of Tribal Affairs is implementing about 10 Central Sector (CS) and 6 Centrally Sponsored Schemes (CSS) for social and economic empowerment of the tribals. The **social empowerment** of tribals is being undertaken through educational schemes like i) Post- Matric Scholarship (PMS), Book Banks and Upgradation of merit of ST students ; ii) Hostels for ST students- Boys and Girls; iii) Ashram Schools in TSP Areas, iv) Educational Complex in low Literacy Pockets and v) Rajiv Gandhi National Fellowship to pursue M.Phil and Ph.D degrees. Under '**Economic Empowerment**' schemes relating to income generating activities like Vocational Training Centres, National Scheduled Tribe Finance and Development Corporation (NSTFDC) for financial assistance with low rate of interest to STs particularly BPL and women beneficiaries; State Scheduled Tribe Development & Finance Corporations (SSTDFCs) for assisting entrepreneurship development; Tribal Co-operative Marketing Development Federation of India Ltd (TRIFED) for marketing assistance and remunerative prices of the Minor Forest Produce (MFP) and surplus agricultural produce are being undertaken.

The Ministry of Tribal Affairs had released Rs. 641 crore during 9<sup>th</sup> Plan for various CS and CSS and this was doubled to about Rs. 1322.40 crore during 10<sup>th</sup> Plan. The budget and release pattern of the Ministry indicate that about Rs. 245 crore of the allocated budget could not be spent in the 9<sup>th</sup> Plan and about Rs. 457 crore in the 10<sup>th</sup> Plan period due to various reasons. The other point that emerges out is that, the Ministry is releasing funds in the ratio of 60: 40 for the social and economic development of the tribals through CS and CSS schemes to the States/U.Ts.

**Table 1.3: Funds utilized by the Ministry of Tribal Affairs for Tribal Development**

Five year Plan	(Rs. in crore)		
	Central Sector schemes (CS)	Centrally Sponsored Schemes (CSS)	Total Funds
9th Five year Plan	282.37	358.41	640.78
10th Plan Total	535.09	787.31	1322.40*

Source: Ministry of Tribal Affairs. \* Anticipated expenditure

### 1.11 TSP implementation by Central Ministries/Departments

The TSP strategy initiated during the 5<sup>th</sup> Plan seeks to ensure adequate allocation of funds not only from the State/UT Plan funds but also from all the Central Ministries/Departments. However, barring a few Ministries, most of the Central Ministries/Depts. have ignored the strategy of TSP claiming that their outlays and schemes are not divisible in nature.

### 1.12 Institutional Finance

Institutional Finance is an important ingredient in the beneficiary programme for economic development of STs. Bank credit is made available for carrying out income generating activities

and SCA to TSP is utilized for providing 50% subsidy. The success of the income generating schemes implemented with SCA funds largely depends up on the credit absorption capacity of the local economy and the marketability of the products. Institutional finance has to flow from different financial institutions like Commercial Banks, Cooperative Banks, National Scheduled Tribe Finance and Development Corporation and its channelising agencies- State Scheduled Tribe Finance Development Corporations, TRIFED and others by way of loans, grants, subsidy, margin money etc under various schemes/ programmes for the welfare and development of STs in the country. There are no proper linkages in the credit flow mechanism from different institutions and the schemes/programmes being executed through the Ministry of Tribal Affairs controlled NSTFDC and TRIFED are only responsible for the entrepreneurship development and income generating activities.

### 1.13 Single Line Administration

The TSP strategy has also stressed the quality of administration with single line administration in simple tribal situation. It was envisaged that, ITDP/ITDA should have senior administrative personnel at the helm of affairs for the overall development of the area with financial and planning powers. Special cadres of health, education and engineering were to support the administration for quick dispensation. There are also Constitutional provisions in terms of Article 275(1) for raising the level of administration in 5<sup>th</sup> Scheduled Areas to the rest of the State with special powers and responsibilities to the Governor of the State. The special allocation of funds by the Finance Commission to the Scheduled Areas, Grants under Article 275(1) of the Constitution and the role of Tribal Advisory Council in 5<sup>th</sup> Scheduled Areas are the other arrangements for streamlining the financial and administrative procedure in TSP areas. These administrative mechanism was initiated in M.P, A.P, Maharashtra and Orissa States but is not being followed and implemented effectively and infact the postings in tribal areas are now being treated as punishment.

### 1.14 Special Component Plan (SCP) for SCs

The earlier five year plans envisaged that the benefits of economic development resulting from the investments in agriculture, irrigation, education, health, industry and other sectors would in course of time trickle down to the SCs also. As it did not had its effect, a new strategy during the sixth five year plan was evolved with a combination of three components: (1) The Special Component Plan (SCP) of the States/U.Ts and Central Ministries, (ii) The Special Central Assistance (SCA) to Special Component Plan (SCP) and (iii) The Scheduled Castes Development Corporations in the States (SCDCs).

The Special Component Plan (now recently changed to Scheduled Caste Sub Plan) was designed to channelise the flow of benefits and outlays from the general sectors in the plan of the States/U.Ts and Central Ministries for the development of SCs in physical and financial terms. These plans are envisaged to help poor SC families through composite income generating programmes to cover all the major occupational groups amongst SCs such as agricultural labourers, small and marginal farmers, share-croppers, fishermen, sweepers and scavengers, urban un-organised labourers. **The essential features of SCP are the same as in the TSP** except that its implementation has to be regulated as SCs are spread all over the country and have no territorial specificity. **The strategy of SCP since 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.** At present, 27 States/ U.Ts having sizeable SC population are implementing SCP.

Implementation of SCP is not being done uniformly in all States/UTs. Different States have adopted different mechanisms. The State/U.T Governments exercise their options as ‘Divisible’ and ‘Non-Divisible’ components from the plan size and schemes/porgrammes. Effective quantification is made only from the ‘Divisible’ component schemes. As in the States, the Central Ministries/Departments are also expected to formulate SCP component and ensure that the flow of SCP funds in their plans are at least in proportion to the SC population of the country but, it was observed that, only a few Central Ministries/departments are formulating SCP and others are not following on the premise that, their schemes are non-divisible in nature.

The allocation of SCP funds reveals that during 8<sup>th</sup> and 9<sup>th</sup> Plan Rs.22, 420 crore, Rs. 12,740 crore amounting to 11.3% and 6.8% respectively were allocated by the State governments which is below the SC population percentage. During 7<sup>th</sup> Plan, Rs. 1070.17 crore (1.1 %) which also include allocation for TSP and Rs. 1267 corore (3.4%.) during 8<sup>th</sup> Five Year Plan were allocated by Central Ministires/Depts. During 10<sup>th</sup> Plan also, the SCP allocations were far less than the SC population percentage in the States and Cenral Ministries/Depts. Even the allocations made by the States/U.Ts are notional as the expenditure is far less than the allocations without proper monitoring mechanism.

**Table 1.4: Allocation of SCP funds by the States/U.Ts and Central Ministries/Depts.**

(Rs. in crore)

Five year Plans	SCP funds from the States			SCP funds from Central Ministries		
	Total outlay	SCP outlay	Percentage	Total outlay	SCP	Percentage
7th Plan		7368.05	8.3	127519.6	1070.17	1.1
8th Plan		22,420.33	11.3	2,47,865	1269.57	3.4
9th Plan	1,87,262.25	12,740.98	6.8	4,89,361	-	-
10th Plan.	634027.67	67,526.51	10.7	6,81,399	-	-

Source: Ministry of Social Justice & Empowerment

### 1.15 Schemes implemented by the Ministry of Social Justice & Empowerment

The Ministry of Social Justice & Empowerment is the nodal Ministry for the welfare and development of the SCs and to enforce legislations passed from time to time for protecting the interest of the SCs. The Ministry is implementing various Central Sector and Centrally Sponsored Schemes for the SCs in the country. **Social Empowerment** is being carried out through the implementation of schemes like Post Matric Scholarship to SCs for payment of tuition fees besides maintenance and book allowance, Pre-Matric Scholarships for children those engaged in unclean occupations, ‘Hostels for SC students’ - to increase the retention rates amongst SCs, ‘Coaching for SCs’ - to provide pre-examination training to compete with others in Civil Services/ Competitive exams and Rajiv Gandhi National Fellowship to pursue M.Phil and Ph.D degrees. **Economic empowerment** of the weaker sections of SCs is being carried out through promoting employment and income generating activities through the efforts of governmental and non-governmental agencies. Special Central Assistance (SCA) to Special Component Plan (SCP) for SCs is being extended as 100% grant to States/UTs. Special financial Institutions National Scheduled Caste Finance & Development Corporation; National Safai Karamchhari Finance & Development Corporation besides State level Scheduled Castes Development Corporations provide margin money, loans, subsidy, micro-credit to SC beneficiaries especially those living Below the Poverty Line at reduced interest rates for income generating activities, entrepreneurship and skill / training up-gradation. **Social Justice** is being enforced through the Protection of Civil Rights (PCR) Act, 1955, and the SC and ST (Prevention of Atrocities) Act, 1989- the two

important legal instruments to prevent untouchability, exploitation and atrocities against SCs and STs besides rehabilitation. During 9<sup>th</sup> Five year Plan, Rs. 3570 crore for the Central Sector (Rs.2409 crore), Centrally Sponsored Schemes (Rs.1161 crore) including SCA to SCP was utilized by the Ministry of Social Justice & Empowerment for the developmental programmes of SCs in the country. These funds rose to Rs. 4923 crore during 10<sup>th</sup> plan, which includes Rs.2509 core for the Central sector schemes of the Ministry.

**Table 1.5: Funds utilised by Ministry of Social Justice & Empowerment for SCs Development**

Five Year Plan	(Rs. in crore)		
	Central Sector schemes (CS)	Centrally Sponsored Schemes (CSS)	Total Funds
9th Plan	2408.96	1160.92	3569.88
10th Plan	2509.16	2413.63	4922.79*

Source: Ministry of Social Justice & Empowerment. \* Anticipated expenditure

### 1.16 Special Central Assistance (SCA) to Special Component Plan (SCP)

The Ministry of Social Justice & Empowerment is providing 100% grant under the Central Sector Scheme of SCA to SCP as an additive to SCP to the States/UTs to fill the gaps and for family oriented income generating schemes of SCs with supporting infrastructure development so as to make the State government development 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 is released to the States/UTs on the basis of: SC Population of the States/UTs(40%), Relative backwardness of the States/ UTs (10%), Percentage of SC families in the States/UTs (25%), Percentage of SCP to the Annual Plan as compared to SC population percentage of the States/UTs (25%). Guidelines issued by the Ministry on utilization of SCA to SCP by States/U.Ts specifies that, 15% of the total SCA released to be utilized exclusively for viable income generating schemes/programmes for SC women; 5% to be utilized for the economic development of disabled persons among SCs; 3% to be utilised for supervision, monitoring and evaluation of the schemes implemented with the support of SCA funds; 10% to be utilized for infrastructure development programmes in the villages having 50% or more SC population; and 5% to be utilized for skill development and training programmes. During 9<sup>th</sup> Plan, Rs. 2008 crore and Rs. 2070 crore in 10<sup>th</sup> plan has been utilized under SCA to SCP for various income generating schemes and infrastructure facilities to SCs by the States/U.Ts in the country.

**Table 1.6: Utilisation of SCA to SCP funds during plan periods**

Five Year Plan	(Rs. in crore)
	SCA to SCP funds utilized
8th Plan	1344.77
9th Plan	2008.64
10th Plan	2069.69*

Source: Ministry of Social Justice \* Allocation

### 1.17 Schemes / Programmes of various Central Ministries / Departments

Besides the nodal Ministries of Social Justice & Empowerment and Tribal Affairs, other Central Ministries/ Departments like Human Resource Development, Health & Family Welfare, Rural Development, Women & Child Development, Water Resources, Labour & Employment, Power, Urban Development, Village & Small Scale Industries and others have schemes/programmes targeting the SC and ST families and beneficiaries since the beginning of the First Five Year Plan.



Some of these important schemes/programmes are Poverty alleviation programmes of Rural Development through DRDAs, ICDS, Jawahar Gram Samridhi Yojana, Employment Assurance Scheme, Swarnajayanti Gram Swarajgar Yojana, Pradhan Mantri Gram Sadak Yojana, Indira Awas Yojana, Accelerated Rural Water Supply Programme, Central Rural Sanitation Programme, National Social Assistance Programme, RCH- I and RCH-II health programmes. Some of these programmes have now been agglomerated into National Mission programmes like National Rural Health Mission, Rajiv Gandhi Vidyuti Karan Yojana, Bharat Nirman, Sarva Shiksha Abhiyan etc. SCs and STs getting benefit out of these schemes and programmes are being accounted under SCP and TSP by these Ministries/Depts.

### **1.18 Schemes/Programmes through various State / U.T Governments**

The State/U.T Governments are also implementing many SC and ST welfare and development oriented programmes besides the Central Sector, Centrally Sponsored Schemes through their SCP and TSP funds like the Pre-Matric Scholarship, Residential schools, Hostels, Coaching, Vocational / Technical Training and skill development, Health, Drinking water, Employment generation, Land/ house distribution and improvement schemes, Old age pensions etc. though the department of Welfare, Sectoral departments and Non-Governmental Organisations.

### **1.19 Implementation Status and Review of SCP and TSP**

The Strategies of TSP and SCP initiated in 1974 and 1979 respectively for achieving overall development of STs and SCs to provide basic minimum services, raise their socio-economic development and administration by allocating funds at least in proportion to ST and SC population from the annual plans of State/UTs. TSP approach applies now to 21 States and 2 UTs, where STs constitute a sizable population. 27 States/UTs have been allocating funds under SCP. The 10<sup>th</sup> plan Mid-Term Review has indicated that, only a few Central Ministries/Depts. are allocating funds towards SCP and TSP. The allocations made by the States/U.Ts is not commensurate with the population in the State/U.T and are notional in nature as they indicate only the flow of funds by the various sectoral departments. The various reviews, reports and commission reports observed that SCP and TSP strategy is not being implemented properly and inter-sectoral allocation and prioritization is not being done. The SCP and TSP 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 SCP and TSP funds. Further, there is no effective monitoring to ensure that the allocation of SCP and TSP funds are being done and the allocated funds are not utilized effectively.

Various State Governments are adopting their own mechanism for implementation of SCP and TSP in their States. The State Government of Maharashtra had initiated a mechanism for effective operationalisation of SCP and TSP strategy which is popularly known as '**Maharashtra Model**'. The methodology suggests among others: (i) Earmarking funds for SCP and TSP from the total State Annual and Five Year Plan outlays at least in proportion to their respective population in the State, (ii) Designate the Social Welfare or Tribal Welfare Departments in the State as nodal departments for the formulation and implementation of SCSP and TSP with full autonomy in the selection of schemes, allocation of funds and diversion of funds from one scheme to another within the overall allocations, (iii) These nodal departments to be entrusted with responsibility to take all policy decisions regarding administration of development programmes, including budgeting of funds, release of allocations for development schemes and powers to review, monitor and supervise the implementation of all the programmes for the SCs and STs and (iv) Effective monitoring of the implementation of various schemes under SCP and TSP of all departments. Though the State has initiated this mechanism neither the State followed it up in right spirit nor the other States.

## 1.20 Review of SCP and TSP strategies by Ministries of Social Justice & Empowerment and Tribal Affairs

Ministries of Social Justice & Empowerment and Tribal Affairs have to review and monitor the SCP and TSP. These Ministries are also routinely addressing the importance of implementation of SCP and TSP by the States/U.Ts and Central Ministries/Departments. The Ministries periodically reviews while releasing the funds of SCA to SCP, SCA to TSP and Grants under Article 275(1) of the Constitution as they are being released to the States/U.Ts based on the implementation and performance of SCP and TSP and on the weightage formula. The Ministries also monitors the SCP and TSP performance of the other Central Ministries/Departments. The Ministry of Social Justice & Empowerment had issued guidelines in 1998 for formulating and implementing SCP and TSP which emphasise for (i) Earmarking of funds for SCP and TSP from State/U.T Plan outlay at least in proportion of SC and ST population of State/U.T, (ii) Making the Social Welfare Department and Tribal Welfare Department Concerned with the SC and ST welfare and development of SCs and STs as nodal department for formulation and implementation of SCP and TSP, (iii) Placing the funds earmarked for SCP and TSP at the disposal of the nodal department concerned with the SC/ST welfare and development, which in turn will reallocate the funds to the sectoral departments for implementing schemes directly relevant to SC and ST development, (iv) Placing the funds earmarked for SCP and TSP under separate budget head/sub-heads for each development department implementing SCP and TSP, (v) To constitute State and District/Block level Monitoring Committees to monitor the implementation of various schemes under SCP and TSP of various development departments. (vi) The District/Block level Monitoring Committees may be made responsible for identifying the developmental needs of SCs and STs living in various Panchayat areas falling under the jurisdiction, (vii) Evaluation to assess the impact of economic development of schemes implemented under SCP and TSP.

## 1.21 Review of SCP and TSP strategies in Planning Commission

**Planning Commission reviews the SCP and TSP at the time of Annual Plan and half yearly review performance of the States/U.Ts and has set-up a Central Standing Tripartite Committee** consisting of the representatives of the Planning Commission, National Commission for SCs & STs, the concerned State/U.T and Ministry/Department, in 1999. The Tripartite Committee has a mandate (i) **To review the implementation and problems associated in the implementation of SCP and TSP by States/U.Ts and Central Ministries/Departments and** (ii) To guide States/U.Ts and Central Ministries/Departments in the implementation of SCP and TSP guidelines issued by Planning Commission (iii) To identify specific schemes which would benefit SCs and STs under various developmental sectors, and advise the Planning Commission and Prime Minister on measures which would serve the interests of the STs and SCs more effectively. The Tri-partite Committee conducts meetings and reviews the implementation problems of SCP and TSP in the States/U.Ts and Central Ministries/Depts. Similar Committees have also been set-up at the State/U.T level. by some States for the effective implementation and monitoring of SCP and TSP in their States/U.Ts.

Planning Commission has recently issued guidelines to all State Government/UTs in 2005 stressing on the need for (i) Making SCP and TSP an integral part of their Annual Plans as the Five Year Plans, (ii) Earmarking of funds from total State/U.T Plan outlay at least in the proportion of SC and ST population to the total population of the State/U.T, (iii) Making the Social Welfare Department/the Department concerned with the welfare and development of SCs and STs as nodal department for formulation and implementation of SCP and TSP, (iv) Placing the funds earmarked for SCP/TSP at the disposal of the nodal department which will in turn reallocate the funds to the sectoral departments for implementing schemes directly relevant to SC and ST development, (v) Placing the SCP and TSP funds under separate budget head/sub heads



for each development department with provisions therein for non-divertible and non-lapsable for these funds with clear objective of bridging the gap in socio-economic development of the States within a period of 10 years. Planning Commission has further circulated additional guidelines to States/U.Ts for preparing some of the priority schemes/programmes under SCP and TSP by the State/U.T Governments, detailed monitoring mechanism to be set-up at the State, District, Block and Village level in 2006. Planning Commission has also circulated guidelines to Central Ministries/Departments during the end of 2006 wherein action plan issued earlier to States/U.Ts were reiterated again with a stipulation to earmark funds toward SCP and TSP as per the SC and ST population in the country, to create a dedicated unit in each Central Ministry/Department for proper implementation, to create separate budget head and sub heads for making the funds non-divertible.

### **1.22 The Present Scenario and the need for the evaluation study**

The strategies envisaged since the beginning of the Planning era has been supported by various ongoing and new schemes/ programmes of the nodal Ministries of Social Justice & Empowerment, Tribal Affairs and various Central Ministries/Departments with the active involvement of State/U.T Governments and voluntary agencies with increased outlays for the welfare and development of SCs and STs. The development strategies adopted through various schemes and programmes by the Centre and State/U.T governments especially through SCP and TSP point out that though SC and ST population proportionate allocation of funds were not allocated, still huge funds for the welfare and development of SCs and STs were utilised. The recently released 10<sup>th</sup> Plan Mid-Term Review document of the Planning Commission indicates that, out of Rs.5786 crores allocated for the welfare and development of SCs by the Ministry of Social Justice & Empowerment in the Centre, only 41% funds were utilized whereas, out of Rs.5754 crores allocated for the STs development by the Ministry of Tribal Affairs only 47% of the expenditure was incurred during the first three years (2002- 2005) of 10<sup>th</sup> Plan which also points to the (i) In-adequate allocation of funds by the States/UTs which are not as per the SC and ST population norms in their respective States/UTs for the SCP and TSP, (ii) Central Ministries/Departments are not allocating requisite funds as per the SCP and TSP strategy, (iii) Even the allocated funds are not being utilized judiciously during the Plan periods by the Centre and State/U.T Governments and (iv) Even though funds as per the SCP and TSP strategy were not allocated considerable amount of funds have been spent for various socio-economic development and welfare of SCs and STs in the country.

The review reports of the various committees, working groups and research reports on the status of socio-economic variables of literacy, enrolment, educational status, health indicators, per capita income, employment opportunities, access to basic amenities like drinking water, housing, drainage facility, electricity etc. and their assets were found to have wide gaps between the SCs, STs and the general population. The reviews also brought out the tardy implementation of the SCP and TSP by the various States/U.Ts and Central Ministries/Departments, lacunae in policy implementation, allocation and utilization of funds, structural inadequacies at the National, State, District, Block and village level and a need for periodical status reviews and evaluation of the impact of the schemes/programmes. So, the present study was undertaken for a detailed analysis of SCP and TSP formulation, implementation and monitoring mechanism by the selected States and its impact on the SCs and STs in these respective States and country.

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The TSP allocation was minimal before 5<sup>th</sup> Plan and it increased to 9.67 % during the 9<sup>th</sup> Plan. Percentage of Plan Flow to TSP in the case of Central Ministries/ Depts. is not commensurate with the population in the country and all the Ministries are not allocating TSP funds. The allocations made by the States/U.Ts also seem to be notional in nature as the expenditure is not even half of the allocation as most of the State/U.T governments had not created separate budget heads. TSP strategy has not been implemented properly and inter-sectoral allocation and prioritization has not been done.

### 1.8 Special Central Assistance (SCA) to Tribal Sub Plan (TSP)

Special Central Assistance (SCA) to Tribal Sub Plan (TSP) is provided by the Ministry of Tribal Affairs to the States/U.Ts since 5<sup>th</sup> Five Year Plan as an additive to State/U.T Plan to fill up the critical gaps for the family based income generating activities so as to bring more rapid economic development of tribals in the States/U.Ts. **The guidelines of SCA to TSP have been revised in 2003** with the objectives to cover the employment cum income generation activities and the infrastructure besides encouraging Self Help Groups (SHGs). **SCA to TSP is provided to 21 States and 2 U.Ts which are implementing TSP for supporting the tribal population below the poverty line.** The guidelines stipulate that, 70% of the SCA funds are to be used for family/SHGs/Community based employment and income generation activities and 30% for development of infrastructure. **Priorities have also been set for development of tribals inhabiting in the forest villages, Joint Forest Management (JFM), preparation of ITDPs/ITDAs micro plans, 30% coverage of women beneficiaries, adherence to Panchayats (Extension to Scheduled Areas) PESA Act, 1996, 10% incentive for effective implementation of TSP by the State/U.T.** 90% of the remaining SCA to TSP funds are to be allocated based on the areas under the broad strategy like ITDPs/ITDAs, MADA, Clusters, PTGs in the State/U.T. Development of forest villages of about 2,690 in 13 States with about 2.5 lakh families were also given focused attention during the last two years of 10<sup>th</sup> Five Year Plan. Govt. of India has provided Rs.2010 crore during 9<sup>th</sup> Plan and Rs 2970 crore during 10<sup>th</sup> Plan for supporting tribal development programmes of economic and infrastructure development under SCA to TSP. The allocation of SCA to TSP funds is being done routinely and the States/U.Ts are also not strictly adhering to the guidelines in their implementation.

**Table 1.2: SCA to TSP and GIA under Article 275 (1) for Tribal Development**

(Rs. in crore)

Five year Plan	SCA to TSP funds	Funds under Article 275 (1)
8 <sup>th</sup> Plan	1479.85	340.00
9 <sup>th</sup> Plan	2009.61	750.0
10 <sup>th</sup> Plan-2002-07	2969.83*	1662.7*

Source: Ministry of Tribal Affairs \* Expenditure expected

### 1.9 Grants under Article 275 (1) of the Constitution

Grants under Article 275(1) of the Constitution are provided to all the 21 TSP States and 4 tribal majority States as additional Central Assistance for the promotion of welfare of STs and for raising the level of administration of Scheduled Areas at par with the rest of the State. Earlier, the grants used to be released based on ST population percentage in the State. The Ministry of Tribal Affairs has revised the guidelines in 2002 and now the funds are released based on specific projects, like raising the critical infrastructure, enhancement of Human Development Index of STs to bridge the gaps between them and general population. The guidelines stipulate due weightage for PESA Act, 1996; Micro plans for ITDP/ITDA, MADA, Clusters; 30% coverage of women beneficiaries, 2% grants of maintenance of MIS system and 10% grants for the maintenance of the

# **CHAPTER 2**

## **OBJECTIVES, DATA BASE AND METHODOLOGY**

## 2 OBJECTIVES, DATA BASE AND METHODOLOGY

The present study 'Evaluation Study of Livelihood Options, Assets Creation out of Special Component Plan and Tribal Sub Plan schemes and programmes and its impact among Scheduled Castes and Scheduled Tribes in the States of Bihar, Chhattisgarh, Gujarat, Orissa, Punjab, Haryana and Tamil Nadu' is an endeavour for critical examination of the strategies and policies adopted, the interventions sought, funds flow and its utilization, organizational structure and the mechanism of implementation, success and failures by the implementing agencies with reference to SCP and TSP in the States and to understand the impact on SCs and STs in the country.

### 2.1 Objectives of the Study

The main objectives of the present study are:

- To assess the level of development of the SCs and STs in the context of various development schemes / programmes in the selected states
- To identify the key socio-economic indicators of the SC and ST development both at present and over a period of time
- To examine the process of planning, implementation and monitoring of SCP and TSP in the selected states over a period of time. Project formulation, identification of beneficiaries and projects / programmes being implemented towards SCs and STs and their sustainability in terms of :
- Whether State has set out population proportionate plan outlay out of total plan outlay of the State and then distributes the plan outlay to other departments as per needs for SC/ST schemes or whether quantification method for each department has been followed
- What has been the method of formulation of SCP in district plan & village plan if any and what has been the outcome at state level & District level
- To examine problems of the beneficiaries and the initiatives taken for the economic development and the inputs required for proper implementation of the programmes
- To suggest policy measures to improve the overall performance and quality of implementation of SC and ST programmes in India with a special reference to the states of Bihar, Chhattisgarh, Gujarat, Orissa, Punjab, Haryana and Tamil Nadu

### 2.2 Approach and Methodology

The evaluation study has adopted two broad approaches; (i) **Process evaluation to delineate the SCP and TSP strategy** being adopted, implementation and monitoring mechanism in place in the selected States vis-à-vis the norms and guidelines of the SCP and TSP envisaged and issued by the Central Government and (ii) **Impact evaluation of the SCP and TSP strategy** through its various programmes/schemes **on the socio-economic development of SCs and STs** in particular to the selected States and country as a whole based on primary and secondary data.

### 2.3 Sampled States

The study has been conducted in seven states of India. These representative states are selected from the North, South, West, East and Central region of the country. Punjab and Haryana States in northern region, Tamil Nadu State in southern region, Gujarat in western region, Chhattisgarh from central region, whereas Bihar and KBK region of Orissa from Eastern region have been

covered. Among these seven states Punjab, Haryana, Tamil Nadu and Bihar represents the predominant SC population of the country whereas Chhattisgarh, KBK districts of Orissa and Gujarat have considerable SC and ST population. Most of the programmes for the development of SCs and STs are being implemented in these states through SCP and TSP funds. So findings of these states will represent all the regions of the country and will be helpful in making common policy decisions for the sustainable socio-economic development of SCs and STs.

### 2.3.1 Sampled Districts

Four districts each in Bihar, Gujarat and Tamil Nadu States whereas two districts each in Punjab, Haryana, Chhattisgarh and KBK region of Orissa States were selected keeping in view the various geographical regions and concentration of SC and ST population in the sampled States.

### 2.3.2 Sampling Method

A stratified sampling method for the selection of 20 districts of seven States was adopted. For selection of the sample localities also stratified systematic random sampling was adopted. Districts having highest percentage of SC/ST population in each State were selected for the study. Similarly two Development Blocks having highest percent of SC/ST population in each selected District was selected. It was planned to randomly selected 50 beneficiaries in each Development Block so that from each district a total of 100 beneficiary samples are obtained. Care was taken to cover different income generating activities in the sample. These samples were selected on the basis of occupational pattern and socio-economic criteria where households of SC and ST beneficiaries are concentrated. From the States of Bihar, Tamil Nadu, Punjab and Haryana where SC concentration is preponderant and STs are very less in number only SC beneficiaries were covered. From the States of Chhattisgarh, Orissa and Gujarat six tribal dominated districts were selected to sample about 600 ST beneficiaries and two districts for SC beneficiaries were covered. Thus there was an plan to cover an overall total of 1400 SC beneficiaries and 600 ST beneficiaries in the 7 selected States as per the discussion and approval of the subject division, Planning Commission. Finally the number of beneficiaries covered was 1408 SC beneficiaries and 592 ST beneficiaries. Thus the sampling design ensures the desired population characteristics in the sample at overall level and adequate representation of each of the district of the selected State.

**Table 2.1: Sampled States, Districts, Blocks, Villages and Beneficiaries**

Sr. No.	State	District	Block	Village	No. of Beneficiaries covered		
					SC	ST	
1	Bihar	Darbhanga	Sadar	Gausa Dih	24	0	
				Bela	25	0	
			Biraul	Fakirana	28	0	
				Uchati	24	0	
			Vaishali	Hajipur	Thatan Bujurg	18	0
					Dighhi West	21	0
		Mahua		Chak Niyamat	20	0	
				Madhaul	20	0	
		East Champaran	Motihari	Gadopur	21	0	
				Baswaria	25	0	
			Turkolia	Barkurba	24	0	
				Raghunathpur	26	0	
			Kalwari Tola	25	0		

Sr. No.	State	District	Block	Village	No. of Beneficiaries covered		
					SC	ST	
		Gaya	Nagar	Bhikhanpur	27	0	
				Meerabigha	24	0	
			Fatehpur	Niyamatpur Materi	21	0	
				Niyamatpur Tarwa	28	0	
2	Haryana	Ambala	Ambala 1	Bulana	20	0	
				Bhadi	17	0	
				Sarangpur	15	0	
			Barara	Sirasgarh	19	0	
				Mulana	13	0	
				Holi	17	0	
		Sirsa	Sirsa	Sahpur Begu	26	0	
				Kanganpur	25	0	
			Baragudha	Sharni	24	0	
				Budhabhana	25	0	
3	Chhatishgarh	Bastar	Kondagaon	Kumhar Para	0	25	
				Jondarapadar	0	20	
				Kibai Balenga	0	15	
			Darbha	Karkak Para	0	24	
				Kotamsar	0	21	
		Raipur	Aarang	Amethi	28	0	
				Gullu	23	0	
			Abhanpur	Nimora	30	0	
				Gotiyardi	20	0	
4	Orissa	Koraput	Semiliguda	Dalaiguda	0	36	
				Tentuliguda	0	32	
			Lakshmipur	Minapari	0	36	
				Bandikar	0	31	
		Rayagadha	Rayagadha	Kutuli	0	36	
				Kumbhlikota	0	38	
			Kolonara	Anakabadi	0	39	
				Guakana	0	39	
5	Punjab	Jallundhar	Jalandhar -East	Lmbra	21	0	
				Partappura	27	0	
			Jalandhar -West	Lidharn	23	0	
				Ramsinhpur	27	0	
				Nawanshahr	Nawashahar	20	0
					Jalwaha	19	0
		Bhan mazara	22		0		
		Banga	Gosal	18	0		
			Sotran	21	0		
		6	Tamil Nadu	Kanchipuram	Kanchipuram	Kilkadirpur	24
Putheri	25					0	
Waljabad	Thandlam				25	0	
	Siruallur				26	0	
Vellupuram	Kolianur			Sallayam Pallayam	28	0	
				Sagade Vaupettai	23	0	
	Kanai			Nallapalayam	24	0	



Sr. No.	State	District	Block	Village	No. of Beneficiaries covered			
					SC	ST		
		Ramanathpuram	Ramanathpuram	Kakkanur	27	0		
				Peravoor	25	0		
				Kevanoor	25	0		
			Bogaloor	Ettivayal	26	0		
				Bogalur	23	0		
				Nilgiri	Ooty	Koilmedu	25	0
		Aalagharmala	24			0		
		Coonoor	Kanargapuram		27	0		
		Vasnapallam	23	0				
		7	Gujarat	Dang	Ahwa	Pipaldahad	0	35
						Timbarthwa	0	32
						Dungarda	0	34
Junagarh	Malia Hatina			Chorvad	48	0		
	Veeraval			Ukeria	51	0		
Sabarkantha	Prantiz			Salal	23	0		
				Pallachar	27			
	Kher Brahma			Budhiyana Chapra	24	0		
				Dan Muheri	26	0		
Vadodara	Chota Udaipur			Gabaria	0	24		
				Antroli	0	25		
	Daboi			Thuavi	0	24		
				Mandala	0	27		
<b>Total</b>					<b>1500</b>	<b>592</b>		

## 2.4 The Schedules

The impact of the SC and ST welfare and development schemes on the intended beneficiaries have been assessed through face-to-face personal interviews with the help of a semi-structured beneficiary schedule. The schedule developed to assess the impact of both the individual and community oriented schemes on the beneficiaries by interviewing the concerned beneficiary himself/ herself and knowledgeable member of the village/ area. The schedule covers questions relating to socio-economic profile of the beneficiary, awareness of the schemes, process of applying and getting the assistance under different schemes/programmes of Centre and State, problems faced and opinion on getting sanction of the scheme, establishment and present status of the economic unit, goals and objectives of the scheme, persons involved, size of accommodation, infrastructure facilities, their pertinence to the present status, extent of asset development and income generation, expected and actual inputs and outputs of the programme. New input requirements required for proper implementation of the programme were also collected. Output and input indicators were prepared to measure the effectiveness of the programme and questions relating to impact on the socio-economic life of the beneficiaries were included in the schedule.

The programme implementing agencies at different levels were interviewed for getting information relating to implementation of the programme/scheme. The Schedules at Village,

Block, District and State level were also developed for the collection of primary and secondary data from the selected Villages, Blocks, Districts and States.

## **2.5 Qualitative Methods**

In the selected localities, various Participatory Appraisal techniques were used to gather first hand information about different indicators related to areas like location of SC/ST clusters, coverage of beneficiaries in the particular programme, infrastructure linkages, operation and maintenance and monitoring and evaluation activity.

### **2.5.1 Focus Group Discussions (FGD)**

Twenty Focus Group Discussions were conducted among a homogeneous group of the targeted audience comprising 8 to 10 members per group with the help of a Discussion Guide/ Knowledgeable person covering various aspects of enquiry. They are very useful in enriching our understanding about policies, programmes, in understanding mechanism and ways and means of strengthening the implementation mechanism in the selected States for gathering qualitative data.

## **2.6 Secondary Data**

Secondary data from the Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs, Planning Commission and the seven selected States Social Welfare/Tribal Welfare departments and District and Block Head Quarters were collected for SC and ST welfare and development related information, schemes and programmes relating to Special Component Plan and Tribal Sub Plan.

## **2.7 Data Analysis**

After the survey was completed, the data were carefully checked and weighed before the analysis to correct for any possible sampling biases on the basis of demographic variables such as type of locality, age, gender, income, education, occupation. Later the data were tabulated in computer for various quantitative statistical analysis.

## **2.8 Report Presentation**

The subsequent part of the report is presented in the following manner. Each chapter on selected States deals comprehensively on the development of the strategies of Tribal Sub Plan and Special Component Plan, its important features, implementation, monitoring mechanism and allocation of funds for the development of STs and SCs by the States. The seven chapters on individual States are: 1. Bihar, 2. Chattisgarh, 3. Haryana, 4. Gujarat, 5. Orissa, 6. Punjab and 7. Tamil Nadu dealing on the formulation, implementation and monitoring mechanism of SCP and SP and the development impact on SCs and STs based on primary and secondary data in the respective States. The final chapter is Conclusion and Suggestions dealing on the status of the implementation of SCP and TSP by the States/U.Ts in the country and the resultant impact on the SCs and STs socio-economic conditions with important recommendations.

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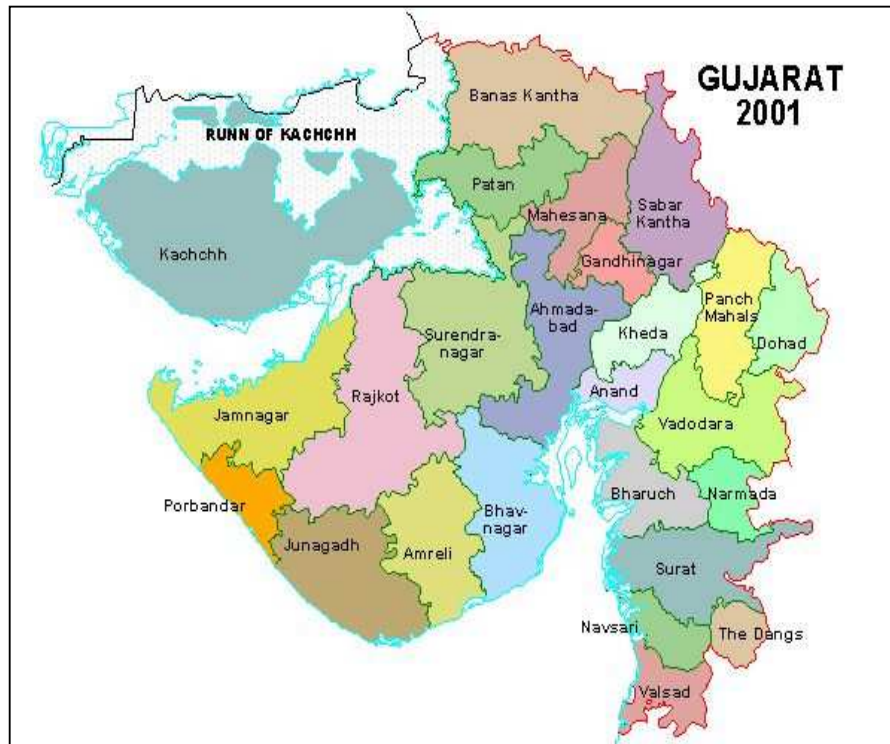
# **CHAPTER 3**

## **IMPLEMENTATION OF TRIBAL SUB-PLAN AND SPECIAL COMPONENT PLAN AND ITS IMPACT ON STs AND SCs IN GUJARAT STATE**

### 3 IMPLEMENTATION OF TRIBAL SUB-PLAN AND SPECIAL COMPONENT PLAN AND ITS IMPACT ON STs AND SCs IN GUJARAT STATE

Gujarat state is situated on the west coast of India and is bounded by the Arabian Sea in the West, by the States of Rajasthan in the North, Madhya Pradesh in the East, Maharashtra in the South and South East. The State has an international boundary and has a common border with the Pakistan at the north-western fringe. The two deserts, one north of Kachchh and the other between Kachchh and the mainland Gujarat are saline wastes. The State has a long coast-line of about 1600 kms. **Gujarat State comprises of 25 districts, sub-divided into 226 talukas, 18618 villages and 242 towns.** Gujarat has geographical area of 1.96 lakh sq.kms. and accounts for 6.19% of the total area of the country. According to Census 2001, the population of Gujarat was 5.06 crore and the total number of households were 96.44 lakh. The decadal growth rate of 1991-2001 was 22.48%. The

population density of Gujarat is 258 persons per sq.km. in 2001. Gujarat has a rural population of 62.33% and about 23.29 lakh families are living below poverty line in rural areas. The literacy rate in the State (excluding children in the age group 0-6 years) is 69.97% in 2001. Out of the total population in the state 203.7 lakh (42.10 %) were workers and 280.2 lakh (57.90 %) were non-workers and 26% are practicing cultivation.



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#### 3.1 Scheduled Caste Population Scenario

According to the 2001 Census, the population of the SCs in Gujarat is 35.93 lakhs, which accounts for 7.09% of the total population of the State. The SCs in Gujarat are dispersed in all the districts of the State unlike the STs and the bulk of them live in eight districts in the eastern part of the State. There are 30 notified SC committees in the State. Mahyavansi has the highest population (43%) followed by Bhambi, Bhangi, Meghval, Senva and Garoda. Out of the 18,618 villages in the State, as many as 12,808 villages have SC population. **There are 2,361 villages and towns which have SC population of 250 persons and above. These villages and towns contain about 50 percent of the total SC population of the State.** In many villages there are more than one SC locality. Though the SC population is found in all the districts of the State,

concentration of them is in Ahmedabad, Banaskantha, Junagadh, Mehsana and Vadodara districts. The literacy rate among the SCs is 70.50%, which is slightly higher than the general literacy rate of the State (69.14%) which is the speciality of the State. The SC female literacy rate of 57.6% is at par with the general female literacy rate of 57.8% in the state. The sex ratio of SCs is 925 which is low and child sex ratio (0-6 age group) is alarmingly low with 885. Among the SCs, there are wide socio-economic disparities between different Castes - Valmiki, Hadi, Nadia Garo (Garoda), Turi, Harijan Bawa, Vankar Sadhu and Senva communities being the most backward whose population is about 3.50 lakhs.

### 3.2 Scheduled Tribe Population Scenario

Scheduled Tribe (ST) population of 74.81 lakhs accounts for 14.76% of the total population in the State and occupies the 4<sup>th</sup> position in terms of the concentration of STs in the country (8.9%). In Gujarat State, the Tribal Area Sub-Plan (TASP) covers 43 Talukas, 15 Pockets including one MADA Pocket of Amod and 4 Clusters in 12 ITDPs. The coverage of tribal population under ITDPs is about 61.38 lakhs, which accounts for 82.04% of the total tribal population in the State, while 13.43 lakhs tribals are spread all over the State except Dangs District. Tribals predominantly reside in ten Districts having ITDP areas and Dangs district, which is entirely a tribal District. The total area covered under TASP is 31642 sq.km. Out of the total area of 196024 sq.km. of the State, constituting 16.14% of the total geographical area. In Gujarat State there are 29 Scheduled Tribes, out of which five most backward tribes are declared as primitive tribes viz. Kotwalias, Kathodis, Padhar, Siddis and Kolgha. The Bhil with 3.4 lakh population are the majority tribe followed by Dubla, Dhodia, Rathawa and Naikda. The tribals in the State mostly inhabit in the eastern border areas of the State that are characterized by hilly terrain, rocky soil, uncertain rainfall and presence of large forest areas. The STs of the State are predominantly rural (92%) and has a low literacy rate of 47% as that of national average of the STs in the country and the female literacy is only 36%. The sex ratio among STs of the State is 974 which is close to national average and better than SCs and general population of the State. Barely, 2.5% of the literate STs have educational attainment beyond graduation level.

**Table 3.1: ST Population Distribution in Gujarat**

<b>Population (As per 2001 Census)</b>	74.81 lakhs (14.76%)
<b>Number of Districts declared as S.T. I.T.D.Ps.</b>	11 12
<b>Names of tribal districts.</b>	1. Banaskantha, 2. Sabarkantha, 3. Panchmahals, 4. Dahod, 5. Surat, 6. Baroda, 7. Bharuch, 8. Narmada, 9. Navsari, 10. Valsad, 11. Dang.
<b>I.T.D.Ps. (Integrated Tribal Development Projects)</b>	1. Palanpur, 2. Khedbrahma, 3. Godhra, 4. Dahod, 5. Ahwa, 6. Bharuch, 7. Rajpipla, 8. Songadh, 9. Mandvi, 10. Vansada, 11. Navsari, 12. Chhotaudepur.
<b>S.T. population covered under Project Area (As per 2001 Census)</b>	61.38 lakhs (82.04%)
<b>Dispersed Tribals (As per 2001 Census)</b>	13.43 lakhs (17.96%)
<b>Primitive Tribal Groups (PTGs) - 5</b>	Kotwalia, Kathodi, Kolgha, Padhar, Siddi
<b>Area covered under Tribal Sub Plan</b>	43 Talukas, 15 Pockets and 4 Clusters
<b>Number of families Below Poverty Line (Approximate)</b>	4.19 lakhs
<b>Tribal Area Sub Plan (Sq. K.M.)</b>	31,642 (16.14%)

**Table 3.2: SC and ST population distribution across the districts in Gujarat**

S.NO	State/District	Total Population	SC population	SC %	ST population	ST %
	Gujarat	50,671,017	3,592,715	7.09	7,481,160	14.76
1	Ahmadabad	5,816,519	620,765	10.67	58,035	1
2	Amreli	1,393,918	115,490	8.29	3,256	0.23
3	Anand	1,856,872	98,485	5.3	22,835	1.23
4	Banas Kantha	2,504,244	271,484	10.84	205,904	8.22
5	Bharuch	1,370,656	61,491	4.49	444,043	32.4
6	Bhavnagar	2,469,630	142,128	5.76	7,298	0.3
7	Dohad	1,636,433	32,884	2.01	1,182,509	72.26
8	Gandhinagar	1,334,455	115,955	8.69	17,681	1.32
9	Jamnagar	1,904,278	154,819	8.13	10,459	0.55
10	Junagadh	2,448,173	235,624	9.62	18,832	0.77
11	Kachchh	1,583,225	185,932	11.74	130,138	8.22
12	Kheda	2,024,216	106,111	5.24	32,394	1.6
13	Mahesana	1,837,892	148,597	8.09	8,975	0.49
14	Narmada	514,404	10,038	1.95	401,654	78.08
15	Navsari	1,229,463	39,574	3.22	591,164	48.08
16	Panch Mahals	2,025,277	92,492	4.57	556,000	27.45
17	Patan	1,182,709	116,879	9.88	12,637	1.07
18	Porbandar	536,835	48,233	8.99	6,456	1.2
19	Rajkot	3,169,881	244,364	7.71	13,163	0.42
20	Sabar Kantha	2,082,531	173,325	8.32	420,242	20.18
21	Surat	4,995,174	169,324	3.39	1,408,270	28.19
22	Surendranagar	1,515,148	166,211	10.97	14,338	0.95
23	The Dangs	186,729	921	0.49	175,079	93.76
24	Vadodara	3,641,802	204,285	5.61	967,393	26.56
25	Valsad	1,410,553	37,304	2.65	772,405	54.76

### 3.3 Administrative Mechanism for Tribal Development

Chief Minister of the State is the head of the Tribal Advisory Council. There is a Minister in-charge of the ST and SC Welfare and Development in the State. State level Planning Board headed by the Chief Minister decides and guides the Tribal Sub-Plan. Principal Secretary, Tribal Development Department is overall in-charge of the development of STs and Scheduled Areas with administrative and budgetary control of various development schemes. He coordinates with inter-departmental activities and is responsible for the TSP formulation and implementation in the State. Tribal Development Commissioner cum Secretary along with his staff are in-charge of the planning and implementation of ST welfare programmes under TSP. Director of Primitive Tribal Groups (PTGs) is Ex-officio Deputy Tribal Development Commissioner and looks after the development of the most backward tribes and assists the Commissioner. The ITDPs administration is entrusted to Project Administrators in the rank of Additional Collector with jurisdiction over talukas, pockets and clusters of tribals in the project area and coordinates with other departments in the district including voluntary agencies. He is vested with financial and administrative powers and is also overall in-charge of the implementation of the dispersed tribal groups in non- ITDP areas. He also monitors the implementation of the various sectoral programmes, Gujarat pattern of development schemes as well as the nucleus budget schemes in the district. The Committee under the Chairmanship of Collector with District Development Officer and Project Administrator as the members guide the implementation of the ST welfare



programmes at ITDP level. The Project Officer cum Taluka Development Officer of the Taluka and his staff at the Taluka level assist the Project Administrator in the implementation of the TSP schemes and programmes. It is observed that, though Gujarat State has Scheduled Areas and it is mandatory for the Governor to file report on the administration and other aspects of these areas but, no reports are being filed regularly. Though the Tribal Advisory Council has met recently, but the meetings are not held regularly and the inputs are not being given to the administration (See Organogram).

### 3.4 Approach and Strategy for Tribal Sub Plan (TSP)

The TSP being adopted in Gujarat State is some what different than the model suggested by the Central guidelines and the popular Maharashtra model being followed in the neighbouring State. The TSP spells out the policies and programmes of the State Government, which have evolved in the light of past experience. The main objectives of the TSP envisioned are (1) To narrow the gap between the level of development of the sub plan area and other areas of the State. (2) To improve the standard and quality of life of the people. (3) To tackle the important problems facing the tribal people. The main features of the TSP being followed by Gujarat State are: (i) Tribal Area Sub Plan (TASP) development which is called as 'Gujarat Pattern of ST development, (ii) Dispersal Tribal groups development, (iii) PTGs development, (iv) Nucleus budget approach and (v) Chief Ministers' Model Village Programme and 10 point programme which was launched recently.

### 3.5 Gujarat Pattern of Tribal Development

The State Government has been implementing the Tribal Area Sub Plan (TASP) for development of STs since 1975-76. Scheduled Areas of high tribal concentration have special development projects i.e. ITDPs. Earlier, TSPs were formulated for each of this project area every year. From the year 1986, the plan objectives were altered to cover family oriented programmes as well as beneficiary oriented programmes. These programmes were also implemented for the tribals outside the Scheduled Areas and were included in the TSP. **Since September 1997, the Government and adopted "Gujarat Pattern" under the Special Tribal Sub Plan.** The concerned administrative departments for their sectors/sub-sectors formulate the schemes under TASP. Bottom-up planning and monitoring of the activities have been attempted to fulfill the felt needs of the area by bringing about structural changes in the existing administrative organization in the State. Chief Minister heads the State level Planning Board comprising of senior ministers and secretaries. A state level committee headed by Minister, Tribal Development allocates 5% outlay of development of Gujarat Pattern. In this committee, Principal Secretary Tribal Development, Commissioner Tribal Development, Additional Secretary Budget (Finance Department) are the members and Deputy Secretary Budget (Tribal Development) is Member Secretary. The proposals received from the different departments are discussed and finalised by this Committee.

Gujarat has evolved a system of functioning which would approximate to the condition of single line administrative control. The tribal areas of the State have been demarcated into project areas for which separate administrative structure has been sanctioned. Each project team is headed by the Project Administrator of rank of additional Collector except Banaskantha and Dang Districts. For the District Banaskantha and Dangs, the responsibility the Project Administrator is entrusted to District Development Officer and Collector respectively. They have also been given the support of specialists in agriculture, cooperation and forest and other administrative staff. Some administrative control is given to the Project Administrator over the Project Officer cum Taluka Development Officer and other Government and Panchayat staff working in the project areas. The

District Adivasi Vikas Mandal has been constituted under the Chairmanship of the Guardian Ministers of the District in Tribal Areas. District Panchayat President is Vice-President and District Collector is Co-Vice President. District MPs / MLAs and Taluka Panchayat President elected from tribal areas are its members. Two members working for tribal welfare at district level and two experts in educational field and two lady tribal leaders of the district are also members of District Adivasi Vikas Mandal. District Adivasi Vikas Mandal will review, monitor and evaluate all TSP schemes. Taluka Tribal Development Committees have also been set up under the Chairmanship of Project Administrator of the ITDP with representatives of NGOs, women, experts and Government functionaries. The plans formulated at the level of this Committee are also subjected to discussion at the level of District Adivasi Vikas Mandal. Director, PTG Development with necessary staff under the Tribal Development Commissioner, looks after the programmes meant for PTGs under TSP. Project Officer (PTG) and 7 Extension officers are appointed in all the six ITDPs having population of PTGs. 14 Gram Sevaks have also been appointed at village level in the entire project having PTG population. Government provides special budget for development of PTGs under various heads of development schemes. Planning for tribals in Non-ITDP areas, dispersed tribals and Primitive Tribal Groups is undertaken for their all round development focusing on educational and income generating activities.

### **3.5.1 Nucleus Budget**

The novel schemes/ programmes are taken up with nucleus budget. When these programmes or schemes become normal programme or scheme then the entire scheme to be transferred to the concerned department. Some innovative projects like Wadi Programme, Mushroom culture, Vermi Culture, Aromatic plantation, Plantation of Kesar, Langdo, Rajapuri and cashew nut etc. were taken up during the last three years under nucleus budget.

### **3.5.2 Chief Minister's Model Villages and 10 Point Programme**

Since 6<sup>th</sup> Five Year Plan, the State Government had adopted a novel scheme called 'C.Ms Adopted Villages' for allround development. In this scheme the most backward 20 villages were selected in the Dang District for allround development. Though no special budget provisions were made for their development, funds for their development was to come from the various departments schemes, District Planning Board, ITDP, nucleus budget etc. During 8<sup>th</sup> Plan, these villages were provided with Rs. 255.16 lakhs, Rs. 290.65 lakhs in 9<sup>th</sup> Plan and Rs. 298.63 lakhs during the first three years of 10<sup>th</sup> Plan (2002- 05). Recently, the State government has initiated **Vanbandhu Kalyan Yojana** scheme that contains the Chief Minister's 10-Point Programme for Tribal Development and indicated an allocation of Rs. 15,000 crore over the next five years. The important features of the government's programme are (i) Creation of quality employment to 5 lakh tribal families, (ii) Emphasis on quality & higher education, (iii) Emphasis for economic development of tribal areas, (iv) Health for all tribal families, (v) Housing to all houseless ST families, (vi) Drinking Water, (vii) Irrigation, (viii) All-weather connectivity roads, (ix) Universalisation of power availability and (x) Urban Development. This is in a way an integrated approach similar to TSP for the allround development of the tribals in the State.

### **3.5.3 Twenty Point Programme**

The State Government is implementing and monitoring the 20 point programme at various levels. Commissioner and the Secretary, Tribal Development reviews monthly and quarterly progress in respect of family oriented economic programmes. Poverty alleviation is one of the major thrust of the overall socio-economic development of the under Point No. 11(B) of the 20-Point Programme for ST and SC families assisted.

### 3.5.4 Gram Mitra

"Gram Mitras" are being engaged now on contract basis in order to deliver services and benefits under various developmental schemes more effectively in each gram panchayat with an honorarium of Rs. 1000/- per month. These gram mitras are called as (1) Gram Mitra - Agriculture (2) Gram Mitra -Education (3) Gram Mitra -Health (4) Gram Mitra -Development (5) Gram Mitra - Public Welfare. Gram mitra -Public Welfare is specially meant to help the development of STs and SCs in the villages.

### 3.5.5 Gujarat State Tribal Development Corporation (GSTDC)

Gujarat State Tribal Development Corporation (GSTDC) is a statutory corporation since 1972 with a Chariman, Executive Director and 7 Directors. GSTDC promotes social and economic upliftment of the tribals in the State through agricultural production, marketing, processing and enterprenurship development. GSTDC provides loans with low rate of interest, margin money, and subsidy for economic oriented schemes especially to the BPL tribal families. The State Government provides capital to the corporation and so far about Rs. 27.25 crore was provided for its operations. GSTDC advances loans to the beneficiaries through the fund received from Capital Contribution fund, National Scheduled Tribe Finance Development Corporation loan fund, DRI scheme of the State. The Corporation has advanced Rs. 29.26 crore loan sanction, Rs. 28.06 disbursement and Rs. 27.02 crore recovery of the 1,19 lakh tribal beneficiaries during the period 1977 to 1991, but our field data enquiries and discussion with the Officials indicate that the corporation activities is yet to make a serious impact for the economic upliftment of the tribals in the State.

### 3.5.6 Tribal Research and Training Institute

The State Government has established a Tribal Research and Training Institute (TR & TI) in 1962 for (i) Conducting studies in tribal situation and problems of their development, (ii) Formulating development plans for the different tribal groups and to conduct evaluation studies of various programmes/schemes, (iii) Training officers, grass root level workers, Ashram school teachers, ICDS women workers etc. engaged in planning and development programmes of the STs. Since the establishment, the institute has completed 398 research studies, 85 training courses involving 1,460 officials from various departments, 159 periapatic courses for 7,916 persons. The institute has rich collections of Tribal Museum on the life and culture of tribals including photographs, video films and music documentaries. The TR&TI has also a good library and conducts seminars and workshops occasionally. The institute has completed ethnographic studies of the Primitive Tribal Groups of Gujarat State and published many reports and the important among them are (i) Annual Journal – “Adivasi Gujarat”, (ii) Tribal Development: Problems and Challenges, (iii) A report of the Dhebar Commission.

### 3.5.7 Gujarat State Forest Development Corporation

Gujarat State Forest Development Corporation Limited is in existence since 1976. The project Administrator in the TASP areas along with the corporation coordinates the activities relating to the collection of Minor Forest Produce, its processing and generation of employment in the plantation and other social forestry activities in which tribals are involved to boost their income.

## 3.6 TSP Implementation in the State

Allocation of funds during 5<sup>th</sup> Five year Plan was Rs. 154.85 crore out of which Rs.147.47crore (95.2%) was utilised. During the 6<sup>th</sup> Five year Plan, the State Government allocated Rs. 514 crore including Rs. 30 crore towards SCA to TSP. During 7<sup>th</sup> Five year Plan, total provision for TSP

was Rs. 456.86 crore and out of which Rs. 437.82 crore (95.8%) was spent. During 8<sup>th</sup> Five Year Plan, TSP was utilized for the development of Tribal Area Sub Plan (TASP), Dispersed Tribal Groups in the State which came to Rs. 1330 crore showing an expenditure of 95%. During 2001-02 of the last year of the 9<sup>th</sup> Five year Plan, there was earth quake in the State and substantial funds of the development were diverted for the relief and reconstruction and there was substantial reduction in the outlays provided for different development sectors including TSP and SCP in the state. During 10<sup>th</sup> Plan, a total of Rs. 5824 crore was allocated, against the total plan outlay of Rs. 44, 853 crore which comes to 13% whereas the ST population in the State is 14.8%. Only during the terminal year and in the first year of the 10<sup>th</sup> Plan, funds were allocated to about 14% and during the other three years it ranges from 10% to 12.% only. However, the allocated funds were spent fully during the last three years of 10<sup>th</sup> Plan but, in the first two years only 70 to 90% of TSP funds could be spent thus a large chunk of funds have been surrendered for other sectoral programmes. The break-up of the TSP expenditure shows that, Gujarat pattern, Dispersed Tribal groups, Nucleus budget funds which are directly targeting STs development account for only Rs. 1147.23 crore of the total TSP of Rs. 5654 crore., which comes to 20.3% and the rest of the TASP funds from the other sectoral programmes is about 80% of the development schemes which have only indirect benefits.

The allocation and expenditure pattern of the TSP in the State indicate that, the State is not following earmarking of funds as per the ST population in the State in the beginning by giving the planning and financial powers to the nodal ST welfare development department. However, it is following the Gujarat pattern of development wherein there is a focused attention for the area development of the tribals in the concentrated areas including ITDPs and the Dispersed Tribal Groups and PTGs. A separate fund called as Nucleus budget is kept at the disposal of the Secretary, Tribal Welfare for specific projects implementation.

**Table 3.3: Financial allocation & expenditure under TSP during 1990- 2002**

(Rs.in crore)

Plan/Year	Provision			Expenditure			Percentage of Exp. Against Prov.
	TASP	DST	Total	TASP	DST	Total	
1990-92	340.80	11.42	352.22	362.19	12.03	374.22	106.2
8th Plan(1992-97)	1348.84	48.72	1397.56	1286.86	43.5	1330.36	95.2
9th Plan (1997-02)	569.94	32.39	602.32	476.61	24.16	500.76	83.1

**Table 3.4: Financial Allocation towards TSP during 10<sup>th</sup> Plan**

(Rs. in crores)

Year	State Plan Outlay	Plan Exp.	Provision for TSP	TSP Exp.	Percentage of TSP out of total outlay	TSP exp. Out of outlay
2002-03	6000	5403.19	847.56	591.0	14.1	69.7
2003-04	6740	7584.69	864.78	777.0	12.8	89.8
2004-05	8610	8670	873.15	992.0	10.14	113.6
2005-06	11,000	12142	1387.81	1435.0	12.6	103.4
2006-07	12503.50	14,599	1850.25	1850.0	14.8	100.0
10th Plan Total	44,853	48,399	5823.55	5645	12.98	96.93

**Table 3.5: Break-up of expenditure of TSP during 10<sup>th</sup> Plan**

(Rs. in crores)

Year	TASP	Gujarat Pattern	Dispersed Tribal	Nucleus Budget	Grand Total
2002-03	447.71	121.62	21.44	2.83	590.76
2003-04	541.59	190.58	17.61	2.74	776.65
2004-05	698.53	175.80	24.64	2.63	921.62
2005-06	1152.07	261.23	22.04	2.00	1435.36
2006-07	1549.81	264.10	36.35	1.62	1850.26
10th Plan Total	4389.71	1013.33	122.08	11.82	5645

### 3.6.1 SCA to TSP and Grants under Article 275(1) of the Constitution:

Development funds under SCA to TSP and Grants under Article 275(1) of the Constitution are being given for tribal development to the State for the family benefit and infrastructure development by the Government of India to fill in the critical gaps. During 10<sup>th</sup> Plan, the State received Rs. 184./19 crore towards SCA to TSP and utilized Rs. 167.02 cr. (90.6%) and Rs. 124.08 cr. towards Article 275(1) of the Constitution. These funds are being utilized for development mainly in the 12 ITDPs, Dispersed Tribal Groups and PTGs development mainly towards family benefit schemes, area development and economic development programmes through STFDC.

**Table 3.6: SCA to TSP and Grants under Article 275(1) of the Constitution**

(Rs. in crores)

S.No	Plan/Year	SCA to TSP Release	SCA to TSP Exp.	Grants Under 275(1) of the Constitution
1	8th Plan (1992-97)	122.36	148.78	30.50
2	9th Plan(1997-02)	174.98	158.32	72.76
3	10th Plan (2002-03)	40.62	31.74	22.50
4	2003-04	31.29	30.6	22.80
5	2004-05	35.38	59.52	25.15
6	2005-06	35.38	35.38	24.75
7	2006-07	41.52	41.52	28.88
9	Total 10th Plan	184.19	167.02	124.08

### 3.6.2 Sectoral allocation of funds towards TSP during 10<sup>th</sup> Plan

The 10<sup>th</sup> Plan allocation and utilization of funds were further bifurcated into different sectoral programmes as being implemented to get a view of the priority being given by the State Government. Out of 5828 crore in 10<sup>th</sup> Plan, 97% of these funds were spent. The major sectors given priority are ST Welfare Department (Rs. 524 crore), Rural Development (Rs. 547 crore), Irrigation and Flood Control (Rs.441 crore), Energy (Rs. 427 crore),General Education (Rs. 284 crore), Medical and Public health (Rs.237 crore) and Sanitation & water supply (Rs.524 crore). Another noteworthy pattern of expenditure is the funds allocated for education, medical health, fisheries, animal husbandry, training, rural link roads are not in commensurate with the development priority in the tribal areas but these funds are also not fully spent and about 10 to 20 % of these sectoral funds were surrendered during 10<sup>th</sup> Plan. Inter-sector prioritization also indicates that, social sectoral priority needs to be stepped up particularly the education and health and housing where there is a need for this in tribal areas.

**Table 3.7: Sectoral allocation of funds towards TSP during 10<sup>th</sup> Plan**

(Rs. in crores)

S. No	Head of Development	Outlay	Expdr.	Percentage
<b>(A)</b>	<b>Economic Services</b>			
I	Agriculture & Allied Services			
1	Crop Husbandry	35.92	31.18	86.8
2	Soil & Water Conservation	31.0	34.75	112.1
3	Animal Husbandry	11.43	9.28	81.92
4	Dairy Development	1.2	1.23	102.5
5	Fisheries	11.81	10.79	91.4
6	Forestry	172.6	155.08	89.8
7	Co-operation	18.3	4.02	21.9
I	Sub-Total	359.37	319.57	88.9
II	Rural Development	546.67	556.621	101.8
III	Irrigation & Flood control	440.62	463.41	105.2
IV	Energy	427.44	568.35	132.9
V	Industries & Minerals	77.03	66.31	86.1
V I	Roads & Bridges	256.73	224.91	87.6
VII	Gen. Eco. Service (Civil Supply)	35.61	23.91	67.1
	<b>TOTAL: (A) = I to VII</b>	<b>2141.5</b>	<b>2233.4</b>	<b>103.8</b>
<b>(B)</b>	<b>Social Services</b>			
I	General Education	284.21	249.85	87.9
II	Technical Education	14.5	28.4	182.1
III	Medical & Public Health	237.0	196.4	82.9
IV	Water Supply & Sanitation	253.6	274.76	108.3
V	Housing	156.78	127.96	81.61
VI	Welfare of Scheduled Tribes	523.89	558.4	106.6
VII	Labour & Employment	30.8	21.19	68.8
VIII	Nutrition	34.49	77.2	223.8
IX	Mid-Day-Meal	116.8	156.4	133.9
	<b>TOTAL: (B)</b>	<b>2826.9</b>	<b>2714.9</b>	<b>96.0</b>
	<b>GRAND TOTAL: [A] + [B] =</b>	<b>4968.40</b>	<b>4948.30</b>	<b>99.6</b>
	Nucleus Budget	41.27	34.8	84.2
	Total TASP	3363.2	3346.3	99.4
	Dispersed Tribal Groups	148.58	128.8	86.7
	Estimated outlay TASP	932.5	437.23	46.9
	<b>Total TASP (with Notional Flow)</b>	<b>5828.4</b>	<b>5636.8</b>	<b>96.7</b>

### 3.7 Important Schemes being implemented for development of STs in the State

#### 3.7.1 Educational Development

##### (i) Scholarships to ST students in Class I to IV

To reduce dropout in primary education incentives of scholarships since 1997-98 is being given at the rate of Rs. 75/- p.a. to boys and Rs. 100/- to girls without income limit.

##### (ii) Scholarship for Technical and Professional Courses

The students of families having annual income upto Rs. 11,000/- and studying in ITI are awarded, scholarship of Rs. 200/- per month.



**(iii) Merit Scholarship to Pre-S.S.S.C Students**

Pre S.S.C. scholarships are given to ST students for standards Vth to Xth in private as well as government schools at the rate of Rs. 125 (Class V to VII) and Rs. 200 (VIII to X) without income limit. The scheme is covering about 6.5 lakh tribal students.

**(iv) Free uniform to ST Children**

Rs. 150/- is given for two pairs of uniform per student studying in Std. I to VII to the family living below poverty line. About 10 lakh ST students are being covered under this scheme.

**(v) Vidhya Sadhana Yojana**

The ST girl students of BPL families, studying in Std. 8<sup>th</sup> onwards are given financial assistance of Rs. 1500/- to about 32,000 girl students.

**(vi) Special Scholarship to PTG students**

PTGs students are awarded special scholarships as opportunity cost. Scholarships in Standard I to VII, of Rs. 450/- p.a. for boy and Rs. 600/- p.a. for girl student, and in Std. VIII to Xth of Rs. 300/- p.a. for boy and Rs. 400/- p.a. for girl are awarded covering 1.78 lakh students.

**(vii) Grant-in-aid to S.T. Hostels**

The grant-in-aid hostels are working through the voluntary agencies for Std. VIII to XII. 935 grant-in-aid hostels are there in the State with approximately 42,000 students as boarders. 10 Dry Hostels for Std. VIII<sup>th</sup> to XII<sup>th</sup> are working where 500 students are given boarding and lodging facilities.

**(viii) Coaching Centres in Hostels**

Under the scheme, the students studying in standard VIII to X and residing in grant-in-aid and Govt. Hostels are given free coaching in subjects like English, Maths and Science.

**(ix) Prizes to Students**

The students who secure I<sup>st</sup> to III<sup>rd</sup> rank in the Std. X and in Std. XII<sup>th</sup> are awarded prizes at state and district level and the scheme covers 220 students annually.

**(x) Ashram Schools**

Four-hundred fiftysix (456) Ashram Schools and 89 Post Basic Ashram Schools are working through voluntary agencies.

**(xi) Residential Schools for Talented Students**

Adarsh Residential Schools equipped with all modern amenities and to provide free lodging and boarding, residential schools of 23 for boys and 20 for girls totaling 43 schools are working and approximately 5224 students are accommodated in these schools.

**(xii) Eklavya Model Residential Schools**

Ten (10) Eklavya Model Residential Schools under Article 275(1) of the Constitution have been established since the year 2000-01 at Bardoli, Nizar, Pardi, Tilakwada, Ahwa, Shamlaji, Kaparada, Bartad, Dahod and Godhra in the State. A total of 644 boys and 656 girls students of Std. VI to X are studying in these schools.

### **3.7.2 Economic upliftment**

#### **(i) Manav Garima (Self-employment)**

Under the scheme of Manav Garima, Rs. 3000/- is granted as subsidy to the person whose annual income is upto 11000/- for self employment in cottage industries and traditional occupations. About 9,000 persons got financial assistance under the scheme last year

#### **(ii) Financial Assistance to Law, Medical and Graduates**

Under this scheme, Law graduates are granted Rs. 7,000/- as loan and Rs. 5,000/- as subsidy. Medical Graduates are granted Rs. 40,000/- as loan and Rs. 25,000/- as subsidy. Homeopathy graduate is granted Rs. 15,000/- as loan and Rs. 15,000/- as subsidy to start their practice. M.D. / M.S students are granted Rs. 2.50 lakh as loan and 2.50 lakh as subsidy against the bank loan upto Rs. 20.00 lakh repayable in 5 years through Gujarat Tribal Development Corporation.

#### **(iii) Tailoring Centres for Women**

Nine (9) tailoring centres are working in tribal areas and Rs. 250 p.m. stipend is given to trainee upto six months and Rs. 1500/- is granted for purchase of sewing machine.

#### **(iv) Pre-Examination Training Centres**

Pre-Examination Training Centres are at Dahod, Gandhinagar and Surat for Skill development, computer training programme with stipend.

#### **(v) Birsa Munda Bhavan**

Birsa Munda Bhavan has been established in Gandhinagar. Gujarat Tribal Development Corporation provides loans to tribals through cooperative societies for consumer goods sales and for purchase of agricultural product. The limit of the share capital of the corporation has been raised to Rs. 50 crore by the Government. SCA to TSP funds are also being utilized for the family oriented beneficial programmes.

#### **(vi) Financial Assistance to S.T. Agricultural Labourers**

ST Agricultural labourers of BPL are granted Rs. 750/- for purchase of agricultural equipments.

#### **(vii) Tribal Development under Article 275(1)**

Under first proviso to Article 275(1) of the constitution Government of India provides funds towards Administration covering all aspects ranging from regulation to development for creating infrastructure in the sectors like roads and bridges, education etc.

### **3.7.3 Health, Housing and Other Schemes**

#### **(i) Free Medical Aid**

The ST persons having annual income less than Rs. 12,000/- assistance are granted free medical aid for the treatment of serious ailments of T.B. Cancer, serious maternity, Anemia and Leprosy ranging from Rs. 150 to Rs. 400.

#### **(ii) Balwadis**

To inoculate good habits in ST children of pre-primary education 534 Balwadis are working through voluntary agencies.

**(iii) Financial Assistance for STs**

Financial Assistance for: STs are granted financial assistance of Rs. 40,000/- for construction of house on individual basis with an income limit of Rs. 24,000/- p.a.

**(iv) Financial Assistance for Kuverbai's Mamera**

Under the scheme, ST brides are to be supported for marriage and mangal sutra.

**3.7.4 Central and Centrally Sponsored Schemes**

The State Government is implementing SCA to TSP and Grants under Article 275(1) of the Constitution schemes and programmes besides various Central and Centrally Sponsored Schemes like 1. Post Matric Scholarships, 2. Upgradation of merit for S.T. students, 3. Vocational Training Institutes, 4. Book Bank for students in Medical & Engineering Colleges, 5. Pre-Examination Training Centres, 6. Grant-in-Aid. for construction of Hostels, Tribal Research & Training Institute etc.

**3.7.5 Protective laws and Affirmative action**

There are various protective laws for prevention of atrocities against tribals like POA Act, 1989, 1995; Bonded Labourers Abolition Act. 1976; Bombay Money Lender's Act and Elimination of Transfer of Land holding of the tribals in the State etc. besides a vigilance cell in the Commissionerate to monitor these protective laws and its enforcement.

**3.8 Physical Performance under Gujarat Pattern of Tribal Development**

Since the beginning of this programme, the following development activities were undertaken in the State. 1. Construction of 2859 check dams (Irrigated area 54,147 acres), 2. Coverage of rural roads measuring 2923 kms. (covering 2041 villages), 3. Construction of 11,575 houses, 4. Construction of 12,420 hand pumps, 5. Distribution of 11,595 milch cattle. 6. Rural development works like community hall, panchayat ghar, Link village roads, and anganwadi rooms numbering 1151. 7. Electrification of 2538 tribal hamlets, 8. Fruit orchard (Mango, Cashew, Amla, and Lemon) scheme in the tribal areas in association with the Horticulture Department covering 54,000 acres land and 78,000 farmers were.

**3.9 Physical coverage of Minor Irrigation Programmes**

Minor irrigation schemes through the cooperative department where 80% of the estimated cost of the scheme is made available as subsidy to the cooperative societies of STs and SCs members besides managerial subsidy. Various agencies are providing financial assistance to the irrigation societies such as DRDA & NGO. During the 9<sup>th</sup> Five Year Plan against the expenditure of Rs. 122.29 lakhs 472 societies were covered for 48,430 hectares of land under irrigation. During the 10th Plan an outlay of Rs.150 lakhs have been utilised for 90 societies of ST and SC beneficiaries. It is estimated to provide irrigation facilities to 16,000 hectares of land. However, on review. it has been found that most of the societies are dormant and are not working efficiently due to lack of water, want of sufficient power supply and old and faulty pipelines.

**3.10 Coverage of families under different sectoral schemes:**

During 1991-92, IRDP of the State department has conducted a survey and found that, about 26.19 lakh families in the State were having income below 11,000 per annum and were declared as BPL. Out of these, 6.89 lakh ST families (26.3%) were BPL and this was considered as a bench mark for the physical target and achievement of the various IRDP and ST welfare and development of poverty alleviation programmes and the 20 point programme. The various programmes included are agriculture, horticulture, animal husbandry, fisheries, forest, village and

cottage industries, finance development corporation economic development programmes etc. Physical coverage was about 4.06 lakh families in 6<sup>th</sup> plan, 4.3 lakh families in 7<sup>th</sup> plan, 4.65 lakh families in 8<sup>th</sup> Plan and 6.04 lakh families during 9<sup>th</sup> Plan. During the first four years of 10<sup>th</sup> Plan about 5.39 lakh tribal families have been covered through IRDP (82, 839 families) Nucleus budget ( 2.99 lakh families) and 20 point programme (1.78 lakh families) for various sectoral programmes under family benefit schemes.

**Table 3.8: Coverage of families under different Plan periods**

Plan/year	Tribal Sub Plan Achievement	Coverage under IRDP (beneficiaries)	Coverage under Nucleus budget	Coverage under 20 point programme (beneficiaries)
8th Five Year Plan	4,65,685	95,388	1,33,935	1,68,066
9th Five year Plan	6,04,446	1,45,707	1,56,422	2,11,614
10th Plan				
2002-03	96,762	22,436	74,179	33,544
2003-04	1,35,482	20,738	82,150	48,540
2004-05	2,17,170	23,665	1,12,048	63,624
2005-06	90,000	16,000	31,400	32,600

**Table 3.9: Targets & Achievements under TSP for 10<sup>th</sup> Five Year Plan (2002-07)**

Head of Development	Item	Unit	Target	Achievement
Agriculture	Distribution of Input kits to Tribal farmers	No. in lakhs	2.18	3.77
	Distribution of Pesticides	Mt	20.80	22.0
	Improved Agricultural Implements	Nos.	10,465	10,027
	Supply of Bullocks/Buffalos	Nos.	6655	1599
	Supply of Bullocks-carts	Nos.	1965	1422
	Vegetables kits	Nos.	-	53,048
	Fruits, Grafts & Plants	Nos. in lakhs	12,00,000	1,79,729
Vegetable Seed Packets	Nos.	200 lakhs	4.31 lakhs	
Soil & Water conservation	Surface water	Hects(000)	-	1.00
Animal Husbandry	Veterinary Dispensaries	Nos	0	100
	Mobile Units	Nos	0	24
	Trainees for AH	Nos	5000	3979
Fisheries	Fish Seed production	No. in crores	200	378
	Trainees	No. of trainees	3000	3008
Agricultural Research & Edn	Extension Edn. in Agricuture, Horticulture etc.	Extension Edn.	600	630
Cooperation	Share capital subsidy to SC/ST members of agriculture creditSociety	Members Nos.	70000	50379
			4500	1473
Rural Development	SGSY	Swarojgar	-	35506
	SGRY	Employment Generation (No in lakh mandays)	270	367
	Indira Awas Yojana	No of Awas(New)	70560	53045
		No of Awas (Upgraded)	35280	20382
Minor Irrigation	Agriculture Potential -created	Hect(000)	10	10
	Irrigation –utilisation	Hect.(000)	10	2

Head of Development	Item	Unit	Target	Achievement
Rural Electrification	Electrification of Petaparas/hamlets	Nos.	-	2
	Electrification of Wells	Nos.	2500	1623
Village & Small Industries	Shri Bajpai Yuva Swarojgar Yojana	No. of bene	17000	8109
	Training to Industrial Artisans	No of trainees	20000	27070
Education	Grant in aid to hostels	Nos	148	935
	Govt/Dry hostels	Nos	60	110
	Construction of hostels	Nos	30	20
Rural Housing	Sardar Patel Awas Yojana	No of Awas	26500	14970
Welfare of Backward Class	Merit Scholarships for Pre S.S.C. students	No of students	9.5 lakhs	26.8 lakhs
	Vidhya Sadhana Yojana (Bicycle)	No of girls	1.25 lakhs	1.11 lakhs
	F.A. of Manav Garima Yojana	No of Bene.	25,000	27,828
	F.A. for Mangal Sutra/Mamera	No of Bene	20,000	17,756
	Dikri Rudi Sachi Mudi	No of Bene	15000	6322
Labour & Labour Welfare	Financial assistance for self employment	No of Seats	15000	0
Social Security	Financial assistance to destitute/Widows For rehabilitation	No of widows	9369	17500
Nutrition Programme	Scholarship for Physically Handicapped students	Nos	6120	314
	ICDS	No of bene in lakhs	5.35	5.43
Mid Day Meal Programme	M.D.M. Progra mmes	Daily average student (in lakhs)	7.5 lakhs	

During 10<sup>th</sup> Plan, the important schemes and progrmmes covered for the benefit of the STs in Gujarat State and the original targets and achievements are presented in detail in the table. The secondary data indicate that, most of the schemes targets have been achieved against the set goals. The important physical achievements are: (i) Construction of 53, 045 new houses and 20, 382 upgradation of old houses, 14,970 Sardar Patel Awas Yojana, (ii) 367 lakh man days of employment generation and 35, 506 swarojgaris, (iii) 3.8 lakh input kits distribution to ST farmers, (iv) 1599 bullocks supply and 1422 bullock carts supply, (v) 10,000 hectares of agriculture potential and 2 thousand hectares of irrigation utilisation, (vi) 1623 electrification of wells. 3008 trainees for fish production, 27,000 training in industrial entrepreneurs, (vii) 26.8 lakh prematric scholarships, 1.11 lakh bicycles to girl students and 1045 hostel grants and 20 new hostels, (viii) 17,500 NSOAP and 5.43 lakh ICDS beneficiaries and 7.5 lakh MDM benefit to students.

### 3.11 Special Component Plan

The SCs, who constitute about 7.09% of the state population are at various stages of Socio-economic progress and face number of problems on account of isolation. Special Component Plan (SCP) was evolved in the State as an umbrella under which schemes implemented by State and Central Government are dovetailed by apportioning funds for SCs for addressing their needs and problems. The SCP envisages where each Department formulates need-based programmes to SCs through family and individual oriented programmes. The basic

objectives of SCP in the State are (i) to ensure minimum desirable levels of income and (ii) to provide the basic minimum needs to the SC population in the villages.

### **3.11.1 SCP Strategy and Administrative Machinery**

Social Justice & Empowerment Department is the nodal department in charge of the SCP. SCP schemes are being prepared and being implemented by the respective departments as a part of their Five Year and Annual Plan schemes. Social Justice & Empowerment Department is required to oversee both the formulation and implementation of the SCP. For proper implementation of the SCP Schemes

- High Powered Committee has been set up under the Chairmanship of the Chief Minister for annual review of the implementation of the SCP at the State Level. A Committee under the Chairmanship of Shri R. Balakrishnan was set up earlier to suggest measures for effective implementation of SCP and the Committee's report was accepted by the Government.
- In each district, Social Welfare Officer assisted by staff, is appointed to monitor and look after the effective implementation of the SCP at the grass root level.
- A District implementation committee has been set up under the Chairmanship of the District Collector to review the implementation of the SCP by different departments quarterly.
- From the year 1983-84, the budgetary provisions under the various schemes of the SCP have been consolidated under a separate and single demand of the Social Justice & Empowerment Department to ensure proper and full utilisation of the outlays provided.
- The officers from the Social Justice & Empowerment Department attend the meetings of the District Implementing Committee for SCP headed by the District Collector to get the feedback.
- The regional meeting of Collectors/District Development Officers is being held under the Chairmanship of the Minister, Social Justice & Empowerment to review the annual performance of SCP at the District level.
- The Gujarat Scheduled Castes Economic Development Corporation has been set up in 1979 as a statutory body for implementation of the beneficiary oriented income generating schemes. Gujarat Safai Kamdar Development Corporation Ltd.' has been set up for income generation activities and rehabilitation of Safai Kamdars.

### **3.11.2 Decentralised District Planning**

Decentralized District Planning Programme was introduced in the State in 1980 with the setting up of the District Planning Boards in every district. Under Decentralized District Planning Programme discretionary and incentive outlays are placed at the disposal of the District Planning Boards. These Boards have discretion to take up schemes of local importance especially of Minimum Needs Program and execute them through concerned department or agency. The District Planning Boards finance works/schemes on 100% basis from Discretionary outlay, while incentive outlay requires matching contribution of 50%, 25% or 10% depending upon the pattern prescribed for the concerned taluka. Since the Seventh Five Year Plan, specific amount is being allocated for schemes to be taken up by District Planning Boards directly benefiting the SC Population. In this connection Social Welfare Department has provided village -wise information to the District Planning Boards about the SC population.



### 3.12 SCP Implementation in the State

Since the Seventh Five-Year Plan period, SCP for SCs is being implemented in the State. The flow of funds for SCs was towards infrastructural facilities and economic development of SCs in the State. Gujarat State Scheduled Caste Development Board, constituted in 1972, was assigned the role of a catalytic agent in formulating schemes for employment generation and financing pilot projects. Besides, special consideration was made for SC families in the implementation of IRDP. Later the Board was converted into Finance Corporation in 1996. During the Tenth Five Year Plan, emphasis was laid upon narrowing the gap between the levels of the development of the SC and other sections of the society so that the SCs can be brought at par with the rest of the society in all spheres of national development. Priority was given to elimination of exploitation of SC and removal of all forms of oppression.

### 3.13 Allocation and Expenditure of SCP Funds

The State Govt. could not able to provide for SCP outlay in proportion to the SC population (7.09%) of the State. During 6th to 9th Plan period SCP outlays was only 3 to 4% of the State Plan outlay and during 10<sup>th</sup> Plan it has increased to 5.5% though the SC population in the State is 7.1%. The State is taking the recourse to the the fact that the SC population of the State is scattered throughout the State unlike the ST population which is concentrated in the eastern and southern belt. This results in only individual based schemes to be taken up in SCP. In addition the expenditure incurred in creating infrastructure facilities like big irrigation dam i.e. Narmada Dam, high ways, check dams, group water supply schemes, electrification programmes etc. form a big part of the State Annual Plan. It is envisaged that, the benefits equally accrue to SC population from these infrastructure facilities which may not be the case as infrastructure development activities hardly reach the SC Basties and lands. As regards the SCA to SCP, the performance has been somewhat better. During 10th Plan, Rs.2464 .11crore have been allocated towards SCP against the 10<sup>th</sup> plan total outlay of Rs.44,853 crores which comes to 5.5% whereas the SC population in the State is 7.1% during the first four years of the 10<sup>th</sup> plan the SCP outlay ranges from 4.2% to 6.3% and only during the terminal year of the 10<sup>th</sup> plan the SCP outlay was 7.2% of the total plan outlay. The SCP outlay shown is from all the different sectors of the State Government.

**Table 3.10: Allocation and Expenditure under Special Component Plan**  
(Rs. in Crores)

Plan Period	State Plan		S.C.P.		Percentage Col.	
	Outlay	Expdt.	Outlay	Expdt.	4-2	5-4
8th Five Year Plan (1992-97)	11500.00	11756.09	341.12	380.95	2.97	111.67
9th Five Year Plan (1997-2002)	28,000.00	11756.09	1050.90	380.95	3.75	111.67
10th Five Year Plan	44,853	48,399	2464.11	1710.75*	5.49	69.4*
2002-2003	6000	5403.19	252.17	184.98	4.2	73.35
2003-2004	6740	7584.69	427.78	311.75	6.3	72.88
2004-2005	8610	8670	402.71	383.51	4.7	95.23
2005-06	11,000	12142	486.90	485.85	4.43	99.78
2006-07	12503.50	14,599	894.55	344.66*	7.15	36.5*

\*December '06 ending

The State Government is not following the earmarking of funds in the beginning and then redistributing the funds towards the priority sectors. The major sectoral allocations are towards general education (Rs.227 crores), medical & health (Rs.344 crore), irrigation & flood control (Rs.219 crore), industrial development (Rs.154 crore) and housing (Rs.142 crore). The priority sectors like labour and employment, urban development and soil and water conservation, got less priority and even the allocated meagre funds were not fully utilised. The inter-sectoral allocation and expenditure of SCP is shown in the table.

**Table 3.11: Allocation and Expenditure of SCA to SCP**

(Rs. in lakhs)

S.No	Year	Amount Sanctioned	Expenditure	Beneficiaries
1.	7th Five year Plan (1985-90)	1983.11	1642.3	2,52,821
2.	1990-92	1220.26	1270.41	96,496
3.	8th Five Year Plan (1992-97)	3219.83	3446.74	1,11,558
4.	9th Five Year Plan (1997-02)	5441.46	3533.98	63,023
5.	10th Five Year Plan (2002-07)	3620.42	2416.24	52,202
6.	2002-2003	559.72	1218.55	13268
7.	2003-2004	644.46	996.88	14437
8.	2004-2005	705.82	705.82	8,153
9.	2005-06	797.50	797.50	9510
10.	2006-07	912.92	912.92	6834

**Table 3.12: Sectoral allocation of funds towards SCP during 10<sup>th</sup> Plan**

(Rs. in Crores)

S. No	Head of Development	Outlay	Expdr.	Percentage
<b>(A)</b>	<b>Economic Services</b>			
I	Agriculture & Allied Services	59.01	40.82	69.2
1	Crop Husbandry	42.32	23.87	56.4
2	Soil & Water Conservation	7.00	5.77	82.4
3	Animal Husbandry	2.00	6.51	325.5
4	Fisheries	2.25	2.21	98.2
5	Forestry	--	25.67	--
6	Agri. Fin. Institutions	4.00	1.3	32.5
7	Co-operation	0.09	1.21	1344.4
II	Rural Development	119.20	207.04	173.7
III	Irrigation & Flood control	219.17	292.89	133.6
IV	Energy	3.31	3.89	117.5
V	Industries & Minerals	153.72	75.13	48.9
V I	Transport - Roads & Bridges	5.00	4.41	88.2
VII	Labour & Employment	22.25	21.52	96.7
VIII	Gen. Eco. Service (Civil Supply)	100.61	96.26	95.7
<b>TOTAL: (A)</b>		<b>739.93</b>	<b>808.5</b>	<b>109.3</b>
<b>(B)</b>	<b>Social Services</b>			
I	General Education	226.96	72.64	32.0
II	Medical & Public Health	340.0	187.67	55.2
III	Urban Development	37.50	2.65	7.1
IV	Housing	142.35	354.59	249.1
V	Social Welfare	33.0	58.69	177.8
VI	Nutrition	27.0	25.93	96.0
VIII	Mid-Day-Meal	50.0	71.75	143.5
<b>TOTAL: (B)</b>		<b>856.81</b>	<b>773.92</b>	<b>90.3</b>
<b>GRAND TOTAL: [A] + [B] =</b>		<b>1596.74</b>	<b>1582.42</b>	<b>99.10</b>

For the 10th Plan Period (2002-2007) an amount of Rs.820.00 crores has been provided for the Decentralized District Planning Programme and from this an amount of Rs.60.84 crores has been earmarked for SCP. Besides SCP funds the State Government is also receiving funds through SCA to SCP since 7<sup>th</sup> Five Year Plan. The State Government has received Rs. 16.4 crore, Rs.12.7 crore, Rs.34.5 crore and Rs.35.3 crore during 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> Plan respectively benefiting about 5.23 lakh SC beneficiaries. During 10<sup>th</sup> Five Year Plan the State Government has received Rs.36.2 crore and utilised Rs.24.2 crore benefiting about 52,000 SC beneficiaries mainly for income generation activities through the Finance Corporations, DRDA, Rural Development and the nodal department of Social Justice and Welfare.

### 3.14 Important Schemes Implemented for the SCs Development

#### 3.14.1 Rural Development Programmes

Several centrally sponsored schemes were implemented in the state with the objectives of a) Reduction of poverty ratio by 5 percentage points by 2007 and by 15 percentage points by 2012, b) Providing gainful high quality employment to the labour force during the Tenth Plan period. The important programmes being implemented are Swarnjayanti Gram Swarojgar Yojana (SGSY) for income generating assets, Jawahar Gram Samridhi Yojana (JGSY) and Samporna Gramin Rojgar Yojana for additional wage employment, Rural Sanitation Programme for low cost household latrines, State Supplement to IAY and Gokul Gram Yojana to provide basic infrastructure to all the villages within 5 years.

#### 3.14.2 Agriculture Development Schemes

The main components proposed for the benefit of SC farmers for **agriculture development** are through (1) Input kits, (2) Organic Manures and organic manure Pits, (3) Bio-fertilizer, (4) Pesticides, plant protection appliances, (5) Productive assets like Improved Agricultural implements, bullock /male buffaloes, bullock carts and Tarpoline through subsidy and supply of agriculture inputs. During the Tenth Five Year Plan 2002-2007 a total of 4665 ha of land has been targeted with an outlay of Rs. 700 lakhs benefiting 3110 SC cultivators of the state. About 1.25 lakh SC farmers have been provided agricultural inputs and 21.84 MT of the pesticides were distributed. Under **Animal Husbandry Schemes** for the Cattle and Buffalo Development, Poultry Development, Sheep and Goat Development Programme, Feed and Fodder Development Programme, Dairy Development with subsidy and loans with low rate of interest are being given to SC farmers. About 2462 bullocks and buffaloes and 483 bullock carts were supplied to SC farmers and about 35,000 SC farmers were trained in animal husbandry. About 1373 families and 7983 SC persons are working fulltime as fishermen as per the Fishermen census of 2003. About 2000 SC beneficiaries were trained and a total of 2620 SC persons were given benefits under different fisheries schemes during Tenth plan. Under **Minor Irrigation** sector, irrigation facility through cooperative lift irrigation was provided and about 600 hectares of irrigation facilities was created

#### 3.14.3 Water Supply & Sanitation

During 10th Five Year Plan 1482 habitations were covered against target of 1000 habitations for provision of water supply and sanitation facilities in SC Basties under different schemes by the Water Supply department. Under **Forest & Environment** schemes like Farm Forestry, Kisan Nursery, Planting of Fruit Trees, Solar Cookers, etc. are covering the SCs inhabiting around the forest areas. The **Directorate of Social Defence** is implementing schemes like scholarship to differently abled students, National Old age Pension Scheme, Sankat Mochan (National Family Benefit Scheme) etc. where a large number SC beneficiaries are benefitted.

### **3.14.4 Educational Development**

Under educational development of the SCs in the State various schemes/programmes targeting increase in the literacy, enrollment, and decrease in dropout rates and to enhance the higher and quality education are in operation as in the case of STs. The literacy rates for the SCs in the State is slightly higher compared to the general population which is unique for the State in the country. The long impact achieved for this can be ascribed to the implementation of the schemes like (i) Pre Matric Scholarships, (ii) Scholarship for the Pre Matric students whose parents are engaged in unclean occupation, (iii) Post Matric Scholarship to girl students not eligible because of Income Criteria, Service & family size, (iv) Free Cycle to S.C. girls studying in Std.VIII (Saraswati Sadhana Yojana), (v) Coaching Fees to SC students studying in 11 & 12 standards, (vi) Boarding assistance to Engineering & Medical Students, (vii) Financial Assistance and Scholarships to the students studying in Technical & Professional Courses, (viii) Loan for Higher Studies in Foreign Countries, (ix) Special Scholarship to Most Backward Class Communities, (x) Government Hostels and Ashram schools schemes besides awards to the community development activities in the field of education.

### **3.14.5 Economic Upliftment**

For the Economic up-liftment of SCs some of the important schemes being operated are, Financial Assistance under Manav Garima Yojana for Self-Employment in Cottage Industries and Traditional Occupations, P.G. Loan Subsidy Scheme & Stipend for Doctor & Lawyer, Tailoring Center for Women, Training Cum Production Centre, Pre-Examination Training Centers, Computer Training to SCs educated unemployed youths, Working Women Hostel, Gujarat SC Development Corporation, Gujarat Safai Kamdar Development Corporation Ltd. During 10<sup>th</sup> Plan about 28,730 units of new houses and 10,945 units of old houses were upgraded under IAY and 204 lakh mandays were generated.

### **3.14.6 Health, Housing and other Schemes**

Under this group some of the important scheme are Free Medical Aid, Balwadi Scheme, Financial Assistance for Housing to SCs, Safai Kamdars, Financial Assistance to SC Girls for Kunvarbainu Mameru, Mai Ramabai Ambedkar Sat Fera Samuh Lagna, and Implementation of the S.C./S.T. (Prevention of Atrocities) ACT 1989, Establishment of Special Courts and Nagric Cell. Sardar Patel Awas Yojana, Land Acquisition & Civic Infrastructure Rural Housing and Minimum Needs programme of Urban development. During 10<sup>th</sup> Plan about 20,000 SC beneficiaries were provided credit facilities for various economic development programmes and about About 2600 SCs for handloom industries and 4400 SCs for handicrafts were trained and about 6600 SCs were provided with NSOAP during 10<sup>th</sup> plan

### **3.14.7 Panchayati Raj in Gujarat**

The 33% representation for women in the three tier Panchayat has been made mandatory. Reservation for women to the extent of 33% was also made in respect of Chairpersons of the Panchayats. The Sarpanch of the village Panchayat is to be elected by the whole village. In respect of Scheduled Area Panchayats, where the whole of the areas of the Panchayat at any level is situated within the Scheduled area, 50% of the membership of the Panchayat is to be reserved for the S.T. and the post of the Chairperson of such Panchayat body is also to be reserved for S.T.

### **3.14.8 Twenty Point Programme**

One of the major thrust of 20-Point Development Programme is to reduce degree of poverty amongst the SC families. During the 10th Five Year Plan, 3.52 lakhs SC families were assisted

out of which about one fourth (0.88 lakhs) families were able to cross the poverty-line. During the 10th Five Year Plan, under point No. 11 (A) of New Twenty Points Programme; 3.28 lakh families were assisted against the target of 2.87 lakh families by the State

### 3.14.9 Physical Coverage of Beneficiaries during 10<sup>th</sup> Plan

During 10<sup>th</sup> Five Year Plan targets fixed by the sectoral departments could not be attained in various programmes/schemes like SGRY, Indira Awas Yojana, training programmes (Khadi Village Industries and Handloom) supply of milch animals and agricultural inputs. There is a need for realistic way of setting up of the targets and accomplishing the same by in the set time period. As individual departments are dealing their programmes and only covering SC beneficiaries as a part of their programmes, it is neither known to them in the beginning what will be the actual coverage until the programme/annual plan comes to an end. The Planning department is coordinating with all the sectoral departments and collecting the information. The sectoral coverage of beneficiaries under important programmes/ schemes during 10<sup>th</sup> Plan are: (i) Distribution of agricultural inputs to 1.25 lakh SC farmers, (ii) Distribution of 21.84 Mt pesticides, (iii) Distribution of agricultural implements to 3,765 SC farmers, (iv) Distribution of 2462 buffaloes and 483 bullock carts to SC farmers, (v) 18,754 Swarozgris and 204 lakh man days of employment for SCs, (vi) Under IAY, 28,730 new houses and 10,945 houses upgraded for SC beneficiaries, (vii) 21,000 hectares of SC land was supported for irrigation potential. About 25,000 SCs were trained under Khadi and Village Industries programme, Handloom and Handicrafts sector, (viii) The State has an recorded an enrolment of 6.12 lakh students at primary, 5.91 students at middle and 2.03 lakh students at Higher Secondary level, (ix) About 37,440 SCs were given vocational training, (x) Under Social Welfare, 6666 SC beneficiaries were given NSAP, 650 SCs under Sankat Mochan and 3.25 lakh SC women for employment.

**Table 3.13: Targets & Achievements under SCP for 10<sup>th</sup> Five Year Plan (2002-07)**

Sector	Item	Unit	Target	Achievement
Agriculture	Distribution of Input kits to SC farmers	No. in lakhs	70,000	1.25 lakh
	Distribution of Pesticides	Mt	39.31	21.84
	Improved Agricultural Implements	Nos.	9995	3765
	Supply of Bullocks/Buffaloes	Nos.	5260	2462
	Supply of Bullocks-carts	Nos.	836	483
Animal Husbandry	Veterinary Dispensaries	Nos	9	9
	Trainees for AH	Nos	18,333	35,474
Fisheries	Trainees	No. of trainees	1250	1184
Cooperation	Share capital subsidy to SC/ST members of agriculture credit Society @ subsidy	Members Nos.	20,000	20,000
			500	60
Rural Development	SGSY	Swarojgar	--	18,754
	SGRY	Employment Generation (No in lakh mandays)	270	204.24
	Indira Awas Yojana	No of Awas(New)	70,560	28,730
		No of Awas (Upgraded)	35,280	10,945
Minor Irrigation	Agriculture Potential -created	Hect(000)	4.62	21.03
	Irrigation -utilisation	Hect.(000)	---	0.56
Village & Small Industries	Shri Bajpai Yuva Swarojgar Yojana	No. of bene	25,600	16,141
	Khadi & V.I	No of trainees	40,000	18,223

Sector	Item	Unit	Target	Achievement
	Handloom Industries	No. trainees	15,000	2636
	Handicraft industries	- do -	6,000	4457
Education	Enrolment: 1- V VI-VIII	Nos. in 000	203	612 591 239 203
	Higher Secondary			
	Vocational Education	Nos	7705	37,440
Social Welfare	National Social Assistance Programme	Beneficiaries	--	6666
	Sankat Mochan	Beneficiaries	---	650
	Employment of women	Benefi. In lakhs	2.04	3.25

### 3.15 Impact Analysis: Beneficiaries Data

Impact analysis based on the primary and secondary data has been examined for the impact of the various schemes and programmes over a period of time. Primary data pertaining to their socio-economic conditions, types of schemes availed and the problems and suggestions associated have been obtained from the SC and ST beneficiaries of the 4 districts of Gujarat State; The Dangs, Junagadh, Sabarkantha and Vadodra.

#### 3.15.1 The Dangs District

The Dangs district lies in the south eastern side of the State and is surrounded by the districts, Surat and Navasari on the western side and Maharashtra State in the eastern side. The district has an area of about 1.71 lakh hectares and a population of 1.86 lakh consisting of about 28,268 households. This is a tribal majority district with 93.76% of the population belonging to STs. ST beneficiaries data have been collected from the villages of Pipaldahad, Timbarthawa, Dungarda of Ahwa Block.

#### 3.15.2 Junagadh District

Junagadh is the southern most district of the State with a population of 24.48 lakh and has a relatively high SC population of 9.62% and 0.7% is ST population. The district is surrounded by the Amereli district in the east, Rajkot in the north and Porbandar in the west and Bay of Bengal in the south. The SC beneficiaries data for the present study has been collected from the villages of Chorvad of Malia Hatina Block and Ukeria of Veeraval Block.

#### 3.15.3 Sabarkantha District

Sabarkantha district lies in the northern part of the State and is surrounded by the districts Banaskantha in the north, Mehsana in the west, Gandhinagar in the south and Panchmahal in the east. The district has a total population of 25.04 lakh with SC population representing about 10.84% and 8.22% is STs. The SC beneficiaries data have been collected from the villages, Sallal, Pallachar of Prantiz Block and Budhiyana, Chapra, Dan Muheri villages of Kher Brahma Block of Sabarkantha district.

#### 3.15.4 Vadodra District

Vadodra District lies in the eastern side of the State surrounded by Bharuch and Anand Districts in the west, Narmada District in the south, Panchmahal in the north. The district has a population of 36.41 lakhs and SCs concentration is 5.61% and 26.6% is STs. ST beneficiaries data were obtained from the villages Thuavi and Mandala of Daboi Block and Gabaria and Antroli villages of Chota Udaipur Block.



### 3.15.5 Socio-economic conditions of Beneficiaries

The average family size of STs in the Dangs district is 4.12 and in Sabarkantha district it is 4.17, whereas, the average family size is 3.45 in Vadodra and still lower of 2.45 Junagadh district. 65% of the SC beneficiaries of Junagadh district have the land whereas it is only 7.14% among STs in Vadodra and 26% of STs in Dang beneficiaries have recorded some land. Even the land possessed by them is small (blew 2 acres) and most of them are marginal farmers. A quarter of the SC and ST population in the State is still devoid of Pucca (permanent) houses, 18% of SC and ST beneficiaries are fetching water from far off places (beyond 50 meters). 90% of the beneficiaries have reported that, they have no drainage facilities (Sabarkantha district being the worst) and 81% of the beneficiaries have electric facility but at their own cost. The beneficiaries data also indicate that, 43% of the agricultural labourers (Sabarkantha district SCs recorded 81%), followed by non-agricultural wages (26%), artisans (5.3%), Shop/ Petty shop (5.3%). Illiteracy rate recorded was 58% for SCs in Sabarkantha and 34% for STs in Vadodra districts. Those who have passed up to Matriculation was 16% and beyond Matriculation was only 6%. The literacy rates of SCs in the State are comparatively better than the general population, but our sample captured lower stratum of the representative sample mostly from the rural areas so the literacy and educational attainment are far lower than the earlier reported study cases.

**Table 3.14: Socio-economic conditions of beneficiaries covered in Gujarat**

Districts	Family Size@	Percentage land owners	House type (Percentage)			Drinking water (Percentage)			Drainage Facility (Percentage)		Electric supply (Percentage)		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meters)	Yes	No	No	free	personal
Sabarkantha	4.17	0	25	36.11	38.89	52.78	30.56	16.66	0	100	50	0	50
Vadodara	3.45	7.14	17.86	37.50	44.64	62.50	28.57	8.93	1.79	98.2	0	17.9	82.14
Dang	4.12	26.3	47.37	42.10	10.53	0	52.63	47.37	31.58	68.4	0	0	100
Junagarh	2.45	65.0	27.5	55.00	17.5	0	82.5	17.5	20.00	80.0	0	2.5	97.5
<b>Total</b>	<b>3.44</b>	<b>23.2</b>	<b>25.83</b>	<b>42.38</b>	<b>31.79</b>	<b>35.76</b>	<b>46.36</b>	<b>17.88</b>	<b>9.94</b>	<b>90.1</b>	<b>11.9</b>	<b>7.3</b>	<b>80.79</b>

**Table 3.15: Occupation of beneficiaries covered in Gujarat**

Districts	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised business/ trade	Salaried Employment/ pension	Others
Sabarkantha	0	80.56	13.89	0	5.55	0	0	0
Vadodara	0	41.07	7.14	1.79	0	0	0	50
Dang	0	31.58	15.79	15.79	31.58	5.26	0	0
Junagarh	0	17.5	67.5	10.0	0	0	0	5.0
<b>Total</b>	<b>0.00</b>	<b>43.05</b>	<b>25.83</b>	<b>5.30</b>	<b>5.30</b>	<b>0.66</b>	<b>0.00</b>	<b>19.87</b>

**Table 3.16: Education level of beneficiaries covered in Gujarat**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Intermediate	Graduate	Post graduate
Sabarkantha	58.33	25	5.56	11.11	0	0	0	0
Vadodara	33.93	17.86	14.29	16.07	3.57	12.50	1.78	0
Dang	0	0	57.89	10.53	26.32	5.26	0	0
Junagarh	5.0	0	22.5	30.00	42.5	0	0	0
<b>Total</b>	<b>27.8</b>	<b>12.58</b>	<b>19.87</b>	<b>17.88</b>	<b>15.89</b>	<b>5.30</b>	<b>0.66</b>	<b>0.00</b>

**Table 3.17: Type of schemes accessed by the beneficiaries in Gujarat**

S.No	Name of schemes	Percentage of total beneficiaries				Total
		Dang	Vadodra	Sabarkantha	Junagarh	
1	Agarbati	0.00	0.00	0.00	4.76	1.31
2	Animal husbandry	0.00	8.93	0.00	0.00	3.27
3	Awas yojna	10.53	17.86	5.56	0.00	9.15
4	Fund for marriage	0.00	1.79	0.00	0.00	0.65
5	Gujrat patton yojna	0.00	1.79	0.00	0.00	0.65
6	Hostel	0.00	0.00	0.00	4.76	1.31
7	Indira Awas Yojana/ Dr Ambedkar Awas Yojna/ Sardar Awas Yojna	0.00	19.64	22.22	50.00	26.14
8	kanwar bahi memorial	0.00	1.79	0.00	2.38	1.31
9	Kanyadan	0.00	0.00	0.00	14.29	3.92
10	Loan for shop	0.00	0.00	2.78	0.00	0.65
11	Medical aid for TB	0.00	1.79	0.00	0.00	0.65
12	Oil engine/pump	0.00	0.00	11.11	0.00	2.61
13	Petty shop	0.00	0.00	0.00	2.38	0.65
14	Ring bore	0.00	0.00	5.56	0.00	1.31
15	Sarswati sadhna yojna	0.00	5.36	0.00	0.00	1.96
16	Sate level scheme for students	0.00	1.79	0.00	0.00	0.65
17	Scholarship	0.00	25.00	0.00	21.43	15.03
18	SGSY schemes	0.00	0.00	44.44	0.00	10.46
19	Shop	0.00	0.00	5.56	0.00	1.31
20	Small irrigation scheme	0.00	14.29	2.78	0.00	5.88
21	TSP - schemes	89.47	0.00	0.00	0.00	11.11

### 3.16 Type of schemes availed and suggestions for the improvements

The beneficiary schemes are being availed through the panchayats, nodal ST and SC department, Finance Corporation and the various sectoral departments. The sampled beneficiaries of the four districts reported that, they have availed altogether about 21 type of schemes relating to SCP and TSP. But majority of them have availed Indira Awas Yojana/ Ambedkar Awas Yojana/Sardar Awas Yojana (35%), followed by scholarship scheme (15%), SGSY schemes (10.5%), various type of TSP income generating schemes, small trades like petty shop/shop (2%), animal husbandry (3%), irrigation schemes (6%). Unlike in other States, the beneficiaries of this State both SCs and STs have no strong reservations about the programmes and the type of implementation being carried out by the State government. Nonetheless they have opined that, the awareness about the existing facilities and schemes/programmes to the SCs and STs is not brought out well by the departments, and there is a need for a community centre/hall, community health centre. The most common suggestions offered by the beneficiaries are: (i) Steps should be taken to increase awareness, (ii) Pension amount should be increased, (iii) SCs and STs should be

provided community centers in their localities, (iv) Health centers should be provided in the villages, and (v) Soft loans should be provided easily for income generating activities.

### 3.17 Impact Analysis: Secondary Data

The ST population during 1961 was 27.5 lakh (13.4%) and it has increased to 74.81 lakh (14.8%). Among SCs, the State has registered 17.4% decadal growth with a total population of 35.92 lakh during 2001 Census. SC population recorded literacy rate of 70.5% which is higher than the national average of SCs (45.7%) and also that of State total population which is 69.4%. However, the gender gap in literacy among SCs is conspicuous with male and female literacy rates of 82.6% and 57.6% respectively. In the case of STs, the literacy rates as per 2001 Census is 47.7% which is at par with the national average of STs but far below that of State general, State SCs. The male and female literacy rates of STs are 59.2% and 36% which reflects the wide gender gap between them. The enrolment rates of primary, Middle and secondary are more favourable to the SCs in the State than the general population though the STs are far behind as in the case of other states. However, in the higher education, the rates are lower for both SCs and STs in the State. In the case of drop out rates, STs have 62% at the Middle level and 75% at the Matriculation level which is abnormally high compared to the general population of the State.

The sex ratio among SCs is 925 females per 1000 males and in 0-6 population it is 885 which is far below that of national average. However, among STs sex ratio is 974 which is close to national average of all STs (978). Work participation rate is 51.7% among STs, whereas it is 39.6% among SCs of the State. Of the total workers again, SCs have recorded higher main workers (79.7%) than the STs (70.4%). The gender disparity is quite distinct in both the social categories indicating the distinct nature of the work participation in these groups. 41.9% of the total main workers among STs are cultivators and 36.1% are agricultural labourers emphasizing the need for more thrust in the minor irrigation sector opportunities to the STs. Among SCs cultivators are only 10.6% and 39% are engaged as agricultural labourers. Predominant workforces of SCs are engaged in other occupation which requires livelihood opportunities to them in service sector.

Two third of State population is dependent on agriculture and earn their livelihood either directly or indirectly from this sector. There are 1.61 lakh landholders belonging to SCs operating 3.33 lakh hect. of land in Gujarat. They constitute about 4.3% of the total landholders in Gujarat State and covers 3.4 % of the total cultivated land. They operate 2.08 hect. of land per holding on an average. These data also shows that from total SC land holders of Gujarat State, 33.8% are marginal farmers having land holding below 1.0 hectare and operate about 8.97% of land area, 30.3% are small farmers having land holding between 1.0 hectare and 2.0 hectare operating 21.2% land and 35.9% are other farmer having land holding above 2.0 hectare operating 69.9% of the total land area.

**Table 3.18: Number and area of operational holdings of SCs in Gujarat**

Size	Class	Holdings		Land Area	
		No.of farmers	Percentage	Area	Percentage
Below 1.0 hect	marginal	54,285	33.80	29,831	8.97
1.0 to 2.0 hect.	small	48,706	30.32	70,448	21.18
Above 2.0 hect.	others	57,634	35.88	2,32,299	69.85
<b>Total</b>		<b>1,60,625</b>	<b>100.00</b>	<b>3,32,578</b>	<b>100.00</b>

Source: 1995-96 Agricultural Census

Most of the health indicators like IMR, Child mortality and neo-natal mortality are surprisingly lower among STs (60, 31, 37 respectively) compared to the SCs (80,49,47) than what has been observed in other States though both the SCs and STs have higher values for these health indicators compared to the general population of the State and national average. Total Fertility Rate is around 3 for both SCs and STs but the institutional deliveries are very low for both SCs (42) and STs (29) and full immunization reaching only to the extent of 42 to 52 % among STs/SCs in the State. The other important health indicator of anaemia shows severity to the extent of 50% among women and 70% to 80% among children of SCs and STs in the State. The beneficiaries have indicated that, the health services are still not readily available to them easily and most of them desired a community health centre at their village.

The availability of amenities/infrastructure facilities shows that, 56% of the ST households and 85% of the SC households are connected with electricity. Drinking water, housing and drainage facility is more wanting in the case of interior ST settlements though it is slightly better in the case of SCs households compared to the STs. Even now a quarter of the ST households are depending for drinking water from far off places in Gujarat and only 13.2% of the households have got sanitary facilities. All these have the salutary effect on the poverty ratio of SCs and STs in the State. 29% of rural STs and 37% of urban STs have been catergorised as BPL and in the case of SCs it is slightly lower (Rural: 18%, Urban: 29%). All these socio-economic indicators point out the huge gap between the STs, SCs and the general population and no marked impact of the various sectoral departments efforts suggesting a mission mode of approach for bringing at par these disadvantaged groups with the rest of the population of the State.

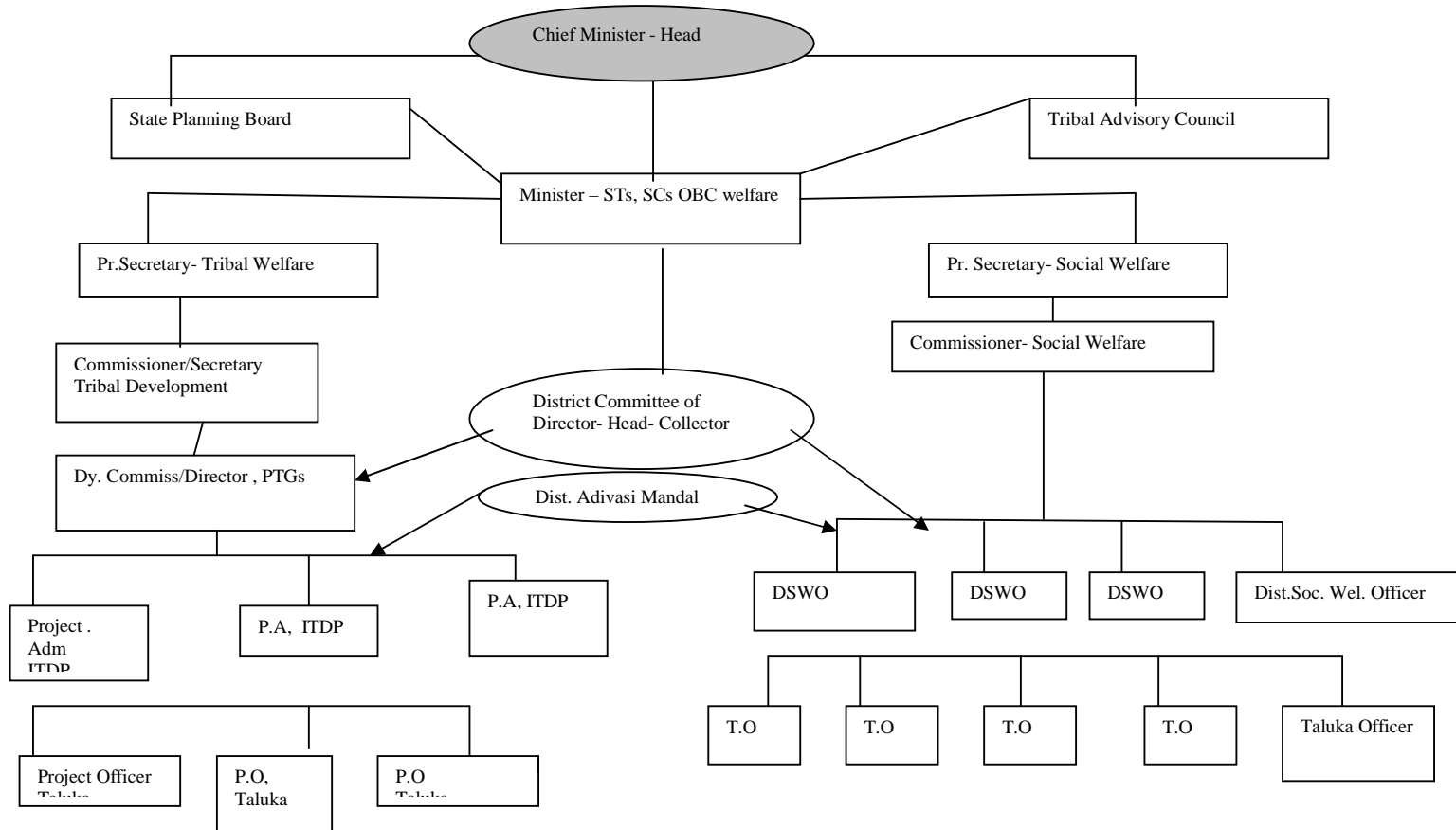
**Table 3.19: Socio-economic development indicators of SCs, STs and General population in Gujarat State**

Indicator	(in percentages)			
	All India	Gujarat .State-Total	SCs in Gujarat	STs in Gujarat
1. Literacy Rate (2001) Total	68.8	69.14	70.50	47.74
Males	78.7	79.7	82.6	59.2
Females	58.2	57.8	57.6	36.0
2. Gross Enrolment Rate(2004-05)				
I-V	108.56	108.56	156.86	129.02
VI-VIII	94.23	70.53	96.98	64.54
IX-X	51.65	52.94	60.47	41.71
XI-XII	27.82	34.16	23.46	14.97
Higher education	7.96	8.63	5.25	6.00
3. Dropout Rates (2002-03)				
I-V	34.89	24.77	26.44	39.32
I-VIII	52.79	45.48	48.93	62.3
I-X	62.58	62.82	75.58	80.22
4. Health Status				
i. Infant Mortality	67.6	53.7	80.1	60.3
ii. Neonatal Mortality	43.4	39.2	49.1	31.1
iii. Child Mortality	29.3	17.5	46.6	36.5
iv. Institutional delivery	33.6	56.2	42.3	28.8
v. Percentage of women who had a health visitor	11.3	28.0	35.8	42.8
vi. Full immunization	42.0	61.6	52.8	40.6
vii. Full immunization	2.85	2.45	3.02	2.95

<b>Indicator</b>	<b>All India</b>	<b>Gujarat .State- Total</b>	<b>SCs in Gujarat</b>	<b>STs in Gujarat</b>
vi. Total Fertility Rate				
5. Nutritional deficiency				
i. Weight for height	35.8	23.9	45.0	55.0
ii. Percentage of women with anaemia	51.8	42.1	48.4	55.5
iii. Anaemic children	74.3	71.1	76.2	82.4
iv. Undernourished children	47.0	36.3	45.4	56.6
6. Availability of Amenities				
i. Households with Electricity	55.8	85.0	84.6	55.6
ii. Households with drinking water (sources away from premises)	16.7	13.6	15.1	23.2
iii. Households with Sanitary facilities	36.4	51.6	39.2	13.2
iv. Households with permanent houses	51.8	72.4	68.4	29.0
Economic conditions				
i. cultivators	32.50	26.3	10.6	37.6
ii. Agricultural labourers	20.70	18.3	38.5	43.6
iii. Household industry	4.6	2.2	3.2	0.8
iv. Other occupations	42.2	53.2	47.7	14.0
8. Poverty Line Ratios (1999-2000)				
i. Percentage of BPL rural population	27.11	13.17	17.77	29.11
ii. Percentage of BPL urban population	23.65	15.59	29.13	36.66

Source: Census of India, 2001 and NFHS, 1998-99

**Figure 3.1: Organisational Structure of ST and SC Development in Gujarat State**





# **CHAPTER 4**

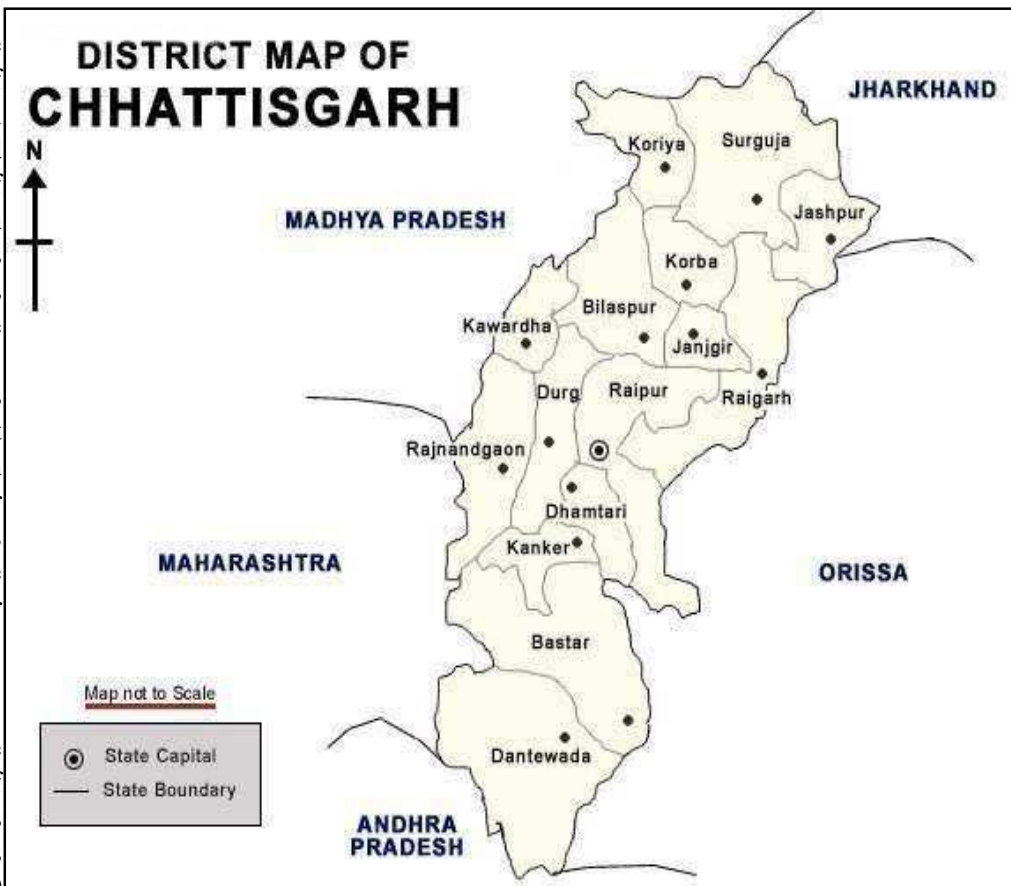
## **IMPLEMENTATION OF TRIBAL SUB-PLAN AND SPECIAL COMPONENT PLAN AND ITS IMPACT ON STs AND SCs IN CHATTISGARH STATE**

## 4 IMPLEMENTATION OF TRIBAL SUB-PLAN AND SPECIAL COMPONENT PLAN AND ITS IMPACT ON STs AND SCs IN CHHATTISGARH STATE

Chhattisgarh State was carved out of the erstwhile Madhya Pradesh State on 1<sup>st</sup> November, 2000 and has a total area of 1,35,194 square kilometers comprising of 16 districts, 98 Revenue Tahsils, 146 Blocks and 19,744 inhabited villages. According to the 2001 Census, the total population of Chhattisgarh

is 2.08 crore with 79.9% of which is rural in nature and the density of population in the State is 130 persons per square kilometre.

The State has a predominant ST population accounting for 31.8%, SCs 11.6% and the rest other communities including Backward Classes. The sex ratio of the State is 989 females per 1000



males. The state is broadly divisible into three agro-climatic Zones – the central belt, the northern belt and the southern belt. The state has about 44,746 lakh hectares of forest area, which is 32.5% of the total geographical area of the state. Work participation rate in the State is around 46.5% and 44.5% have returned as cultivators, 31.9% as agricultural labourers and 2.1% as household industry workers. The State is endowed with rich mineral resources like Iron, Coal, Bauxite, Tin, Dolomite. The decadal growth rate of the State is 18.6% against the national average of 21.01% and the literacy rate is 64.7% which is equivalent to the national average.

### 4.1 Tribal Scenario

The population of the STs in the state is 66.17 lakh (2001 Census) accounting for 31.76% of the total population of the state and 94.7% of which is rural in nature. The sex ratio among STs is 1012 females per 1000 males which is more favorable towards males. In terms of the concentration of ST population, the State occupies 6<sup>th</sup> position with 7.85% STs in the country.

There are 42 different tribes including five Primitive Tribe Groups (PTGs) comprising about 12 lakh tribal families. The ST population is spread over the entire state with Kanwar tribe predominantly in the north while the Gonds are the majority tribe in south. About 33% of the state's population is estimated to be living below poverty line and the majority of it is STs. As per the 1997 BPL survey, 5.89 lakh tribal families are below the poverty line. The primitive tribe population is 1.11 lakh and their entire population is under BPL category. The central belt covers more than one-third area, consisting of 11 districts of the state and partial sub-plan area belongs to this region. The northern and southern belts comprise major tribal populated districts of Bastar, Dantewada in the south and Koriya, Surguja and Jashpur in the north. The state has 146 Development Blocks, out of which 85 are tribal development blocks. These tribal development blocks constitute the TSP area of the state. Seven districts in full and six districts partially have been declared as Scheduled Areas in the State.

As per the census of 2001 the population of sub-plan area is 81.013 lakh, which forms about 45.49% of the total population of the state. The percentage of the tribal population in TSP area is 81.97% of the total scheduled tribe population of the state. The state has 19 ITDP projects in 13 districts covering 51.86 lakh tribal population in the state. 9 MADA pockets in 7 districts which are contiguous smaller areas are having 2.32 lakh tribal population (Table 4.1). MADA scheme and cluster approach is being implemented for the all round development of the dispersed tribal population residing outside the TSP area. There are 42 tribes and 5 primitive tribes in the state, viz. Baiga, Pahari Korwa, Kamar, Birhor and Abujmaria. Out of 66.16 lakh tribals 1.14 lakh primitive tribes reside in the different remote areas of the state.

**Table 4.1: Important Demographic features of STs in Chattisgarh State**

Districts	16	Tribal Districts	7
Non Tribal Districts	4	Partial Tribal districts	5
Tahsils	98	Villages	20,308
ITDPs	19	MADA pockets	9
Clusters	2	PTG Development Agencies	6
Development Blocks	146	Tribal Development Blocks	85
Community Development Blocks	61	TSP Area	88,000 sq.km
Percentage of TSP Area to State	65.1%	STs in TSP Area	54.34 lakh
Percentage of STs in TSP area	82.1%	Total Scheduled Area	81,861 sq.km
Population of STs in ITDP area	51.86 lakh	Population of STs in Scheduled Area	48.84 lakh
Population of STs in MADA pockets	2.32 lakh	Population of STs in cluster area	0.158 lakh

**Table 4.2: Population and Literacy rate of primitive tribes in Chhatisgarh**

No	Name of PTG	Name of the District	Population	Literacy (in percentage)
1.	Abughamadia	Baster & Dantewada	19,401	19.25
2.	Baiga	Kawardha Bilaspur	29,612 13,128	19.81
3.	Pahadi Korba	Jashpur Ambikapur Korba	10,725 20,630 2,025	30.96
4.	Birhor	Jashpur Raigarh	401 704	19.76
5.	Kamar	Raipur Dhamtari	13,797 3,962	43.96
<b>Total</b>			<b>1,14,483</b>	

## 4.2 Tribal Sub Plan (TSP) approach in the State

TSP strategy in the state is being adopted since the formation of the State. TSP funds are utilized to channelise the availability of funds for TSP areas from all line departments to make a proportional provision in their budget, and this is not to be diverted from TSP to Non TSP areas. Each Development Department has to earmark 38% of the total plan outlay for the development of the TSP area. Demand numbers 41,42,68,77,82 and 83 have been created in the State budget to ensure that the amount allocated for TSP area is not diverted elsewhere.

The TSP approach in the State is an area development approach with emphasis on family oriented income generating activities to bridge the gap of socio-economic level between tribals and others. The guidelines for ITDPS were made to take-up family oriented income generating schemes relating to agriculture, horticulture, animal husbandry, elimination of exploitation and human resource development through education, and training and infrastructure development programmes. The Tribal Development Department functions as the controlling authority for all departments in terms of, for expenditure in TSP areas and the Minister in-charge of the department presents the budget in the Legislative Assembly. Proposals of other departments are approved by the Tribal Development Department for inclusion in annual budget. Expenditure is approved by the Tribal Development Department, once the budget is passed in the legislature. The financial requirements are met under the provision made in the State Plan, Special Central Assistance, Central Sector and Centrally Sponsored Schemes.

## 4.3 Administrative Mechanism

The Chief Minister is the Chairman of the State Planning Board and the Board with its Deputy Chairman and other Minister Members and experts which is responsible for the planning, policies, welfare and development programmes of the State including the SCs and STs in the State. The State Planning Board is responsible for the preparation of Annual Plans and Five Year Plans, SCP and TSP of the State. The Tribal Advisory Council has been formed in the State with Chief Minister as the Chairman and the Council has 20 Members including the Ministers and representative of the tribals, but its role and functions were found to be minimal as the periodicity of its meetings and its guidance to the policy formulation by the involvement of the tribals and their local representatives were not effective in the State. The State has Fifth Schedule Areas and it is mandatory for the Governor of the State to file periodic reports to the Centre on the welfare and development activities and administrative problems of these areas. However, no reports were filed as in the case of many other states with Schedule Areas. The State has also constituted the PCR and POA Act monitoring committee under the chairmanship of Chief Minister and it periodically reviews the implementation status of the atrocities and its prevention cases, compensation paid besides the 20 Point programme. There is also a committee for the monitoring of SC and ST welfare programmes at the district level headed by the Minister in-charge of the district with representatives of the local leaders. ST, SC, OBC and Minorities Finance and Development Corporation is entrusted with the mandate to finance income generating and training programmes to the SCs and STs in the State.

The nodal Tribal Development Department is the overall in-charge of the administration, formulation, implementation and monitoring of the TSP and SCP in the State of late, the guidelines issued by the Central Government are being followed to the extent of creation of budget heads, preparation of TSP and SCP documents and allocation of funds towards TSP and SCP to ST and SC the population percentage in the State. Priority sectors like Rural Development, Agriculture, Food and Civil Supplies, Forests and Energy are allocating funds towards TSP. However, no separate District level TSP and SCP are being prepared in the State as

in other States. State level TSP and SCP are the culmination of the District level aggregate over all the sectoral plans being finalized at the State. The District Welfare and Tribal Development Officers coordinates the welfare and Development schemes of the STs and also monitors the programmes. Monitoring Mechanism at the State is being done by the Chief Minister and the Minister in-charge of ST and SC development with Principal Secretary taking the periodic review meetings. Tribal Development Officers monitors the programmes under the supervision of the respective District Collectors.

Tribal Welfare Department is coordinating for overall development of STs in the State. Earlier, the department was in charge of implementing many welfare schemes for SCs and STs with the main function of coordinating between other development departments. Later, the department took charge of all educational activities in the 85 Tribal Development Blocks of sub plan area besides implementing the incentive schemes to promote education, running like Hostels and Ashram Schools, welfare schemes, community development programmes and utilising SCA to TSP funds and grants under Article 275(1) of the Constitution through ITDPs, MADA and cluster projects. The 16 ITDPs in the State are preparing integrated projects and periodically sending the reports to the monitoring committee for its review. The administration of Tribal Blocks is managed by Tribal Development Department and the block authority works are under the administrative control of Chief Executive Officer of Jila Panchayat. The Blocks function as the last unit of delivery mechanism. These Blocks have democratically elected Panchayats with representation for the STs. All the posts of chairpersons in Panchayats are reserved for the STs in TSP areas. Gram Sabhas are given control over the MFP, minor minerals, land and water of that area to a certain extent and PESA has been enacted and adopted in Schedule Areas. The State has recently announced a comprehensive Land Rehabilitation and Resettlement Policy (see organogram).

#### **4.4 Tribal Research Institute**

The Tribal Research Institute in the State is functioning since 2004 with grants from Central and State Government. Since its inception the Institute has conducted 6 training programmes to 93 State Officials. The Institute has published the books-Scheduled Tribes of Chattisgarh and Eligibility for Caste Certificates and reservation in Chattisgarh. It has also conducted the baseline survey of the PTGs in the State and has the duty to verify the Caste and Tribe Certificates in the State. The Institute has received Rs.39.27 crore as Central grant for its activities since its inception.

#### **4.5 Financial Resources for Tribal Development**

Financial resources for the tribal development in the State are mainly from the State Tribal Sub Plan, Central Sector and Centrally Sponsored Schemes funds. The institutional finance resources are minimal in the state. The state has 31.8% of the tribal population but the state has allocated less than 30% of the state annual plan funds during the first three years of the 10<sup>th</sup> Plan and only during the last year of the five year plan the state has allocated about 39% of the plan funds for tribal development. The outlay utilized when compared to allocation indicates that, only 60 to 80% of the allocated funds were utilized and the rest of the funds either lapsed or got allocated to the other departments. This becomes explicit as the expenditure of the total outlay was more than 100% in the first two years and during other years it was 82 to 92% (Table 4.3). Though the nodal department co-ordinates with other departments but the tribal development department has no real planning and financial powers so it can not exert real powers in the utilization of tribal development funds to channelise the same to the priority sectors and to the districts and ITDP areas at the end of the financial year. Besides this the time of the release of the funds and its

utilization in the interior areas for the infrastructure development projects needs focused attention for the utilization of the funds fully.

**Table 4.3: TSP outlay and Expenditure during 10th Plan**

(Rs. in crore)

Plan/year	Total Outlay	Expend.	Percentage of Expd.	TSP outlay	TSP Expd.	Percentage of TSP outlay to Total outlay	Percentage of TSP expd. to outlay Expd.
2002-03	1757.0	1767.5	100.6	512.0	310.83	29.14	61.7
2003-04	2335.0	2404.0	102.9	581.4	497.20	24.90	85.5
2004-05	3322.46	3052.22	91.86	771.24	705.98	23.21	91.5
2005-06	4282.09	3465.11	80.92	998.0	921.63	23.31	92.3
2006-07	5378.06	4998.27	92.93	2084.6	850.1*	38.76	40.8*
<b>10th Plan Total</b>	<b>17074.6</b>	<b>15686.8</b>	<b>91.87</b>	<b>4947.24</b>	<b>3280.5</b>	<b>29.0</b>	<b>66.3%*</b>

\* Expected Expenditure

Besides state TSP funds, the state government is also receiving funds from the Central government as SCA to TSP for the economic development and family oriented income generating activities of STs as per the revised guidelines issued by the Ministry of Tribal Affairs. The State has received Rs. 245.47 crore as SCA to TSP funds during 10<sup>th</sup> plan with an average of 47 crore per year and the tribal development department has channelised these funds through ITDPs, MADA Pockets, clusters and PTGs development. Under Article 275(1) of the Constitution the State received Rs. 143.61 crore during 10<sup>th</sup> Plan from the Ministry of Tribal Affairs for the administration of the Scheduled Areas, TSP areas, Ekalavya model schools and related infrastructure development.

**Table 4.4: SCA to TSP and Grants under Article 275 (1) of the Constitution**

(Rs. in crore)

S.No	Plan/year	SCA to TSP	Grants under Article 275 (1)
1	2002-03	46.26	26.90
2	2003-04	44.05	20.89
3	2004-05	53.98	28.58
4	2005-06	46.41	34.80
5	2006-07	54.77	32.44
	<b>10th Plan Total</b>	<b>245.47</b>	<b>143.61</b>

State Scheduled Tribe Development Finance Corporation has received Rs. 335 lakh, during 10<sup>th</sup> Plan as the Central Govt. share for the economic development activities of STs in the State. The sectoral utilization of funds during 10<sup>th</sup> Plan indicates that, out of Rs. 3280.48 crore major chunk of funds have been utilized for Transport (Rs. 1134.2 crore), Irrigation (Rs 974.32 crore), Rural Development (Rs 432.3 crore) and Agriculture and Allied activities (Rs 122.56 crore) indicating the priority sectors set by the State government. These sectoral programmes are being executed by the respective departments and the initial allocated funds for the development of the STs are being accounted for the supposedly benefits accrued to them in the TSP and Scheduled Areas. The funds being utilized for tribal education schemes are being undertaken by the tribal development department.

#### 4.6 Financial Resources from the Central and Central Sector Schemes

The State is receiving funds for the implementation of the Central Sector and Centrally Sponsored Schemes mainly from the nodal Ministries of Tribal Affairs for the tribal development besides other Central Ministries development programmes.. The State government is implementing these schemes mainly through its tribal and social welfare department. The Central Ministry's funding of Post Matric Scholarship, Hostels for ST boys and girls, Coaching & Allied, PTGs



development, Support to State tribal development corporation, Price support to TRIFED, Support to NGOs etc and the funds received from SCA to TSP and Article 275(1) of the Constitution are the main schemes of the tribal development in the State. However, the State government is not showing the allocation, expenditure and the beneficiaries and outcome of these schemes/programmes separately from the TSP budget and they are being shown combinedly as a part of the TSP development programmes of the State.

**Table 4.5: Sectoral allocation and expenditure of TSP during 10th Plan**

(Rs. in crore)									
SNo	Sector/Scheme	Tenth Plan Outlay Flow to TSP		2002-03 TSP Expdr.	2003-04 TSP Expdr	2004-05 TSP Expdr	2005-06 TSP Expdr	2006-07 TSP Expdr	Total TSP Exp.
1	Agri & Allied activities								
	i)Animal husbandry	60.74	30.07	3.78	4.72	11.93	34.89	55.91	111.23
	ii)Fisheries	18.84	5.29	1.10	1.05	0.90	1.52	4.14	8.71
	iii)Cooperation	94.73	22.00	0.38	0.82	1.42	0.0	0.04	2.62
2	Rural dev.								
	i)DPAP,IWDP	96.59	36.70	2.06	3.10	3.47	6.27	4.22	19.12
	ii)Rural employment SGSY &SGRY	597.08	226.89	32.60	31.72	27.31	39.80	59.94	191.37
	iii)RSEY	203.03	77.15	-	30.00	45.00	65.00	75.00	215.0
	iv) IAY	79.82	30.3	2.81	3.22	4.00	4.25	5.26	6.81
	v)PMGY	-	-	2.63	2.09	2.09	-	-	
3	Irrigation								
	i)Minor irrigation	721.86	470.20	57.94	120.21	158.13	178.50	27.0	541.78
	ii)Tubewells	8.65	11.93	1.49	5.66	31.66	26.00	-	64.81
	Total *:	2058.68	667.26	102.57	158.09	321.57	336.29	55.80	974.32
4	Energy,i)TSP	99.19	37.7	6.3	21.5	40.0	39.3	118.2	225.25
	ii)Others	34.06	4.95	2.14	12.65	1.71	22.75	50.3	89.6
5	Indus. & Minerals- Sericulture	65.05	14.84	2.51	3.30	0.86	3.22	4.94	14.83
	ii)Handicrafts	6.50	0.01	0.47	0.61	0.45	0.68	2.53	4.74
	iii)Handlooms	19.97	0.64	0.02	0.0	0.01	0.05	0.07	0.17
	iv) Khadi Board	0.95	0.08	0.08	1.12	0.81	0.64	1.39	4.04
6	Transport	1066.39	173.35	119.21	187.78	195.31	314.16	317.7	1134.2
7	General economics service (Area dev. Etc)	168.4	76.9	9.42	22.6	12.5	16.2	16.16	76.88
9	Panyachat & Social Welfare	22.04	6.28	0.37	0.92	0.97	1.46	1.17	4.89
8	Women & Child welfare	41.25	41.25	12.96	11.9	9.47	4.75	1.77	40.85
9	Nutrition	69.75	69.75	9.42	14.81	26.2	29.9	75.6	155.93
<b>Total</b>		<b>4803.07</b>	<b>1521.41</b>	<b>310.83</b>	<b>497.20</b>	<b>705.98</b>	<b>921.63</b>	<b>850.1#</b>	<b>3280.48</b>

\*Also includes major, medium and other schemes # Expected expenditure

## 4.7 Externally Aided Projects

An IFAD programme called as Jharkhand-Chattisgarh Tribal Development with a gestation period of nine years was initiated in 2001 with an allocation of Rs. 2276 million (USD 41.7 million) for grassroots institution development and capacity building. The programme funds to be received by each Tribal Development Society (TDS), who would then release the funds to the districts programme implementation units (DPIUs). The DPIU would release the funds to the NGOs. At the village level, the Gram Sabha would be the basic unit for planning, co-ordinating and monitoring programme activities. The programme would benefit an estimated 51,000 households and 6,000 families including PTGs covering 370,000 beneficiaries of Chattisgarh. There are other multinational programmes organisations like World Food Programme, UNDP working in the rural and tribal areas of the State.

## 4.8 Important Schemes and Programmes of Tribal Development

### 4.8.1 Educational Development of STs

- The ST and SC welfare department is running 13,442 primary schools, 2590 middle schools, 315 high schools and 341 higher secondary schools with an enrollment of 8,33,498 students at primary level, 3,17,828 at middle level, 1,30,135 at H.S./H.S.S. level. Besides this, 5 Model H.S.S., 5 Kanya Shiksha parisar, 12 Sports Complexes, 8 Eklavya schools and 1 Gurukul are run by Tribal Welfare Department in the TSP area.
- Special scholarships for class 3 to 5 enrolled SC/ST girls at the rate of Rs. 25 per month for 10 months and Rs. 500/- is given in two installments after the admission in class 6<sup>th</sup>. Free distribution of text books for girls of class one to class ten and free distribution of uniforms for class one to five classes are also given. Since the last two years free distribution of cycles to the ST/SC girls enrolled in class 9<sup>th</sup> is given to girls 1.7. There are 886 ST Ashram schools running in the state under the department of ST development with over enrolment of 51585 students. 900 pre-matric hostels and 102 post-matric hostels provide residential facility to 36,600 ST students.
- Pre-matric scholarship is provided of Rs. 25 for girl students in 3-5 classes and Rs. 40 for girl students and Rs. 30 for boys in 6-8 classes and Rs. 50 for girl students and Rs. 40 for boys in 9-10 classes without any income ceiling of parents. About 7,00,000 children are being covered under the scheme.
- Financial assistance under the Centrally Sponsored Scheme of Post Matric Scholarship is provided to 70,000 children of STs at postmatric and at collegiate levels. The state government is also providing PMS to those students who belong to the income group of 1 lakh to 2 lakh annually and the students who belong to the income group of 2 lakh to 2.50 lakh per annum get half the tuition fees.
- Coaching subjects like Mathematics, English and Science special tuition for ST hostellers has been started from 2005-06 and 171 special tuition centers cover about 7,000 students in the scheme.
- There are 129 government colleges functioning in the state out of which 40 are in sub plan area. Vocational courses are given in 47 colleges to the State and STs are also covered under this.

- Under technical education about 650 ST students annually are getting admission in ITIs and Engineering colleges. Rs 500/- per month per candidate is given to the 12<sup>th</sup> passed unemployed students of BPL families. 9 ITIs in the tribal blocks are functioning at Konta, Bhanu Pratappur and Kondagaon (Bastar) Samari, Manendragarh, Wadrafnagar & Surajpur (Koria District) Tamnar and Kunkuri (Raigarh) will enhance the Vocational Training facilities in the State create employment and self employment opportunities in these region.

#### 4.8.2 Special Schemes for PTGs Development

Free agricultural land to PTG landless families and special scheme for land leveling and making lands more fertile for agriculture, Ashram schools and Scholarships at special rates are being given to PTG students. A special scheme of Janshri Bima Yojana has been launched for PTG by the Ministry of Tribal Affairs. During the last 2 years different sectors like Infrastructure, Minor Irrigation, Drinking water, Agriculture, Horticulture, Animal Husbandry, Skill Development and training utilized Rs. 7.45 crore benefiting 52,509 PTG families in the State.

#### 4.8.3 Social Welfare

Under Social Security Pension and Destitute and Widow Pension beneficiaries are covered out of which 54% beneficiaries belong to SCs and STs. Under State Rehabilitation program for Tribal Areas Under District Disability Rehabilitation Centers two tribal districts of Kanker and Bastar have been covered with tribal centric approach. Grain Bank scheme, a CSS provides safeguard against starvation during times of natural calamity or lean season and 238 villages are being covered under this scheme with 10392 families getting the benefit. Under Vishesh Bhojan Sahaya Yozana scheme, all students residing in Postmatric hostels are given Rs. 200 per month in addition to the regular Postmatric scholarship.

#### 4.8.4 Health Services

Access to primary health care services in the state had to be developed and special strategies are needed to overcome the problems of geography- remote scattered habitations in forest and hilly areas, socio- economic and cultural barriers. The latest health indicators of the State shows that, sex ratio, decadal growth rate are more favourable in the State compared to the national average and the IMR and MMR are at the same level to national averages though there is lot of disparity across the districts of SCs, STs and other communities (Table 4.6). The 2001 Census figures have been compared at the end of the chapter for a comparative analysis of the State, ST and SC data for important soci-economic indicators including NFHS-II results.

**Table 4.6: Health Indicators of the State (2005)**

Indicator	National Average	State Average
Birth Rate	24.8	27.4
Death Rate	8	7.7
IMR	60	60
MMR	408	408+
Child Malnutrition (Under 5)	52+	60.8
Sex Ratio	933	989
Decadal Growth Rate	21.04	19.7

**Table 4.7: Health facilities in the state**

Items	No.
District Hospitals	16
Community Health Centers	116
Primary Health Centers	516
Sub Health Centers	4692
Urban Family Welfare Center's	16
Rural Family Welfare Center's	10
Civil Hospital	12
Urban Civil Dispensary	21
Leprosy Hospital	3
T.B. Center (Poly Clinic)	1

As the state has 80% rural and 43% ST and SC population, the key to ensure health services is through strengthening sub-centers and PHCs with good referral back up at the CHCs and district hospitals (Table 4.7). Access to these services is to be backed by availability of drugs, medical personnel, infrastructure facilities and community participation through voluntary organization and NGOs Mitani programme started by the state government recently.

#### 4.8.5 Animal Husbandry

Under Animal Husbandry various schemes and programmes like, Veterinary Services & Animal Health Care Scheme, Cattle and Buffalo Development, Poultry Development, Back Yard Poultry, Piggery Development, Distribution of Piggery Units on Exchange Basis, Distribution of Buck on Exchange Basis, Fodder Tree Plantation, Distribution of Indigenous Cow and Bullock and Dairy Development are also targeting STs and SCs for generating employment, supplementing family income and providing cheap nutritional food. During 10th Plan, Rs. 111.23 crore was utilised under TSP by the Agriculture department for providing 6260 bucks, 40,904 backyard poultry and 700 bulls to the STs.

#### 4.8.6 Fisheries

Fish seed production through development of reservoirs and rivers, Extension services Fishermen co-operatives and Group Accidental Insurance Scheme of fishermen are implemented and Rs. 8.71 crore has been utilized during 10th Plan benefiting 6240 tribal farmers, training 2500 STs, developing 3300 cooperative agencies and for 41425 group accidental benefit schemes.

#### 4.8.7 Cooperation

There are 1333 Primary Agriculture Credit Cooperative Societies (PACS) including 662 LAMPS in Chattisgarh and subsidy to SC/ST members for purchase of share of PACS/LAMPS is given @ Rs. 500/- who are holding land up to 2 hectares. During 10th Plan, Rs. 2 crore was allocated for benefiting about 15,000 SC and ST members. Under social consumption loan ST and SC farmers are being provided interest free consumption loan @ Rs. 1000/- per family benefiting about 20,000 ST members. Under the scheme of purchase of share of District Cooperative Agriculture and Rural Development Bank against 24.31 lakhs expenditure, 7291 ST members have been covered. Under the scheme of subsidy to SC/ST members for purchase of share of marketing societies the Govt. is providing financial assistance @ Rs. 1000/- per member of SC/ST and during the 10th five year Plan about 63040 ST members have been covered..

#### **4.8.8 Rural Development**

Under Rural Development, Drought Prone Areas Programme (DPAP) and Integrated Wasteland Development Programme (IWDP) Rs. 19.12 crore was utilized in 10th Plan to benefit about 1.44 lakh hectares of land under DPAP and 98 thousand hectares under IWDP. SGSY covered 50,559 STs and under SGRY about 391 lakh mandays employment for ST beneficiaries was reported from the State officials. Under the National Food For Work Programme (NFFWP) of 10 district and the present National Rural Employment Guarantee Act (NREGA) 11 Districts (Dantewada, Bastar, Kanker, Dhamtari, Rajnandgaon, Bilaspur, Raigarh, Jashpur, Sarguja, Korias and Kabeerdham) covered ST dominated areas also. Under the programme Rs. 149.21 crore was spent and 212 lakh mandays of employment have been generated. Under Rashtriya Sam Vikas Yojana the districts of Bastar & Dantewada has been implemented since 2003-04 while during 2004-05 the districts of Rajnandgaon, Kawardha, Bilaspur, Sarguja, Kanker and Jashpur have been covered with a funding of Rs. 15 crore per year for infrastructure development and creation of basic minimum needs in the backward districts of predominantly ST and SC habitations. As per 2002-03 BPL Census 152238 families are without shelter in rural areas and under Indira Awas Yojana selection of beneficiary is done by Gram Sabha. About 36,601 houses for STs have been constructed/upgraded during 10th Plan against a target of 43,500 beneficiaries. Under PMGSY, 4712 habitations have been covered during 10th Plan. Besides this, Chhattisgarh district poverty reduction project is also in operation under the initiative of World Bank aided CGDPRP project for livelihood programmes in the backward districts of Chattisgarh state.

#### **4.8.9 Irrigation**

There are 194 minor irrigation schemes under various stages of construction alongwith new schemes and it was reported that, a total of Rs. 974.32 crore has been utilized under TSP and about 19,150 hectares under medium irrigation projects and 40,000 hectares under minor irrigation projects has been created for ST beneficiaries during 10th Plan.

#### **4.8.10 Energy**

The secondary data indicate that, about 314 crore was utilized under TSP by the State government for energisation of 798 pumps, 168 street lighting facilities, electrification in 98 villages, 7248 solar home lighting and 161 community solar lighting and 12,111 domestic bio-gas facilities have been created.

#### **4.8.11 Small Scale Industry**

During 10th Plan, Rs.4.74 crore has been utilized under handicraft sector schemes for training 1446 beneficiaries to provide subsidy to 305 ST handicraft societies. In the handloom sector, 0.17 crore was spent for training 3232 ST trainees and to create 1.75 lakh mandays employment. State award to promote master craftsman is given to two members of STs and SCs annually. Financial Assistance to Handicrafts Societies is provided to support handicrafts societies, Cooperative Societies, NGOs, Self-help Groups for their Capital, Raw material, Tools and for construction of work shed.

#### **4.8.12 Forests**

There are 19,720 villages in the State out of which 11,185 are within 5 km. of the periphery of forests dominated by the STs. About 7,666 JFM committees have been formed and 55% members of the JFMC's are STs. There are 529 forest villages in the state and the State received Rs. 43.59 crore for development of Forest Villages as SCA to TSP funds. Ministry of Tribal affairs gives grants to state MFP federations for collection and value addition of minor forest produce.

#### 4.8.13 Women and Child Welfare

There are various schemes like Grant in aid to recognized voluntary organizations for conducting activities of child welfare and women and child development, Ayushmati (Rs. 400 to Rs. 1000 for medical expenses to BPL tribal women), Kanya Samoohika Vivah yojana, nutrition programme, Special nutrition to adolescent girls, ICDS programme for construction of anganwadi centres and Mahila Jagriti camps were undertaken under TSP funds incurring an expenditure of Rs. 40.85 crore under women & child welfare and Rs. 155.93 crore under nutrition benefiting 33.33 lakh women and child nutrition special programmes.

**Table 4.8: Physical Targets and Achievements for the important sectors/schemes of TSP during 10th Plan**

S.NO	Sector/Scheme	Units	10th Plan Targets	10th Plan Achievement
1	Agriculture & Allied i)Animal husbandry a) Distribution of bucks b) Backyard poultry c)Distribution of bulls ii)Fisheries a)Fish seed production b)Educational training c)Fish farmer development agencies d)Group accidental schemes	Male bucks Chicks Bull  nos nos nos nos	3000 20600 -  2214 2650 3225 9000	6260 40904 700  6240 2576 3298 41425
2	Rural development i)DPAP ii)IWDP iii)SGSY iv)SGRY v)IAY vi)PMGY	Hecttrs ,, Beneficiaries Lack mandays nos nos	82731 36818 162640 570 43510 64608	144106 98960 30638 391 36601 4712
3	Irrigation i)Medium schemes ii)Minor schemes	Hecttrs. ,,	24735 15000	19150 40000
4	Energy i)Pumps ii)Street lighting iii)village electrification iv)Solar homelighting v)Solar lantern vi)Solar community light vii)Domestic Bio-gas	nos Basties Nos Nos Nos Nos Nos	50 200 98 7500 4500 200 12000	798 168 98 7248 4460 161 12111
5	Industry & Minerals i)employment generation ii)handicrafts-training iii) Subsidy iv)handloom -training -employment vi) Khadi- training	Lackbeneficiaries Nos Societies Nos Nos	2.3 10673 98 3815 100	2.35 1446 305 3232 210
6	Transport i)District under the rules ii)Link road	Kms ,,	726 197	5564 840
7	Panchayat & Social Welfare i)Welfare of disabled ii)Child Welfare	Beneficiaries ,,	29950 2500	29200 1875
8	Women & Child Welfare i)Grants to women welfare ii)Grants to child welfare iii)Jagriti Shivar iv)Nutrition	NGOs ,, Nos beneficiaries	- - - -	3000 500 349961 3333151



#### 4.9 Special Component Plan (SCP) for the SCs

SCs in Chattisgarh State are about 24.19 lakh as per 2001 Census constituting about 11.6% of the State population and 78.5% of them reside in rural areas with an overall sex-ratio of 994 females per 1000 males. SC population is distributed in all the 16 districts of the State with highest concentration in the districts of Raipur (16.2%), Bilaspur (18.5%), Durg (12.8%) and Janjir-Champa (22.5%). The State has about 955 villages with more than 50% SC concentration out of the 19,744 inhabited villages. The literacy rate among SCs is 64% and the male and female literacy rates are 78.7% and 49.2% respectively. 33% of the SCs have been returned as main cultivators of the total workers and 41.6% SCs are working as agricultural labourers.

**Table 4.9: STs and SCs distribution across the Districts in Chattisgarh**

S.NO	State/ District	Total Population	SC population	SC (in percentage)	ST population	ST (in percentage)
		20,833,803	2,418,722	11.61	6,616,596	31.76
1	Bastar	1,306,673	38,679	2.96	866,488	66.31
2	Bilaspur	1,998,355	369,088	18.47	397,104	19.87
3	Dantewada	719,487	24,153	3.36	564,931	78.52
4	Dhamtari	706,591	49,394	6.99	185,515	26.25
5	Durg	2,810,436	359,511	12.79	348,801	12.41
6	Janjgir-Champa	1,317,431	296,199	22.48	153,069	11.62
7	Jashpur	743,160	36,400	4.9	469,953	63.24
8	Kanker	650,934	27,663	4.25	365,031	56.08
9	Kawardha	584,552	74,351	12.72	121,957	20.86
10	Korba	1,011,823	100,960	9.98	419,889	41.5
11	Koriya	586,327	48,205	8.22	260,040	44.35
12	Mahasamund	860,257	104,391	12.14	232,485	27.03
13	Raigarh	1,265,529	179,744	14.2	447,703	35.38
14	Raipur	3,016,930	487,723	16.17	365,273	12.11
15	Rajnandgaon	1,283,224	127,424	9.93	341,688	26.63
16	Surguja	1,972,094	94,837	4.81	1,076,669	54.6

Special Component Plan (SCP) approach is aimed at the benefit of the SC population living across the state and family oriented programmes directly benefiting the SC population and other developmental programmes like education, health, drinking water facility, community centres, link roads in Harijan basti are being given priority under SCP in the state. Each Development Department is directed to earmark 12% of the total Annual Plan outlay for the development of the SCs. Demand numbers 64, 68, and 15 have been created in the state budget to ensure that the amount allocated for SCP could not be used elsewhere. However, the State is not earmarking the SCP funds for all sectors like irrigation, power transportation exclusively for the benefit of SC population. As in the case of TSP, SCP funds are not earmarked at the beginning out of the total outlay and kept at the disposal of the nodal SC welfare department. SC Welfare Department coordinates with the other departments implementing welfare schemes for SCs. The nodal department also implements all educational activities relating to running of schools, Hostels and Ashrams, welfare schemes, community development programmes and utilizes SCP funds through various agencies. The department also interacts with all other departments in the flow of funds to the SC beneficiaries.

The administrative mechanism for the formulation and implementation of SCP is similar to that of TSP as discussed earlier in the chapter. The Planning Board under the chairmanship of the Chief

Minister, with Deputy Chairman and other Members including the Minister of Social Welfare for the development of the SCs in the State is overall incharge of the policy, allocation and implementation of schemes and programmes under SCP. The Minister, Social and Tribal Welfare along with the Principal Secretary, Commissioner and other Directors implements the nodal schemes directly under its control relating to education and welfare. They also periodically monitor the programmes through their District level administration headed by the District Social Welfare Department. The administrative and monitoring mechanism is more or less similar to the erstwhile M.P state government from which the state is an offshoot. No separate District, Block and Village level SCP plans are being prepared. The SCP being prepared at the State headquarters is the aggregate of the other departments priorities and the actual accrual of benefits flows to the SCs from the various schemes and programmes being executed by them as in the case of TSP.

#### 4.10 Allocation of funds for the SCP

Allocation of funds for the implementation of SC welfare and development programmes are coming mainly from the State SCP, Central Sector and Centrally Sponsored Schemes being funded by the Ministry of Social Justice & Empowerment, and other Central Ministries of Rural Development, Health, Agriculture, Water resources and others. The SCP outlay during 10<sup>th</sup> Plan by the State indicate that, except during 2002-03 the State government has not allocated SC population proportionate funds towards SCP. The allocations varied from 6.6% of the annual plan outlay to 10% and only during Annual Plan 2002-03 it was about 18.8% which is surprising as it to be reconciled and to be verified with the expenditure. As the State was created in 2000 so, the availability of records and its proper scrutiny and maintenance before 2000 is a problem. The State has also received Rs. 26.05 crore from the Ministry of Social Justice & Empowerment for the last 7 years as grants for the economic oriented family benefit schemes which has also been implemented by the nodal Social Welfare department. This has varied from Rs.1.2 crore during 2004-05 to Rs. 5 crore during 2001-02. The Social welfare department also received Rs. 526 lakh towards PMS scheme (benefiting 46,356 students), NSKFDC (as term loans, margin money and for MSY) Rs.185.8 lakh (benefiting 1040 beneficiaries), NSFDC of Rs. 427 lakh (benefiting 309 beneficiaries), Hostel for SC boys and girls of Rs. 242.68 lakh (benefiting 600 SC students), Coaching & Allied scheme of Rs. 1.94 lakh (benefiting 40 SC students) and Upgradation of Merit of Rs. 10. lakh (benefiting 70 students) and Prematric Scholarship to SC students of unclean occupations of Rs. 186 lakh (benefiting 24,587 students) during Annual Plan 2005-06 alone. The State government is not showing these financial allocations separately in their SCP budget documents and they are being shown as part of the State SCP outlays and expenditure as in the case of TSP. There is a need for streamlining of these procedures and the preparation of the SCP budget and document preparation.

**Table 4.10: SCP outlay and Expenditure during 10th Plan**

(Rs.in crore)					
S.No	Plan/year	Total Outlay	Expend.	SCP outlay	Percentage of SCP outlay
1	2002-03	1757.0	1767.5	331.5	18.8
2	2003-04	2335.0	2404.0	151.0	6.5
3	2004-05	3322.46	3052.22	331.5	10.0
4	2005-06	4282.09	3465.11	284.36	6.6
5	2006-07	5378.06	4998.27	339.6	6.3
<b>Total</b>		<b>17074.6</b>	<b>15686.8</b>	<b>1438</b>	<b>9.2</b>

**Table 4.11: Funds utilized towards SCA to SCP****(Rs.in crore)**

S.No	Plan/year	SCA to SCP outlay
1	2000-01	5.00
2	2001-02	4.15
3	2002-03	4.3
4	2003-04	4.08
5	2004-05	1.18
6	2005-06	2.86
7	2006-07	4.50
<b>Total</b>		<b>26.07</b>

#### 4.11 Important Schemes Implemented for the Development of SCs

##### 4.11.1 Educational Development of SCs

The schemes being implemented for the development of STs discussed in the earlier part of the chapter under the TSP of educational development are also getting implemented for the SCs with the same norms by the department of SC development in the State. **Schemes for increasing enrollment of SC girl child, Hostels and Ashram Schools** : 28 SC Ashram schools, 216 pre-matric hostels and 45 post-matric hostels with a residential facility to 9,000 SC students, **Pre-matric Scholarships** of Rs. 25 to 50 per month for the boys and girls of class 3 to 10 and benefiting 3,62,524 children without any income ceiling. **Post Matric Scholarships** a CSS of Ministry of Tribal Affairs benefitting 63,692 SC students upto the income ceiling of Rs. 2.5 lakh, **Vishesh Bhojan Sahaya Yozna**: Students residing in Post Matric hostels are provided with Rs.200 per month for nutritional requirement of 9250 students, **Special Tuition Scheme for SC Hostellers** in the subjects of Mathematics, English and Science as in the case of ST students in 171 special tuition centres benefitting 5,000 students. Different schemes of vocational training, and polytechnic courses have been taken-up for SC and ST students and 531 students belonging to SCs were benefited out of the total 1208 students during 2005-06 .

##### 4.11.2 Social Welfare of SCs

Welfare activities for the benefit of SC women and children are being taken up through grants for NGOs, Scholarships to Persons with Disabilities benefitting 3500 beneficiaries, a **Special School for hearing impaired girls, Aid and Appliances to PwDs, Infrastructure for girls with Disabilities**, one Special school for Deaf and Dum Girls at Dhamtari and 2 District Disability Rehabilitation centers at Kawardha & Janjgir Champa, **Jhula Ghar, Mahila Jagriti Camps, Chhattisgarh Nirdhan Kanya Samoohik Vivah Yojana** meant for group marriage of poor girls with an assistance of Rs. 5000/- as marriage expenses. Under Nutrition Programme, Children between 6 months to 6 years and pregnant and lactating mothers are provided supplementary nutrition through **Anganwadi Centers** in Schedule Caste areas benefitting 81675 beneficiaries. Besides this, Anganwadi Centers are also being constructed under Special Component Plan funds. Special courts are setup under SC and ST (Prevention of Atrocities) Act 1989 and 11052 families have been provided relief during year 2004-05, with an amount of Rs. 94.35 lakh.

##### 4.11.3 Economic Development Schemes for SCs

(i) **Share capital for margin money**: Margin money is made available to provide help to the beneficiaries of scheduled castes and Rs. 200 lakh has been utilized in annual plan 2006-07 (ii) **Untied fund**: To provide basic facilities in the Scheduled Caste dominated villages, drinking water facilities, construction of sewerage lines, building of primary schools and supply of materials/articles in hostels and ashram schools, group irrigation scheme etc, are taken up on

priority basis. **(iii) In Agriculture and Allied Activities** a sum of Rs. 1.73 crore was utilized during 10th Plan under SCP under various schemes to benefit 213 lakhs of fish seed production, train 687 SCs, develop 160 fish development societies and for insurnace schemes benefiting 16,200 . **(iv) Under Rural Development**, about 13, 400 SC beneficiaries were provided IAY finance, 30, 820 SCs were covered under SGSY and 180 lakh mandays of employment was made available under SGRY scheme and Rs. 279.23 crore was spent during 10th Plan for generating rural employment in the state. In the Cooperatin sector, about 19 Marketing societies were assisted and 25,700 SC/ST farmers were assisted for loan, subsidy in the various cooperative and finance societies/corporations.In handicrafts, handloom and sericulture sector about 2000 persons were trained and 430 socities were assisted for subsidy and marketing support. About, 7666 JFM committees have been formed all over the state and 17% members of the JFMC's are from SCs.

**Infrastructure Development for the SCs:** In the Irrigation Sector, about 700 hacteres of land potential was created under minor irrigation schemes to the SCs with an expenditure of Rs. 43.1 crore. In the energy sector, it was reported that, Rs. 75. 26 crore was utilized under SCP to install and enegise 770 pumps, 2260 street lighting of SC Basties and to electirify 35 SC villages. About 197 Kms of district and rural roads were constructed by utilizing 89.8 crore under SCP during 10th Plan.

**Table 4.12: Financial Allocation and expenditure of important sectors/schemes of SCP during 10th Plan**

Sector/Scheme	Tenth Plan		2002-03 SCP Expdr.	2003-04 SCP Expdr	2004-05 SCP Expdr	2005-06 SCP Expdr	2006-07 SCP Expdr	Total SCP Exp.
	Outlay	Flow to SCP						
Agri & Allied activities	18.84	1.41	0.25	0.26	0.23	0.44	0.55	1.73
Rural dev.								
i)DPAP	34.38	4.12	0.42	0.75	0.73	1.17	0.77	3.84
ii)IWDP	62.21	7.40	0.06	0.11	0.19	0.34	0.12	0.82
iii)Rural employment								
a)SGSY b)SGRY	597.08	71.64	0.84	1.0	1.21	2.02	2.43	7.5
iv) IAY	-	-	9.45	9.01	7.41	10.50	10.5	46.87
v)PMGY	79.82	-	0.89	1.12	1.26	1.39	118.05	122.7
	-		0.83	0.66	0.66	-		2.15
Irrigation								
i)Minor irrigation	721.85	14.93	4.46	3.00	9.53	20.37	5.74	43.1
Energy, SCP	99.19	11.90	2.27	7.04	12.85	13.61	39.49	75.26
Industry. & Minerals- Sericulture	65.05	8.10	0.71	1.42	1.15	2.08	2.72	8.08
ii)Handicrafts	6.45	0.09	0.30	0.19	0.29	0.32	0.42	1.52
iii)Handlooms	19.97	0.62	0.05	0.02	0.04	0.08	0.09	0.28
iv) Khadi Board	0.95	0.28	0.31	1.27	0.89	0.78	1.67	4.92
Transport	451.54	12.86	3.79	3.75	4.04	68.71	9.50	89.79
General economics service (Area dev. Etc)	231.10	22.52	2.31	5.35	3.83	4.96	4.96	21.41

Sector/Scheme	Tenth Plan		2002-03 SCP Expdr.	2003-04 SCP Expdr	2004-05 SCP Expdr	2005-06 SCP Expdr	2006-07 SCP Expdr	Total SCP Exp.
	Outlay	Flow to SCP						
Panyachat & Social Welfare	22.04	1.99	1.33	0.43	1.69	8.52	1.50	13.47
Women & Child welfare	43.32	43.32	3.26	11.42	5.35	7.95	1.15	29.13
Nutrition*	22.12	22.12	3.08	3.57	3.48	7.45	6.51	24.09
<b>Total</b>	<b>4657.87</b>	<b>223.3</b>	<b>34.6</b>	<b>50.4</b>	<b>54.8</b>	<b>697.2</b>	<b>197.2</b>	<b>496.7</b>

**Table 4.13: Targets and Achievements for the important sectors / schemes of SCP during 10th Plan**

S.No	Sector/Scheme	Units	10th PlanTargets	10th Plan Achievement
1	Agriculture & Allied i)Animal husbandry Fisheries a)Fish seed production b)Educational training c)Fish farmer development agencies d)Group accidental schemes	Nos (lakhs) nos nos nos	360 1,020 125 3,000	213 687 160 16,199
2	Rural development i)DPAP ii)IWDP iii)SGSY iv)SGRY v)IAY vi)PMGY	Hecttrs ,, Beneficiaries Lack mandays nos nos	26,125 11,627 51,360 180 13,740 2,040	23,461 14,296 30,820 180 13,492 1850
3	Irrigation i)Minor schemes	Hecttrs.	2,000	700
4	Energy i)Pumps ii)Street lighting iii)Village electrification	Nos Basties Nos	800 3,000 35	770 2260 35
5	Industry & Minerals i)Sericulture- employment generation ii)Handicrafts-training iii) Subsidy iv)Handloom -training	Lackbeneficiaries Nos Societies Nos	0.75 4,574 75 150	0.71 332 430 1645
6	Transport i)District under the rules	Kms	42	197
7	Panchayat & Social welfare i)Welfare of disabled-women ii)Child Welfare	Beneficiaries ,,	3,300 900	3,800 1,100
8	Women & child welfare i)Grants to women welfare ii)Ggrants to child welfare iii)Jagriti Shivir iv)Nnutrition	NGOs ,, Nos benefiaciries	----- ----- ----- -----	887 2,433 3,19,387 3,89,064
9	Cooperation i. Subsidy to SC/ST farmers ii. Consumption loans iii. Asst. to Mkt. societies	Nos Nos Nos	9474 1954 10	13,890 12,920 19



## 4.12 Impact on SCs and STs in the State

The **foregoing analysis of the process evaluation** has revealed the approach of TSP and SCP being adopted by the Chattisgarh Government, the allocation of resources, organizational structure, monitoring mechanism, the schemes and programmes being implemented by the ST and SC nodal department and the resultant physical coverage and outcome on the educational, health, housing, agriculture and other economic and infrastructure facilities being created for the welfare and development of the STs and SCs in the State during the 10<sup>th</sup> Plan period. Data have also been obtained from the two districts of the State, Bastar and Raipur relating to STs and SCs respectively regarding their socio-economic conditions, the type of schemes availed, their problems and suggestions by the beneficiaries relating to the implementation of the TSP and SCP schemes.



### 4.12.1 Bastar District

Bastar district, the southernmost district of the State has a population of 13.06 lakh with a sex ratio of 1015 females per 1000 males and 90% of the population is rural in nature. The district has 201 inhabited villages, a literacy rate of 43.9% (males: 56.3%, females: 31.6%) and has the population of 66.3% STs and 2.96 % SCs. The district is divided into 4 Tehsils (Jagdalpur, Kondagaon, Keshkal and Narayanpur) and 14 Development Blocks for administrative convenience. The district has 3 ITDPs viz: Jagdalpur, Kondagaon and Narayanpur. The present data of ST beneficiaries has been obtained from the Kondagaon Tehsil which has a total of 68.8% ST population in the Tehsil. About 21 schemes mostly relating to the educational development of schools, hostels, residential schools, scholarships- prematric, postmatric, mid-day meal, merit scholarship, POA Act, Naxalite affected compensation etc are in operation in the District. The ITDPs are preparing the project schemes/programmes details and expenditure for the meetings being conducted periodically. However, the perspective plans for the ITDP are not being prepared and what is required is a physical mapping and need based realistic plan with the coverage of the families against the economic development schemes.



Hundred ST beneficiaries were selected randomly from the villages of Kumharpara, Jondrapadar, Kibai Balanga of Kondagaon Block and Karkak Para, Kotamsar of Darbha Block for the present study. The beneficiaries data indicate that, the average family size is 4.83, 69% of them are still



dwelling in Kacha houses, drinking water facility is available to them only outside their residence (27% house holds go beyond 50 meters), 94% do not have drainage facility and only 44% of them have electric facility. The data also indicate that, only 3% are cultivators and 41% are agriculture labourers and 45% are in non-agriculture seasonal wage employment. 71% of them are illiterate and 15% of them have studied beyond primary level. The type of schemes availed by the beneficiaries indicate that, 27% of them are the beneficiaries of IAY, 22% got forest land allotment, 13% got some land allotment, 19% got the sanitation scheme and a few availed scholarship, old age pension etc. So, majority of the cases are relating to land development schemes of the State government. The problems and view expressed by the beneficiaries indicate that, the pension amount being given to them (Rs.200) is very less and community centre should be constructed for them.

**Table 4.14: Socio-economic conditions of beneficiaries-Chattisgarh**

District	Family Size@	Percentage land owners	House type (in percentage)			Drinking water (in percentage)			Drainage Facility (in percentage)		Electric supply (in percentage)		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meteres)	Yes	No	No	free	personal
Bastar	4.83	68	69	21	10	0	73	27	6	94	56	2	42
Raipur	3.03	20	82	17	1	0	96	4	26	74	14	0	86
<b>Total</b>	<b>3.93</b>	<b>44</b>	<b>75.5</b>	<b>19</b>	<b>5.5</b>	<b>0</b>	<b>84.5</b>	<b>15.5</b>	<b>16</b>	<b>84</b>	<b>35</b>	<b>1</b>	<b>64</b>

@= Smal (1-4), Medium(5-7), Large(Above 7 members).

**Table 4.15: Occupation of Beneficiaries -Chattisgarh**

District	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised business trade	Salaried employment pension	Others
Bastar	3	41	45	4	1	0	2	4
Raipur	2	42	51	0	0	0	0	5
<b>Total</b>	<b>2.5</b>	<b>41.5</b>	<b>48</b>	<b>2</b>	<b>0.5</b>	<b>0</b>	<b>1</b>	<b>4.5</b>

**Table 4.16: Literacy and Education level of Beneficiaries - Chattisgarh**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Bastar	71	2	12	7	6	2	0	0
Raipur	44	23	31	2	0	0	0	0
<b>Total</b>	<b>57.5</b>	<b>12.5</b>	<b>21.5</b>	<b>4.5</b>	<b>3</b>	<b>2</b>	<b>0</b>	<b>0</b>

### 4.13 Raipur District

Raipur is the state headquarters of Chattisgarh. Raipur district has 5 sub divisions (Raipur, Baloda Bazar, Bhatpara, Bilaigarh and Gariyaband) 13 Tehsils and 15 Blocks for administrative convenience. The district has 5.81 lakh households and about 80% of them are rural in nature. The sex ratio in the district is 980 females per 1000 males with still better figures of 1004 for the rural areas and the literacy rate of the total population is 68.5% for the total population and 54% for the females. The district has 16.2% SC population and 12.1% ST population. The District has one ITDP (Gariyaband), one MADA (Balodabazar) and one Microproject (Ghuribandha) for tribal

development. The predominant SC Blocks in the district are Bilaigarh (31%), Palrai (26.3%), Arang (25%) whereas the ST population is concentrated in the blocks of Bundranwagh (52%) and Deobagh (25%). The data for the present study has been collected from the Arang Block (Amethi and Gullu villages ) and Abhanpur Block (Nimora, Gotiyardih villages) covering about 100 SC households for the impact analysis of the SCP programmes being implemented in the State.

The beneficiaries data indicate that, the average size of the SC household is 3.03 and only 20% of them own some kind of land and 82% of them are in Kacha houses.96% of the respondents reported that, they have drinking water facility with in 50 meters (none within the premises) and 74% do not have drainage facility in their homes and most of them got the electric connection on personal basis. 93% of the SCs are wage labourers (42% agriculture based), 44% illiterate and only 15% of them have school education beyond primary level. The SC beneficiaries in our sample represent mostly of old age pension (33.3%) and widow pension (29.9%) and about 18% have got the benefit of housing from Indira Awas Yojana. As the majority of the beneficiaries are from the segment of Pension side their main grievance was its enhancement and the requirement of community hall for them as also expressed by the STs in the Bastar district.

**Table 4.17: Details of the type of schemes accessed by the beneficiaries in Chhatisgarh**

S.No	Name of schemes	Percentage of total beneficiaries		
		Bastar District	Raipur District	Total
1	Electricity	9.00	4.04	6.53
2	Forest land allotment	22.00	0.00	11.06
3	Handicraft for handicapped	0.00	1.01	0.50
4	Handicraft scheme	0.00	1.01	0.50
5	Indira Awas Yojana	27.00	18.18	22.61
6	Land allotment	13.00	0.00	6.53
7	Old age pension	2.00	33.33	17.59
8	Plantation of fruit trees	1.00	0.00	0.50
9	Saraswati cycle scheme	1.00	1.01	1.01
10	Scholarship	3.00	1.01	2.01
11	Septic toilet	1.00	0.00	0.50
12	Sukh sahara	0.00	1.01	0.50
13	Toilet	19.00	10.10	14.57
14	Widow pension	2.00	29.29	15.58

#### 4.14 Comparative picture of STs and SCs with the General Population

Chhattisgarh is a new State carved out of the restwhile composite Madhya Pradesh States seven districts. These seven districts were later subdivided into present sixteen districts. As the state was formed only in November, 2000 most of the Census data, socio-economic indicators are not readily available for both the SCs,STs and general population for the State and 16 districts. The 1<sup>st</sup> Human Development Report of 2005 brought out by the Chhattisgarh government has projected the data and borrowed the data of the erstwhile M.P state data. In the present analysis also availabilityof data for the State as a whole is a problem and for want of this the limited available information has been utilized and given in the below table.

The literacy rates of 2001 data indicate that, SC population of the State is in genral in the same position as the general population with 64% litercyhowever, the STs are far behind with 52% and particularly the ST females with 39% are far behind with 12% points difference suggesting additional focused attention of educational development schemes than what is being done now by

the tribal development department for bringing them on par with the general population. As in literacy rates the enrolment rates in higher classes of IX to XII require fillip by providing incentives of scholarships, hostels, and residential schools nearby to their habitations. The drop-out data are not available and it may be on the expected lines of very high drop out rates for STs and particularly with girls. All the health indicators are not available for the SCs and STs and the available two indicators of TFR and Institutional delivery indicate abysmal low figures for STs which is half of the State figures of 13.8 which itself is low compared to the national average of 33.6%. There is an urgent need for the streamlining the health access in tribal areas with the revamped NRHM, appointment of ASHAs, door delivery of health infrastructure and medical care to STs and SCs in the State. The indicators of children with anaemia (90% for SCs and 93% for STs), three fourth of the women of ST and SC with anaemic condition and more than 50% of the children with nutritional deficiency require added thrust of ICDS services, midday meal programme in the schools and the involvement of NGOs to reach the interior settlements. The availability of amenities like electricity facility to beneficiary households (SCs:59%, STs:35%) permanent houses of 8.2% among STs and 22% among SCs speaks of the infrastructure availability to these disadvantaged groups. Drinking water is available to only 75 to 80% of the STs and SCs with in a reasonable distance and still about one-fifth of the population suffers from acute drinking water problem. More than 56% of STs and 33% of SCs are cultivators in the State and a majority of them are agriculture labourers (33 to 42%) suggesting the need for provision of minor irrigations projects like check dams, ponds, sprinklers etc. for their irrigation purpose and provision of agriculture related supportive mechanisms in terms of seeds, fertilizers, horticulture, pisciculture for their economic and livelihood activities.

**Table 4.18: Socio-economic development indicators of SCs, STs and General Population in Chattisgarh State**

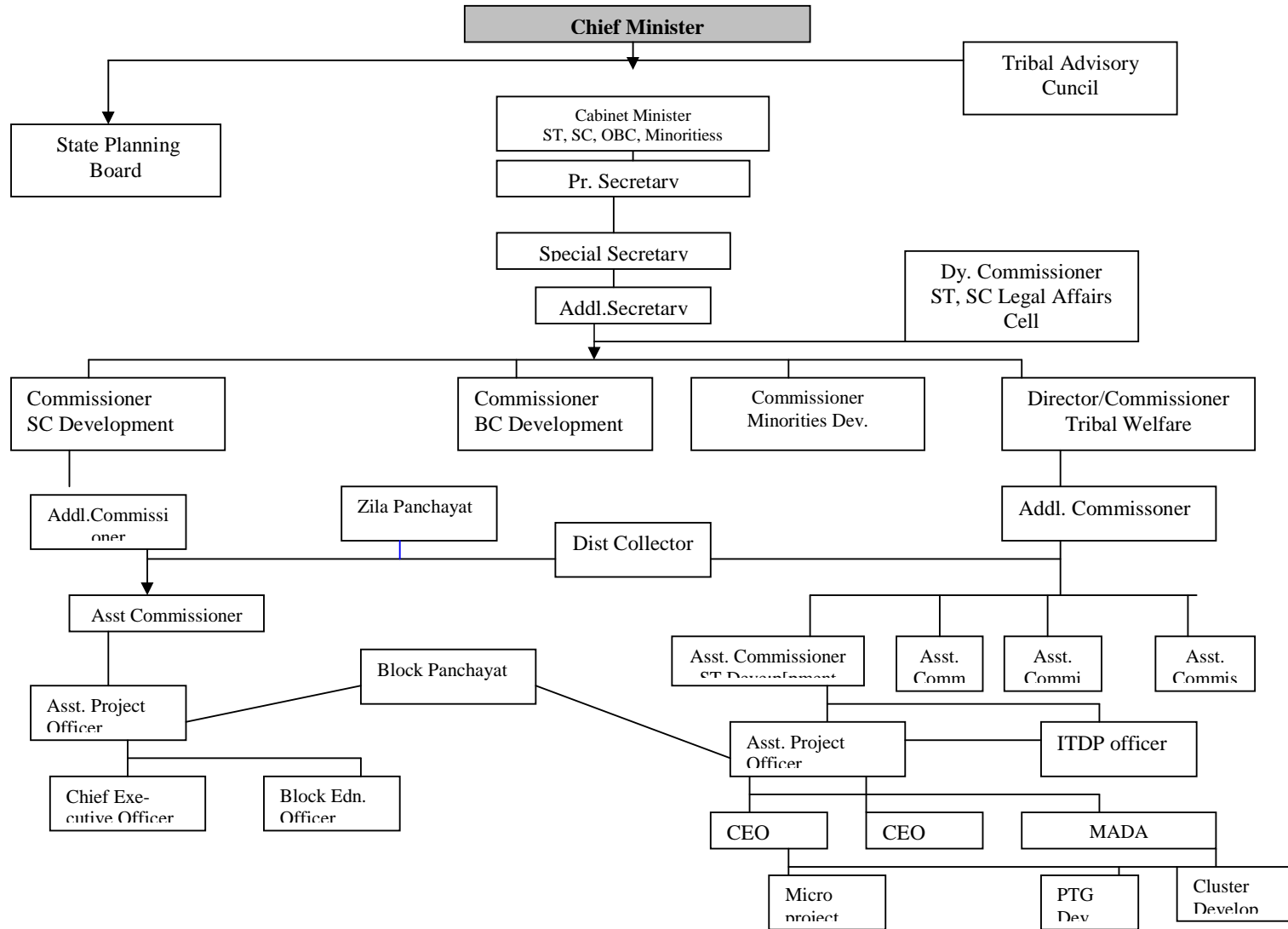
Indicator	All India	Chattisgarh State- Total	(in percentages)	
			SCs in Chattisgarh	STs in Chattisgarh
1. Literacy Rate (2001) Total	68.8	64.7	64.0	52.1
Males	78.7	77.4	78.7	65.0
Females	58.2	51.9	49.2	39.3
2. Gross Enrolment Rate(2004-05)				
I-V	108.56	131.84	148.60	127.79
I-VIII	94.23	112.63	127.32	105.77
IX-X	51.65	43.93	52.17	37.20
XI-XII	27.82	30.38	34.612	23.15
3. Dropout Rates (2002-03)				
I-V	34.89	26.4		
I-VIII	52.79	52.4		
I-X	62.58	73.1		
4. Health Status				
i. Infant Mortality	67.6	80.9	---	---
ii. Neonatal Mortality	43.4	54.7	----	---
iii. Child Mortality	29.3	45.4	---	---
iv. Institutional delivery	33.6	13.8	13.8	7.2
v. Percentage of women who had a health visitor	11.3	57.5	-	---
v. Full immunization	42.0	20.0	----	---
vi. Total Fertility Rate	2.85	1.88	2.86	2.88
5. Nutritional deficiency				
i. Weight for height	35.8	27.5	48.8	55.2
ii. Percentage of women with anaemia	51.8	58.8	68.8	75.2
iii. Anaemic children	74.3	87.7	90.2	92.8
iv. Undernourished children	47.0	60.8	68.0	68.7
6. Availability of Amenities				
i. Households with Electricity	55.8	62.8	59.0	34.5



<b>Indicator</b>	<b>All India</b>	<b>Chattisgarh .State- Total</b>	<b>SCs in Chattisgarh</b>	<b>STs in Chattisgarh</b>
ii. Households with drinking water (sources away from premises)	16.7	22.3	21.2	27.1
iii. Households with Sanitary facilities	36.4	21.2	9.6	4.4
iv. Households with permanent houses	51.8	36.5	22.2	8.2
Economic conditions				
i. Cultivators	32.50	38.6	32.6	56.6
ii. Agricultural labourers	20.70	29.5	41.6	32.7
iii. Household industry	4.6	2.5	2.7	1.2
iv. Other occupations	42.2	29.4	23.2	9.5
8. Poverty Line Ratios (1999-2000)				
i. Percentage of BPL rural population	27.11			
ii. Percentage of BPL urban population	23.65			

Source: Census of India, 2001 and NFHS, 1998-99

**Figure 4.1: Organisational Structure of STs and SCs Development in Chhatisgarh**



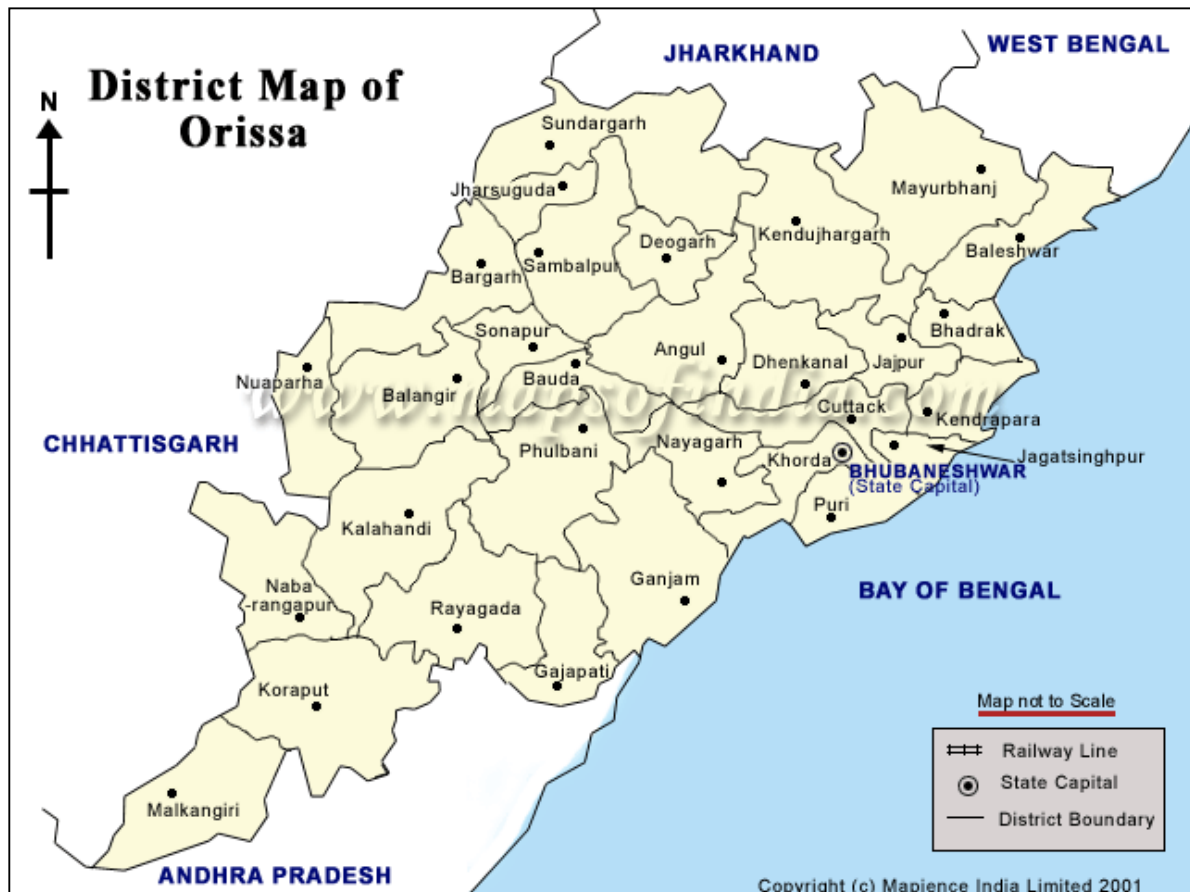
# **CHAPTER 5**

**IMPLEMENTATION OF TRIBAL  
SUB-PLAN AND SPECIAL  
COMPONENT PLAN AND ITS  
IMPACT ON STs AND SCs IN  
ORISSA STATE WITH SPECIAL  
REFERENCE TO KBK REGION**



## 5 IMPLEMENTATION OF TRIBAL SUB-PLAN AND SPECIAL COMPONENT PLAN AND ITS IMPACT ON STs AND SCs IN ORISSA STATE WITH SPECIAL REFERENCE TO KBK REGION

The eastern coastal state of India-Orissa with a geographical area of 4.74% of the country and comprising 36.7 million people of India's 3.57% population is a low income state. The population density of the state is 236 persons per sq.km and the urbanization rate is only 14.9% with a lot of inter-district variation in the state. The state at present has 30 districts which prior to 1992 consisted of 13 districts viz: (i) Baleshwar, (ii) Cuttack, (iii) Puri and (iv) Ganjam comprising the



coastal plains; (v) Dhenkanal, (vi) Bolangir and (vii) Sambalpur comprising the western land region; (viii) Sundargarh, (ix) Mayurbhanj and (x) Kendujhar comprising the northern plateau region and (xi) Koraput, (xii) Kalahandi and (xiii) Phulbhani comprising the eastern ghats region. The State is rich in natural resources, inland water with 11 major rivers Mahanadi being the major one, many big and small water bodies with the famous Chilka lake, a big stretch of coastal line with a good potential for fisheries, a good forest cover of about 30% surface area and endowed with rich mineral deposits of coal, Iron, Bauxite, Lime stone, Dolomite.

### 5.1 Scheduled Tribes and their socio-economic profile

Scheduled Tribe (ST) population in Orissa is 8.15 million comprising 22.13% of the total population of the state and 9.7% of the total tribal population of the country. Orissa has the third largest concentration of tribal people in the country. There are 62 tribal communities including 13

Primitive Tribal Groups (PTGs) in the State. Khond is the most populous (17.1%) ST followed by Gond, Santal, Kolha, Munda, Saora, Shabar and Bhattada. ST households are about 1.8 million and 94.5% of them are rural based. About 44.7% of the State's geographical area has been declared as Scheduled Area which covers 12 districts and is inhabited by about 68.1% of the STs in the State comprising the districts of Mayurbhanj, Koraput (undivided) and Sundargarh, Kandhamals, Sambalpur, Keonjhar, Kalahandi and Balasore districts. The rest of the tribal population habitation is designated into MADA, Cluster pockets and Dispersed Tribal Areas. In 7 districts namely Malkangiri, Nabarangpur, Rayagada, Sundargarh, Kalahandi, Koraput and Gajapati, STs are more than 50% of the total population in the district. Majority of STs live in hilly and forest areas, which are mostly inaccessible and isolated. 62 STs in Orissa speak as many as 74 dialects and their cultural heritage is rich and varied. Their economy is largely subsistence oriented and non-specialised. At one end of the spectrum we find nomadic food gatherers and hunters and at the other end, agriculturists and horticulturists. The literacy rate among the STs is 37.36% against the overall literacy rate of 63.1% of state (2001 census). The ST male and female literacy rates are 51.5% and 23.4% respectively. As per 2001 Census, 57.4% STs are main workers and the remaining 42.6% are marginal workers. Cultivators account for 33.4% of total workers, whereas agricultural labourers constitute 46.8% and workers engaged in household industries constitute 4.8% of the total workers. Most of the cultivators among the STs are small and marginal farmers.

## 5.2 Scheduled Castes and their socio-economic profile

Ninety-three (93) communities in the State have been listed as Scheduled Castes (SCs) comprising about 13.4 lakh households numbering about 60.8 lakhs and 88.4% of them are inhabiting in rural areas (2001 Census). Out of 93 SC communities, Pan is the most populous caste (17.7%) followed by Dewar, Dom, Dhoba, Ganda, Kandra and Bauri. The State has notified 15 SC communities under sweepers and scavengers besides the other as nomadic, seminomadic and denotified communities. There are 39.3% of SCs have been returned as total workers and 13.9% of them are marginal workers. SC cultivators account for 22.38% whereas agricultural labourers account for 34.8% and those engaged in household industry constitute 5.6% of the total workers. Though the SC population is spread all over the state the major concentration is found in the coastal districts of Balasore (18.8%), Baudh (21.9%), Bhadrak (21.5%), Jagatsinghpur (21.1%), Kendrapara (20.5%), Malkangiri (21.4%), Sonapur (23.6%), Ganjam (18.6%) and Puri (18.2%). The literacy rate among SCs is 55.5% against the overall literacy rate of 63.1% of the State. The literacy rates among SC male and female are 70.1% and 40.3% respectively. SCs are generally with meager assets and suffer from many economic disadvantages. The State Government has enacted many legislative and other regulatory measures like Land Settlement Act, Orissa Land Reform Act, Money Lenders Act, Debt Relief Act, Bonded System Abolition Act, Minimum Wages Act, Reservation of Vacancies in Posts and Services Act for the protection, welfare and development of SCs and STs in the State.

The evaluation report of Orissa State will deal in detail mainly on the TSP formulation, implementation, monitoring and its impact on STs particularly in the KBK region of the State but references to SCP and its impact on the SC in the State will also be made wherever necessary as a corollary to the State's study.

**Table 5.1: Distribution of SC and ST population in Orissa state**

S.NO	State/District	Total population	SC population	SC %	ST population	ST %
	Orissa	36,804,660	6,082,063	16.53	8,145,081	22.13
1	Anugul	1,140,003	196,109	17.2	132,994	11.67
2	Balangir	1,337,194	226,300	16.92	275,822	20.63
3	Baleswar	2,024,508	381,422	18.84	228,454	11.28
4	Bargarh	1,346,336	260,719	19.37	260,691	19.36
5	Baudh	373,372	81,710	21.88	46,557	12.47
6	Bhadrak	1,333,749	286,723	21.5	25,141	1.88
7	Cuttack	2,341,094	446,789	19.09	83,591	3.57
8	Debagarh	274,108	42,117	15.37	92,103	33.6
9	Dhenkanal	1,066,878	197,280	18.49	136,501	12.79
10	Gajapati	518,837	38,928	7.5	263,476	50.78
11	Ganjam	3,160,635	586,798	18.57	90,919	2.88
12	Jagatsinghapur	1,057,629	222,634	21.05	8,640	0.82
13	Jajapur	1,624,341	373,513	23	125,989	7.76
14	Jharsuguda	509,716	87,011	17.07	159,757	31.34
15	Kalahandi	1,335,494	236,019	17.67	382,573	28.65
16	Kandhamal	648,201	109,506	16.89	336,809	51.96
17	Kendrapara	1,302,005	267,186	20.52	6,822	0.52
18	Kendujhar	1,561,990	181,488	11.62	695,141	44.5
19	Khordha	1,877,395	254,251	13.54	97,186	5.18
20	Koraput	1,180,637	153,932	13.04	585,830	49.62
21	Malkangiri	504,198	107,654	21.35	289,538	57.43
22	Mayurbhanj	2,223,456	170,835	7.68	1,258,459	56.6
23	Nabarangapur	1,025,766	144,654	14.1	564,480	55.03
24	Nayagarh	864,516	121,409	14.04	50,836	5.88
25	Nuapada	530,690	72,296	13.62	184,221	34.71
26	Puri	1,502,682	273,917	18.23	4,482	0.3
27	Rayagada	831,109	115,665	13.92	463,418	55.76
28	Sambalpur	935,613	159,453	17.04	322,770	34.5
29	Sonapur	541,835	128,000	23.62	52,978	9.78
30	Sundargarh	1,830,673	157,745	8.62	918,903	50.19

### 5.3 Tribal Sub-Plan Approach

The Tribal Sub-Plan strategy in the State has been adopted since the beginning of the Fifth Five Year Plan (1974-75) which is based on area development approach with adequate emphasis on family oriented income generating activities taking a comprehensive view of tribal problems with the objective to narrow down the gap of socio-economic development between tribals and others, within the frame work of National's Five Year Plans. The Tribal Sub-Plan (TSP) approach envisages integrated development of the Tribal areas wherein all programmes irrespective of their sources of funding operate in unison to achieve the common goal of bringing the area at par with the rest of the State and to improve the quality of life of the tribals. The strategy was oriented for taking up family oriented income generating schemes in the sphere of agriculture, horticulture, animal husbandry, elimination of exploitation human resources development through education and training programmes and infrastructure development programmes.

## 5.4 Tribal Development Administrative Mechanism

The Department of Welfare is headed by a Cabinet Minister, who is responsible for the welfare and development of STs, SCs and Other Backward Classes (OBCs) supported by the State rank Minister in the State. Administratively it is headed by the Commissioner-cum-Secretary of the Department under whom three Directors-cum-Additional Secretaries are heading the wings of the department; STs, SCs and OBCs. A Tribal Advisory Council (TAC) is in existence since 1950 which is mandatory for the Fifth Schedule Areas. The Council has 20 members, of whom three fourths are ST Members of the State Legislative Assembly. The Chief Minister is the Chairman and the Minister of Tribal Welfare is the Vice Chairman and the Secretary of the Dept. of Welfare is the Secretary of the Council. The TAC advises the Govt. of Orissa in all matters regarding tribal development and welfare. It was noticed that, the TAC is not having meetings frequently and effectively functioning in the State. As the State is having large Scheduled Area, the Governor of the State is vested with special Constitutional powers and it is mandatory on the part of the Governor to file report every year on the administration of the Scheduled Areas of the State to the President of India. However, the Governor's report are not being filed regularly in the State. (see organogram)

## 5.5 Tribal Development Projects

Scheduled Areas constitute more than 44% of the State land area in Orissa. They cover 67% of the tribal population in 118 Block of 12 Districts. All Blocks with a tribal population of 50% and above are defined as Scheduled Areas and constitute a Tribal Sub Plan (TSP) Area. All the TSP areas in the State coincides with the Scheduled Areas. TSP is implemented in the State through 21 Integrated Tribal Development Agencies (ITDAs), 46 Modified Area Development Approach (MADA) and 14 Cluster pockets and 17 Micro projects for 13 PTGs and Dispersed Tribal Groups.

In general, a Revenue Sub Division equivalent to two or five Blocks is taken as ITDA. There are 21 ITDAs in the State covering 118 Blocks in 12 Districts. Each ITDA is administered through a IAS/senior OAS cadre officer with assistance from engineering wing headed by Assistant Engineer. Each ITDA is having a Project Level Committee, a sub project under the District Welfare Committee with the District Collector as Chairman and the District Welfare Officer as Secretary. The District Welfare Committee reviews the implementation of the tribal projects. At the Block level, the Welfare Extension Officer and the Block Development Officer (BDO) executes the various tribal projects with in the Block and is responsible for residential schools for tribals. It is observed that, in many of the ITDAs the Officers are not having effective role and functions and lack motivation for the tribal development.

In Blocks outside the TSP, where the population in a contiguous area is 10,000 or more with atleast 50% tribal concentration has been identified as MADA pockets to ensure the welfare and development of tribals. 46 such pockets in 47 Blocks having 5.67 lakh tribal population are functioning in the State. A MADA level advisory committee has been made mandatory for each pocket under the chairmanship of Sub-Collector and officials and non-officials as members for the development activities of the area. Fourteen (14) Clusters of contiguous areas having a population of 5,000 or more with at least 50% tribal concentration are identified as Clusters with administrative mechanism similar to MADAs. Fourteen (14) Clusters covering about 13 Blocks in Orissa State with special emphasis on individual and family oriented benefit programmes are in operation. There is a Dispersed Tribal Development Project (DTDP) to cover the tribals not covered by the ITDP/MADA/Cluster approach which is being implemented through Orissa State

Scheduled Castes and Scheduled Tribes Development Finance Cooperative Corporation. The DTDP is being implemented in 23 districts covering 197 Blocks. There are 13 Primitive Tribal Groups (PTGs) in the State and 17 Micro projects are operating for their all round development with individual perspective plan for each PTG.

## 5.6 KBK Region/Districts

Till 1992, **Orissa State was divided into 13 districts** but, at present it has 30 districts. The old and undivided districts namely Kalahandi, Bolangir and Koraput, popularly known as **KBK Districts/Region** in the highland region are chronically backward and highly underdeveloped. In a poor and backward state like Orissa, KBK region is the most backward and poverty stricken belt with recurring droughts and famine like situations which leads to distress migration of the poor in the non-agricultural season. **After the reorganization of the State, the KBK region now consists of 8 districts namely Kalahandi and Nuapada forming part of undivided Kalahandi, Bolangir and Sonepur forming part of undivided Bolangir and Koraput, Malknagiri, Nabarangpur and Rayagada forming part of undivided Koraput. The KBK region comprises of 80 Blocks, 1171 Gram Panchayats and 12, 104 villages.**

KBK region is mainly hilly and barren with poor quality of soil with scarce water resources so, agriculture in this region is not productive and high yielding. KBK region shares 30.6% of the total geographical area of the State with 20% of the State population. It is predominantly inhabited by the SCs and STs comprising about 55% of the total SC and ST population of the State. 90% of the KBK region is rural in nature, with only 20% literacy, high work participation rate in primary sector and low employment wage rate prevailing in the region. As per the BPL survey conducted by the State Government, KBK region has much higher incidence of rural poverty ( 85% to 92%) and the percentage of depressed BPL families ( SCs &STs) are much higher than in other parts of the State. The studies conducted earlier on the inter-district development variation shows that, Composite Development Index (CDI) values are much lower with Malkangiri being the most backward in the region followed by Kalahandi, Nabarangpur, Nuapada, Bolangir, Koraput and Sonepur suggesting special sectoral investment and development initiatives to bring this region at par with the average development status of the State.

**Table 5.2: Important demographic features of KBK region and Orissa State**

S.No	Variable	Kalahandi Koraput Bolanagir (KBK) Region				Orissa State
		Two	Four	Two	Eight	
1	No. of Districts	Two	Four	Two	Eight	Thirty
2	Geographical Area (%)	7.6	5.7	17.3	30.6	1.6 lakh.km
3	Population (2001) (%)	5.1	5.4	9.5	20.0	3.67 crore
4	Sex ratio	1008	1023	992	1007	972
5	Rural population (%)	93.5	90.4	88.8	90.4	86.6
6.	SC population (%)	16.6	14.7	18.9	16.3	16.5
7	ST population (%)	30.4	53.7	17.5	38.4	22.2
8	Literacy-1991 (%)	30.0	39.7	22.7	29.1	49.1
9	BPL families-rural-% (1992)	86.7	84.5	91.7		79.1
10	Main workers (%)	37.5	35.0	40.0	40.0	32.8
11	Primary sector (%)	85.6	82.0	85.0	84.4	75.8
12	No. Medical Centres per 1000 pop.- 1995-96	0.52	0.65	0.52	0.56	0.51
13	ITDAs	1	6	---	7	21



S.No	Variable	Kalahandi Koraput Bolanagir (KBK) Region				Orissa State
14	MADAs	13	----	5	18	46
15	Cluster pockets	5	---	1	6	14
16	Micro projects for PTGs	2	5	---	7	17
17	No. PTGs	2	5	-	7	13

### 5.7 Special Planning and Strategy for KBK Region

The **KBK region** of the present 8 districts known to be chronically backward with predominant ST and SC has no focused and integrated planning and development until recently. A **Long Term Action Plan (LATP)** for the KBK region was launched in 1995 for a seven year period (1995-96 to 2001-02) by the then Prime Minister by pooling the available resources and integrating them scientifically to achieve the accelerated development of the region. As the desired goals were not achieved during 1998-99, State Government has drawn a **Revised Long Term Action Plan (RLTAP)** of eight years (1998-99 to 2006-07) an integrated approach for KBK region with an initial outlay of Rs. 6061.83 crore consisting of Central Plan, Centrally Sponsored Schemes in various sectors of agriculture, horticulture, watershed development, afforestation, irrigation, health, drinking water, emergency feeding, welfare of SCs and STs and rural connectivity. Additional Central Assistance was also provided by the Planning Commission besides the original outlay every year.

### 5.8 Orissa Tribal Empowerment and Livelihood Programme (OTELP)

An integrated tribal development programme was being implemented with assistance from DFID, IFAD and WFP with the active involvement of ST & SC Development Department in 30 Blocks of 7 districts (Kandamahal, Kalahandi, Gajapati, Rayagada, Koraput, Malkangiri and Nabrangpur) which **represent 5 of 8 districts of KBK region of the State in two phases**. This integrated development programme focuses on building the capacity of poor people and their institutions so that they can plan and manage their own development and negotiate improved entitlements with a strategy to support land and water management, development of agriculture, horticulture, sustainable management of forests with the involvement of user communities, the stake holders. The first phase was initiated in 2003-04 in 10 blocks of 4 districts mainly through NGOs and the second phase of the project was initiated in February 2007 in the remaining blocks and districts of the programme.

### 5.9 Formulation and Implementation of TSP

Orissa State is preparing TSP document giving financial and physical targets for the tribal development schemes indicating priority/thrust areas, schemes details, the area of coverage since a long time. It has created budget head and subheads and various departments implementing the tribal development programmes are showing expenditure under these heads. However, the TSP document is being prepared by the Planning Department mainly with the active involvement of SC & ST Development Department. True planning and financial powers are not vested with the Secretary, ST & SC Development. This nodal department is executing only the core ST development programmes of the State and the Ministry of Tribal Affairs Central Sector and Centrally Sponsored Schemes besides the SCA to TSP and Grants received under Article 275(1) of the Constitution of India. Since last year, the State Government has made the ST & SC Development Department as the nodal department for monitoring and to indicate plan priorities relating to ST and SC development for other sectors at the State Head Quarters. However, the State is not following the methodology of setting apart the funds of ST and SC population proportionate funds towards TSP and SCP first and prioritizing the schemes/programmes with the



nodal departments directives and supervision. The State is following the divisible and non-divisible pool of fund methodology for the allocation of funds from different departments schemes/ programmes.

As at the State Head Quarters, District level planning and implementation of TSP is yet to be achieved in the State. Though the State has 16.5% SCs and 22.1% STs totaling about 38.6% which infact exceeds more than 50% in about 15 out of 30 districts in the State but, still there is no integrated approach of District level planning in general and TSP and SCP in particular. The District level rural development programmes are being implemented by the DRDA. Though the State has 21 ITDAs, 46 MADAs, 14 clusters and 17 Micro projects there was no integrated planning and detailed projects for each of them based on the priorities, available resources for the STs. Similarly, there is no Block and village level integrated planning for STs and SCs development in the State. Only last year, the State Government has issued orders constituting the State, District and Block level monitoring committees for TSP and SCP in the State. So, it has to be seen how effective this mechanism, will be really implemented

### **5.10 Monitoring and Evaluation of TSP**

As briefly mentioned earlier, there are executive orders and arrangements for monitoring tribal development programmes regularly at the ITDA through Project Level Committee under the Chairmanship of Collector, Governing bodies for MADA/Cluster pockets/Micro projects under the chairmanship of sub-collector where Departmental Officers and representatives of various line departments are members. At the State Head Quarters core developmental programmes are reviewed by the Secretary, ST & SC Development Department through periodical feedback returns of ITDA/MADA/Cluster Micro projects financial and physical progress through prescribed formats. Recently, the State Government has constituted a high level monitoring Committee under the Chairmanship of Development Commissioner cum Additional Chief Secretary to monitor the TSP and SCP of the sectoral departments through formats indicating financial and physical targets and achievements with Secretaries of different departments as Members and SC & ST Development Secretary as Member Secretary. Similar monitoring mechanism for SCP and TSP at the district and block level has been constituted recently. The evaluation of different schemes have been commissioned periodically through evaluation cell of the departments to get the feedback on the functioning of the various schemes and developmental programmes of STs and SCs in the State by various reputed Institutes/ organizations, NGOs and Orissa State Scheduled Tribe & Scheduled Caste Research and Training Institute (ST & SC R&T.I), Bhubaneswar.

### **5.11 Allocation and Utilization of TSP funds**

The resources for tribal Development in Orissa State towards TSP are coming from the following sources: (i) Flow of funds from the State Plan, (ii) Flow of funds from Central Sector & Centrally Sponsored Schemes, (iii) SCA to TSP and Article 275(i) of the Constitution of India, iv. Institutional finance.

### **5.12 Funds from the State Plan**

Orissa State is not following single demand budget as in the case of Maharashtra State. The outlay for TSP is being budgeted under different Department's demands under the minor head 796 - Tribal Area Sub-plan. All the departments of State are allocating funds and the expenditure approved towards Tribal Development is accounted under this budget head. The State government is following the divisible and non-divisible concept for allocating funds towards TSP in their Annual Plans and Five Year Plans. During 9<sup>th</sup> Plan, the total outlay was Rs. 14,567.14

crores and TSP allocation was Rs. 3431.59 crore (23.6%) and the expenditure incurred towards TSP was Rs. 2238.92 crore which is about 25.12% against the 9<sup>th</sup> plan expenditure.

The 10<sup>th</sup> plan total allocation is Rs. 15,300 crore and the projected TSP outlay was 4736.31 crore which is 29.5% of the total outlay. During Annual Plan 2002-03 the allocation was Rs.3100 crore and the TSP expenditure was 521.95 crore (21.1%). During the rest of the four years of 10<sup>th</sup> Plan period ( 2003-04 to 2006-07) the TSP expenditure was Rs.589 crore, Rs.613.5 crore, Rs.821.5 crore and Rs.1008 crore respectively which is about 24%, 22%, 27% and 28% during these four years.. The secondary data shows that, the State Government has utilized about 23% of the State Plan expenditure towards TSP in the 10<sup>th</sup> Plan which is slightly more than STs population (22.1%) in the State.

**Table 5.3: Allocation and utilisation of TSP funds in 9<sup>th</sup> and 10<sup>th</sup> Plan**

(Rs.in crore)						
S. No.	Annual Plan	Allocation	Expdr.	TSP Allocation	TSP Expdr.	Percentage TSP Expdr. to allocation
1	9th Plan	14,567.14	8911.27	3431.59 (23.6%)	2,238.92	25.12
	10th Plan					
2.	2002-03	3100	2474	724.4 (26.8%)	521.95	21.1
3.	2003-04	3200	2436.90	832.42 (29.7%)	588.69	24.2
4.	2004-05	2500	2738.72		613.47	22.4
5.	2005-06	3000	2818.82		821.52	27.4
6.	2006-07	3500	3500.00	917.57	1008.16*	28.8*
	<b>Tenth Plan</b>	<b>15,300</b>	<b>13,848.50</b>		<b>3545.79</b>	<b>23.2</b>

\*Anticipated expenditure

### 5.13 Funds from the Centre

Apart from the State Plan outlay, a substantial amount of Central assistance through Central Schemes and Centrally Sponsored Schemes through various departments flows to TSP areas for socio-economic development of STs. About Rs.815.94 crore through CS and CSS have been utilized for various ST related development schemes by various departments during 10<sup>th</sup> Plan. The State Government has also utilized Special Central Assistance (SCA) to Tribal Sub Plan (TSP); Rs.346 crore and Rs. 121.81 through Article 275(1) of the Constitution for the development STs in the State during the 10<sup>th</sup> Plan.

**Table 5.4: SCA to TSP and Article 275(1) Funds from Central Government**

(Rs.in crore)				
S. No	Annual Plan	Central/CS Schemes	SCA to TSP	Article 275(i)
1	9th Plan	281.64	288.5	96.61
	10th Plan			
2.	2002-03	65.00	64.95	36.42
3.	2003-04	190.10	61.85	28.3
4.	2004-05	198.65	75.78	43.5
5.	2005-06	362.19	59.87	38.02
6.	2006-07	---	83.58	40.29
	<b>Tenth Plan</b>	<b>815.94*</b>	<b>346.03</b>	<b>121.81</b>

\* Excluding 2006-07 funds

SCA to TSP through Ministry of Tribal Affairs is towards family oriented and income generating schemes besides infrastructure development in critical areas as per the Ministry of Tribal Affairs guidelines. The amount released during the 10<sup>th</sup> Plan is Rs 346.03 crore with a total coverage of 3.5 lakh families. The SCA to TSP funds are used mainly for the developmental activities of 21 ITD's, 46 MADA pockets, 14 clusters and dispersed Tribal Development Projects. The dispersed tribal groups development has been assigned to the Orissa Scheduled Caste and Scheduled Tribe Finance Development Corporation. The physical and financial achievement of SAC to TSP during 10<sup>th</sup> Plan is as follows:

**Table 5.5: Physical and Financial Achievement of SAC to TSP during 10<sup>th</sup> Plan**

S. No	Programme	SCA to TSP Financial (Rs.in crore)	10th Plan Achievement Physical (Family) (Rs.in lakh)
1.	ITDA	300.48	3.0
2.	MicroProject	16.88	0.14
3.	MADA	18.80	0.18
4.	Cluster	18.81	0.02
5.	DTDP	10.66	0.16
<b>Total</b>		<b>348.20</b>	<b>3.5</b>

Grants under Article 275(1) of the Constitution received from Government of India is additional besides TSP funds for specific project proposals for creation of infrastructure/ upgradation, like road construction, schools, hostels, health clinics, irrigation facilities developmental infrastructure economic and social development projects/programmes in rural areas. The funds released during 9<sup>th</sup> Plan was Rs.96.61 crore and during 10<sup>th</sup> Plan, Rs.121.81 crore was utilized mainly for infrastructure development. Recently, the guidelines of Grants under Article 275(1) has been modified and due to this the State received Rs. 2 to 10 crore during different years of 10<sup>th</sup> plan for Ekalavya Model Tribal Schools.

#### **5.14 Protective Measures and Affirmative Action for the STs/SCs in Orissa**

The State has enacted/ undertaken the following Acts/ Programmes for the welfare and development of STs/SCs in the State.

##### **5.14.1 Liquidation of Rural Indebtedness**

Orissa Debt Relief Act, 1980 which is in operation since March 13<sup>th</sup>, 1981 to protect the rural indebtedness especially in the Scheduled Areas and STs.

##### **5.14.2 Bonded Labour System**

Bonded Labour System (Abolition) Act, 1976 a CSS scheme. By, February, 2001 STs released are 19,167 and 18,411 STs were rehabilitated.

##### **5.14.3 Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulation, 1956**

No. of cases registered are 86, 999 and number of cases disposed are 84,721, no.of STs benefited are 46, 439 and the area restored was 42,497 acres.

#### **5.14.4 Money Lenders Regulation Act, 1967**

Money Lenders Regulation Act, 1967 is entrusted with the Panchayats to regulate and monitor the menace of money lenders in TSP areas.

#### **5.14.5 Forest Policy and Joint Forest Management**

By involving the tribals and to facilitate them in the access of Minor Forest Produce for their livelihood and income generation activities.

#### **5.14.6 Orissa Reservation of Vacancies in Posts and Services (For SCs and STs) Act, 1975**

Orissa Reservation of Vacancies in Posts and Services (For SCs and STs) Act, 1975 (22.5% for SCs, 16.25% for STs) is being implemented for employment in State government and public sector undertakings.

#### **5.14.7 Academy of Tribal Dialect and Culture (ATDC)**

The academy is in Bhubaneswar since 1979 for promoting tribal art and culture.

#### **5.14.8 Scheduled Caste & Scheduled Tribe Research and Training Institute (SC & ST R&T.I)**

The institute is functioning since 1952 at Bhubaneswar for research and training activities and conducts research and evaluation studies of the STs and SCs in the State besides imparting training to the State Government Officials.

#### **5.14.9 Tribal Development Cooperative Corporation of Orissa Limited (TDCCOL)**

TDCCOL is functioning since 1967 for MFP, Surplus Agriculture Produce and its processing for the benefit of tribals in the State.

#### **5.14.10 Orissa SC and ST Development Finance Cooperative Corporation Limited**

It utilizes SCA to SCP and TSP funds and is a channelising agency for advancing loans, subsidy and grants for income generation activities, skill upgradation, market linkages etc.

### **5.15 Financial Outlays for Sectoral Programmes**

During 9<sup>th</sup> Plan, TSP programmes financial flows have been mainly towards Social Services (Rs.1049 crore) followed by Irrigation & Flood Control ( Rs. 408 crore), general services ( Rs. 320 crore) and Rural Development ( Rs. 218 crore) which are mainly towards the poverty alleviation, basic minimum services, education and health. During 10<sup>th</sup> Plan, Special Area Programme for KBK region was initiated and Rs.866 crore has been utilized for this region development including the SCs and STs who are predominantly inhabiting in this region. This is the second biggest component of TSP expenditure in 10<sup>th</sup> Plan preceded by social services Rs.1154 crore and irrigation and flood control sector. However, the rural development and agriculture sectors got lesser allocation where there is a need for jacking up more thrust in view of the predominant rural habitation of the tribals in the state. Under Transport Sector huge amount of Rs. 345 crore during 10<sup>th</sup> Plan has been accounted under the Roads Works Department (75%) and rural roads (25%) which seems to be only an accounting process for the flow of funds towards TSP. During 10<sup>th</sup> Plan, the SC and ST Welfare department has been initially allocated Rs. 21,727 lakhs towards the tribal welfare department schemes/programmes directly being executed by them mainly benefiting the education and economic development programmes but actually Rs.8199 lakhs were utilized and thus there is a huge gap of the initial plan outlay and actual expenditure for the development of these groups.

**Table 5.6: Sectoral expenditure of TSP funds during 9<sup>th</sup> and 10<sup>th</sup> Plan**

(Rs. in crore)

S. No	Sectors	9th Plan expdr.	Annual Plans					Total 10th Plan
			2002-03	2003-04	2004-05	2005-06	2006-07	
1.	Agriculture & Allied	112.65	16.91	11.28	18.93	13.40	20.10	80.62
2.	Rural Development	218.37	24.75	58.45	51.89	59.12	56.66	252.87
3.	Special Area Programme	-	83.59	83.01	91.34	325.93	281.81	865.69
4.	Irrigation & Flood Control	407.68	81.76	88.55	11.91	115.37	133.29	430.88
5.	Energy	264.01	0.24	0.13	0.05	34.89	118.36	153.67
6.	Industry & Minerals	12.91	0.23	1.86	1.45	3.38	3.26	23.09
7.	Transport	171.61	54.11	67.45	71.88	52.43	99.24	345.11
8.	Science & Technology & Environment	-	9.44	8.59	6.15	5.07	12.54	41.79
9.	General Economic Services	-	0.00	0.00	0.00	35.93	35.34	71.27
10.	Social Services	1048.49	50.59	271.56	242.57	174.77	214.84	1154.33
11.	General services	319.98	0.32	0.00	0.08	1.22	30.70	32.32
<b>Total</b>		<b>2238.92</b>	<b>521.95</b>	<b>588.69</b>	<b>613.46</b>	<b>821.52</b>	<b>1008.16</b>	<b>3553.78</b>

### 5.16 Important Schemes Implemented Under TSP Funds

The thrust areas under TSP for the development of tribes in Orissa State through ITDA, MADA, Dispersed and Micro projects are irrigation, land development, agriculture, horticulture, animal husbandry, agro-processing units, beekeeping, sericulture, vocational training, road development, electrification, education, water supply etc. Under Swarna Jayanti Gram Swarozgar Yojana (SGSY) a Centrally Sponsored Scheme (CSS) with a funding ratio of 75:25 poor families are to be provided income generating activities with a holistic approach through self-help groups, training, credit, technology, infrastructure and marketing through bank credits and govt. subsidy by Panchayati Raj Department and is being executed by the DRDA /Blocks. Against the 10<sup>th</sup> Plan target of 4,43,231 families this programme has covered about 68, 482 families during 2002-03, 69, 809 families in 2003-04, 61, 605 families in 2004-05, 83, 768 families in 2005-06 and 90, 468 families during 2007-08 as per the details given below.

**Table 5.7: Coverage of ST families in the Tribal Sub Plan Area**

S.No	Programme	Tenth Plan Target	2002-03	2003-04	2004-05	2005-06	2006-07
1	SGSY	92,731	15,334	16,126	18,217	14,468	14,468
2	ITDA	3,00,000	38,497	41,850	30,246	60,000	65,000
3	MADA	18,000	1,505	3,505	3,795	3,900	4,000
4	Cluster Pockets	2,000	166	514	136	300	500
5	Micro projects (PTGs)	14,000	11,281	6,680	8,003	1,200	2,500
6	DTDP	16,000	3,137	2,548	3,664	3,500	3,500
7	Fisheries (FFDA)	500	134	310	400	400	500
<b>Total</b>		<b>4,43,231</b>	<b>68,482</b>	<b>69,809</b>	<b>61,605</b>	<b>83,768</b>	<b>90,468</b>

### 5.17 State, Central and Centrally Sponsored Schemes

The other important schemes being implemented by the ST & SC development department of Orissa State for the STs development are (i) Infrastructure support for the administrative machinery, (ii) Information, education and communication for awareness generation among STs, (iii) Pre Matric and Post Matric scholarship for ST students, (iv) Supply of text books, (v)

infrastructure development support to educational institutions & hostels, (vi) Special coaching for ST students for recruitment, (vii) Rehabilitation of victims of atrocities and legal aid to STs, (viii) Preservation and promotion of tribal culture, (ix) Managerial support to Tribal Development Co-operative Corporation, (x) Share capital assistance to SC & ST Development Finance Cooperative Corporation, (xi) State share for the Orissa Tribal Empowerment and Livelihood Programme (EAP) a IFAD- DFID- WFP partnership project, (xii) RLTA plan for KBK districts for their comprehensive targeted development, (xiii) Upgradation of secondary schools. Under the Centrally Sponsored Schemes, (i), Construction of ST boys and girls hostels, (ii) New Ashram Schools and Kanyashrams in TSP areas, (iii) Pre- examination coaching for civil services (iv) Research and Training activities of SCSTR &RI, Bhubaneswar, (v) Transportation cost of food grains under Central Grain Banks and (vi) Vocational Training Institutes in Tribal Areas are being implemented.

### 5.18 PTGs Development

The total 13 PTGs population in the State is 59, 710 as per 1991 Cenus and as per the latest survey carried out in 2001 by the STSCRTI, Bhubaneswar it is about 69, 863 for the micro projects. For all round development of PTGs the State Government is implementing the Central Sector Scheme through Voluntary Organisations for 13 PTG since 1998-99 with a thrust towards education, health, non-conventional source of energy, incentives to parents for sending their children to schools, tribal dialects in primary schools and infrastructure development. Recently with the help of Ministry of Tribal Affairs a CS scheme of **Janashree Bima Yojana of LIC** has been initiated for providing insurance coverage to one lakh families with in a period of five years. Besides, special sholarships are to be provided for the school going children of PTGs called as Shiksha Sahahog Yojana (SSY). The expenditure incurred for the development of PTGs during tenth Plan period is Rs. 15.02 crore.

### 5.19 Physical Targets and Coverage of Beneficiaries Under TSP

The State Government is compiling the information periodically about the important schemes and programmes being executed by the various sectoral departments. It has also set physical targets for various schemes. Some important schemes/programmes have been chosen to illustrate the fact that in most of the cases the targets set at the beginning of the 10<sup>th</sup> five year plan has not been met particularly in the case of infrastructure development like roads, bridges, irrigation potential, housing and physical assets creation. The coverage of beneficiaries in social sectors indicate that most of the targets have been met like scholarships of Pre-Matric, Post-Matric, training, NOAP and feeding programmes. This indicates that, there are many bottlenecks in the completion of the infrastructure programmes being undertaken by the State Government in terms of allocation of powers, release of funds, and timely completion of projects in tribal areas.

**Table 5.8: Physical targets and achievement for important schemes/programmes of TSP during 10<sup>th</sup> Plan**

S.No	Scheme/programme	Units	Target	Achievement
1	Production of food grains	000 tonnes	14,809	10,728
2	Agriculture Area Developed	000 hect.	11,316	11,167
3	Fertilisers Distributed	Rs.in crore	173	131
4	Soil & Water conservation (NWDPR, RVP, IWDP, DPAP)	Ha	39,658	37,522
5	Fish farmers trained	Nos	500	1841
6	Short term loans	Rs. In crore	864	842
7	Medium term loans	-do-	210	88
8	Long term loans	-do-	77	18
9	SGSY	Nos	92,731	64,613





S.No	Scheme/programme	Units	Target	Achievement
10	SGRY	Lakh mandays	726	992
11	<b>KBK Areas - Plantation</b>	Ha	2800	13,534
	<b>Emergency feeding</b>	Nos	2,00,000	-
	<b>Reservoirs</b>	-do-	83	124
	<b>Water area</b>	Ha	35,466	14,181
	<b>Captive Nursery</b>	-do-	46	18
	<b>Boats supplied</b>	Nos	958	250
	<b>Nets supplied</b>	Kgs	19, 160	1436
	<b>Training</b>	Nos	2243	1271
	<b>Fish landing shed</b>	Nos	74	102
	<b>Watershed coverage</b>	Ha	59, 296	59,296
	<b>Rural Bridges</b>	Nos	109	58
	<b>Rural roads</b>	Kms	307	134
12	Irrigation Area	000, Ha	70	5
13	Minor irrigation	Ha	11,400	19,722
14	Lift irrigation	Ooo Ha	10	5.51
15	Farmers trained	Nos	12,000	4,700
16	Sericulture - Production	Lakh sq.mt	200	195
	Employment	Nos	28,000	28,000
17	Handicraft Industries	Nos	120	120
18	MNP Bridges	Nos	43	27
19	MNP Roads	Km	230	179
20	Primary Schools	Students (000)	1087	4779
21	Upper primary schools	-do-	367	1057
22	Secondary education - Boys	-do-	803	486
	-Girls	-do-	634	319
23	Enrolment in Diploma Courses	Nos	1800	1665
24	Enrolment in Degree Courses	Nos	1622	1472
25	Pre-Matric Scholarships	Nos	14,04,033	14,14,033
26	Post -Matric Scholarships	Nos	25,417	25,417
27	Pre-Recruitment training	Nos	250	200
28	Const./Renov. of schools	Schools	9	9
29	Training Courses	No. of students	5146	5146
30	NOAP	Nos	1,13,449	1,13,449
31	SNP	Nos	1,75,743	17,18,486
32	Mid Day Meal Programme	Nos	10,78,077	46,91,926
33	PMGY	Nos	1,39,648	9,14,505
34	Annapurna Yojana	Nos	14334 per year	14334per year
35	Rehabilitation of victims	Nos	214	214
36	LIG Scheme	Nos	57	35
37	MIG Scheme	Nos	25	16
38	SJSRY	No. of beneficiaries	6900	4300

## 5.20 Special Component Plan (SCP)

The Special Component Plan approach for the development of SCs has been adopted in the State from the beginning of 6<sup>th</sup> Five Year Plan as a strategic policy to ensure overall development of the SCs and to remove all socio economic disparities between SCs and the rest of the community. SCP for SCs unlike TSP is not area specific as SCs are scattered all over the State. In Orissa, a comprehensive SCP is being formulated by coordinating the different sectoral departmental plans which are directly benefiting the SCP. The Secretary, SC



Development is not empowered fully with planning and financial powers to draw a detailed SCP with powers to redistribute the SCP funds to the priority areas. As in the case of TSP, no district, Block and village level detailed planning for SCP is being undertaken. However, keeping the broad objectives of SCs welfare different departments draw up detailed programmes for the general population indicating the benefits which are going to be covered for the SCs in different districts of the State. The broad objectives of SCP being followed are: i. Raising the socio economic conditions of the SCs and reducing the poverty among them, ii. Increasing the capability of self employment /wage employment iii. Upgradation of skills of traditional occupation for greater employment iv. Mainstreaming the SCs to ensure equal share in the development of the State. v. Creating critical infrastructure. vi. Providing free access to education, health and housing vii. Providing basic minimum services to improve the quality of life. viii. Empowering legislative and regulatory measures and ix. Elimination of scavenging.

The strategies being adopted for achieving the above objectives of SCSP are through (a) Self employment schemes with the arrangements of loan and subsidy. (b) Income generating schemes through the upgradation of traditional skills and capacity building for sustainable additional resources, (c) Composite programmes for occupational groups like weavers, leather workers, fisherman sericulturists etc. through supply of raw materials, developing market linkages and skill upgradation, (d) Provision of basic minimum services like drinking water link roads, electrifications, house sites and housing facilities in SC basties and (e) Creation of general awareness among SCs about various developmental programmes undertaken for them by the State and to ensure elimination of social discrimination.

The income generation activities are being undertaken through Orissa SC & ST Development and Finance Cooperative Corporation (OSFDC) though provision of loan assistance, skill development, supply of raw material with necessary back-up and market linkages for various schemes (agriculture, horticulture, minor irrigation, housing, agricultural land, traditional occupational trades, service, transport sector etc.) especially to poor SCs. OSFDC has also been entrusted with the task of rehabilitation of liberated scavengers and their dependents through various income generation schemes. The department of Social Welfare is implementing the core development programmes relating to education development. As in the case of tribal development all the scholarship schemes like Pre-Matric, Post Matric, Supply of text books, Pre-examination

training, Up-gradation of high schools, Upgradation of merit etc. are being undertaken by this nodal department. The economic oriented schemes like rehabilitation of the victims of atrocities, enforcement of civil rights besides the SCA to SCP funds are being utilised through OSFDC for various economic development programmes. The State nodal department has utilized Rs. 37.54 crore during 10<sup>th</sup> for these development programmes.

During the period 2000-01 to 2006-07, 398 scavengers were provided financial assistance of Rs.98.42 lakhs through NSKFDC. During 10<sup>th</sup> Plan, OSFDC has covered 49,024 beneficiaries for the bankable income generating schemes - Animal husbandry, Fishery, Agriculture development, Minor irrigation, Horticulture, VSI, Soil conservation etc.) involving Rs. 44.6 crore subsidy and Rs. 49.4 crore loans. Through non-bankable Income Generating Schemes about 17,188 beneficiaries were covered mainly through micro finance, subsidy and skill development programmes involving Rs. 18.9 crore subsidy and Rs.4.16 crore loan amount.

### 5.21 Flow of Funds to SCP

Though the State has initially planned to allocate Rs. 19,000 crore as 10<sup>th</sup> Plan outlay, but by the end of the five year plan the actual outlay came to Rs. 15,300 crore and the expenditure was Rs.13,849 crore which is 90.5% of the total outlay. The SCP expenditure was also less than the outlay in all the five years of the 10<sup>th</sup> Plan. The SCP expenditure during the last five years ranges from Rs. 258 crore in 2003-04 to Rs. 1751 crore in 2006-07. Only during the last two years of the 10<sup>th</sup> Plan i.e 2005-06 and 2006-07 the State government could able to scale up the allocation and expenditure of the SCP from the State outlays. The initial expenditure was only 11 to 12 percent and only during the last two years it has come to 14 percent which is less than the SC population in the State (16.5%). There is a need for greater effort from the State to plan in more meaningful way for the welfare and development of SCs.

**Table 5.9: Allocation and utilization of SCP funds during 10<sup>th</sup> Plan**

(Rs. in crore)

S.No	Annual Plan	Total allocation	Expenditure	SCP expd.	CS/CSP (Central share)	SCA to SCP (Central)
2.	2002-03	3100	2474	270.52 (10.9%)	5.80	18.21
3.	2003-04	3200	2436.90	257.52 (10.5%)	10.36	7.79
4.	2004-05	2500	2738.72	329.21 (12.0%)	11.14	3.46
5.	2005-06	3000	2818.82	400.55 (14.2%)	14.34	13.86
6.	2006-07	3500	3500.00	493.31 (14.1%)	44.20	40.00
<b>Tenth Plan</b>		<b>15,300</b>	<b>13,848.50</b>	<b>1751.11 (12.6%)</b>	<b>85.84</b>	<b>85.32</b>

**Table 5.10: SCA to SCP Release and utilization of funds**

(Rs. in crore)

S.NO	Plan	SCA to SCP Release	SCA to SCP utilisation
1	9th Plan	104.79	98.14
2	10th Plan		
3	2002-03	17.92	20.74
4.	2003-04	7.79	9.59
5	2004-05	3.46	
6	2005-06	3.46	
7.	2006-07	13.08	

## 5.22 Sectoral Allocation of funds for SCP

The State Government has initially planned an outlay of Rs. 19,000 crore for the 10<sup>th</sup> Plan, but the original outlay was Rs 15,300 crore. As per the original outlay, the priority sectors identified for SCP are Special Area Development Programme for KBK Districts (38%), Transport (23%) for roads and bridges, Agriculture & Allied and Energy sectors (16.5%), Social Services (16%), Science & Technology (14%) and Rural Development (11%)& Irrigation and flood control (11%). The priority sectors like Rural Development and Irrigation was not given sufficient thrust in the allocation of funds and preparation of need based programmes. However, the State Government has shown the flow of funds to the tune of Rs. 3114 crore accounting for 16.3% of SC population in the State. Even these allocated funds were utilized to the extent of Rs. 2620 crore (84.13%)only thus lapsing a good deal of funds for the development activities of SCs.

## 5.23 Physical Targets and Achievement of important SCP Schemes

As in the case of TSP schemes most of the physical targets fixed by the State Government could not be met except in the case of educational schemes pertaining to the scholarships of Pre-Matric, Post Matric, Training, enrollment, NOAP which are individual beneficiary oriented and are specifically being implemented by the State SC welfare department. However, the infrastructure development oriented programmes like housing, Agriculture, Irrigation, Soil Management and Rural Development programmes roads, bridges are not completed as originally envisaged as evident from the given table.

**Table 5.11: Sectoral Allocations of SCP funds**

(Rs. in crore)

S.No.	Sector	Tenth Plan (2002-07)		
		Total Projected	Of which flow Flow to SCP (in percentage)	Anticipated Expenditure Under SCP
1.	Agri.& Allied activities	238.98	39.45(16.5%)	51.25
2	Rural Development	896.68	96.24(10.7%)	140.23
3	Special Area Programme	2046.71	776.80(27.9%)	275.61
4	Irr.& Flood Control	3991.52	433.29(10.9%)	710.57
5	Energy	2866.11	458.39(16.0%)	307.67
6	Industry & Minerals	95.75	11.58(12.1%)	11.49
7	Transport	1729.86	393.87(22.8%)	230.86
8	Science Tech. & Env.	625.23	91.81(14.7%)	2872.00
9	Gen.Eco.Services	1942.74	144.00(7.4%)	113.65
10	Social Services	4066.90	646.48(15.9%)	651.56
11	General Services	499.52	22.52(5.4%)	98.50
<b>Total</b>		<b>19000.00</b>	<b>311.4.43(16.3%)</b>	<b>2620.11</b>

It was originally planned to build about 1.22 lakh houses under IAY but, the State could able to provide only 96.7 thousand houses. This has mainly affected the Special area development programmes in interior KBK districts as most of the funds allocated could not be fully utilized.

**Table 5.12: Physical Targets and Achievement under SCP during 10<sup>th</sup> Plan**

S.No	Programme/ Scheme	Unit	Tenth Plan (2002-07)	
			Target	Achievement
1.	Farmers Training	No of families	35,000	23,085
2.	Agriculture training	No of families	24,434	8580
3.	Power Tiller	No of families	1050	480
4.	Coverage of beneficiaries Under FFDA/BFDA	Beneficiaries	2100	1900
5	Soil Management (NWDPR, DPAP, RVP,	Hectares	47,587	46,796

S.No	Programme/ Scheme	Unit	Tenth Plan (2002-07)	
			Target	Achievement
	KBK)			
6.	SGSY	Beneficiaries	74345	63210
7.	SJSRY	Beneficiaries	5100	3000
8.	NREGP	Lakh mandays	484	----
9.	Employment under Handloom Sector	No of persons	28000	28000
10.	Employment in Sericulture	No of persons	3000	3000
11.	Handicraft Industries	No of trainees	2000	1250
12.	Slum Development	Beneficiaries	17,000	58,000
13.	Indira Awas Yojana	No of houses	1,22,351	96,745
14.	NOAP	Beneficiaries	83,953	83,953
15.	Enrolment of SC students			
	(i)Primary Schools	000'Nos	838	470
	(ii)UP Schools	-do-	287	185
	iii)Secondary Education:			
	Boys	-do-	565	565
	Girls	-do-	446	405
16.	Mass Education: No of SCs made literate	-do-	707	1,000
17.	Technical Education:	Nos	150	1665
	(i)Diploma holder			
	(ii)Degree holder	Nos	1622	1472
18.	National Apprenticeship Training	No. of students	2821	2821
19.	Pre-Matric Scholarship	No of students (Annual)	16,67,005	16,67,005
20.	Post-Matric Scholarship	-do-	-	15,000
21.	Pre-Education Training for Armed Forces & Police Services	No of beneficiaries	200	200
22.	Rehabilitation of victims of atrocities and Legal Aid to SCs	-do-	400	400
23.	Pre-Matric Scholarship to children, whose parents are engaged in uncleaned occupations	No of students (Annual)	-	2477

## 5.24 KBK Special Area Development

KBK Region suffers from the multiple deprivations and backwardness of (i) ST and SC isolation (ii) Hilly and forest backwardness and (iii) Backwardness due to severe natural calamities. To remove the regional disparities the State Government in consultation with Government of India has adopted the special Area Development Approach of the KBK Region with a focused attention called as Long Term Action Plan (LTAP) from 1995-96 to 2001-02. The principal objective of this action plan was (i) Drought and distress proofing and (ii) poverty alleviation and development section. However as the allocation of funds was only Rs.20.5 crore and the programme could not take off as envisaged. A Revised Long Term Action Plan (RLTAP) for the KBK region was initiated in 1998 -99 for speeding up the socio economic development with an integrated approach by synergizing Central and State Governments activities and funds. The funds under this action plan were drawn from normal flow of funds to KBK districts from CS and CSS Schemes. Additional Central Assistance from Government of India and (iii) Central Assistance to KBK district programmes with relaxation of norms. Since 2002-03 RLTAP forms an integral component of Rashtriya Sam Vikas Yojana (RSVY) a new initiative launched by Planning Commission during Tenth Plan for accelerated development of backward regions of the country. Government of India has released Rs.200 crore during 2002-03 and Rs.250 crore from 2003-04 onwards under RSVY programme for the KBK region which has become a part of RLTAP region



grant. The total outlay during the project period of 9 years from 1998-99 to 2006-07 is to the tune of Rs. 6,251 crore. The scheme-wise details of the amount allocated for the 9 year period from the Centre, State and ACA is presented below in table no 5.13

To achieve the RLTA objectives strategies adopted are: (i) Building rural infrastructure like roads, bridges, irrigation projects, tanks, watershed development, markets warehouses and conserving natural resources like forests, soil and water, (ii) Development programmes for income generation on sustainable basis SGSY, SGRY, EAS and agricultural development and micro credit support; (iii) Mobilizing and energizing the rural poor through Self Help Groups, Vana Samrakshna Samithies, Pani Panchayats and Bhoomi Panchayats for social security system, emergency feeding programme, special nutrition programme for children under 3 years, mobile health units; promotion of education to ST and SC boys and girls.

**Table 5.13: Outlay for Revised Long Term Action Plan (RLTAP) for KBK Districts for the period 1998-99 to 2006-07**

S. No	Scheme	Outlay					Grand Total (Rs. in crore)
		Central Plan (CP)	Centrally Sponsored Plan (CSP) Shares		Total Central Share	Total State Share	
			Central	State			
1.	Agriculture	44.74	30.19	10.01	74.93	10.01	84.94
2.	Horticulture	66.17	6.35	1.62	72.52	1.62	74.14
3.	Watershed Development	601.90	194.96	81.42	796.86	81.42	878.28
4.	Afforestation	347.83	14.11	14.11	361.94	14.11	376.05
5.	Rural Employment	-	2235.05	558.76	2235.05	558.76	2793.81
6.	Irrigation	812.11	-	-	812.11	-	812.11
7.	Health	150.95	-	-	150.95	-	150.95
8.	Emergency Feeding	88.50	-	-	88.50	-	88.50
9.	Drinking Water Supply	-	67.74	67.74	67.74	67.74	135.48
10.	Rural Connectivity	-	534.70	65.00	534.70	65.00	599.70
11.	Welfare of ST/SC	257.12	-	-	257.12	-	257.12
<b>Total</b>		<b>2369.32</b>	<b>3083.10</b>	<b>798.66</b>	<b>5452.42</b>	<b>798.66</b>	<b>6251.06</b>

### 5.25 SCP for SCs TSP for STs in KBK Districts

KBK Districts are a tribal dominated area as 44 CD blocks are included in TSP area of the State. As per 2001 Census, 55% of the population in KBK districts belong to STs (38.4%) and SCs (16.3%) as against the State average of 38.7% of both SCs and STs. Rayagada, Nabarangpur and Malkangiri districts have a high ST and SC population and the last district has SC and ST population of 79%. About 68% of the villages in KBK region have 50% or more ST and SC population. Though there is no SCP and TSP for this region out of the plan funds but special targeted programmes are being focused in the





RLTAP for the KBK region. Only recently, the State Government has started showing the flow of funds towards SCP and TSP for the RLTAP funds towards welfare and development of SCs and STs in the State. These programmes are being implemented now under the revised guidelines of State window and District window schemes. As an illustrative example, one year allocation is being shown how the development programmes are being undertaken with RLTAP funds under State and District windows. During 2006-07, out of the total outlay of Rs. 250 crore (Rs. 140 crore District window and Rs. 110 crore State window), an amount of Rs 45.49 crore (18.2%) for SCs and Rs. 110.02 crore (44.01%) for STs had been earmarked for schemes relating to SCs and STs. The outlays allocated under the Special Plan for 2006-07 in respect of State window and District window were as follows:

**Table 5.14: SCP and TSP allocations in KBK Region**

(Rs. in Lakh)

SI No.	Sectors	Total outlay	Flow to	
			SCP	TSP
1.	Agriculture	2000.00	325.00	768.20
2.	Forest & Environment	1600.00	260.00	614.56
3.	Housing & Urban Development	1050.00	170.63	403.30
4.	Industries	475.00	77.16	182.44
5.	ST & SC Development	1650.00	373.50	1176.50
6.	Women & Child Development	600.00	97.51	230.46
7.	Water Resources	350.00	-	350.00
8.	Works / Connectivity	1800.00	292.50	691.38
9.	Planning & Coordination / Self Employment / Special Connectivity / Capacity Building etc.	1475.00	239.70	566.46
<b>Total</b>		<b>11000.00</b>	<b>1836.00</b> <b>(16.69%)</b>	<b>4983.30</b> <b>(45.30%)</b>

Similarly, the outlays allocated under the District Window in respect of all the eight KBK districts were as under:

**Table 5.15: Outlays allocated under the District Window in respect of all the eight KBK districts**

(Rs. in Lakh)

SI No.	Sectors	Total outlay	Flow to	
			SCP	TSP
1.	Agriculture	500.94	131.93	257.65
2.	Animal Resources Development	545.33	138.98	197.82
3.	Development of Inland Fisheries	125.16	32.94	62.93
4.	Health	1214.80	233.90	509.39
5.	Drinking Water Supply	123.36	36.52	48.14
6.	Connectivity	2345.06	439.23	1199.33
7.	Development of ST / SC	262.80	68.17	188.11
8.	Development of Handicrafts, Handlooms and Sericulture	246.80	58.43	78.07
9.	Social Safety Nets	4176.00	688.27	1545.40
10.	Irrigation	2724.62	563.26	1151.19
11.	Other Infrastructure Development	1727.63	320.45	776.78
12.	Monitoring & Evaluation	7.50	0.97	3.72
<b>Total</b>		<b>14000.00</b> <b>(100.00%)</b>	<b>2713.05</b> <b>(19.38%)</b>	<b>6018.53</b> <b>(42.99%)</b>

The important schemes being implemented in KBK region for educational development of SCs and STs are (i) Skill upgradation of youth through vocational training, (ii) Basic amenities to ST and SC schools/hostels, (iii) Sports intervention for STs and SCs, (iv) Constructions of quarters

for teachers in tribal schools, (v) Health Services for SC and ST students, (vi) Stipend/scholarships to ST and SC girl students, (vii) Strengthening educational infrastructure, (viii) Pre-recruitment training camps, (ix) construction of hostels in primary and high schools and (x) Upgradation of high schools. The other sectoral programmes of basic amenities, infrastructure development, agriculture, irrigation, fisheries, animal husbandry, health and economic oriented activities have coverage for STs and SCs in the KBK region during the last 9 years.

### **5.26 Major development programmes executed in KBK region**

Due to these interventions major development programmes executed in KBK region are: (i) Four hundred (400), forty-seated residential hostels in primary schools for SC and ST girls have been constructed (ii) Pre-matric scholarships are being provided to 16,000 girl students annually. (iii) Ninety (90) Mobile Health Units are functioning in 80 Blocks (iv) Two lakh old, infirm persons are being covered annually under the emergency feeding programmes. (v) 9.42 lakh children have been covered under the special nutrition programme annually. (vi) Three hundred –thirty (330) Anganwadi centre buildings have been constructed. (vii) Fourty seven (47) veterinary hospitals and 74 livestock aid centres have been constructed. (viii) Over 14000 tubewells/sanitary wells have been installed to provide safe drinking water. Piped water supply projects have been commissioned in 9 urban local bodies (ix) Three hundred fourteen (314) watersheds have been taken up and 50,415 hectares of area has been treated. (x) Two hundred sixty-six (266) line roads have been improved, 407 culverts and 44 bridges have been constructed. (xi) Sixhundred fourtyfive (645) LIPs and 26 MIPs have been constructed, resulting in additional irrigation potential of 16,480 ha. (xii) Coffee Plantation has been taken over an area of 1238 ha. in Koraput district and 1000 ha in Rayagada district. (xiii) 823 qtls of improved Seed has been distributed to the farmers. (xiv) 23 Agro Service Centres have been established. (xv) Fifty eight (58) additional Agricultural Sale Centres have been opened. (xvi) One lakh, sixtythousand (1, 60,000) Vegetable Minikits have been distributed. (xvii) Twelve (12) Warehouses with capacity of 66,500 MT have been constructed. (xviii) One hundred eleven (111) reservoirs covering a Mean Water Spread Area (MWSA) of 8472 ha. have been developed.

The Institute of Applied and Manpwer Research, New Delhi has conducted an evaluation study on behalf of the Planning Commission on the initiatives taken for the RLTAAP programme in the KBK districts in 2003 and Administrative Staff College, Hyderabad has been entrusted with the work of preparing longterm Vision document of 2020 for the KBK districts.

### **5.27 Impact of Development Programmes in the KBK Region**

As a result of these interventions under RLTAAP programme and other initiatives, the major impact in the KBK region are: (i) Enrollment rate in primary schools in the KBK districts has gone up from 75.89 in 1996-97 to 110.36 in 2004-05. Similarly, the enrolment rate in upper primary schools has gone up from 56.39 in 1996-97 to 65.32 in 2004-05. (ii) Drop out rate in primary schools in the KBK districts has been reduced from 57.13 in 1996-97 to 28.93 in 2004-05. Similarly, the drop out rate in upper primary schools in KBK districts has been reduced from 79.10 in 1996-97 to 43.73 in 2004-05. (iii) Female literacy rate has increased from 15.87 in 1991 to 29.10 in 2001. At the same time the overall literacy has increased from 29.24 in 1991 to 43.30 in 2001. (iv) Irrigation potential has increased from 28.56% in 1998-99 to 33.71% in 2002-03. (v) Milk collection per day has increased from 7,814 ltr in 1998-99 to 12,930 ltr in 2003-04. (vi) Average per hectare production of fish has increased from 14.19 kg to 31 kg after one year of intervention.

## 5.28 Impact of TSP and SCP Programmes/Sectors in the State

The impact of the TSP and SCP programmes/schemes undertaken over a period of time has also been assessed through the primary and secondary data sources. As has been dealt in the beginning of the chapter, the general scenario of the STs and SCs and in fact even the general population socio-economic conditions are comparatively very low in Orissa State and in particularly KBK regions/districts compared to other States general, ST and SC population. A specific enquiry has also been undertaken through primary and secondary data to get an overview of the prevailing situation, the success of the programmes, through the beneficiaries and available



secondary information. A sample of 200 ST individuals data have been obtained from the KBK region two districts, Koraput and Rayagada of the erstwhile Koraput regions which has now four districts (Koraput, Rayagada, Malkangiri and Nabarangpur).

**Rayagada District:** Rayagada district has an area of 7,428 sq.kms with 2 sub-divisions (Rayagada and Gunpur), 4 Tehsils and 11 blocks, 2445 inhabited villages with a cultivable area of 1,92,998 Ha and 2,812 sq.kms forest area (37.8%). The density of the population in the district is 117 persons per sq.km. The district has a population of 8.31 lakh out of which 86% is rural in nature. The sex ratio is 1028 females per 1000 males in the district but, the child population (0-6 years) shows lesser sex ratio of 981 girls per 1000 boys. The overall literacy rates is a low of 36.15. The SC and ST population in the district is 55.8% and 13.9% respectively. Rayagada district because of high ST population is a Integrated Tribal Development Agency (ITDA) with 4 blocks and 2 Tehsils with a population of 4.15 lakh out of which 57% are STs and 13.5% are SCs. The predominant tribals in this area are Khonda, Khonda Jatapu, Konda Dora, Dongaria Konda. There are 58 primary schools with hostels, 11 Residential Sevashrams, 24 Sevashrams, 5 Ashram Schools, 3 High Schools for girls and 10 boys high schools. The ITDA has received Rs. 10.05 crore and utilized Rs.8.30 crore under SCA to TSP. It also received Rs. 3.82 crore and utilized Rs. 3.42 crore under Article 275(1) of the Constitution and also Rs. Rs.3.91 crore under RLTP for the overall development activities of this region for various schemes/programmes. The ITDA has received considerable amount of funds and various schemes/programmes relating to infrastructure are under implementation.

The beneficiaries data for the present study has been collected from the villages, Kutuli, Kumbhikota of Rayagada block and Anakabadi, Guakana villages of Kolonara block. The beneficiaries data indicate that, the average family size is small with 3.11 and 25% of them are land owners. 40% of the beneficiaries have pucca houses and 89% of them have drinking water facility with in a reasonable distance of 50 meters. Around 72 to 81% of the beneficiaries do not have drainage and electric facility in their homes. Occupation wise most of them are either agricultural or non-agricultural labourers and 89% of them are illiterate with 2% of them having studied beyond Middle level school. In Rayagada district, 39% of them have availed Indira Awas

Yojana (Housing scheme), 39% are getting old age pension., 4% Widow pension, 9% scholarship amount to their wards, 12% of them are getting emergency feeding facility and 2% availed the sanitary facility through the ITDA. The economic oriented sustainable programmes availed by the beneficiaries are very few.

**Koraput District:** Koraput District has an area of 8,807 sq. kms with 2 sub-divisions 7 Tehsils and 14 Blocks with 1922 inhabited villages. The total population of the district is 11.81 lakhs and 83% of which is rural in nature. The sex ratio of the district is 998 females per 1000 males and the literacy rate is 47.2% with female literacy rate of

**Table 5.16: Socio-economic conditions of beneficiaries in Orissa**

Districts	Family Size@	Percentage land owners	House type			Drinking water			Drainage Facility		Electric supply		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meters)	Yes	No	No	free	Personal
Raygada	3.11	25	60	40	0	0	89	11	19	81	72	0	28
Koraput	3.39	49	72	27	1	1	8	91	8	92	72	0	28
<b>Total</b>	<b>3.25</b>	<b>37</b>	<b>66</b>	<b>33.5</b>	<b>0.5</b>	<b>0.5</b>	<b>48.5</b>	<b>51</b>	<b>13.5</b>	<b>86.5</b>	<b>72</b>	<b>0</b>	<b>28</b>

**Table 5.17: Occupation pattern of beneficiaries in Orissa**

Districts	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised Business trade	Salaried/ Employment/ pension	Others
Raygada	0	51	49	0	0	0	0	0
Koraput	1	36	46	0	0	4	1	12
<b>Total</b>	<b>0.5</b>	<b>43.5</b>	<b>47.5</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0.5</b>	<b>6</b>

**Table 5.18: Education level of beneficiaries in Orissa**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Raygada	89	2	7	2	0	0	0	0
Koraput	76	7	11	5	0	1	0	0
<b>Total</b>	<b>82.5</b>	<b>4.5</b>	<b>9</b>	<b>3.5</b>	<b>0</b>	<b>0.5</b>	<b>0</b>	<b>0</b>

24.3%. The district has 5.85 lakh ST population (49.6%) and 1.53 lakh SC population (13.01%). The district has mainly paddy based cultivation with more than 30% of the district under forest cover with potential for inland fishing. The district is having 1853 primary schools, 259 middle schools, 129 secondary schools and 11 colleges. The district has ITDA and is implementing many Central, Centrally Sponsored, State level, RLTAP, 11<sup>th</sup> Finance Commission KBK region specific schemes. Many of the infrastructure related schemes are under implementation stage. The ITDA has utilized Rs.16.03 crore, Rs.78.04 lakh, Rs.16.31 crore, Rs.14.44 lakh during 2002-03, 2003-04, 2004-05 and 2005-06 years respectively.



The beneficiaries data for the present study has been collected from the villages Dalaiguda, Tentuliguda of Semiluguda block and Minapur, Bandikar villages of Lakhimpur block. The beneficiaries data indicate that, the average family size among them is small (3.39) and half of them are land owners (49%). Mainly 82% of their occupation is dependent on labour either agriculture (36%) or non-agriculture (46%). The literacy rate is 76% and 6% of them have studied beyond



Middle level school. The schemes availed by them indicate that, they mostly got benefit from old age pension (37%), IAY (23%), widow pension (9%) followed by scholarship amount (7%), hostel facility, vermipost, compost pit, cow loan and agricultural inputs. As in the case of Rayagada district most of the schemes availed are welfare related and economic and income generated schemes are very few in nature.

**Table 5.19: Type of schemes accessed by the beneficiaries in Orissa**

S.No	Name of schemes	Percentage of beneficiaries		
		Raigada	Koraput	Total
1	Compost pit	0.00	1.02	0.52
2	Cow loan	0.00	1.02	0.52
3	Emergency feeding	11.58	13.27	12.44
4	Hybrid sunflower seed	0.00	1.02	0.52
5	Indira Awas Yojana	38.95	23.47	31.09
6	Pension - Old age	32.63	36.73	34.72
7	Pension – other	1.05	1.02	1.04
8	Pension Disabled	0.00	1.02	0.52
9	Pension- Widow	4.21	9.18	6.73
10	Scholarship	9.47	7.14	8.29
11	Students in hostel	0.00	4.08	2.07
12	Toilets	2.11	0.00	1.04
13	Vermi compost	0.00	1.02	0.52

### 5.29 Problems faced by the beneficiaries

The feedback received from the beneficiaries regarding the difficulties and the problems faced by them in availing the schemes indicate that, getting the scheme/benefit from the State government is a too difficult process and there is no proper awareness of the schemes/programmes for them from the administration. They have also indicated that, the old age/widow pension amount is very less and is not sufficient for them, and they require electric facility and health centres in their villages and they wanted these problems should be addressed immediately.

The STs and SCs are predominantly rural with figures of 95% for the former and 88% for the later. The decennial growth rate is moderate high 15.8% for the STs and 18.6% for the SCs in the State. The sex ratio of the STs in the State is 1003 which is higher than national average (978) and also that of State (972) whereas that of SCs is 979 which is also higher to the national SC average of 936. As is evident from the general scenario of the things in the State and KBK districts in particular, the important indicators of development like literacy, enrolment, drop out rates show a marked gap between general population, SCs and STs in the State which ranges from 10 points in SCs and 20 points in STs. The health indicators like IMR is 99, Neonatal mortality 56% and health visitors of only 12% in tribal areas. The nutritional deficiency, malnutrition, Anaemia (75 – 84%) is still greater among tribal women and children. The availability of amenities to ST households like electricity (7.3%), drinking water (37% still away from premises), Permanent houses (13%) with 74% of rural STs and 52% of rural SCs in BPL category (1999-2000) pose a bigger challenge for meeting the development needs of SCs and STs in the State than what the physical coverage is indicated by the various programmes.

We have presented a comparative data of SCs and STs in the KBK districts vis-à-vis State population to draw the inter-regional disparities with in the State. In spite of LTAP and RLTP of the KBK districts and the huge amount of funds allocated for the special area development and the initiatives taken for the focused and sustainable development of the region most of the indicators of education, agriculture, manpower, yield of food grains show marked disparities of 5 to 15 percentage point difference between the KBK region and the rest of the State average. The developmental initiatives taken are mostly being focused on the individual beneficiary and welfare oriented and the area based infrastructure development and economic development initiatives are a long drawn process with bottlenecks of execution at the district and field level. This is more reflected in the HDI values of the 8 districts and the State average of 0.579 which has been achieved only by two KBK districts of Nuapada and Kalahandi with values of 0.58 and 0.61 respectively. The selected districts for the study the Koraput and Rayagada have registered low HDI values of 0.431 and 0.443 respectively suggesting the far more developmental needs of the people and the region.

**Table 5.20: Socio-economic development indicators of SCs, STs and General population in Orissa State**

(in percentages)

Indicator	All India	Orissa State	SCs in Orissa	STs in Orissa
1. Literacy Rate (2001) Total	68.8	63.1	55.5	37.4
Males	78.7	75.35	70.5	51.5
Females	58.2	50.51	40.3	23.4
2. Gross Enrolment Rate(2004-05)				
I-V	108.56	129.69	138.61	119.93
I-VIII	94.23	105.10	109.72	92.67
IX-X	51.65	53.73	47.54	28.31
XI-XII	27.82	32.92	10.75	7.76
3. Dropout Rates (2002-03)				
I-V	34.89	46.13	36.48	56.28
I-VIII	52.79	61.73	69.13	78.12
I-X	62.58	71.74	72.14	84.97
4. Health Status				
i. Infant Mortality	61.8	79.1	83.9	98.7
ii. Neonatal Mortality	40.7	43.1	48.9	56.1
iii. Child Mortality	22.2	15.0	42.4	44.0
iv. Institutional delivery	40.1	39.7	14.3	7.7
v. Percentage of women who had a health visitor	11.3	7.7	9.1	11.5
vi. Full immunization	46.8	49.3	44.5	26.4



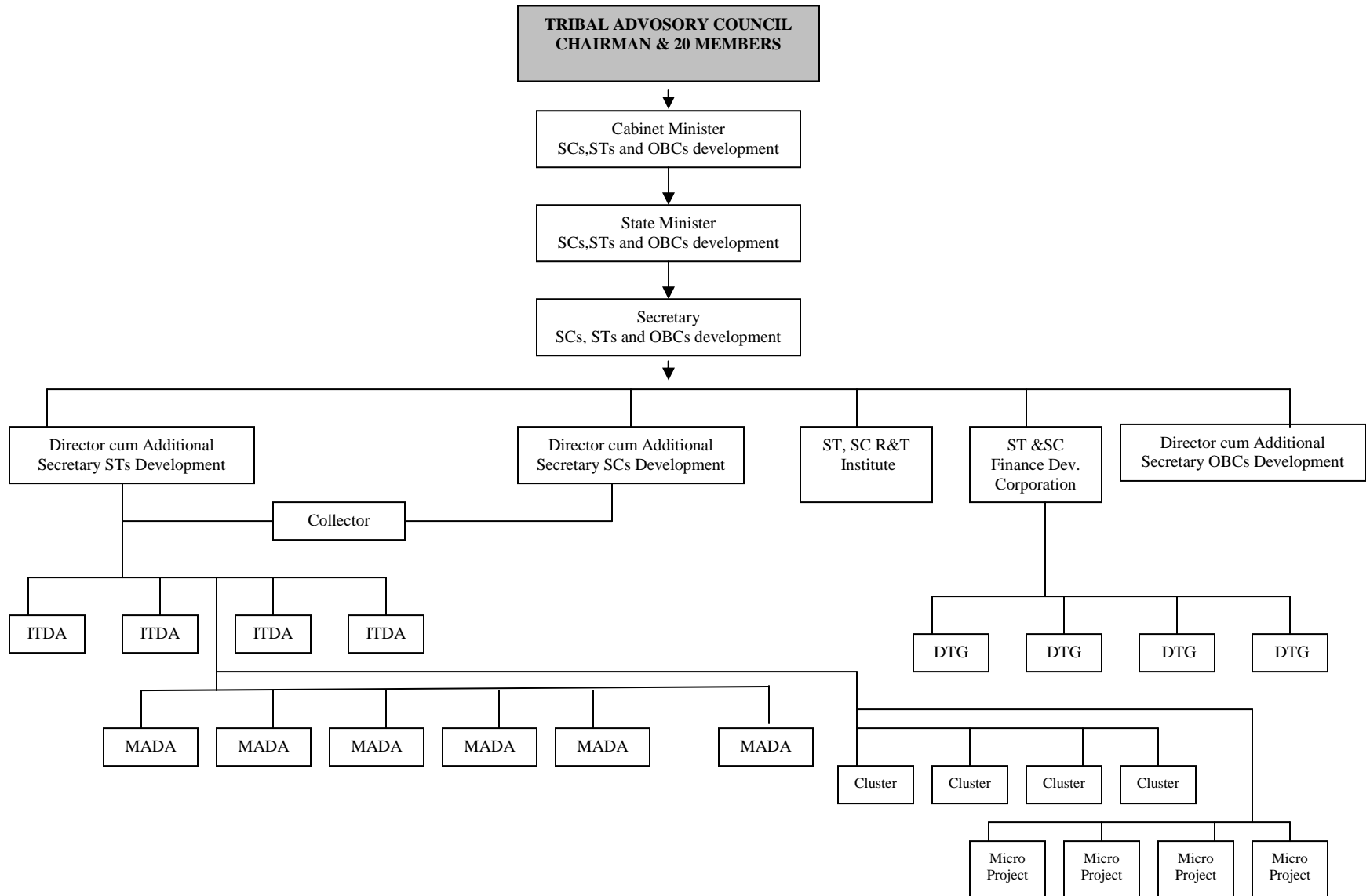
Indicator	All India	Orissa State	SCs in Orissa	STs in Orissa
vii. Total Fertility Rate	2.66	2.07	2.85	2.7
5. Nutritional deficiency				
i. Weight for height	30.5	37.9	54.6	55.5
ii. Percentage of women with anaemia	47.6	54.4	66.3	74.7
iii. Anaemic children	72.7	61.3	75.2	83.9
iv. Undernourished children	41.1	43.0	59.4	59.0
6. Availability of Amenities				
i. Households with Electricity	61.4	38.5	16.3	7.3
ii. Households with drinking water (sources away from premises)	17.4	29.7	34.5	36.5
iii. Households with Sanitary facilities	42.3	21.9	7.6	3.6
iv. Households with permanent houses	57.7	36.3	19.5	12.9
Economic conditions				
i. Cultivators	32.50	31.4	18.2	33.3
ii. Agricultural labourers	20.70	25.8	45.7	46.9
iii. Household industry	4.6	4.7	6.0	4.8
iv. Other occupations	42.2	38.1	30.2	15.0
8. Poverty Line Ratios				
i. Percentage of BPL rural population	27.11	48.1	51.83	73.93
ii. Percentage of BPL urban population	23.65	43.1	70.59	59.59

Source: Census of India, 2001 and NFHS, 1998-99

**Table 5.21: Important indicators of KBK Region and Orissa State**

Indicator	Unit	KBK Districts	State Average
Rural Population	Per cent	89.95	85.01
ST Population	Per cent	38.41	22.13
Literacy	Per cent	43.33	63.10
Female Literacy	Per cent	29.10	50.50
ST Literacy	Per cent	25.89	37.37
Female ST Literacy	Per cent	13.08	23.37
SC Literacy	Per cent	46.64	55.53
Female SC Literacy	Per cent	31.49	40.33
ST Total workers to Total population	Per cent	52.04	48.99
ST Main workers to total population	Per cent	55.86	57.36
ST Marginal workers to total population	Per cent	44.14	42.64
ST total cultivators and agricultural labourers to total workers	Per cent	88.11	80.2
SC Total workers to Total population	Per cent	44.04	39.33
SC Main workers to total population	Per cent	59.26	64.77
SC Marginal workers to total population	Per cent	40.74	35.23
SC total cultivators and agricultural labourers to total workers	Per cent	71.96	63.83
Irrigation Potential Created	Per cent	33.67	46.44
Fertiliser Consumption	kg/ha	31.71	42.58
Yield Rate of Rice	kg/ha	1274	1455
Yield Rate of Total Cereals	kg/ha	1225	1414
Yield Rate of Foodgrains	kg/ha	1023	1154
Yield Rate of Vegetables	kg/ha	11568	12213

**FIGURE 5.1: ORGANISATIONAL STRUCTURE OF STs, SCs DEVELOPMENT IN ORISSA**

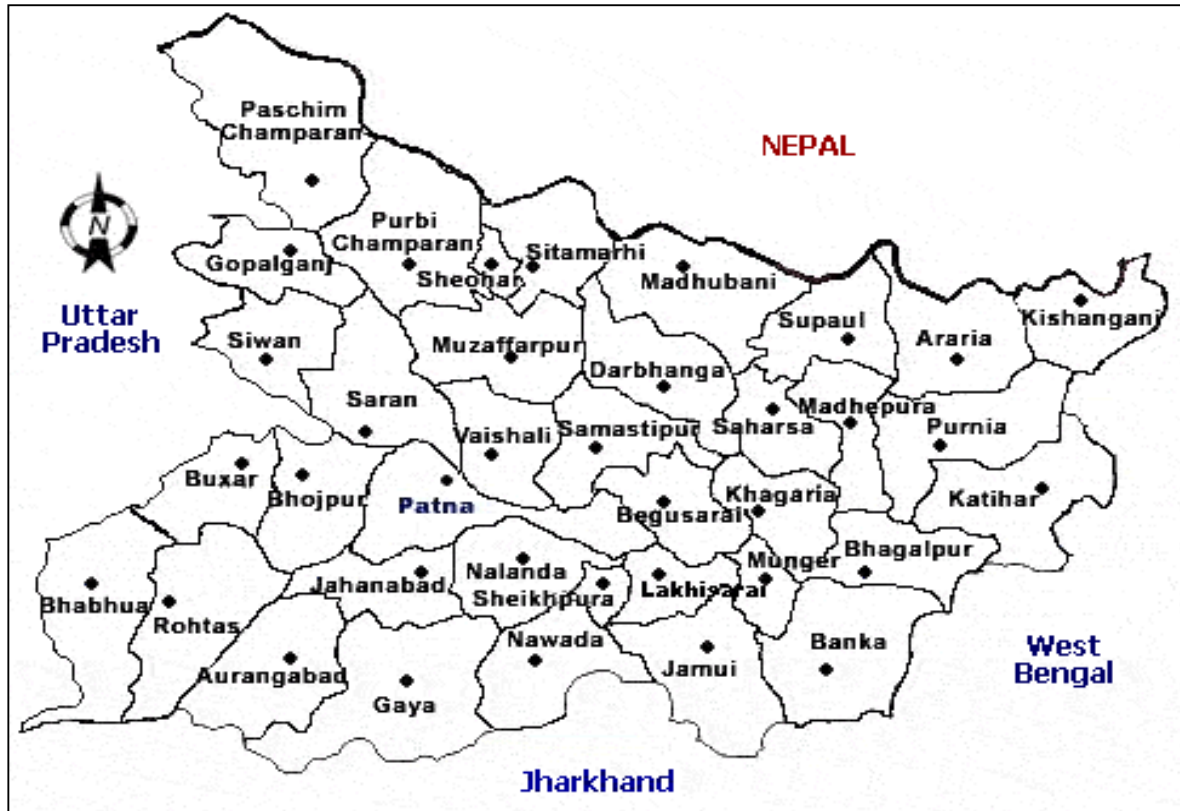


# **CHAPTER 6**

## **IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN BIHAR STATE**

## 6 IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN BIHAR STATE

Bihar State known for its preminent historicity, land of Budha was reorganized in 2000 into Bihar and Jharkhand and the present Bihar State has 9 divisions, 38 districts with an area of 94,163 sq.km and a population of 82.998 million (2001 Census). The density of the population is relatively high with 880 persons per sq.km. The State is mostly plain and is divided into two unequal halves by the river Ganga which flows through the middle from west to east. Bihar State



population represents about 8.07% of the country though the area is about 3%. The decadal growth rate of the population during 1991 -2001 was 28.4% which is the highest in the country. The population is predominantly rural in nature (89.6%) and the sex ratio of the total population is 919 which is lower than the national average of 932. The literacy rate of the State is 47.5% (2001 Census) which is far lower than the national average of 65.4%. The highest literacy rate was observed in Patna district (63.8%) and the lowest in Kishanganj (31.0%). There is great regional and inter district disparity in the State in terms of per capita income, irrigation, educational and industrial growth. About 61.2% of the land in the State is under cultivation with agricultural products of cereals (rice, wheat, maize etc.) pulses and cash crops. Per capita income is highest in Patna district followed by Rohtas, Munger whereas it is the lowest in Sheohar, Gopalganj, Araria, Siwan and Madhubani districts. Bihar along with other States of U.P, Madhya Pradesh, Rajasthan were known as BIMARU States, due to their backwardness in terms of educational, economic and industrial development compared to other States of India.

Scheduled Caste (SC) population in the State comprises about 15.7% whereas the tribal population constitutes about 0.91% in 2001. After the formation of the Jharkhand State, most of the erstwhile Bihar State tribal population districts have gone to that State. As the State has a predominant SC population with very less tribal population, the study deals mainly regarding the SCP implementation and the data for the present study has also been obtained only from the SCs of the four districts viz Vaishali, East Champaran, Gaya and Darbhanga. Tribal welfare is part of the welfare and development activities of the SCs and OBCs in the State and references to TSP and tribal development has been made wherever necessary.

### **6.1 Scheduled Caste Population Scenario in the State:**

Scheduled Caste population in the State is 130.48 lakhs as per 2001 Census constituting about 15.7% of the total population of the State. The State holds 3<sup>rd</sup> rank in terms of the numerical strength of the SC population in the country. The growth of the SC population during 1991-2001 has been 30.7% which is higher than the general population of the State. The State has 23 SC communities and Chamar among them is the most populous caste (40.9 lakhs) followed by Dusadh (40.3 lakhs) Musahar, Pasi, Dhobi and Bhuiya. 93% of the SCs are rural in their habitation. Gaya district has the highest concentration of SCs (29.6%) followed by Nawada, Aurangabad, Kaimur, Vaishali. The overall sex ratio of SCs in the State is 923 females per 1000 males which is lower than the national SC average of 936 but slightly higher than the general population of the State (919). The literacy among SCs of the State is dismally low with 28.5% which is half to that of national level SCs (54.7%). Male and female literacy rates among SCs are 40.2% and 15.6% respectively. Literate SCs who have studied upto matriculation/higher secondary level are only 15% and those who have studied beyond graduation are 3.7%. Work Participation Rate among SCs is 39.7% which is marginally lower than the national average (40.4%) and among the workers main workers are 71%. Agricultural labourers constitute a whopping 78% among the workers. Most of the SC population of the State is in the BPL category.

### **6.2 Scheduled Tribe Population Scenario in the State:**

Bihar State has 7.58 lakh ST population (2001 Census) representing about 0.9% of the State population. 29 ST communities have been recorded in the State and Santal with 3.67 lakh constitute 48.5% of the STs of the State followed by Oraon (1.20 lakhs) and Kharwar (1.0 lakhs). The other tribes of the State are Gond, Munda, Bedia, Ho, Mahali and Lohara. The tribal dominant districts are Banka (4.7%), Katihar (5.9%), Kishanganj (3.6%), Bhagalpur (2.3%). The overall sex ratio of STs in the State is 929 females per 1000 males which is considerably lower than the national average of 978 and SCs of the State (936) but slightly higher than the general population of the State (919). The literacy rate is a 28.2% which is very low compared to the national average of SCs and State general population. Among literate SCs, 16.3% are matriculate and graduate and above STs are 3.8%. Work Participation Rate is 45.2% and among the total workers, 68.7% are main workers. Agricultural labourers constitute 62.5% among the total workers and cultivators account for 21.3%.

**Table 6.1: Distribution of SC and ST population across the districts in Bihar**

State/District		Total Population	SC Population	SC %	ST Population	ST%	Total Sex Ratio
Bihar		82,998,509	13,048,608	15.72	758,351	0.91	919.32
1	Araria	2,158,608	293,488	13.6	29,423	1.36	913.48
2	Aurangabad	2,013,055	472,766	23.49	1,640	0.08	933.87
3	Banka	1,608,773	200,059	12.44	75,070	4.67	907.73
4	Begusarai	2,349,366	341,173	14.52	1,505	0.06	911.8
5	Bhagalpur	2,423,172	254,686	10.51	55,545	2.29	876.02
6	Bhojpur	2,243,144	343,598	15.32	8,337	0.37	901.6
7	Buxar	1,402,396	198,014	14.12	8,428	0.6	899.35
8	Darbhanga	3,295,789	511,125	15.51	841	0.03	913.72
9	Gaya	3,473,428	1,029,675	29.64	2,945	0.08	938.12
10	Gopalganj	2,152,638	267,250	12.42	6,157	0.29	1,001.13
11	Jamui	1,398,796	242,710	17.35	67,357	4.82	918.42
12	Jehanabad	1,514,315	286,217	18.9	1,313	0.09	929.2
13	Kaimur (Bhabua)	1,289,074	286,291	22.21	35,662	2.77	902.35
14	Katihar	2,392,638	208,384	8.71	140,418	5.87	918.91
15	Khagaria	1,280,354	185,122	14.46	332	0.03	884.91
16	Kishanganj	1,296,348	85,833	6.62	47,116	3.63	936.14
17	Lakhisarai	802,225	126,575	15.78	5,636	0.7	920.71
18	Madhepura	1,526,646	260,461	17.06	9,295	0.61	915.06
19	Madhubani	3,575,281	481,922	13.48	1,260	0.04	942.04
20	Munger	1,137,797	150,947	13.27	18,060	1.59	872.21
21	Muzaffarpur	3,746,714	594,577	15.87	3,472	0.09	919.95
22	Nalanda	2,370,528	473,786	19.99	970	0.04	913.88
23	Nawada	1,809,696	435,975	24.09	2,158	0.12	945.99
24	Pashchim Champaran	3,043,466	434,714	14.28	44,912	1.48	901.17
25	Patna	4,718,592	729,988	15.47	9,236	0.2	872.5
26	Purbi Champaran	3,939,773	514,119	13.05	4,812	0.12	896.81
27	Purnia	2,543,942	312,088	12.27	111,947	4.4	915.02
28	Rohtas	2,450,748	444,333	18.13	25,663	1.05	909.45
29	Saharsa	1,508,182	242,612	16.09	4,642	0.31	910.46
30	Samastipur	3,394,793	628,838	18.52	3,362	0.1	928.1
31	Saran	3,248,701	389,933	12	6,667	0.21	965.74
32	Sheikhpura	525,502	103,732	19.74	211	0.04	917.95
33	Sheohar	515,961	74,391	14.42	64	0.01	885.27
34	Sitamarhi	2,682,720	315,646	11.77	1,786	0.07	892.42
35	Siwan	2,714,349	309,013	11.38	13,822	0.51	1,031.27
36	Supaul	1,732,578	256,444	14.8	5,219	0.3	920.38
37	Vaishali	2,718,421	562,123	20.68	3,068	0.11	920.33

### 6.3 Special Component Plan (SCP) in the State

The State Government has adopted the basic philosophy of welfare and development of weaker sections of the society and particularly the SCs and STs as they have remained socially and economically backward for historical reasons. The objective and strategy of SCP originally conceived and to be adopted has not been translated into action in the State. The State Government until, 2006-07 was not preparing a separate SCP and TSP document by setting the



priorities, physical and financial targets of SCs and STs development for the annual and five year plans. There is a welfare department which is looking after the SCs, OBCs and STs. As the STs in the State are only 0.9%, Welfare and development of STs is also being looked after by the Welfare department. The Welfare department is running a number of schemes for the SCs, STs and OBCs for educational development, social assistance and economic development. Welfare Department looks after three directorate's i.e Welfare Directorate, Social Welfare Directorate and ICDS Directorate. **Welfare Directorate:** Implementation of programmes related to educational development, economic and social development of SCs, STs and OBCs are under this. **Social Welfare Directorate:** Implementation of programmes related to educational development, economic and social development of disabled people and women are under this Directorate. **ICDS Directorate:** Nutrition and health of women and children under 6 years and education of children below 6 years are taken care by the Directorate.

The State has opened a separate budget account for SCP and TSP in 2006-07 to make the funds allotted for the development of SCs and STs as non-divertible. The State government is yet to empower the Principal Secretary, Welfare department with planning and financial powers. Most of the welfare and development plans are prepared and executed by the sectoral departments and the SCs, STs and OBCs are being covered as part of their schemes/programmes. No separate district, block or village level SCP and TSP schemes/programmes are being prepared for the welfare and development of SCs and STs in the State. During, 2006-07, the State Government for the first time prepared the SCP document and set the priorities and strategies for the SCs and STs development. The SCP document prepared by the Planning department is just a collection of different sectoral schemes at one place with allocations towards SCP. The thrust areas identified by the State government are rural development, primary education, minor irrigation, development of SCs in urban areas and nutrition. The focus has also been identified to target the villages with more than 50% SC concentrated villages and to integrate the schemes of different departments for the development of the SC concentrated villages. There is a plan to create a cell exclusively for SCP under the Commissioner, Social Welfare. District Planning Committee is being formed this year. NGOs are being involved mainly in coaching and allied activities of SCs.

#### 6.4 Administrative Set-up

The Planning Board of the State is headed by the Chief Minister and the Planning Board decides, gives directives and allocates the overall budget outlays of both plan and non-plan for the various sectoral departments. The Welfare department looking after the SCs, STs and OBCs is under the overall charge of the Cabinet Minister and the administration is headed by the Principal Secretary, Welfare who is assisted by the Additional Secretary, Deputy Secretaries and Under Secretaries. There is a Directorate of Welfare headed by Director who is responsible for the implementation of the schemes. He is assisted by the Dy. Director and Assistant Directors. At the Divisional level, the Office of the Deputy Director, Welfare is set-up who is responsible for the monitoring of the schemes. At the District level, District Welfare Officer executes most of the schemes of Welfare department. At the Sub-Divisional level, Sub-Divisional Officers in 45 Sub-Divisions of the State are in-charge of the implementation and monitoring of the schemes.

#### 6.5 Implementation and monitoring of SCP

Implementation and monitoring is not effective in the State and it has been even put in place by the Welfare Department. MIS Systems is very weak and there is need for streamlining and toning up of the whole administrative mechanisms for proper implementations of SCP in the State. **District Level:** (i) Welfare department forges links between potential beneficiaries and

banks for financing income generation schemes. The subsidy amount is paid directly to the banks. The banks delay the process of financing for long periods.(ii) There is a District Level Monitoring Committee at district level and it is chaired by the District Magistrate. The progress of SCP is reviewed along with other monthly review meetings. (iii) Community development works are undertaken in the villages which have more than 50% SC population. (iv) Hostels for SC boys and girls are run by Welfare Dept at district level but all the existing hostels are not functional. Some are lying unused or being used for other department work. (v)One block welfare officer looks after the work 2-3 blocks as there is shortage of staff. (vi) Beneficiaries mentioned that they face lot of problems in accessing the schemes/benefits. They also mentioned that they have to bribe officials to avail the benefits.(vii) Families who have got the money for schemes like IAY have not constructed houses. There is no proper monitoring mechanism and the money allocated for IAY is released only after paying about 20-25% bribe to the officials and middle men.

## 6.6 Financial Allocation towards Special Component Plan

The allocation of funds for the welfare and development of SCs has been accounted at the end of the financial year and the flow of funds towards SCP has been shown by the State Government. The details regarding allocation and expenditure of funds towards SCP has been difficult to get from the State government as the MIS system both at the Welfare and Planning department is weak.. The flow of funds towards SCP during 10<sup>th</sup> Plan period indicate that, the State government had allocated annual plan funds to the tune of 15.9% during 2002-03, 13.3% during 2003-04, 17.2% during 2004-05, 18.4% during 2005-06 and 18.4% during 2006-07. However, these allocations are only notional in nature and they have been accounted and supposed to have been allocated for the SCP from the various sectoral departments. The SC population in the State is 15.7% and from the accounting point of view the State government has allocated the population proportionate funds towards SCP except in 2003-04 Annual Plan. The expenditure of the SCP was only 57% in 2002-03, 63% in 2003-04, 42% in 2004-05 and 61% in 2005-06. So, the overall expenditure during 10<sup>th</sup> Plan was only 62% indicating that, about 40% of the notional allocation amount towards SCP also could not be spent..

**Table 6.2: Allocation and expenditure of SCP during 10<sup>th</sup> Plan**

(Rs.in crore)

Plan/Year	Total Plan outlay	Revised Total Plan outlay	Total Plan outlay Expd	SCP outlay	SCP Expenditure	Percentage of SCP outlay	Percentage of SCP Expd.
2002-03	2964.40	2314.00	2123.81	471.00	270.34	15.9	57.39
2003-04	3320.00	2642.00	2627.03	442.58	280.67	13.3	63.42
2004-05	4174.22	3059.22	3196.47	721.08	301.61	17.2	41.82
2005-06	5356.28	4735.46	4465.49	985.57	596.60	18.4	60.53
2006-07	8250.00	8267.00	8250.0*	1518.36	1518.36*	18.4	100.0*
10th Plan outlay	23,564.9	21,017.68		4138.59	2967.58*	17.6	62.03*

Source: Dept. of Welfare, Govt. of Bihar. \* Expected expenditure

## 6.7 SCA to SCP Funds

SCA to SCP funds have been released by the Ministry of Social Justice & Empowerment as supplementary funds to fill in the critical gaps of economic and infrastructure development of the SCs in the State. These funds have been released by the Ministry as per the agreed formula. The

funds released during 9<sup>th</sup> Plan period was Rs. 99 crore and the State government had utilized Rs. 80.50 crore. During 10<sup>th</sup> Plan, SCA to SCP has not been released properly for want of production of utilization certificate by the State Government. The State government has received Rs. 9.33 crore during 2003-04, Rs, 11.55 crore during 2006-07 for income generating activities and infrastructure development in SC basties. Flexibility to work out a methodology is being worked out in Rural Development for the utilisation of these funds and Skill upgradation of the workers is an important component for the utilization of SCA to SCP funds by the welfare department.

## 6.8 Sectoral Allocation of Funds

As observed earlier, it is difficult to get the sectoral allocations of funds towards SCP during first four years of 10<sup>th</sup> Plan from the State government. It is only during the terminal year of the 10<sup>th</sup> Plan i.e 2006-07, the State Government has prepared SCP document giving some details of financial outlays from various sectors towards SCP. The allocation of funds during 2006-07, indicate that, the major sectoral allocation was done in Rural development (Rs.294.4 cr), Rural Engineering & Panchayat (Rs. 276 cr), Social Welfare (Rs. 120.45 cr), Minor Irrigation (Rs.114.75 cr), Planning and Development (Rs. 212 cr), Education, Welfare and Social Security. Health and Education sectors did not receive sufficient amount considering the gap and backlog between the SCs and the general population of the State.

**Table 6.3: Sectoral Allocation of SCP funds during 10th Plan**

S.No	Sector	2002-03 SCP exp.	2003-04 SCP exp.	2004-05 SCP exp.	2005-06 SCP exp.	2006-07 SCP outlay
1.	Agriculture	--	--	--	1.08	2.44
2.	Animal Husbandry	0.29	0.29	0.0	0.0	0.75
3.	Dairy	0.18	0.0	0.15	0.16	0.25
4.	Fisheries	0.0027	0.014	0.0063	0.013	0.21
5.	Cooperation	0.67	0.00	21.34	1.50	5.85
6.	Rural Development	0.0	0.0	0.0	0.0	294.4
7.	REO & Panchayat	0.0	0.0	0.0	0.0	276.0
8.	Minor Irrigation	0.0	0.0	0.0	0.0	114.75
9.	Energy	6.74	6.64	0.0	0.09	24.0
10.	Industry	0.0	0.0	0.0	0.02	0.07
11.	Roads	10.40	7.04	19.43	50.35	--
12.	Primary Education	18.71	28.80	54.30	0.0	75.64
13.	Secondary Education	0.0	0.0	0.0	0.0	3.68
14	Urban Development	5.91	8.42	15.85	0.0	163.10
15	Welfare	0.43	1.66	6.55	29.89	90.83
16	Labour (Employment)	0.01	0.01	0.0043	0.03	0.0
17	Labour-Training	0.014	0.09	0.11	0.19	2.00
18.	Social Security	0.0	0.0	0.0	0.0	66.10
19.	Social Welfare	2.83	2.89	1.91	0.67	120.45
20.	Health	0.0	0.0	0.0	0.0	7.10
21.	Planning & Develop.	0.0	0.0	0.0	0.0	212.0
22.	Food & Civil Supply	--	--	--	---	19.0
23.	PHED	0.0	0.0	0.0	0.0	35.17
24	Forest	0.0	0.0	0.0	0.0	2.50

Source: Dept. of Planning, Gov. of Bihar

## 6.9 Important schemes being implemented for SCs development

- Under Agriculture department, schemes like ISOPOM (Integrated Scheme for Oilseeds, Pulses, Oil Palm & Maize), Macromode, NWDPR (Community based land and water development activities), Extension Reforms programmes of Agriculture are also targeting SC lands and SC beneficiaries
- Under Animal husbandry (veterinary services & animal health), Fisheries (Assistance to SC pisciculturists) and Dairy development (Adarsh Dairy Gram Yojana of dairy co-operative societies)
- Rashtriya Krishi Bima Yojna of Cooperation Department
- BEGS (Bihar Employment Guarantee Scheme), SGSY, SGRY, NREGS, IAY of Rural Development Department
- Purchase of land for household, approach Roads, Revenue and Land Reforms Department
- New schemes for roads (Mukhyamantri Gramin Sadak Yojana), bridges of Rural Engineering Organization and Panchayati Raj Department.
- Tubewell scheme, surface irrigation of Minor Irrigation Department
- Accelerated power development and reform programme, Water pumping, power plants of Energy Department
- Farm forestry of Environment and Forest Department
- Initiative for social development, BADP, Backward District initiative of Planning Development Initiatives and Statistics Department
- Annapurna scheme for women of Food and Civil Supplies Department
- Panchayat Sikshamitra, strengthening of SCERD, Sarva Siksha Abhiyaan, Mid day meal, Kasturba Gandhi Balika Vidyalaya, TLC of Primary and Adult Education dept. Construction of additional rooms, Establishment of Bihar State Open school, Computer education facilities in schools of Secondary Education Department.
- Promotion of Raj Bhasha of Raj Bhasha Department
- Construction of PHCs and Sub Center by Health Department
- Water supply (Rural/urban piped water supply, tube wells etc), Drainage, Civic amenities, construction of roads, SJSRY, NURM by Urban Development Department
- ICDS, Improvement of remand homes of Social Welfare Department
- Labour improvement training, Rural training camps, ITI, rehabilitation of bonded labour, Old age pension, National Family benefit scheme
- Under Social Welfare Department, schemes like ICDS, National Programme of Adolescent Girls, JJ act homes are targeting SC and ST beneficiaries also
- Labour, Employment & Training department schemes like organization of rural training camps, introduction/upgradation/establishment of new ITIs, Old age pension scheme, National Family Benefit Scheme are being implemented

- Under Welfare Department, schemes like stipend to Primary, Middle and High school students, supply of uniforms, renovation of schools, construction of additional class rooms, stipends to students of unclean occupations, construction of hostels, Post Matric Scholarships, SC & ST Assistance to POA Act, SC/ST/OBC Residential Schools, Pre-Examination Training Centres, Additional subsidy of 5% for SCA to SCP schemes, share capital to SCDC are being directly implemented by the Welfare Department of the State Government. At present, the Welfare Department is running 51 residential schools for SCs, 15 residential schools for STs, 12 residential schools for OBCs, 146 hostels for SCs, 13 for STs and 5 for OBCs

Special programmes for the very poor communities like Mushar are being planned and implemented to give special attention to them. Some of the schemes are not directly relevant/beneficial to the Scheduled Castes like Raj Bhasha, farm forestry, roads and bridges etc. indicating better planning and utilization of SCP funds for the development of SCs of the State.

### 6.10 Physical Progress of Important SCP Schemes/Programmes

As in the case of allocation of funds towards SCP, the physical coverage of beneficiaries under various sectors/programmes during the Annual Plans has not been well documented by the Planning department. Different departments MIS system, monitoring by the nodal and planning departments need to be streamlined. The information which is available during 10<sup>th</sup> Plan here which indicates only coverage figures mostly for the welfare department education related schemes, welfare and security programmes. Since 2006-07, targets for some important schemes like IAY, minor irrigation, fisheries and agriculture has been fixed for the first time. Social welfare department is covering about 13.42 lakhs primary and Middle school students, 2.17 lakh students of high school for stipend, uniforms to 10,600 girl students and 2000 students for pre-matric scholarships. Considering the daunting task of the coverage of lakhs of students, the stipend and scholarship amount given is far below the targets. The economic oriented programmes/schemes coverage of minor irrigation (8500 beneficiaries and 50,000 beneficiaries under MSTP), fisheries are just a miniscule of the population.

**Table 6.3: Physical progress of important SCP schemes during 10<sup>th</sup> Plan.**

S.No	Sector	Units	2002-03 Achievement	2003-04 Achievement	2004-05 Achievement	2005-06 Achievement	2006-07 Target
1.	Agriculture- Extension support	families	--	--	--	500	1500
2.	Animal Husbandry- Veterinary dispensaries	Nos	--	---	---	---	15
3.	Dairy- (i)Adarsh Gram Yojana (ii) Milk collection centres	Centre	--	---	---	--	1
		Nos	---	--		3	4
4.	Fisheries Kits Training	Nos			50	50	70
		Nos			388	120	490
5.	Rural Development- IAY	Houses	--	--	----	----	1.16 lakhs
6.	Minor Irrigation- i. completion of on going schemes ii. MSTP	Nos	--	---	--	--	8,500
		-do-	--	--			50,00

S.No	Sector	Units	2002-03 Achievement	2003-04 Achievement	2004-05 Achievement	2005-06 Achievement	2006-07 Target
7.	Energy – BPL households electrification	Nos	45,000	44,235	---	611	--
8.	PHED- (i) Rural Water supply-tube wells ii. Tube wells in primary schools iii. water supply – semi urban areas	Nos Nos	N.A	N.A	N.A	5240	2800 440 2
9.	Welfare i. Stipend- High schools ii. Stipend-primary & Middle schools iii. Uniform to girls iv. Pre-Matric stipend v. Book bank	Nos Nos Nos Nos Nos	6000 37000 2000 4000 --	15,000 56000 3000 4000 300	14,000 44000 4000 4000 --	0 167000 4000 2000 --	217700 1342000 10600 2000 1000
10.	Social Security- National Old age pension National Family Benefit scheme	Nos Nos	1,14,250 623	1,52,00 750	1,20,430 1813	2,40,533 3132	4,99,600 66,000
11.	Social Welfare- ICDS NPAG Food security- Annapurna	--	---	---	--	--	2948000 163000 249000

Source: Dept. of Planning, Govt. of Bihar

### 6.11 Impact Analysis of the SCP Schemes/Programmes on SCs: Primary Data

Impact analysis of the developmental programmes/schemes SCs and STs over a period of time especially during the 10<sup>th</sup> five year plan period has been examined both through the primary data and the secondary data. The primary data of 400 SC beneficiaries were obtained from the four districts; Darbhanga, East Champaran, Gaya and Vaishali districts. The data pertains to their socio-economic conditions, the type of schemes availed, the problems associated with the accessibility of the schemes and the suggestions of the beneficiaries in streamlining the procedure and availing the facilities of the SC programmes/schemes.

**Darbhanga District:** Darbhanga district lies in the centre of the State and is surrounded by Madhubani district in the north, Muzaffarnagar district in the west and Saharsa in the south. It has an area of about 2,279 sq.km with a population of 32.95 lakhs (2001 Census) and 91% of which is rural in nature. The district sex ratio is a low 913 which is lower than the State average of 919 females per 1000 males. The district has 3 sub-divisions, and 18 blocks. The basic economy of the district is dependent on agriculture with a few sugar factories and handloom industry. Two rivers, Kamla and Balan flow here. The district has 5.11 lakh SC population constituting about 15.5% of the district population with negligible ST population of 841 persons. The data for the present evaluation study has been obtained from villages of Gausa Dih and Bela of Sadar Block and Fakirana, Uchati villages of Binal block. The family size of the SC beneficiaries in the district is 4.7 which is medium and only 29% of them possess houses of pucca type and the rest are either



living in kacha or semi pucca houses. 65% of the beneficiaries have reported that, they still have to depend for drinking water from far off places (more than 50 meters) and almost all of them have no drainage and electric facility in their houses. 77% of them are depending on wage labour and 7% of them are artisans. 62% of the beneficiaries are illiterate and only 10% of them have studied beyond middle level school. The beneficiaries of this district have availed mostly Indira Awas Yojana scheme (74%), followed by Old age pension (17%), scholarship scheme (4%) to their children and widow pension (2%).

**Table 6.4: Socio-economic conditions of beneficiaries in Bihar**

Districts	Family Size@	Percentage land owners	House type (in percentage)			Drinking water (in percentage)			Drainage Facility (in percentage)		Electric supply (in percentage)		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meteres)	Yes	No	No	free	personal
Darbhangha	4.66	0	37	29	34	11	24	65	0	100	99	0	1
Vaishali	4.98	2	26	31	43	26	37	37	0	100	99	0	1
East Champaran	4.97	0	27	38	35	26	31	43	0	100	92	2	6
Gaya	4.74	0	34	37	29	12	31	57	0	100	97	0	3
<b>Total</b>	<b>4.84</b>	<b>0.50</b>	<b>31.00</b>	<b>33.75</b>	<b>35.25</b>	<b>18.8</b>	<b>30.75</b>	<b>50.50</b>	<b>0.0</b>	<b>100</b>	<b>96.8</b>	<b>0.5</b>	<b>2.75</b>

**East Champaran District:** East Champaran district is located in the north eastern side of the State and is surrounded by West Champaran district in the North West, Sitamarhi district in the east, Gopalganj district in the west and Muzaffarnagar district in the south. The district has 3,968 sq. kms area with a population of 39.39 lakh with 5.14 lakh SC population constituting about 13.05% of the district population. The ST population in the district is 4,812 persons (0.12%). The district has recorded sex ratio of 896 which is very low compared to the national and state average and most of the districts. The district has 5 sub-divisions and 27 blocks. Agriculture is the mainstay of the people of this district and two rivers Gandak and Sirkhana flowing are useful for the irrigation of the farmers. The beneficiaries data from this district were obtained from the villages, Baswaria, Barkurba of Mothihari block and Raghunathpur, Kalwari Tola villages of Turkolia block. The socio-economic conditions of the beneficiaries indicate that, they have a above medium family size (4.97), 62% of them are in possession of semi pucca and kacha houses and only 38% have some kind of pucca houses. Compare to other districts, the beneficiaries of this district have drinking water in nearby sources (57%) and none of them have drainage facility. Only 8% of the households have electric facility in their homes. 61% of the beneficiaries are illiterate and only 7% of them have studied beyond middle level school. The beneficiaries have mostly availed the Indira Awas Yojana (89%) followed by scholarship to their wards (9%) and old age pension (2%).

**Table 6.5: Occupation of beneficiaries in Bihar**

Districts	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage labour	Artisan	Petty shop	Organised business trade	Salaried employment pension	Others
Darbhangha	0	20	57	7	0	0	0	16
Vaishali	0	35	39	10	2	0	2	12
East Champaran	0	33	45	8	0	0	1	13
Gaya	0	37	46	2	1	0	2	12
<b>Total</b>	<b>0.00</b>	<b>31.25</b>	<b>46.75</b>	<b>6.75</b>	<b>0.75</b>	<b>0.00</b>	<b>1.25</b>	<b>13.25</b>

**Table 6.6: Education level of beneficiaries in Bihar**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Darbhangha	62	11	17	7	1	2	0	0
Vaishali	67	9	15	6	1	0	2	0
East Champaran	61	12	20	3	3	1	0	0
Gaya	56	14	21	3	4	1	1	0
<b>Total</b>	<b>61.50</b>	<b>11.50</b>	<b>18.25</b>	<b>4.75</b>	<b>2.25</b>	<b>1.00</b>	<b>0.75</b>	<b>0.00</b>

**Gaya District:** Gaya district is located in the south western side of the State and is surrounded by Aurangabad district in the west, Nawada district in the east and Jahanabad district in the north. The district has 4976 sq.kms area and a population of 34.73 lakh (2001 Census) with a representation of 29.6% SC population constituting about 10.29 lakh and a small ST population (2945 persons). The sex ratio of the district is comparatively better (938 ) compared to the State average of 919 though it is lower to the national average. The district has 5 sub-divisions and 25 blocks. The beneficiaries data for the present study have been obtained from the villages, Bhikanpur, Meerabhiga of Nagar block and Niyamatpur, Materi, Tarwa villages of Fatehpur block. The beneficiaries have a medium size family (4.74) and only 37% of them possess pucca houses. 57% of the beneficiaries have reported that, they still fetch water from far off places and none of them have drainage facility in their homes with only 3% reporting possession of electric facility in their houses. 83 % of the beneficiaries have reported wage earning as their occupation and none of them had any land. 56% of the beneficiaries are illiterate and only 9% of them have studied beyond middle level school. The beneficiaries covered in this district have availed Indira Awas Yojana (54%), followed by old age pension (23%) and scholarship amount (18%) to their wards.

**Table 6.7: Details of the schemes accessed by the beneficiaries in Bihar**

S.No	Name of schemes	Percentage of total beneficiaries				Total
		Darbhangha	Vaishali	East Champaran	Gaya	
1	Indira Awas Yojana	74.00	61.00	89.00	54.00	74.67
2	Cycle rickshaw grant	3.00	5.00	0.00	2.00	2.67
3	MP Lad	0.00	1.00	0.00	0.00	0.33
4	Old age pension	17.00	13.00	2.00	23.00	0.33
5	Scholarship	4.00	18.00	9.00	18.00	10.67
6	Thela grant	0.00	1.00	0.00	0.00	10.33
7	Widow pension	2.00	1.00	0.00	3.00	0.33

**Vaishali District:** Vaishali district is in the centre of the State and is surrounded by the districts, Muzaffarnagar district in the north, Sasaram district in the west, Samstipur district in the east and Patna district in the south. The district has an area of 2036 sq. kms with a population of 27.18 lakh and SCs representing about 20.68% and a small ST population of 3068 persons. The sex ratio of the district is 920 females per 1000 males similar to that of the state average. The district has 3 sub-divisions and 18 blocks. The present SC beneficiaries data have been obtained from the villages,



Thatan Bujurg, Dighi west, Chak Niyamat of Hajipur block and Madhaul, Gadopur villages of Mahua block. The beneficiaries data indicate that, they have an average family size of 5.0 and 69% of them do not have pucca houses. 37% of the beneficiaries have reported that, they still depend for drinking water from far off places and almost all of them do not have drainage and electric facility in their homes. 35% of them are agricultural labourers and 39% are non-agricultural labourers, 2% salaried persons and 10% are artisans. 67% of the beneficiaries have reported that, they are illiterate and only 9% of them have studied beyond middle level school. The beneficiaries reported that, they have availed mostly IAY scheme (54%), followed by old age pension (23%), scholarships (18%) and widow pension (3%).

## 6.12 Problems Faced and Suggestions for Improvement

The following problems have been expressed by the beneficiaries in availing the schemes and programmes of SCP: (i) Have to go around the officials to get benefit of a scheme (ii) Getting benefit of a scheme is very time taking process, (iii) Too difficult process- one has to run here and there to get the benefit, (iv) Lack of awareness about all the schemes, (v) partiality in selection of beneficiaries by the panchayat, (vi) Selection process is not right and transparent, (vii) All the schemes do not reach the poor, (viii) Pension amount is less, (ix) No community/ Panchayat hall in the village (x) No drinking water facility. Compared to the other States the beneficiaries selection, sanction of schemes and release of amount at the right time is fraught with many problems in the State. The monitoring system is weak and there is a real need for streamlining the procedure both interms of MIS, implementation effectively of these schemes considering the gap of the socio-economic conditions of the beneficiaries.

The beneficiaries themselves have expressed that there is a need for transparency and effective implementation of the schemes/programmes for them. They have listed the following suggestions:

- Corruption should be controlled
- Process of getting benefits should be simplified
- Steps should be taken to increase awareness
- Selection of beneficiaries process be made transparent

- Allocation of funds to various schemes should be increased to cover more poor households
- Pension amount should be increased
- SC/STs should be provided community centers in the villages
- Drinking water facility should be provided
- Poor SC/ST households should be provided employment
- Soft loan should be provided easily for income generating activities

### **6.13 Impact Analysis of the SCP Schemes/Programmes on SCs: Secondary Data**

Special Component Plan schemes and programmes by the nodal department of welfare and the sectoral department are under implementation for a long time in the State and the available data from the primary sources indicate that, all the beneficiary programmes and schemes are not reaching the needy in time and there are hurdles in the implementation and monitoring of these programmes. As all the indicators can not be obtained from the field across the State, the developmental indicators of the SCs and STs have been obtained from the secondary sources of Census, National Family Health Survey and Central/State government machinery. The available important indicators have been presented below for an overview of the developmental gap between the SCs, STs and the general population of the State and the country.

Bihar State with 130.48 lakh population constituting 15.7% of the State ranks 3rd in the country in terms of preponderance of the SC population. ST population with 7.58 lakh constitute only 0.9% of the State population. The ST population after the bifurcation of the State has considerably reduced as all the ST concentrated districts have come under Jharkhand State. SC are overwhelmingly rural (93.3%) and there are 23 caste groups among them. Chamar constitute 58-67% of the total SC population and the overall sex ratio among them is 923 females per 1000 males which is lower than the national average of 936 but slightly higher than the State average of 919. The sex ratio in the age group of 0-6 years is 963 which is comparatively higher. STs are found mostly in the districts of Banka, Jamul, Kishanganj, Araria and Madhepura. Santal, Oraon and Kharwar are the major tribes found in the State. The sex ratio of STs is 929 more or less similar to that of the SCs in the State, but lower than the national ST average.

The literacy among among SCs in the State is dismally low with a figure of 28.5% which is nearly half of that of national average of 54.7%. Male and female literacy are constituted about 40.2% and 15.6%. Among the literates, 39.7% of SCs are without any educational level and graduates and above are only 3.6%. In the case of STs also, literacy rate is very low with 28.2% with male and female literacy of 39.8% and 15.5% which are very low compared to the national average. STs who are educated upto matriculation/secondary education are 16.3%. The enrolment rates of I-V, VI-VIII, IX- X, XI-XII and higher education for both the SCs and STs show the difference (gap) of 5% point in the case of SCs and 10% points towards STs except in higher education which is more or less the same in SCs, STs and general population of the State. The enrolment rates in general are lower than the national average for the State and the SCs and STs indicating the far greater gap existing for the literacy and educational backwardness in the State. As in the case of other States, the drop-out rates also show a gap of 10-22% points in SCs and STs compared to the general population in the State. The drop out rates beyond Middle level indicate that, more than 78% in general population and 83% in the case of SCs and STs are dropping out of their studies in the school.

**Table 6.8: Socio-economic development indicators of SCs,STs and General population in Bihar**

(in percentages)

Indicator	All India	Bihar State	SCs in Bihar	STs in Bihar
1. Literacy Rate (2001) Total	68.8	47.00	28.47	28.17
Males	78.7	59.68	40.23	39.76
Females	58.2	33.12	15.58	15.54
2. Gross Enrolment Rate(2004-05)				
I-V	108.56	83.75	80.15	72.23
I-VIII	94.23	32.43	27.58	21.13
IX-X	51.65	22.47	13.73	12.76
XI-XII	27.82	9.82	4.18	3.90
Higher Education		6.00	5.12	6.35
3. Dropout Rates (2002-03)				
I-V	34.89	59.03	46.36	61.22
I-VIII	52.79	78.03	83.85	82.84
I-X	62.58	82.58	90.02	89.05
4. Health Status				
i. Infant Mortality	61.8	61.2	86.3	81.9
ii. Neonatal Mortality	40.7	37.2	52.8	56.3
iii. Child Mortality	22.2	29.9	52.0	37.8
iv. Institutional delivery	40.1	29.0	8.1	5.3
v. Percentage of women who had a health visitor	11.3	2.4	2.8	7.0
v. Full immunization	46.8	15.3	9.5	4.0
vi. Total Fertility Rate	2.66	3.13	3.91	2.45
5. Nutritional deficiency				
i. Weight for height	30.5	32.1	46.7	41.0
ii. Percentage of women with anaemia	47.6	58.5	67.0	82.1
iii. Anaemic children	72.7	76.8	83.5	93.5
iv. Undernourished children	41.1	43.1	58.5	59.7
6. Availability of Amenities				
i. Households with Electricity	61.4	11.6	4.6	7.2
ii. Households with drinking water (sources away from premises)	17.4	10.3	20.0	17.3
iii. Households with Sanitary facilities	42.3	21.9	8.1	12.7
iv. Households with permanent houses	57.7	44.1	27.9	20.1
Economic conditions				
i. Cultivators	32.50	34.3	7.9	21.3
ii. Agricultural labourers	20.70	40.9	77.6	62.5
iii. Household industry	4.6	4.1	3.3	4.0
iv. Other occupations	42.2	20.7	11.2	12.2
8. Poverty Line Ratios				
i. Percentage of BPL rural population	27.11	44.22	59.81	59.68
ii. Percentage of BPL urban population	23.65	32.95	51.91	39.47

Source: Census of India, 2001 and NFHS, 1998-99

The health indicators of IMR, Neonatal mortality, child mortality indicate the figure of 86, 53 and 52 respectively for SCs and there is a gap of 15% to 22% points for these indicators between the general population and the SCs and it is far greater for the STs in the State. Institutional deliveries, full immunization are below 10% suggesting the failure of the health delivery system in the State especially to the vulnerable groups. Under nourishment among children is more than 59% and women with anaemia is 67% among SCs and 82% among STs indicating the prevailing health conditions in the State and the daunting task for the developmental work needed for these groups.

In urban areas the occupation pattern observed in Bihar for SCs and STs shows that, 38% SCs and 8.6% STs are self employed, 18.7% SCs and 37.0% are wage/salaried persons, 30.2% SCs and 37.1% are casual labourers and 12.8% SCs and 17.2% STs are in other category of employment as per the NSS 61<sup>st</sup> round survey. As per this survey, 75% STs and 72% of SCs in rural areas possess land only to the extent of 0.40 hectares. Interms of actual cultivation of land by the SCs and STs in rural areas it is still dismal as 68% of the SCs and 59% of the STs though practice cultivation but do not own land indicating that they are either tenants or have loaned their land to others.

The availability of amenities in the State for the SCs and STs also indicate that, only 5% of SCs and STs households are served with electricity. Only 8-13% have proper sanitary facilities and about 20% of them still depend for drinking water from far off places. SCs and STs in the State possess pucca houses to the extent of 20 to 28%. 63% of the STs and 78% of the SCs are agricultural labourers in the State and only a few have agricultural. All these socio-economic conditions have the reflection with 60% of the SCs and STs of the rural areas in the State are in Below Poverty Line as per the 1999-2000 survey. The socio-economic conditions of both the primary and secondary data indicate that, the schemes/programmes are yet to make a serious dent in the State during the last four decades after the initiation of the SCP and TSP programmes and the task is really challenging for their up-liftment and development with requisite allocation of funds, focussed implementation of the schemes in time, and effective monitoring.



# **CHAPTER 7**

## **IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN HARYANA STATE**

## 7 IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN HARYANA STATE

Haryana State was formed in 1966 after the bifurcation of Punjab State and has an area of 44, 212 sq.km with a population of 21.08 Million (2001 Census). The State is surrounded by Uttar Pradesh on its eastern border, Punjab on its western border, Himachal Pradesh and Shivalik Hills on its northern border and Delhi, Rajasthan and Aravali Hills on its southern border. There are a total of 19 districts, 47 sub-divisions, 67 tehsils and 116 blocks in the State. About 1,553 sq kms area is covered by forest in the State. Haryana has 81 cities/towns and 6759 villages. For administrative purpose the whole state is divided into four divisions - Ambala, Rohtak, Gurgaon and Hissar. Haryana has four main geographical features; (i) Shivalik Hills, (ii) Ghaggar Yamuna Plains, (iii) The semi-desert sandy plain and (iv) Aravali hills. Most of the land in Haryana is suitable for agriculture and 60 percent is irrigated. More than three-fourths of the population is employed in agriculture. The state is a major producer of wheat and rice in the country. Other important crops grown include oilseeds, sugarcane, cotton, potatoes and pulses. The state also has a very sound



industrial base. Major industries include cotton and woolen textiles, scientific instruments, glass, cement, paper, sugar, automobiles, tires, bicycles, and electronic equipment. Haryana State rural population is about 71.1% and like the neighbouring Punjab State has a low sex ratio of 861 females per 1000 males which is much lower than the national average of 933. Out of the 19 districts in the State, 8 districts show still lower rates of sex ratio of below 860 females per 1000

males. The annual growth rate of the population during 1991-2001 was 2.50 per annum and an IMR of 68 during 2001. The State has a total literacy rate of 68.6% (2001) which is just above the national average and the female literacy is 56.31% with rural literacy of 63.8%. Haryana is one of the highest per capita income amongst all states in the country. SCs constitute about 19.3% and there is no ST population in the State.

### 7.1 Scheduled Caste Population Scenario

As per the 2001 Census, the SC population in the State is 4,091,110 constituting 19.3% with a growth rate of 25.8% during 1991-2001. The SC population is distributed in all the 19 districts with high concentration in the districts of Ambala (25.1%), Fatehabad (27.4%), Sirsa (26.7%) and Yamuna Nagar (24.5%). Gurgaon district has the lowest SC population (11.3%) in the State. SC population is more rural based (78.5%) with about 21.5% population in urban areas. As in the case of the general population, the sex ratio of SCs in the State is 869 per 1000 males which is slightly better than the State average (861). The total literacy rate for SCs is 55.5% and that of females is 42.3% (2001 Census). SCs are engaged mostly in traditional occupations and are low in economic status. There are 37 SC groups in the State as per the Constitutional order and the dominant groups among them are Chamar, Balmiki and Dhanak who together constitute about 81.61% of the total SC population in the State. The work participation rate of SCs is 38.7% which is equal to that of the total State population (39.6%). Of the category of workers, cultivators account for 8% and agricultural labourers account 42.2% among SCs in the State.

**Table 7.1: SC population and sex ratio across the districts in Haryana**

State/District		Total Population	SC Total Population	SC (in percentage)	Total Sex-Ratio	SC Sex-Ratio	0-6 population Sex-Ratio
Haryana		21,144,564	4,091,110	19.35	860.67	869.29	819.06
1	Ambala	1,014,411	254,477	25.09	868.24	879.86	781.73
2	Bhiwani	1,425,022	279,470	19.61	879.35	862.08	840.8
3	Faridabad	2,194,586	310,743	14.16	839.46	851.68	849.8
4	Fatehabad	806,158	221,107	27.43	884.15	894.69	828.31
5	Gurgaon	1,660,289	187,872	11.32	872.96	878.66	857.52
6	Hisar	1,537,117	338,045	21.99	850.79	865.13	831.61
7	Jhajjar	880,072	156,531	17.79	847.05	850.47	800.76
8	Jind	1,189,827	235,765	19.82	852.5	853.85	818.13
9	Kaithal	946,131	203,875	21.55	853.29	847.16	790.76
10	Karnal	1,274,183	267,424	20.99	864.56	864.17	808.51
11	Kurukshetra	825,454	169,394	20.52	866.16	878.07	771.06
12	Mahendragarh	812,521	132,512	16.31	918.23	915.58	817.8
13	Panchkula	468,411	72,637	15.51	823.04	872.57	828.68
14	Panipat	967,449	152,803	15.79	829.31	854.07	808.9
15	Rewari	765,351	144,452	18.87	898.97	896.74	811.35
16	Rohtak	940,128	179,550	19.1	846.87	855.79	798.77
17	Sirsa	1,116,649	297,556	26.65	882.27	895.94	817.4
18	Sonapat	1,279,175	231,347	18.09	838.63	856	788.29
19	Yamunanagar	1,041,630	255,550	24.53	861.9	869.48	805.65

## 7.2 Special Component Plan in the State

Special Component Plan (SCP) in the State is being implemented in the State, but not as per the guidelines issued by the Government of India. The State has opened recently a budget head and sub-head and made to certain extent the Welfare department of SCs as the nodal department for the SCP schemes and Programmes. The Planning department was the overall incharge of the planning and monitoring of the SC welfare and development schemes until recently. The financial details of the Planning Department indicates that, the SCP financial outlays shown are the flow of funds from different sectors to the SC welfare activities. SC & BC Welfare department has some exclusive SC welfare schemes mostly relating to the educational (scholarships, schools, hostel, residential schools, coaching & allied programmes), State Scheduled Caste Finance Development Corporation, training and skill development programmes. The other sectoral departments like Rural Development, Agriculture & Allied, Fisheries, Animal Husbandry, Health, Energy, Irrigation and Flood Control, Special Area Programmes, Social Welfare and others have schemes which are covering SC population in the State though not specifically targeted towards them. The Planning Department allocates funds for the development of the SCs to these departments out of the SCP component and also monitors the physical coverage in terms of number of individuals, families and villages and compiles the information for the Special Component Plan of the State. No district, block, and village level SCP planning is in operation in the State. Special Component Plan documents have not been prepared by the State Government and only of late it started collating the information and we were informed that a detail document on the SC development, physical and financial targets will be prepared.

## 7.3 Administrative and Monitoring Mechanism of SCP

The Chief Minister is the Chairman of Planning Board and the Planning Board has a Deputy Chairman and 11 Members including the Planning & Finance Minister, Chief Secretary and Principal Secretary, Social Welfare Department. Planning Department is the highest Planning Body for the policy decisions and decides total financial allocations for the Annual Plan, Five Year Plans and Sectoral allocations of the departments. The Minister in-charge of the BC & SC Welfare and Social Welfare looks after the overall planning, implementation, welfare and developmental activities of the SCs in the State. The Minister is assisted by the Principal Secretary, Director Department of SCs and BCs Welfare, Additional Director, Joint Director, Deputy Director in the Secretariat. At the district level, all the districts have District Social Welfare Officers for implementing the department schemes and programmes who are assisted by the supporting staff at the district head quarters (see Organogram). Separate unit for SC welfare at state level is being planned as per new guidelines.

Monitoring mechanism at the State level has been set up under the chairmanship of Chief Secretary which includes Financial Commissioner, Revenue and Secretaries in-charge of the departments of Planning, Finance, Welfare of SCs & BCs, Director, National Commission for SCs and STs, Govt. of India, Chandigarh as its Members. The Principal Secretary/ Secretary/ Head of the Department of the implementing department are the special invitees. The Director, Welfare of the SC & BC Welfare is Member Secretary. The Committee reviews the outlays towards SCP, the schemes and programmes being implemented and the progress of its expenditure periodically. State level Monitoring Committee meets once a year. The minutes of meeting of the State Level Standing Tripartite Committee on Special Component Plan held on 15.7.2006 shows that it was chaired by the Chief Secretary and attended by 52 members including Financial Commissioner and Principal Secretaries of Departments of Irrigation, Animal Husbandry & Fisheries,

Education, Development & Panchayat, Secretaries of Renewable Energy sources, Forest, Town and Country planning, Technical Education, Social Justice & Empowerment, Welfare of SC and BC., Women & Child, Urban Development, Cooperation, Public Health & Housing, and other senior officers. At the district level, monitoring Committees has been constituted under the Chairmanship of Deputy Commissioner in every district to review the SCP implementation and progress. But block and village level monitoring mechanism has not been established in the State for the SCP implementation as in other States. At block Level, BDO is the nodal officer for implementing and monitoring various schemes including the SCP funded schemes. There are Tehsil welfare officers responsible for the Tehsil schemes but large number number of posts are lying vacant in more than one Tehsil in the State.

#### 7.4 Allocation and Expenditure of SCP Funds

The allocation and expenditure during 7<sup>th</sup> Plan and Annual Plans 1990-1992 shows that, SCP funds were neither allocated properly nor they were utilized fully. The SC population in the State was 19.7% as per the 1991 Census, and the flow of funds during 8<sup>th</sup> Plan (1992-97) and 9<sup>th</sup> Plan (1997-2002) shows that, only 13.6% and 18.9% of the funds have been allocated by the State Government towards SCP. Though the allocated funds were not earmarked and it is only flow of funds from the various sectors, even by this mechanism also, the State could not allocate SC population proportionate funds towards SCP during these two five year plans. The expenditure pattern shows that, even the less allocated SCP amount was utilized only to the extent of 86% during 8<sup>th</sup> Plan and 80% during 9<sup>th</sup> Plan.

**Table 7.2: Allocation and Expenditure of SCP**

(Rs. in crore)

Plan/Year	State Plan outlay	State Plan Expenditure	SCP outlay	Percentage of State outlay	SCP Expenditure	Percentage of Expenditure
7th Plan (1985-1990)	2866.00	-	236.39	8.25	209.36	88.6
A.P 1990-91	700.00	-	77.83	11.12	-	-
A.P 1991-92	765.0	-	83.26	10.88	7221	
8th Plan (1992-97)	5455.50	4898.87	739.67	13.56	637.27	86.16
9th Plan (1997-2002)	10206.04	7766.49	1923.61	18.85	1545.94	80.37
10th Plan (2002-2007)	12,609.00	12,047.0*	2593.05	20.56	2421.9*	93.4*
2002-03	2034.00	1776.19	404.82	19.90	371.95	91.8
2003-04	2100.00	1865.79	416.72	19.84	382.02	91.6
2004-05	2175.00	2108.24	458.35	21.07	466.73	101.8
2005-06	3000.00	2996.77	642.13	21.40	530.13	82.6
2006-07	3300.00	3300.00*	671.03	20.33	671.03*	100.0

\*Expected Expenditure

However during 10<sup>th</sup> Plan, the flow of funds towards SCP has increased to 19.9% in 2002-03 and reached to a maximum of 21.4% during 2005-06 and the level of expenditure was 93% during 10<sup>th</sup> Plan. As in the case of SCP expenditure, the total State outlay was also not fully utilized in any of the Five Year Plans or Annual Plans which has its reflection in the overall performance of the SCP expenditure. The outlays indicated are only notional from the total outlays of the various sectoral departments outlays and expenditure has been compiled by the Planning Department. The full planning and financial powers to the nodal department is not vested them so they have little control over the pattern of allocation and expenditure of SCP by various sectoral departments in the State.

## 7.5 Special Central Assistance (SCA) to Special Component Plan (SCP)

Ministry of Social Justice & Empowerment is releasing SCA to SCP funds to the State as an additive to the SCP funds based on the criteria of SC population, relative backwardness of the State, size of SCP and number of SC families covered in the ratio of 40:10:25:25. Out of the SCA released 90% of the amount has to be utilized for economic development pertaining to income generating activities and the rest to be utilised for infrastructure development in SC dominated villages. The SCA fund is being released to Haryana State Scheduled Caste Finance Development Corporation through the nodal department of SC & BC, for undertaking income generating schemes and infrastructure development.

**Table 7.3: SCA to SCP funds in 9<sup>th</sup> and 10<sup>th</sup> Plan**

(Rs.in crores)

Plan/Year	SCA to SCP released and utilized		No. of beneficiaries covered
	release	utilised	
9th Plan (1997-02)	35.02	30.74	
10th Plan- 2002-03	10.98	8.56	NA
2003-04	14.34	8.35	NA
2004-05	5.60	21.20	NA
2005-06	14.84	14.42	7101
2006-07	10.70	16.58	6268

## 7.6 Haryana Scheduled Caste Finance & Development Corporation (HSCFDC)

Haryana Scheduled Caste Finance & Development Corporation (HSCFDC) was established in the State in 1971, for the socio-economic development of the SCs and at present has authorized share capital of Rs.40 crore. Government of India and State share the equity capital in the ratio of 49:51 and the Central Government also provides SCA to SCP funds for undertaking the economic development and infrastructure development schemes. The administrative cost of the Corporation was borne by the institution itself earlier from the interest being collected from the beneficiaries. Due to the lowering of the interest rates now three years, the State government is supporting fully. The paid up capital of the Corporation is Rs.29.82 crore and Government of India contribution is Rs. 12.68 crore and Rs. 17.14 crore by the State Government. Besides this, the Central Government has also contributed about Rs. 126.97 crore since the inception of the Corporation for the various economic development activities as SCA to SCP.

HSCFDC is implementing broadly three types of schemes namely, (i) Bank tie-up schemes, (ii) Schemes of National Scheduled Caste Finance Development Corporation (NSCFDC), (iii) Schemes of National Safai Karmachari Finance Development Corporation (NSKFDC). The corporation provides bank assisted income generating schemes for dairy farming, Sheep rearing, Piggery, Kiryana shop, Animal driven carts, leather making goods, tea shop, bangle shop, carpentry, blacksmithy. Printing press, band party, legal profession, photography etc. in terms of margin money and subsidy amount to the SC families whose annual income is less than Rs.20,000 per annum in rural areas and Rs, 27,500 in urban areas. For NSCFDC schemes the corporation follows its guidelines of double the BPL for the schemes of purchase of motor vehicles (Auto Rickshaw, Taxi, Jeep Taxi), other entrepreneurship activities (Beauty parlour, Boutique etc.) including training by contributing towards the margin money and subsidy. Under various NSKFDC schemes, Safai Karmacharies are assisted for income generating activities to all beneficiaries without any income limit by contributing towards margin money for schemes like



running Medicine shop, Beauty parlour, Band Party and training for various trades. The Corporation has also initiated recently a State level scheme for purchase of 2 acres of agricultural land to SC agricultural labourers who are within the DBPL with a ceiling of Rs. 4 Lakhs. Besides this, the beneficiaries are also provided with a set of 3 buffaloes and a shed cost upto Rs. 70000 and crop subsidy scheme of fertilizer, seed, maintenance upto Rs.15,000 for the agricultural operations. The Corporation has also a scheme for 'Construction for Dwelling –cum-Shed' for a house and starting a business for BPL families owning a plot or house-site by providing subsidy of Rs.50,000 and the rest as loan amount.

ITI training is also being imparted to various SC students (about 192 every year) for various trades in mechanical and electrical trades of the 5 ITIs (Sonipat, Faridabad, Hissar, Rewari, Narnaul, Yamunanagar, Gurgaon) besides a exclusive ITI is running at Ambala Cant for the SCs. SCA to SCP funds and CSS scheme of coaching and training are being utilized by the SC welfare department for this the schemes of the Corporation are given wide publicity in the local papers and the applications are sought from the District Managers of the Corporation and a screening committee consisting of the Manager and Deputy Commissioner, Addl. Dy.Commissioner, District Social Welfare Officer have been forwarded. Each district has been assigned a target of beneficiaries to be covered under different schemes and the selected beneficiaries are recommended to the Managing Director, HSFDC Head Quarters for the release of the subsidy, margin money and loan amount as the case may be.

**Table 7.4: Amount Disbursed and the beneficiaries covered by HSCDFC**

(Rs. in lakhs)

Plan/Year	Direct Loan	Subsidy	Margin Money	Bank Loan	Total Amount Disbursed	No. of Beneficiaries covered
8th Plan (1992-1997)	1002.96	2721.65	892.08	2555.94	7,172.63	60,106
9th Plan (1997-2002)	1321.19	3099.32	1469.59	5101.88	10,991.98	52,269
2002-03	221.50	836.00	362.02	1092.08	2511.69	10343
2003-04	226.01	810.43	175.98	1249.21	2461.63	10151
2004-05	144.92	721.33	129.91	1158.73	2154.89	8987
2005-06	65.89	1265.28	235.28	2261.45	3827.90	15564

The physical and financial performance of the HSCFDC shows that, during 8<sup>th</sup> Plan, Rs. 71.72 crore has been extended to the eligible SC beneficiaries for various schemes interms of direct loans (Rs.10.03 crore), subsidy amount (Rs.27.21 crore), margin money (Rs.8.92 crore) and arranged bank loan of Rs. 25.56 crore for benefiting about 60,106 families. However, during 9<sup>th</sup> Plan, the number of beneficiaries were comparatively less (52,2569) though the total amount extended interms of subsidy, direct loan, bank loan and margin was Rs. 25.12 crore. During the first four year of 10<sup>th</sup> Plan, about 45,045 beneficiaries were given various economic benefit schemes (with an average of 11,260 families each year). The performance of the Corporation indicates that, it has extended loans, subsidy, margin money and bank loans to about 3.39 lakh SC families since its inception with a total amount of Rs.382.15 crore. However, considering the work participation rate of 38.7%, the illiterate population of 45% particularly more than half of the SC illiterate females, the agricultural labour force of 42% and the BPL population of 20 % among SCs of the State the coverage of the schemes is not covered even 10% of the SC population in the State. There are about 8 lakh SC families in BPL category in the State and during the existence of the last 36 years of the HSCFDC it could cover only half of the BPL families. It has to cover still about 4 lakh BPL families in the State and the real impact on the beneficiaries covered out of the financial and technical services obtained by the Corporation has to be evaluated thoroughly.

## 7.7 Sectoral Allocation and utilization of SCP funds

The State Government is allocating funds under SCP to almost all the major sectors except Science, Technology & Environment, General Economic Services and General Services. As a point of illustration the pattern of allocation of funds towards SCP is shown for the two Annual Plans 2005-06 and 2006-07. The sectoral allocation of funds indicate that, priority was given to the Social Services (27%), Energy (19%), Irrigation & flood control (19%), Rural Development (19%) and Agriculture & Allied activities (18%) during Annual Plan 2005-06. During Annual Plan 2006-07 also the same pattern of priority allocation was seen except that, energy sector got only 5.4% allocation of funds towards SCP. However, in terms of actual utilization, Social services involving education and SC welfare department, rural development, energy and irrigation and agriculture sectors schemes/ programmes are being targeted during 10<sup>th</sup> Plan. As is evident from the socio-economic profile of the SCs in the State, there is a huge development gap between the SCs and the general population in education, health, housing and economy, so the thrust given by the State government in the sectors is not commensurate with the level of development needed for their upliftment. There is a need to allocate more funds towards social, rural, transport, small industries and energy sectors than what is being done during the annual Plans and five year Plans.

## 7.8 Important Schemes/Programmes Being Implemented Under SCP

### 7.8.1 Agriculture and Allied Activities

There are about 3.03% of land holdings of SCs in the State which accounts for 2% of the cultivable land though SCs constitute about 19.4% of the population. Under agriculture and Allied sector, there are various schemes of crop husbandry, soil and water conservation of both State, Centre and Centrally Sponsored and externally aided projects/programmes for the technology upgradation, agriculture production and technology upgradation where in there is also component for the SC marginal farmers with higher subsidy. Some of the important schemes being implemented under this sector are i. Implementation of oil seeds, pulses, oil palm, maize, Technology Mission with improved kits, Macro management, Land development and water harvesting etc., construction of tanks, accelerated recharge of ground water etc. Under Animal Husbandry schemes like opening of new veterinary dispensaries to look after the animal stock of the SCs, special employment to unemployed youth/widows through provision of milch animals, insurance coverage of the live stock of the 8.85 lakh SC families in the State is in operation. Similarly under Fisheries development, technical training and financial assistance, equipment and kits are given to SC families under their various schemes through fish seed production, fish harvesting, pond renovation and fish marketing. NABARD, credit cooperative societies are providing loan to SC families in rural areas. Cooperative movement is yet to be picked up in a big way in the State. It is estimated that there are about 600 Women Cooperative Societies operating in the State and they need to be provided technical expertise, training and seed money for extending credit to the members. The State has a scheme for encouraging SHGs through NABARD with financial assistance of Rs. 1 lakh (Rs.20,000 for training, Rs.25,000 for managerial subsidy and Rs.65,000 for interest subsidy) for 40 SHGs of artisans and craftsmen in the State to encourage their trade and skill. SCs are also being covered in these schemes either directly and indirectly.

**Table 7.5: Sectoral Allocation of SCP funds for Annual Plan 2005-06 and 2006-07**

(Rs. in core)						
S.No	Name of the Sector	Annual Plan 2005-06	Flow to SCP- 2005-06	SCP Expd. 2005-06	Annual Plan 2006-07	Flow to SCP 2006-07
1	Agriculture & Allied Activities	162.31	28.56 (17.6%)	26.8	162.31	42.32 (25.5%)
2	Rural Development	172.76	33.11 (19.2%)	34.6	172.81	38.50 (22.3%)
3	Special Area Programme	16.0	1.60 (10.0%)	--	18.00	--
4	Irrigation & Flood Control	393.00	76.0 (19.3%)	21.2	498.00	98.06 (19.7%)
5	Energy	449.00	89.17 (19.9%)	9.8	449.0	24.19 (5.4%)
6	Industries & Minerals	41.89	7.33 (17.5%)	25.5	53.50	8.64 (16.1%)
7	Transport	338.2	36.84 (10.9%)	37.3	303.20	31.89 (10.5%)
8	Science Technology & Environment	3.90	--	--	3.90	--
9	General Economic Services	12.21	----	---	12.80	--
10	De-centralised Planning	20.0	5.0 (25.0%)	4.5	20.0	5.0 (25.0%)
11	Social Services	1352.96	364.52 (26.9%)	370.6	1568.92	422.42 (26.9%)
12	General Services	37.77	---	---	37.56	--
<b>Total</b>		<b>3000.00</b>	<b>642.13 (21.4%)</b>	<b>530.1</b>	<b>3300.00</b>	<b>671.03 (20.3%)</b>

(Percentages in parenthesis)

### 7.8.2 Rural Development

Like in other States, District Rural Development Agencies (DRDAs) are implementing many poverty alleviation and rural infrastructure rural development programmes in the State and SCs are getting benefit under these programmes. The important schemes being implemented are (i) Swarna Jayanti Gram Swarozgar Yojana (SGSY) since 1999 for self employment, training, credit, infrastructure and marketing to SHGs and BPL families, where atleast 50% beneficiaries should be SCs, (ii) Sampoorna Grameen Rozgar Yojana (SGRY) for wage employment, food security, social, economic and community assets in rural areas which is being implemented through PRIs, (iii) Indira Awas Yojana (IAY), for construction/ up- gradation of houses of BPL families wherein Rs.25,000 is given to the beneficiaries with a minimum coverage of 60% SCs, (iv), Rashtriya Sam Vikas Yojana (RSVY) where in the backward district, Sirsa had been selected for poverty alleviation programmes and for rural infrastructure development works. In the present evaluation study also this district has been selected for understanding the impact of the development of SCs due to their high concentration. Besides this, there are other programmes like Integrated Rural Energy Programme (IREP) for non-conventional energy for village electrification and Community Development Programme (Health, Sanitation, Education & Rural Roads and communication), for repair of wells, ponds, hand pumps, repair of schools, school infrastructure development and rural roads and sanitary works through PRIs. Rural Development department is also constructing community centers (Chaupals), school buildings, veterinary hospitals, recreations centres, shops etc. in SC basties under various schemes.

### **7.8.3 Decentralised Planning**

District Local Area Development Boards are in existence in the State. The State Government has a scheme 'Decentralised Planning Scheme' since 1985-86 where in some funds are kept at the disposal of the these Boards based on the relative backwardness for undertaking community development works. The funds have to be spent for the construction of pavements, community centres (chaupals) repair of school buildings, veterinary dispensaries etc. About 25% of the allocated funds are to be utilized under SCP for the SCs villages and community development works.

### **7.8.4 Irrigation and Energy**

The State government has no specific scheme for irrigation and flood control for SCs in the State. But the development works are labour intensive who are mostly SCs and though SCs have less than 3% of cultivable land but about 20% of the sectoral outlay is being accounted under this. There are about 6,347 SC basties in the State and all of them have been electrified and SCs are to be provided electricity for domestic, non-domestic, industrial, tubewells through various schemes with a provision for non-conventional energy sources (solar types) through SCP budget.

### **7.8.5 Educational Development**

During 10<sup>th</sup> Plan, the State Government has allocated Rs. 183.64 crore (43%) of the primary education sector budget towards SCP. It is estimated that, about 32% of the student population in primary schools belongs to SCs and as part of the universalisation of elementary education, 100% enrolment and full retention is the target of the mission. The State has many schemes of expansion facilities under Sarva Shiksha Abhiyan, Mid Day Meal Scheme. The State Government is also giving cash prizes to SC boys and girls scoring highest marks from 1<sup>st</sup> to 5<sup>th</sup> classes ( ranging from Rs.300 to Rs.750) for encouragement. Besides this, SC students are also given free stationery, uniform, school bags and full attendance cash prizes to girl students etc. About, 4.83 lakh SC students (2.5 lakh boys and 2.3 lakh girls) are attending primary schools and 2.07 lakh SC boys and girls are in Secondary schools. In the case of Secondary education, Rs. 30.34 crore has been allocated for SCP during 10<sup>th</sup> Plan. The State Government is implementing schemes like reinforced infrastructure facilities, upgradation of middle schools to secondary schools, support teaching – learning material, dual desks, computers and training to students which also caters SC students. There are special schemes for SC students like insurance policy, remedial coaching to 12<sup>th</sup> class students and opening of Model schools in each district for SC bright students. SC students are getting merit scholarships and remedial coaching in graduate/post-graduate courses, besides books/stationery, computers and bicycles to girl students of SC BPL families. There is a separate ITI for the SC students at Ambala and more 5 more ITIs are being opened now.

### **7.8.6 Health, Sanitation and Urban Facilities**

Besides the general facilities available for health, about 47 new Ayurveda/Unani/Siddha/Naturopathy clinics have been opened in Harijan Basties during 10<sup>th</sup> Plan. Under Rural water supply, SCP budget is being used for provision of drinking water in Harijan Basties. About 1971 villages have been identified with chronic drinking water problem and SC hamlets in these villages are being supplied drinking waters through water tankers, hand pumps, piped water. The programmes like Urban Infrastructure Development, JNURM, Urban Solid Waste Management, Integrated Housing and Slum Development, Swarna Jayanti Shahari Rozgar Yojana have special targets of financial and physical coverage for SCs development in the State out of the SCP.

### 7.8.7 SC & BC Welfare Department Schemes

The nodal department of SC & BC welfare and development department is implementing schemes relating to SCs educational development like to stationery (Rs.150 per annum to middle school & Rs.200 to 9<sup>th</sup> to 12<sup>th</sup> classes), pre-matric scholarships (Rs. 75 to class 6<sup>th</sup> to 8<sup>th</sup> class students), scholarships of Rs.100 and reimbursement of tuition fees in 9<sup>th</sup> to 12<sup>th</sup> classes, Meritorious scholarship of Rs. 1000 to Rs.2000 to graduate and post graduate students scoring 1st division, free residential facilities to meritorious students in reputed schools (Rs.700 P.M and Rs. 3500 for books and stationery), Dr. Ambedkar Medhavi Chhatar Yojana (merit scholarship to 2000 SC students of Rs.1000 each who secure above 60% marks) and Coaching for competitive exams/recruitment in professional courses. Besides this, Government of India Post Matric Scholarship (18, 812 students) Pre-Matric Scholarship to students of those engaged in unclean occupations (22,180 students), Construction of hostels, Coaching & Allied scheme in six centres at Ambala, Bhiwani, Rohtak, Rewari, Karnal and Hissar for taking competitive exams.

Training programme for SC women/widows/girls in tailoring with stipend and sewing machine, housing scheme with a subsidy of Rs.50,000 for the construction of house and Rs.10,000 for repair of house to BPL families, Indira Gandhi Priyadarshini Vivah Shagun Yojana – a marriage grant of Rs.5100 to BPL families is given. Under POA act, incentives for inter-caste marriage, monetary relief for affected persons, awareness and awards to Panchayats for untouchability and atrocities removal and equity contribution to HSCFDC are also being implemented by the nodal department. The Social Welfare department is implementing schemes benefiting physically handicapped students, pension to physically handicapped persons, Old age pension (Rs.300 P.M per beneficiary), Financial assistance to women deserted/physical/mental incapacity/ widow women (Rs. 300 P.M), Rajiv Gandhi Parivar Yojana – an insurance scheme to take care of accidents/deaths up to Rs.1 lakh, Ladli social security pension scheme for those who have girl child with an amount of Rs.300 for 55 years and above SC persons. Social Welfare department is also implementing other CSS of ICDS, nutrition and women & child development department programmes which have coverage of SCs.

### 7.9 Physical Coverage of SC Beneficiaries and Impact

The foregoing analysis indicate that, though SCP is not being implemented as per the guidelines, but still huge amount of funds have been utilized for the welfare and development of the SCs in the State. The available data indicate that about, 3.05 lakh SC beneficiaries in 8<sup>th</sup> Plan, 3.94 lakh SC beneficiaries during 9<sup>th</sup> Plan have been covered under various State, Central and Centrally Sponsored Schemes. During the first four years of 10<sup>th</sup> Plan, a total of 3.29 lakh SC beneficiaries were covered with an average of about 82, 000 beneficiaries per year. Though these data look impressive, but our primary data and actual conditions of the beneficiaries and their feed back indicate that, most of the schemes are not being implemented properly and the monitoring mechanism is very weak at the district and lower level. The impact on the beneficiaries was also captured directly through sampled data collection from two districts predominantly inhabited by the SCs in the State, Ambala and Sirsa.

**Table 7.6: Physical Coverage of SC beneficiaries**

Plan/Year	Coverage of SC beneficiaries under different schemes
8th Plan (1992-97)	3,05, 776
9th Plan (1997-2002)	3,93,998
10th Plan (2002-2007)	
2002-03	94,388
2003-04	82,205
2004-05	80,500
2005-06	72,509



**Ambala District:** Ambala district lies on the north-eastern edge of Haryana bounded by the districts of Yamunanagar in the south-east, Kurukshetra district in the south, Patiala and Ropar districts of Punjab State in the west and Solan and Sirmaur districts of Himachal Pradesh State in the north and north-east. It has an area of 1569 sq.kms and comprises of three Tehsils; Ambala, Bararah and Naraingarh. The total population of the district is 10,13 lakh and a density of 644 persons per sq.km. with a low sex ratio of 869 females per 1000 males (which is equivalent to State ) but the child population sex ratio is only 781 which is alarmingly low The district is traversed by three streams, Markanda, Dangri and Ghaggar. About 42% of the district population of the district is engaged in agricultural and allied occupations compared to 58.7% of the State in rural areas. In urban areas, the working population is primarily engaged in manufacturing, trade, commerce, transport and construction. SCs constitute about 25.1% of the total population in the State the second highest.

**Sirsa District:** Sirsa district lies in the extreme west corner of the State bounded by Faridkot and Bhatinda of Punjab in the north and north-east, Ganganagar of Rajasthan in the west and Hissar district in the east. The State topography can be divided into Haryana Plains, Ghaggar alluvial bed and Sand dunes tract. It has an area of about 4277 sq.kms with a population of 11.16 lakhs, of which 74% is rural and a density of 261 persons per sq.km. The sex ratio in the district is a low 882 favours per 1000 maleslike in the State but among SCs it is comparatively better. 37% of the work force depends on cultivation and 23.8% are engaged as agricultural labourers. The SC population in the district is 26% which is the highest in the State.

Hundred (100) SC beneficiaries were sampled randomly from the villages, Bulana (23), Bhadi (24), Sarangpur (21) of Ambala Block and Sirasgarh (21), Mulana (22) and Holi (26) villages of Barara Block of Ambala district. Similarly, 99 beneficiaries were randomly selected from the Sirsa District of the villages; Saharpur Begu (25), Kanganpur (25) of Sirsa Tehsi, and Sharni (24), Budhabhana (25) of Baragudha Tehsil for the analysis of their socio-economic conditions, types of schemes/programmes availed by them and the problems and suggestions for the better implementation of SCP schemes in the State.

**Table 7.7: Socio-economic conditions of beneficiaries in Haryana**

(in percentage)

Districts	Family Size@	Percentage land owners	House type			Drinking water			Drainage Facility		Electric supply		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50meters)	Away (more than 50 Meteres)	Yes	No	No	free	Personal
Sirsa	4.05	1	71	16	13	1	99	0	22	78	31	0	69
Ambala	4.41	47	20	54	26	12	68	20	48	52	5	0	95
<b>Total</b>	<b>4.23</b>	<b>24</b>	<b>45.5</b>	<b>35</b>	<b>19.5</b>	<b>6.5</b>	<b>83.5</b>	<b>10</b>	<b>35</b>	<b>65</b>	<b>18</b>	<b>0</b>	<b>82</b>

**Table 7.8: Occupational pattern of beneficiaries in Haryana**

(in percentage)

Districts	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised business trade	Salaried employment pension	Others
Sirsa	5	83	8	0	1	1	0	2
Ambala	0	29	46	3	5	0	2	15
<b>Total</b>	<b>2.5</b>	<b>56</b>	<b>27</b>	<b>1.5</b>	<b>3</b>	<b>0.5</b>	<b>1</b>	<b>8.5</b>

The average family size of the beneficiaries is higher in Sirsa district with 4.41 and low in 4.23 in Ambala, though the density of the total population in these districts is vice versa. Only one house hold of SCs in Sirsa district was a land owner where as they are about 47% in Ambala.



Similarly, the socio-economic conditions of the SCs in Ambala district were comparatively better with more Pucca houses, better drainage and electricity facilities. As a whole the SCs in the State have low drainage facilities (35%), 65% without pucca houses. Only 2.5% of the SCs are cultivators and 56% are agricultural labourers (Sirsa district has 83%) and more than one-fourth of them in non-agricultural profession. There is a need to concentrate on the efforts to provide alternative and supportive employment to the predominant SC agricultural labourers as agricultural work is mostly seasonal in nature. 46% of the surveyed SCs are illiterate and only 6% of them have studied beyond Matriculation indicating still the huge gap between the SCs and the general population inspite of the many educational schemes being implemented in the State.

**Table 7.9: Education level of beneficiaries in Haryana**

(in percentage)

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Sirsa	57	2	28	9	2	1	1	0
Ambala	35.8	6.7	29.7	16.7	7.6	2.3	0.4	0
<b>Total</b>	<b>46.45</b>	<b>4.34</b>	<b>28.85</b>	<b>12.83</b>	<b>4.79</b>	<b>1.65</b>	<b>0.70</b>	<b>0</b>

Of the various types of schemes availed under SCP by the SC beneficiaries, are the Shagun scheme (marriage fund for female child BPL parents)- 21%, Swarna Jayanti Swarozgar Yojana (income generating cum infrastructure development through SHGs and Panchayats)- 16%, Scholarships to their wards- 17%, Old age pension – 16%, Indira Awas Yojana/ State housing scheme to BPL families – 14%, Housing loan – 10% and a few cases of handicapped pension, widow pension and loans for animal stock etc. In Ambala district, housing scheme has been availed by 1/3<sup>rd</sup> of the beneficiaries (33%) through IAY/State housing/loans from HSFDC for construction of pucca houses whereas, in Sirsa district the most beneficial scheme was SGSY (28%) followed by Shagun (23%) and Scholarships (20%). The welfare related schemes have been availed more by the beneficiaries rather than income generating and skill development ones. As the agricultural labour force is more than 50% in both the districts there is a need for implementation for focused implementation of rural development and income generating schemes like SGSY, NREGP with skill development training programmes.

**Table 7.10: Details of the type of schemes accessed by the beneficiaries in Haryana**

(in percentage)

S.No	Name of schemes	Percentage of total beneficiaries		
		Ambala District	Sirsa District	Total
1	Handicapped pension	1.52	0.00	0.65
2	Housing loan	12.12	8.99	10.32
3	Indira Awas Yojana/ State Housing scheme	21.21	8.99	14.19
4	Loan for buffalo	4.55	1.12	2.58
5	Old age pension	24.24	10.11	16.13
6	Scholarship	12.12	20.22	16.77
7	SGSY schemes	0.00	28.09	16.13
8	Shagun scheme	18.18	22.47	20.65
9	Toilets	3.03	0.00	1.29
10	Widow pension	3.03	0.00	1.29

## 7.10 Problems Being Faced by the Beneficiaries

The beneficiaries are being selected through the applications submitted by them for the specific schemes advertised by the department concerned. In some cases they are also being forwarded by

the Panchayat particularly the Old age pension, widow pension, Shagun scheme. DRDAs are responsible for the construction of houses under IAY and State housing schemes. The other schemes being implemented by the nodal department of SC & BC welfare, Haryana Scheduled Caste Finance Development Corporation seeks applications against the various schemes being implemented by them. The interaction, focused group discussions with the implementing agencies and the beneficiaries indicate that, there are many schemes in operation but the beneficiaries are not aware of most of them and it takes inordinate delay in the process and sanction of the schemes and getting the financial/physical benefits. Some of the common observations made by the beneficiaries are: (i) Getting benefit of a scheme is very time taking process, (ii) Too difficult process, (iii) One has to run here and there to get the benefit, (iv) Pension amount is less, (v) Scholarship amount is less, (vi) Amount of money provided under IAY is less, (vii) No business loans are available, (viii) More schemes should be designed, (ix) Have to bribe officials to get benefit and (x) Lack of awareness about all the schemes.

### **7.11 Suggestions For Improvement**

The beneficiaries have suggested the following points for implementing the schemes/programmes under SCP more efficiently:

- Corruption should be controlled
- Process of getting benefits should be simplified
- Steps should be taken to increase awareness
- More schemes should be designed
- Allocation of various schemes should be increased to cover more poor households
- Scholarship amount should be increased
- Amount of money provided under IAY should be increased
- Poor SC/ST households should be provided employment
- Soft loan should be provided easily for income generating activities

The predominant suggestion which emerged in the interaction with the beneficiaries was the rampant corruption and making them available of more number of income generating schemes for their livelihood. The amount being given for the construction of houses under IAY is Rs. 25,000 and was insufficient to most of the beneficiaries and it need to be increased. The conditions of the houses constructed under this scheme are also very poor in condition. As the beneficiaries for some of the schemes are being selected / recommended by the Sarpanch of the Panchayat, awareness of the existing schemes and its eligibility criteria, timeliness of applications plays a major role in availing of the schemes. It was observed in the surveyed six villages, that, even the Sarpanch is not aware of most of the schemes for the welfare of SCs in the district/State.

### **7.12 Impact of the SCP Schemes/Programmes on SCs in the State**

SC population in Haryana was 32.5 lakhs in 1991 and has grown to 40.9 lakhs with annual compound growth rate of about 2% which is lesser than the general population of the State. However, the proportion of the SCs in the State remained the same in 1991(19.7%) and in 2001 (19.4%). The overall sex ratio of SCs is 869 females per 1000 males which is marginally higher than 861 of the total population. The sex ratio has increased from 860 in 1991, but the low sex

ratio as in the case of the total population of the State is alarming particularly in the 0-6 age group children which is 819 and Kurukshetra district has recorded 771 with an imbalance of 239 girls per 1000 boys. There is a need for more awareness generating programmes for maintaining gender balance and sex parity both at the bureaucratic and general public with incentives and strict enforcement of PNDT laws.

The literacy levels have increased from 39.2% in 1991 to 55.5% in 2001 among SCs and it compares with that of the All India SCs. However, there is a gap of 12% points between the general population and that of SCs in the State. The female literacy is 42.8% and there is need for more vigorous implementation of educational development schemes. There is a great disparity in the literacy rates across the various communities and districts with a high percentage in Rewari (68.7%) and the lowest in Fatehgarh (41%). The enrolment ratio beyond primary level show greater disparity of 12% points at Middle and Matric level. The higher education enrolment of 7.4% though compares well with All India average, but, the State total population has 10.5% enrolment and SCs in the State should be given more facilities for their higher education in colleges. There are schemes of various scholarships and incentives for the SCs, but our field level enquiries revealed that, the scholarship amount is not reaching them timely and there is a need for more positive discrimination in the educational field particularly for the girls.

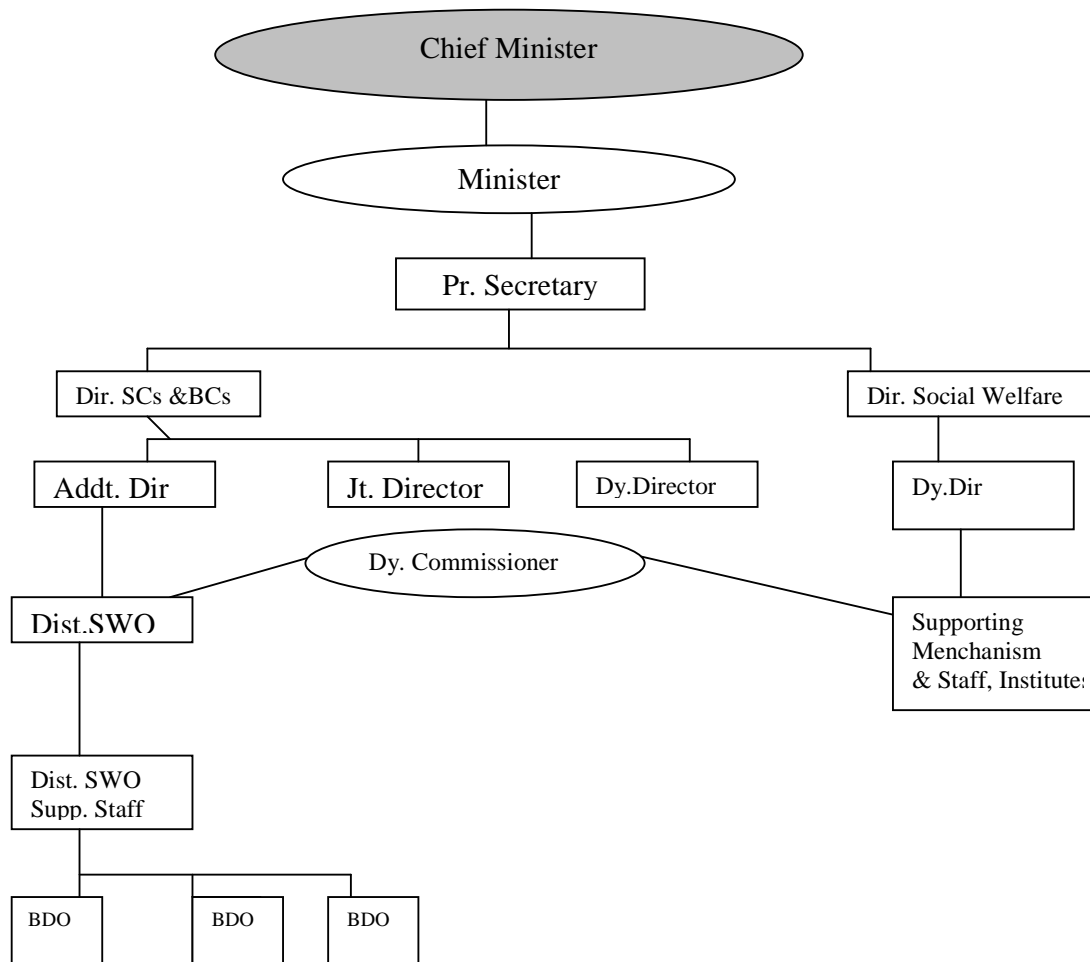
NFHS-II results of some of the important health indicators among SCs like IMR (68), Neo-natal Mortality (37), and Child Mortality (26) are all higher than the State general population with a difference of more than 11 points in IMR. More than 50% women and 40% children are anaemic and institutional deliveries are only 9.7% among SCs in the State indicating the poor rural health facilities and non-accessibility of these services to poor SC households. Availability of basic amenities indicate that, less than 50% SC households have pucca houses and only 30% households have toilet/sanitary facilities. One quarter of the SC households still fetch water from far off places in rural areas (more than a k.m) and 30% do not have electric facility. More than 50% of the SC families are still depending on agriculture that too mostly as agricultural labourers (42%) and only 8% among them are cultivators though the SC population is 19.4% in the State. The State conducted survey has revealed that around 3% SCs are in possession of land and 2% of this land is cultivable land. The 61<sup>st</sup> round NSS survey revealed that, 94.5% of the SCs in the State are landless, and only 1.2% of them have more than 2 hectares of land. During 1999-2000 survey, 11% of SCs owned land and the recent survey has shown decrease in the possession of the land. As 48% of the SCs are engaged in service occupations, there is a need for giving the SCs training, skill development and alternate vocation to strengthen their existing occupations and creating avenues better livelihoods. The poverty ratios (1999-2000 survey) indicate that, though the State is prosperous with high GDP, the BPL SC population is 19.03% in rural areas and 25.4% in urban areas which is very high compared to general population figures of 8% in rural areas and 10% in urban areas marking a great divided between the SCs and others with a need for focused attention for the implementation of income generating schemes through HSFDC in non-agricultural sectors/ services by creation of more employment opportunities.

**Table 7.11: Socio-economic development indicators of SCs and General population in Haryana State**

Indicator	(in percentages)		
	All India	Haryana State Total	SCs in Haryana
1. Literacy Rate (2001) Total	68.8	67.91	55.45
Males	78.7	78.49	66.93
Females	58.2	55.73	42.76
2. Gross Enrolment Rate(2004-05)			
I-V	108.56	82.03	102.11
I-VIII	70.51	76.34	75.15
IX-X	51.65	52.94	39.59
XI-XII	27.82	34.16	22.14
Higher Education (18-24)	7.96	10.54	7.36
3. Dropout Rates (2002-03)			
I-V	34.89	31.47	19.58
I-VIII	52.79	52.32	43.20
I-X	62.58	62.69	57.70
4. Health Status			
i. Infant Mortality	67.6	56.5	67.5
ii. Neonatal Mortality	43.4	34.3	36.8
iii. Child Mortality	29.3	19.4	26.4
iv. Institutional delivery	33.6	29.8	9.7
v. Percentage of women who had a health visitor	11.3	1.6	2.2
vi. Full immunization	42.0	67.7	56.4
vii . Total Fertility Rate	2.85	3.70	2.0
5. Nutritional deficiency			
i. Weight for height	35.8	21.6	35.4
ii. Percentage of women with anaemia	51.8	47.0	52.5
iii. Anaemic children	74.3	28.0	40.3
iv. Undernourished children	47.0	83.6	87.0
6. Availability of Amenities			
i. Households with Electricity	55.8	86.7	70.3
ii. Households with drinking water (sources away from premises)	16.7	19.2	25.9
iii. Households with Sanitary facilities	36.4	48.8	30.4
iv. Households with permanent houses	51.8	70.8	49.3
Economic conditions			
i. Cultivators	32.50	42.5	8.0
ii. Agricultural labourers	20.70	9.0	42.2
iii. Household industry	4.6	2.6	2.4
iv. Other occupations	42.2	45.8	47.5
8. Poverty Line Ratios (1999-2000)			
i. Percentage of BPL rural population	27.11	8.27	19/03
ii. Percentage of BPL urban population	23.65	9.99	25.38

Source: Census of India, 2001 and NFHS, 1998-99

**Figure 7.1: Organogram depicting SCs Administrative Structure in Haryana**



# **CHAPTER 8**

## **IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN PUNJAB STATE**



## 8 IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND ITS IMPACT ON SCs IN PUNJAB STATE

Punjab is the land of five rivers and has cultural history with neighbouring west Punjab. After the partition in 1947, 13 out of 29 districts of erstwhile undivided Punjab came to East Punjab, which was renamed as Punjab on 26 January 1950. In 1948, the former princely states were organized separately as Himachal Pradesh and PEPSU (Patiala and East Punjab States Union), the latter merging with Punjab in 1956. Following the Akali agitation for a Punjabi-speaking state, and the Reorganisation Act of 1966, the territory of Punjab was bifurcated into the linguistic states of Punjab and Haryana, with the remaining hill areas going to Himachal Pradesh. Post-bifurcation, Punjab came to have an area of 50,362 sq. kilometers with eleven districts, including Rup Nagar, created as part of the reorganisation. The present Punjab State has 17 administrative districts.



Punjab State can be divided into three regions-**Majha, Doaba and Malwa**. Majha is surrounded by three rivers, Ravi in the west, Beas in the east and Sutlej in the south and consists of the regions of Amritsar and Gurdaspur. The presence of flat lands, fertile soil, extensive irrigation from canals and tubewells, coupled with the hardworking people of Majha have made this region agriculturally prosperous. The tract of land between the rivers Beas and Sutlej, including the districts of Hoshiarpur, Nawanshehar, Kapurthala, and parts of Fazilka, Jalandhar and Gurdaspur lying at the foothills of the Shivaliks is called the Doaba. This region is densely populated accounting for 19.64 percent of the population of Punjab (2001). The Doabis are adventurous people and migrate all over the world. Doaba has a well-developed agriculture with largescale irrigation facilities by tubewells. The area south of the river Sutlej is called Malwa. Malwa constitutes 11 districts of Punjab, and is the largest region of the state. The Jat landlords dominate this region and it is comparatively hot, dry and arid. Compared to Majha and Doaba, Malwa is

sparsely populated and has large Sikh population. Agriculture is intensively practised here through a large network of canal irrigation.

## 8.1 Scheduled Castes Population Scenario

As per 2001 census, out of the total population of 243.59 lakh of the State, 70.29 lakh are Scheduled Castes (SCs) constituting 28.85% of the total population. This is the highest percentage for a State in the country which has 16.20% SCs population. There is no ST population in the State. The distinguishing feature of the State is the great imbalance in the sex ratio which is in favour of males. For the State as a whole, the female sex ratio is 875 per 1000 males and in the urban areas it is still lower (849). Amongst SCs also, this is reflected as 892 females per 1000 males for the total SCs and in the urban SC population it is still lower (886). The SC population is distributed in all the districts and major concentration is seen in the districts of Nawanshahar (41%), Muktsar (38%), Jalandhar (38%) and Faridkot (36%). About 50% of the villages in these districts also have more than 40% SC concentration. Of the 12,428 inhabited villages in Punjab, 3,788 villages (30.5%) have more than 40% SC population. About 70 towns in the State have 20% SC population and 55 towns have or more than 30% SC population.

There are 38 SC groups in Punjab and major SC groups are Mazhabis, Charmakars (including Ramdasias), Ad Dharmis, Balmiki, Bazigars, Dumna (Mahasha), Megh, Sansi, Bauria, Kabirpanthi (Julaha) and Dhanak. These eight castes make up 92 % of the SC population. Ad Dharmis and Ramadasias belong to the same social strata. Similarly, Balmikis and Mazhabis belong to the same group. Balmikis are characterised as Hindus and Mazhabis are those who are converted to Sikhism. Similarly, the Ramdasias are Charmakars converted to Sikhism. Both the Charmakars and Balmiki groups together constitute over 80 percent of the total SC population. Literacy rate among SCs is 56.22% as compared to 69.65% and 64.83% for the state and the country respectively. Literacy rate of female SCs is 48.25% and is far behind to that of the 63.36% and 53.67% female literacy of the State and the country respectively. Within SCs, there is considerable gap between female and male literacy across the districts. The literacy rate is lowest in the districts of Bathinda, Firozpur, Faridkot and Sangrur. These districts can be characterized as educationally backward and female literacy is lowest here.

**Table 8.1: distribution of SC population across the districts in Punjab**

S.No	State/District	Total Population	SC population	SC (in percentage)	0-6 Yr population	Sex Ratio Total Population	SC Sex Ratio	0-6 Yr child sex ratio
	Punjab/District	24,358,999	7,028,723	28.86	13.02	875.93	892.32	798.29
1	Amritsar	3,096,077	891,164	28.78	13.86	875.74	887.72	789.68
2	Bathinda	1,183,295	354,652	29.97	12.62	869.91	891.08	785.38
3	Faridkot	550,892	199,257	36.17	13.39	882.77	897.97	812.2
4	Fatehgarh	538,041	165,036	30.67	12.34	854.44	873.56	766.3
5	Firozpur	1,746,107	398,409	22.82	14.76	885.19	894.22	822.05
6	Gurdaspur	2,104,011	520,691	24.75	13.31	890.27	904.22	788.92
7	Hoshiarpur	1,480,736	507,544	34.28	12.44	935.27	932.47	812.04
8	Jalandhar	1,962,700	739,762	37.69	11.73	886.89	901.37	805.69
9	Kapurthala	754,521	225,787	29.93	12.59	888.08	894.77	784.62
10	Ludhiana	3,032,831	757,962	24.99	12.23	824.02	876.83	816.98
11	Mansa	688,758	208,889	30.33	13.95	879.56	893.89	781.97
12	Moga	894,854	284,939	31.84	13	887.32	878.96	818.06

S.No	State/District	Total Population	SC population	SC (in percentage)	0-6 Yr population	Sex Ratio Total Population	SC Sex Ratio	0-6 Yr child sex ratio
13	Muktsar	777,493	293,539	37.76	13.45	890.71	889.93	811.31
14	Nawanshahr	587,468	237,664	40.46	12.16	914.19	903.76	808.4
15	Patiala	1,844,934	425,280	23.05	13.01	868.5	883.44	776.68
16	Rupnagar	1,116,108	266,672	23.89	12.78	870.84	881.28	794.5
17	Sangrur	2,000,173	551,476	27.57	13.2	870.56	878.87	785.74

## 8.2 Special Component Plan Mechanism (SCP) in the State

Chief Minister is the Chairman of the Planning Board and the Planning Board decides the total Annual and Five Year budgetary resources of both plan and non-plan. The Cabinet Minister in-charge of SCs, OBCs, and Minorities looks after the policy matters relating to SCs development. Principal Secretary is the administrative head with Director SC Development, Director-SCP, Director-OBC and Minorities Development in the State. District Welfare Officer is in charge of welfare and development of SCs under the over all supervisions of Deputy Commissioner who is the administrative head of the District. Director Welfare and his staff deal with SC developmental activities and also coordinates with other sectoral departmental heads in the district.

Special Component plan (SCP) is being implemented and monitored in the State in a different pattern with some powers to welfare department. State Govt. transferred the work relating to SCP and Special Central Assistance (SCA) to SCP programme from Planning Department to the Welfare Department in 1994-95. Welfare Department Punjab has been made Nodal Department for formulation, implementation and monitoring of SCP. A separate Directorate of SCP has also been set up in the Welfare Department to look after the SCP work. The state govt. has taken the policy decisions during 2006 that, (i) Department wise allocation and scheme-wise outlays in respect of various administrative departments, will be decided by the Department of Welfare in consultation with the concerned administrative departments. (ii) Additional Deputy Commissioner (Development) has been declared as Nodal Officer under the overall control of Deputy Commissioner of the District for formulation, implementation, monitoring and co-ordination of programmes and schemes falling under the district level SCP for the respective districts. The concerned District Welfare Officer will provide necessary secretariat assistance to the ADC (D). (iii) District Heads will intimate Welfare Department physical targets to be achieved under the each SCP scheme and also specify the area of operation and beneficiaries/families to be covered to Welfare Department (iv) District Heads of the concerned Departments will supply monthly, Quarterly and Annual Achievement of financial expenditure and physical targets under SCSP to A.D.C. (Dev.) who in turn will supply scheme-wise/department-wise consolidated statement for the district in the prescribed Performa to Director (SCP) Welfare Department. (v) Heads of Departments concerned with Decentralised Planning are also required to monitor and supervise and guide the implementation of the district level schemes of their respective department (vi) Welfare Department will be at liberty to make sector/scheme-wise changes within SCP outlays in order to ensure that entire amount is spent for the Welfare of Weaker Sections. (viii). State Level Standing Tripartite Committee under the Chairpersonship of Minister-in-charge, Welfare of SCs and BCs with Chief Secretary Punjab, Secretary in-charge Department of Welfare of SCs and BCs, Secretary Finance, Secretary Planning and Director, National Commission for SCs and STs as members, has been constituted to monitor the implementation of strategies of the SCP. Though the decisions have been taken, the nodal department of Social Welfare is yet to get the planning, implementation and financial powers for the SCP in the State.

### 8.3 SCP Implementation

The State Govt. had opened a separate minor head 789 under each relevant major/sub major head of account so that flow to SCP under each scheme may be booked to the minor head. However, sectoral departments are not showing SCP outlays and expenditure separately under the minor head 789-“SCP for SCs” while sending scheme-wise proposals to the Finance Department. So, SCP, outlays under most of the schemes implemented by various departments were not depicted in the State Plan Budget which is resulting in the diversion of SCP funds to the general sector. The State Govt. is yet to adopt ‘Maharashtra Model’ for implementation of schemes framed under SCP wherein SCP funds, equivalent to the percentage of SC population, out of the State Plan, are required to be booked under the single budget demand head of the Welfare Department. Planning powers to the nodal department is also yet to be transferred in the State and in all practical purposes the planning department decides the budgetary outlays of the various department and conveys the same to the Welfare department and Finance department releases the funds to various sectoral departmental schemes/programmes. Periodical reviews by the SCP Directorate through planning department is being done at the State headquarters. The SCP Annual document is also being prepared by the welfare department but the real planning powers are still vested with the Planning department and Finance department is releasing the budgetary funds based on their priority. Though monitoring and implementation of SCP programmes are vested with ADC (Dev) at District level, preparation of District, Block and Village wise SCP plans is not still in operation as in other States.

### 8.4 District level Planning and implementation of SCP

The District Planning and Development Boards (DPDB) are looking after the implementation/supervision/monitoring of the District Level Schemes in each district. The release of funds under District level SCP Schemes are presently decided in the meetings of District Planning and Development Boards (DPDB’s). Additional Deputy Commissioner (Dev.) has been declared Nodal Officer for SCP implementation in their respective districts. The Punjab District Planning Committees Bill, 2005 has been enacted on 14.10.05 and funds under the District Plan Schemes presently being released through the District Planning & Development Boards are to be released through the District Planning Committees. Detailed guidelines are yet to be provided to the District Planning Committees for implementation of SCP at District Level. Punjab Government is also promoting the culture of Non-Government Organisations (NGOs)/ Self Help Groups by forming NGOs of the SCs at Village/Block/ Tehsil/ District levels to provide awareness to the SC communities on socio-economic development programmes of the State and for effective implementation of SCP Programme. Agencies like CAPART and NABARD are also implementing the SC development and welfare activities. However, the role of NGOs/SHGs is yet to make a serious dent in the State.

### 8.5 Allocation and utilization of SCP funds

During 8<sup>th</sup> Plan, Rs.954 crore was allocated towards SCP constituting only 14% and out of this only 46% was utilised. In 9<sup>th</sup> plan, SCP allocation was only 10% (Rs.1150 crore) and the expenditure was 66% . However, the total allocation of State budget expenditure was over 100% in 8<sup>th</sup> Plan and it was 87% in 9<sup>th</sup> plan. Out of total plan allocation of Rs. 17,331.8 crores in 10<sup>th</sup> plan, Rs. 3972.7 crore ( 22.9%) were allocated for SCP in 10<sup>th</sup> plan for overall socio economic and educational development of SCs in the state. Against this allocation , the expenditure incurred is Rs.1481.44 crores which comes to only 54.5%. Though the SC population in the State is 29% the State Government has not allocated population proportionate funds towards SCP in 8<sup>th</sup>,

9<sup>th</sup> and 10<sup>th</sup> Plan (except during 2003-04) and even the allocated funds were not utilized fully. Besides SCP, Rs. 32.87 crores were utilised under the SCA to TSP and Rs. 45.66 crores were utilized as institutional finance from banks and other financial institution for economic upliftment of the Below Poverty Line SC families. Out of the total available funds of Rs. 1559.97 crores under SCP, SCA to SCP and Institutional funds were utilized and 1.13 lakh SC families were assisted for various economic, educational and infrastructure programmes during 10<sup>th</sup> five year plan period.

**Table 8.2: Allocation and expenditure of Annual Plan and SCP**

(Rs. in crores)

Plan/Year	State Plan			Special Component Plan			
	Outlay	Exp.	Percentage	Outlay	Exp.	Percentage of SCP Exp.	Percentage of SCP outlay to total outlay
8th Plan (1992-97)	6750.00	6818.13	103.78	954.06	447.98	46.46	14.13
9th Plan (1997-2002)	11500.00	10032.84	87.24	1150.00	759.41	66.03	10.0
10th Plan (2002-2007)	17331.8	14,658.12	84.57	3972.7	1636.43	41.19	22.9
2002-2003	2793.00	2034.0	72.82	392.33	172.39	43.94	14.04
2003-2004	2822.00	1590.65	56.37	819.95	132.30	16.14	29.06
2004-2005	3479.80	1974.74	56.73	886.00	155.21	17.50	25.46
2005-2006	3550.00	3824.76	107.77	934.62	444.52	47.56	26.33
2006-2007	4687.00	5233.97	111.67	939.80	732.02	77.89	20.05

**Table 8.3: Sectoral allocation and expenditure of SCP in 10<sup>th</sup> Plan**

(Rs. in lakhs)

Name of Subhead	10th Five Year SCP 2002-2007	
	Approved Outlay	Actual Exp.
Agriculture & Horticulture	182.75	23.85
Soil and Water Conservation	270.70	45.05
Animal Husbandry	350.00	0.00
Dairy Development	45.00	0.00
Fisheries	0.00	0.00
Rural Dev. & Panchayats	31875.40	22485.36
Education	47846.75	12394.62
Technical Education	647.50	83.50
Sports and Youth Services	649.50	273.20
Medical and Public Health	1542.35	52.41
Power	39740.00	9068.36
Water Supply and Sanitation	15860.00	15242.98
Industrial Training	822.50	0.00
Social Welfare	64485.50	48659.64
Nutrition	3500.00	6916.51
Welfare of SCs	32636.69	20641.58
Urban Development	12203.00	3799.40
Information and Publicity	103.00	9.67
Defence Service Welfare	50.00	9.00
Secretariat Economic Services	2309.00	17110.36
Rural Development Funds	27000.00	6000.00
Roads and Bridges	2700.00	0.00
Irrigation and Flood control	3540.25	828.68



The sectoral allocation of SCP funds during 10<sup>th</sup> plan indicates that the State government has allocated majority of these funds towards social welfare (Rs.645 crore), Education (Rs.478 crore), welfare of SCs (Rs.326.4 crore), power (Rs.397 crore), Rural Development and Panchayats (Rs.318 crore) and Urban development (Rs.122 crore) However, the expenditure in most of these sectors is only 30 to 40% against the outlay as the overall expenditure of SCP funds in 10<sup>th</sup> plan is only 41%. A large chunk of funds of rural development, education, health and social welfare sectors could not be spent consequently the funds were either surrendered or spent in the general sectors. As the real planning and reallocation of funds power is not vested with the nodal department, the Social Welfare department has little say in the expenditure pattern of other sectors.

## 8.6 Special Central Assistance (SCA) to Special Component Plan (SCP)

SCA to SCP is provided by the Ministry of Social Justice & Empowerment as an additive to State SCP for economic development of BPL SC families. Schematic allocation and formulation of schemes is done by the State Govt. to fill the gaps for the various central and state development programmes with some flexibility and the same are approved by Govt. of India as per the guidelines issued by the nodal Ministry. The funds are to be used in an integrated and cost effective manner in conjunction with the flow of outlays and benefits from various sectors of the State plan with State SCP for income generating schemes particularly in the rural areas.

**Table 8.4: SCA to SCP funds received and utilised**

(Rs. in Lakhs)					
Year	Amount of SCA received from GOI	Amount carried from previous year	Total (Col.2 + Col.3)	Amount of SCA allocated by F.D.	Unspent amount with Finance Department
9th Plan (1997-2002)	4184.05	677.71	4861.76	3533.98	1327.78
10th Plan (2002-07)					
2002-2003	-	1327.78	1327.78	402.90	924.88
2003-2004	680.03	924.88	1604.91	40.41	1564.50
2004-2005	-	1564.50	1564.50	33.45	1531.05
2005-2006	-	1531.05	1531.05	1026.70	504.35
2006-2007	655.54	504.35	1159.89	1005.31	154.58

Source: Government of Punjab, Dept. of Welfare

SCA to SCP funds are being released by the Government of India directly to the State Finance Department which in turn releases to the welfare department. During 9<sup>th</sup> plan out of Rs.48.61 crore released by the Central Government, the State Government could able to utilise only Rs.35.34 crore. During 10<sup>th</sup> plan, Government of India did not release SCA to SCP funds during 2004-05, 2005-06 due to non production of utilization certificates by the State Government. Even the released funds are not being utilized properly by the State Government and the State has not got a cumulative amount of Rs.47 crore during 10<sup>th</sup> plan. Due to bottlenecks of late releases to Finance department which in turn releases to welfare development and untimely production of UCs is resulting in the non utilization of SCA funds from the Government of India. The State Government has indicated that it has covered 40,128 beneficiaries during 9<sup>th</sup> plan and 45,534 beneficiaries during 10<sup>th</sup> plan with the SCA to SCP funds for various income generating programmes. The coverage of families is uneven during all the five years of 10<sup>th</sup> plan due to erratic release of SCA funds which varies from a low of 6435 beneficiaries during 2005-06 to a high of 18,353 beneficiaries during 2002-03 which needs closer security.



**Table 8.5: Financial and Physical Progress under SCA to SCP**

(Rs. in lakhs)

Year	Allocation under SCA Schemes	Actual Expenditure	Physical Achievement (In Nos.)
9th Five Year Plan (1997-2002)	13,775.70	2,032.84	40,128
10th Five Year Plan (2002-07)	12,821.13	3287.54	45,534
2002-03	3143.01	1289.85	18353
2003-04	3094.25	380.28	3369
2004-05	3233.97	112.56	9127
2005-06	3235.77	659.16	6435
2006-07	3349.90	845.69	8250

## 8.7 Important schemes for SCs development and its coverage

The schemes being implemented by the Punjab State for SCs development can be broadly divided into (i) State level schemes (ii) District level schemes (iii) Central schemes and Centrally Sponsored schemes. These schemes can again be categorized as educational, economic, Social justice, Empowerment of women & girls and Health, Housing and infrastructure.

### 8.7.1 Educational Development Programmes

#### (i) Post Matric Scholarships to SC Students

Financial assistance is given to the SC students studying at Post-matriculation including Technical, Engineering and Medical Courses whose parent's income does not exceed Rs. 1.00 lakh per annum under the Govt. of India scheme. 100% budget is provided by Govt. of India over and above the committed liability with the rates of Rs.140 to Rs.330 for day scholars and Rs.235 to Rs.740 to hostellers. The committed liability of Punjab is Rs. 493.30 lakhs in the 10<sup>th</sup> Five Year Plan and the scheme is benefiting about 34,617 students annually.

#### (ii) Residential Institute for Pre-examination coaching

Pre-examination Coaching Centre was started in the year 1987-88 at Mohali as a CSS. Expenditure on coaching is shared by the State Govt. and the Govt. of India on 50:50 basis and rest of the expenditure is borne by the State Govt. Coaching facilities are provided to the members of SC, OBC and Minority students whose parental income is less than 1.00 lakh. About 200 students are given training in a year for all the prescribed courses. Coaching is provided free of cost with hostel facilities and an amount of Rs. 700/- is also given per month to IAS and Allied Services/ Banking Services and Rs. 375/- per month to PMT/CET candidates as boarding charges.

#### (iii) Free books to SC students

Free Text Books to the SC Students studying in Ist to 10<sup>th</sup> classes are given as opportunity cost to poor students through PRIs covering about 14,00,000 students with an expenditure of Rs 13.50 lakhs per year.

**(iv) Special grant to SC girls for Post Matric studies**

SC girl students studying in Colleges/Institutions with annual income of Rs. 60,965/- get financial assistance of Rs. 50/- and Rs. 60/- pm per girl student at Post Matric and Post Graduate classes respectively in addition to any other stipend given at Post Matric level. The scheme covers about 3436 students with an expenditure of Rs. 50 lakhs annually.

**(v) Training Institute for SC students in typing/stenography**

Training in Stenography and computer training at Stenography Institute, Mohali, Amritsar, Ferozpur and Patiala (50 seats in each institute) is given to 310 students who are below the poverty line. A stipend of Rs. 250/ 750 per month per trainee for one year is given. and an expenditure of Rs. 8.25 lakhs is incurred for this annually. Training of Staff Nurses/Para-medical staff: Five additional SC candidates in the two Medical institutions namely, Amritsar and Patiala are given three year training with stipend of Rs.300/ p.m., Rs.400/- and Rs.500/ p.m. for first, second and third year, respectively. Besides this, training is also provided to SC candidates in Radiography and Lab. Technician courses. with stipend of Rs.75/-P.M. and Rs.40/- P.M. for Radiography and Lab. Technician courses with an expenditure of Rs.1.96 lakhs annually to cover 75 trainees.

**(vi) Merit Scholarship to Brilliant SC students**

SC Students from 6<sup>th</sup> to 12<sup>th</sup> classes are awarded Rs. 100/- P.M. who secure Ist, IInd and IIIrd position in 5<sup>th</sup>, 8<sup>th</sup> and 10<sup>th</sup> class Examinations covering about 1583 students with an expenditure of Rs. 15 lakhs per year. **Pre-Matric Scholarship to the Children of engaged in Unclean occupations:** To check the drop-outs financial assistance is provided to the children of traditional scavengers of dry latrine, flaying and tanning without any income ceiling at the rate of Rs. 40 per month at Primary level, Rs.60 per month for Middle level and Rs. 75 per month for Upper Middle classes covering about 8937 students. This is a CSS with a sharing pattern of 50:50 between the Centre and State. **Hostel for SC boys and girls:** Grant in-aid given to the Educational Institutions for expanding the existing Hostel buildings or for the constructions of new Hostels for the benefit of SC girls /boys students. This is a CSS which is shared by the State and Centre Govt. on 50:50 basis however, the State Government could not utilise the funds properly and only 2 hostels were constructed during 10<sup>th</sup> Plan..**Free text Books to SC girl students:** Text Books free of cost are provided to the SC girl students studying at Schools/Colleges in class 10+1 and 10+2, so as to reduce the financial burden on parents and to promote girls education. The students are assisted by providing financial assistance of Rs. 1300/- to Medical and non Medical students and Rs. 800/- to Commerce and Arts SC girl student. But the scheme is not effectively running due to its poor coverage and delivery of books to students.

**8.7.2 Economic Development Programmes****(i) Subsidy for Sericulture**

For the development of sericulture in the State, Rs. 15000 for the construction of rearing house 75% fund is provided as subsidy and 25% amount is to be contributed by the beneficiary. The scheme is covering about 100 beneficiaries in Ropar, Nawanshahar, Gurdaspur and Hoshiarpur districts.

**(ii) Training of unemployed SCs as driver of light/heavy vehicles**

The training for driving is imparted to 160 BPL SC persons annually to provide employment/self employment with a stipend of Rs. 750 per month. After the completion of training, trainees are provided financial assistance for purchase of light/heavy vehicles and subsidy of 25% subject to a maximum of Rs. 10,000. The balance funds to be arranged as loan from PSCFC.

**(iii) Community centres**

One year training in cutting, tailoring and embroidery etc. to the BPL women/girls is given in 108 community centres and sewing machines are also provided to the beneficiaries after the training to supplement their family income. The scheme covers about 1480 women/girls with an expenditure of Rs.50 lakh every year.

**(iv) Economic upliftment of wayside cobblers**

Khokhas, tool kits and raw material are provided to the way side cobblers at their working place to enable them to increase their earnings. The cost of construction of khokhas upto Rs. 8000 is borne by the State Govt. and Rs.2000 per beneficiary is also given for the purchase of raw material and tool kit.

**(v) Training-cum-Production Centres**

Training to SC widows/women and girls of BPL is given for different trades like Readymade garments, Handloom, Canning, Plastic goods, Leather goods, Carpet making in 21 centres with a stipend of Rs. 500 per trainee per month. After the completion of training, trainees are also eligible for self-employment in the respective trade. An expenditure of Rs.45 lakhs is being spent annually to cover 800 SC beneficiaries.

**(vi) Funding for Commercial Activities**

Rs. 15,000 is being advanced as capital subsidy out of SCA for purchase of plot/booth site to construct the shop. Loan is also provided upto a maximum of Rs.50,000 by PSCFC for the construction of shops/establishment on the said plot and setting up of ventures to about 1500 beneficiaries.

**(vii) SCA to SCP Programmes at District Head Quarters**

Directorate of Special Component Plan place the SCA funds of Rs.20.00 lakhs per district at the disposal of Deputy Commissioner for speedy economic development activities of SCs like Collector's discretionary fund in Tamil Nadu State. Deputy Commissioners formulate the programmes for the economic development of BPL SCs with reference to their occupational pattern. Directorate of SCP release funds to the districts authorities and an amount of Rs.260 lakhs has been released to the DRDA's to cover about 4,000 SC beneficiaries annually.

**(viii) Punjab Scheduled Caste Finance Development Corporation (PSCFC)**

Subsidy is being provided to the BPL SCs of 50% subject to a maximum of Rs.10,000 under SGSY. Loan through commercial banks is also provided to the SC families of BPL for their self-employment to 7,128 BPL beneficiaries annually.

**Table 8.6: Allocation and Expenditure of SCP funds for important sectoral programmes in 10<sup>th</sup> Plan**

(Rs.in lakhs)

Agriculture and horticulture	Allocation	Expenditure	Education	Allocation	Expenditure
Centrally Sponsored Macro Management work plan for Agriculture Deptt.( 90:10)	114.0	15.62	Upgradation of Primary Schools To Middle Standard	3440.00	907.34
Integrated scheme of oil seeds, pulses, oil palm and maize( 75:25)	-	5.73	Universal and compulsory primary education (PMGY - ACA)	-	120.00
Diversification of Agriculture through development of Horticulture	20.0	2.50	Upgradation of Middle Schools to High level	3600.00	1871.48
Soil & Water conservation			Introduction of 10+2 system of Education in Government schools	7500.00	1875.29
Soil & Water Conservation on watershed basis in Kandi areas	160.0	22.30	Grants under 11th Commission Computer Training for school children.	164.37	18.50
Soil and Water Conservation programme in other areas of the State	55.0	6.70	Grants under 11th Finance Commission Special Problem: Promotion of Girl's Education	809.48	271.00
Macro Management in Agriculture work plan for Soil Conservation	53.7	16.05	Infrastructure development of schools (Education cess)	-	25.00
Rural dev. & panchyats			Mid day Meal	-	3127.19
Training of Panches & Sarpanches in the State(CSS-State share)(75:25)	200.0	20.52	Govt. Polytechnic Bhikhiwind	150.00	13.01
Augmentations of traditional water sources	80.4	16.00	(iv) New institutes for emerging technologies	250.00	38.09
Rural shelter (Gramin Awaas) under PMGY	1925.0	1431.6	Computer Engineering at Govt. Polytechnic Bathinda	12.50	1.00
National Rural Employment guarantee scheme (90:10)	-	157.00	Post Diploma courses in Computer Application in Govt. Polytechnics	25.00	6.40
Swaran Jayanti Grameen Swa-Rozgar Yojna. ( CSS-State Share)(75:25)	2625.0	873.06	Sports and youth services		
Rural Sanitation Programme (CSS-State share) (50:50)	180.0	-	Establishment of State Youth Training and Development Centres	2.00	1.49
Rural Sanitation for SCs only	5000.0	-	Youth leadership Training/ Hiking/ Trekking/ Mountaineering camps	15.00	4.75
Construction of new Govt. primary schools, additional classroom, repiar, toilets and drinking water facilities etc. (PMGY)	1000.0	-	Inter- state Tours.	7.50	2.50
Disposal of sullage water in village abadi and	1400.0	-	Centre for Training and Employment of Punjab	625.00	264.46



<b>Agriculture and horticulture</b>	<b>Allocation</b>	<b>Expenditure</b>	<b>Education</b>	<b>Allocation</b>	<b>Expenditure</b>
improvement of villages			youth.		
Grant in aid to Panchayats	3000.0	-	Medical and public health		
Grant in aid to Panchayats Samities	750.0	-	National Malaria Eradication Programme (Rural) (50:50)	123.75	31.88
Construction of Toilets in villages	-	8764.48	National Malaria Eradication Programme (Urban) (50:50)	33.00	7.10
Indira Awaas Yojna (CSS – State Share) (75:25).	1350.0	1507.79	Provision of Efficient Health Care for every group of 5000 persons (PMGY)	621.50	13.43
Sampooran Gramin Rozgar Yojna	9375.0	7714.9			
<b>Power</b>			<b>Nutrition</b>		
Transmission and Distribution system	23330.	6050.1	Nutrition (ICDS) (50:50)	700.00	6188.76
Normal Development works	8910.0	582.23	Nutrition ( PMGY)	2625.0	359.33
Tubewell connections	1500.0	451.00	Nutrition (Kishori Shakti Yojna)	175.00	272.42
Rajiv Gandhi Gramin Vidutikaran Yojna	6000.0	1985.0	Nutrition (under nourshished/ Adolescent girls) (ACA)	-	96.00
<b>Water supply and sanitation</b>			<b>Urban development</b>		
Accelerated urban water supply programme (50:50)	250.00	105.37	Swarn Jayanti Shahari Rozgar Yojna (75:25)	120.00	95.50
Rural water supply			Defence services welfare		
Rajiv Gandhi National Drinking Water Mission including Repair of damaged Water Supply Scheme	500.00	82.18	Training scheme for the wards of ex-servicemen and others for entry into Tech./Non-Tech. Trades	50.00	9.00
NABARD Aided Rural Water Spply Scheme(85:15)	7410.0	13710.61	Creation of infrastructure facilities in border areas	1108.0	42.00
Rural water supply Prime Minister ‘Gramodaya Yojna ‘	1500.0	1175.2	Backward District initiatives for District Hoshiarpur under RSVY	-	300.00
Rural water supply	2250.0	121.11	Rural development funds		
Augmentation of rural Water supply in other than kandi area.	900.0	30.71	Strengthening /dev. of rural roads and marketing infrastructural in the State.	27000.00	6000.00
Augmentation of rural water supply in Kandi area	800.0	17.82	Roads and Bridges		
<b>Social welfare</b>			<b>Rural roads</b>	2700.00	-
Social Security to the girl child ( Kanya Jagrit Jyoti)	1200.0	390.00	Irrigation and flood control		
Financial Assistance to disabled persons.	2062.0	2453.7	Tubewells and other schemes for deep tubewells in Kandi.	192.50	110.27

<b>Agriculture and horticulture</b>	<b>Allocation</b>	<b>Expenditure</b>	<b>Education</b>	<b>Allocation</b>	<b>Expenditure</b>
Financial Assistance to dependent children	2050.0	1971.2	Remodeling/ construction of Distributaries/ minors	522.50	14.81
Financial Assistance to Widows & Destitute Women	6455.0	6485.4			
Old age pension	52718.5	37036.8			
National Old Age pension	-	203.1			
National family benefit scheme	-	119.34			

**(ix) National Scheduled Castes Finance Development Corporation (NSFDC)**

NSFDC funds for BPL SCs for setting up new ventures like Tailoring shop, Readymade garments, Carpentry, Transport vehicles etc. is being given to about 500 beneficiaries every year. The subsidy of Rs 10,000 is provided to the beneficiaries out of SCA funds. Loan is given as per terms and conditions of NSFDC and PSCFC and 90% share is borne by NSFDC. 100 women beneficiaries of BPL are given loan upto Rs. 25000/- out of which Rs.15,000 is contributed by NSFDC and Rs.10,000 is subsidy out of SCA funds.

**(x) National Safai Karmchari Finance Development Corporation (NSKFDC)**

Safai Karamcharis and their dependents are given loan for Automobile repair shop, cycle/scooter repair shop, general provision store, electric goods store etc. 90% share is borne by NSKFDC. The subsidy of maximum Rs. 10,000/- per beneficiary is provided to about 300 SC beneficiaries every year.

**(xi) National Handicapped Finance Development Corporation (NHFDC)**

NHFDC provides loan to 300 handicapped BPL SC beneficiaries. The subsidy component of the loan is Rs. 10,000 out of SCA and loan as per terms and conditions of NHFDC.

**(xii) Scheme of Livestock**

Three female buffalo calves are provided to SC families. landless labourers with a unit cost of Rs. 64,000/- out of which 45% is contributed by the beneficiary and 39% to be provided as subsidy and 16% to be arranged as loan from PSCFC. (ii) Rs.500 is provided for the construction of Kacha poultry shed and financial assistance of 30 dual purpose chicks with 25 Kgs of poultry ration. (iii) Financial assistance to BPL SC families is provided for five goats with 50% subsidy. (iv) Upgradation of low grade roughages through ammonia treatment of paddy straw, wheat bhusa and Karvi, which are poor in nutrition to increase their digestive and nutritive value is also under implementation in the State.



**Table 8.7: Physical Achievement of important schemes of SCP funds during 10<sup>th</sup> Plan**

S. No	Name of the Subhead/Scheme	Unit	Achievement in 10th Five Year Plan
1	Swaran Jayanti Gram Swa-Rozgar Yojna. (CSS-State Share)(75:25)	Swarozgaris	21,851
2	National Rural Employment (Guarantee Wage employment)	Lakh mandays	11.31
3	Rural Shelter (Gramin Awaas)	Houses	
4	Indira Awas Yojna (Construction/upgradation)	Houses	22,595
5	Share Capital Contribution of PSCFC	Beneficiaries	2542
6	Hostel for boys/girls in schools/colleges (50:50)	Hostels	2
7	Removal of un-touchability under programme of PCR Act 1955	Panchayats Couples Seminars/Mass lunch	418 430 206
8	Award to SC sports students(6-12) classes	No's	1,330
9	Attendance scholarship to SC primary girl students	No's	3,58,587
10	Ashirwad to SC/Christian girls at the time of their Marriage	No's	95,385
11	Social Security to girl child(Kanya Jagrit Jyoti scheme)	No's	7,800
12	Financial Assistance to Disabled persons	No's	41,639
13	Financial Assistance to Widows & Destitute Women	No's	73,808
14	Old age Pension	No's	4,85,301
15	Financial Assistance to Dependent Children	No's	28,985
16	Nutrition	No	7,83,220
17	Nutrition (Kishori Shakkti Yojana)	No	36,636
18	Nutrition (Under Nourished adolescence girls)	No	62,687
19	Rural Water Supply	NC PC OH	120 105 25
20	Swaran Jayanti Shahri Rojgar Yojna Employment	Lakh Mandays	1.78
21	Training for the wards of ex-servicemen and others for entry into Tech/Non-Tech. Trades of defence/para military forces.	Nos	105
22	Centre for training & employment of Punjab Youths (C-PYTE)	Trainees	8,750

### 8.7.3 Agriculture, Housing and Water Supply

Agriculture and agriculture labour is the main occupation of the SCs in the State and schemes like Centrally Sponsored Macro Management work plan for Agriculture Deptt, Integrated scheme of oil seeds, pulses, oil palm and maize, Diversification of Agriculture through development of Horticulture and soil conservation programmes have been undertaken through SCP funds by the Agriculture department and about Rs. 68.9 lakh have been utilized for this. Rural Development and Panchayat department is under the charge of Gramin Awas Yojana, Rural Sanitation programme, Rural Employment Programme, Swaran Jayanti Grameen Swarozgar Yojna., Indira Awas Yojana, Sampoorana Gramin Rozgar Yojna. A total of Rs 204.85 crore was spent during 10<sup>th</sup> Plan. Under Swarana Jayanti Gram Swarozgar Yojna about 21,851 swarozgaris were employed,

under REGP about 11.31 lakh mandays employment was generated and under IAY, about 22, 595 houses were constructed/upgraded for BPL SC beneficiaries. Swarnajayanti Shahari Rozgar Yojana has covered about 1.78 lakh mandays employment.

#### **8.7.4 Social Security Programmes**

##### **(i) Construction of SC Dharmshalas**

Dharamshalas /Chaupals are constructed in the SC Basties in the State for community activities and social functions. A grant of Rs. 1,00,000/- is given for the construction of a new Dharamshala and Rs. 50,000/- is given for the repair of incomplete Dharamshala. The land and the labour for the construction of Dharamshala are arranged by the Community/village Panchayat and the scheme is being covered under Punjab Nirman Programme from the year 2005-06. There are 12,729 villages in the State, out of which 11,783 villages have been covered and 17,848 Dharamshalas have been constructed so far in the State.

##### **(ii) Implementation of PCR Act, 1955 and POA Act, 1989**

Under this CSS, encouragement Award of Rs. 25,000/- is given to inter-caste married couples, Panchayats who work for all round development of SCs are awarded Rs. 15,000/- each. Seminars/ Debates, Mass Lunch and publicity programmes are organised at District/Tehsil /Block level of Welfare Schemes. (ii) The SC and ST (Prevention of Atrocities ) Act., 1989 is enforced in the State and victims of various types of atrocities to be provided financial assistance for their rehabilitation. Though the statistics of atrocities against SCs has shown increase in some States, Punjab State has comparatively lower rates of crimes (134 in 2001).

##### **(III) Empowering the SC women / girls**

Majority of the SC women workers are engaged in agriculture as labourers and look after their Live Stock at their home and some are engaged as household workers. Punjab has a dubious distinction of having a distorted sex ratio in the State as a whole (875 per 1000 males for the total and in the urban areas it is 849) though it is slightly better in the case of SCs ( 892 females per 1000 males for the total and in the urban areas it is 886). The 0-6 year child sex ratio of 798 is still alarming for the state as a whole, and 8 districts of the 17 districts have a female sex ratio of around 780 indicating a gender imbalance and less number of females in the state. There is a need for stringent punishment for violation against PNDT Act, mass campaign of awareness and affirmative action for the promotion of girl child education and empowerment of women. The literacy rates of SCs is lower (56.22%) particularly for females (48.25%) when compared to general population of the State (69.7%) and general females (63.4%). The State has various programmes to uplift the educational, social and economic status of girls/women. The State Govt. is implementing the programmes like training in typing/Stenography, Training of staff Nurses, Radiographer/ Lab Technicians to upgrade the skill of SC girls. Besides various educational development schemes which covers SC girls, priority is given to the SC women/girls. Under the various beneficiary oriented economic development programmes like Social Security to girl child (Kanya Jagriti Jyoti Scheme), Financial assistance to widows and destitute women, Nutrition (Kishori Shakti Yojna), Ashirwad to SC/Christian girls, Old age pension to destitute women (about 73, 800 women), National Old Age Pension scheme and National family benefit scheme.

The schemes are not implemented well at the ground level and mainstreaming the SC women need to be undertaken in a targeted manner in the State as the gender gap in all socio-economic variables is very large compared to other states in India.

## 8.8 Physical Coverage of Beneficiaries

Department of Rural Development & Panchayats and Department of local Government has conducted a BPL survey in Punjab and as per the survey there were 43.48 lakh families in the State and out of them 12.54 lakh belong to SCs. Out of the total 4.85 lakhs families living Below Poverty Line in the State, SC families are 3.12 lakhs constituting 64.32% of the total BPL families. BPL families are being assisted to cross the poverty line under various ongoing schemes of the State Government besides SCP and SCA to SCP funds for income generation and employment. During 8<sup>th</sup> Plan, against the target of 3.15 lakh about, 2.18 lakh families, and in the 9<sup>th</sup> Plan, about 1.03 lakh families against a target of 3.6 lakh families were covered. During 10<sup>th</sup> Five year Plan period (2002-07), 1,13,891 SC families were assisted under various schemes and programmes of SCP. In all the previous five year plans the target of coverage could not be achieved and in the 10<sup>th</sup> Plan about 1.13 lakh SC families could be covered by all the sectoral departments and still a lot of ground need to be covered as 1/4<sup>th</sup> of them fall under BPL category. Table given below shows that in all the three plan periods achievement remained much short of targets.

**Table 8.8: Physical coverage of SC families**

S.No.	Plan Period	Assistance to SC families	
		Target	Achievement
1	8th Five Year Plan (1992-97)	3.15 lakh	2.18 lakh
2	9th Five Year Plan (1997-2002)	3.60 lakh	1.03 lakh
3	10th Five Year Plan (2002-2007)	2,95,000	1,13,891

## 8.9 Impact Analysis on SCs from Primary Data

The data for the SCP schemes implementation and its resultant impact on the SC beneficiaries of 200 individuals was collected from the two districts, Jalandhar and Nawanshahr consisting of 100 samples from each district as per the methodology dealt in detail earlier. The two selected districts have the highest SC concentration of 41% in Nawanshahr and 38% in Jalandhar in the State. Another interesting feature is that, both these districts have a comparatively higher sex ratio of 901 and 904 compared to lower rates in other districts (except Hoshiarpur with 935) and the State average of 876 females per 1000 males.

Jalandhar district is 3,401 sq. km and has a total population of 19.5 lakhs (10.3 lakh males and 9.2 lakh females) and has a SC population of 7.4 lakhs (38%). The district consist of 5 tehsils/subdivisions and is divided into 10 development blocks. The district has 956 inhabited villages and has a market for agricultural products, textiles, leather goods, wood products and sports goods. Jalandhar was the capital of Punjab initially until Chandigarh was built in 1953. The data for the present study was collected from the villages; Lumbra, Partappura of Jalandhar East Block and Lidharn, Ramsinhpur villages of Jalandhar West Block.

Nawanshahr district was carved out of Hoshiarpur and Jalandhar districts in 1995 as the sixteenth district of Punjab State. The Nawanshahr district is one of the smaller districts of Punjab and

consists of a population of 5.9 lakhs as per 2001 Census. The land of the district is fertile due to the river Sutlej and irrigated through tube wells and canals. People of this district have settled in foreign countries consequently huge remittance is being received by their kith and kin. Administratively, it has 2 sub divisions/Tehsils; Nawanshahr and Balachaur and 5 Blocks (Aur, Banga, Nawanshahr, Balachaur and Saroya). The data of 100 SC beneficiaries was collected for the present study from the villages, Ramraipur, Jalwaha and Bhanmazara of Nawashahr Block and Gosal and Sotran villages of Banga Block in the district.

### 8.9.1 Socio-economic conditions and the schemes availed

The majority of the SC beneficiaries in the Nawanshahr district are agricultural labourers (53%), and the rest are non-agricultural labourers (30%), artisans (13%) and in small trade. But, in the case of Jalandhar district, the sampled beneficiaries are mostly in the category of artisans (27%) and Petty shop owners (35%). 10% of the 200 beneficiaries were illiterate in Punjab and 68% had the schooling upto Middle level only. The sample of our rural areas did not reflect education beyond Inter level and Jalandhar district beneficiaries of 38% had education upto Matriculation. The average family size of the beneficiaries is small with 2.7 and 71% of them have reported that, they have some kind of Pucca houses (more so in Jalandhar district with 92%). In Nawashahr district, about 23% of the beneficiaries were still devoid of drinking water nearby and they have to fetch it beyond 50 meters from their premises. All the sampled beneficiaries had electric facility in their homes but most of them have no drainage and sanitary facilities in a proper fashion. The electricity facility is being availed on their own and our sample did not have a single beneficiary who was a land owner which was also reflected in the secondary data dealt earlier. The land ownership in the State for SCs is only 5% with only 2.5% of land area under their possession.

**Table 8.9: Socio-economic conditions of beneficiaries-Punjab**

Districts	Family Size@	Percentage land owners	House type			Drinking water			Drainage Facility		Electric supply		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meteres)	Yes	No	No	free	personal
Jalandhar	2.86	0	8.10	91.9	0	0	100	0	2.70	97.3	0	0	100
Navashahar	2.57	0	7.5	52.5	40.0	0	77.5	22.5	0	100	0	0	100
<b>Total</b>	<b>2.71</b>	<b>0</b>	<b>7.8</b>	<b>71.4</b>	<b>20.8</b>	<b>0.00</b>	<b>88.3</b>	<b>11.7</b>	<b>1.30</b>	<b>98.7</b>	<b>0</b>	<b>0</b>	<b>100</b>

**Table 8.10: Occupation pattern of Beneficiaries in Punjab**

Districts	Percentage of households							
	Cultivation	Agri wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised Business/ trade	Salaried employment /pension	Others
Jalandhar	0	16.22	13.51	27.03	35.14	8.10	0	0
Navashahar	0	52.5	30.0	12.5	5.0	0	0	0
<b>Total</b>	<b>0</b>	<b>35.1</b>	<b>22.1</b>	<b>19.5</b>	<b>19.5</b>	<b>3.9</b>	<b>0</b>	<b>0</b>

**Table 8.11: Education level of beneficiaries in Punjab**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Jalandhar	16.22	2.70	18.92	24.32	24.32	13.5	0	0
Navashahar	5.0	2.5	62.5	22.5	7.5	0	0	0
<b>Total</b>	<b>10.4</b>	<b>2.6</b>	<b>41.6</b>	<b>23.4</b>	<b>15.6</b>	<b>6.5</b>	<b>0</b>	<b>0</b>

## 8.9.2 Schemes/programmes accessed by the beneficiaries

Out of the 200 SC beneficiaries data obtained, majority of them indicated that, they have got the benefit of Indira Awas Yojana – housing programme of CSS. In Jalandhar about 43% got the benefit and in Nawashahr they constitute about 41%. The next predominant benefit availed by the beneficiaries is old age pension (31%) followed by Scholarship amount to their wards (20%) and sanitary facilities provided by the government. The beneficiaries get this benefit through the Social Welfare department of the district and Housing scheme through the Rural Development & Panchayat Department. Punjab State has conducted a BPL survey in 2002 and has listed all the eligible beneficiaries through DRDAs including the government web. This is the single most beneficiary scheme being availed by the SCs in the State. The problems associated with the implementation of the programmes and schemes were discussed with the beneficiaries and the common problems encountered by the beneficiaries in Punjab State are: Lack of awareness about all the schemes, All the schemes do not reach the poor, Pension amount is less, Amount provided under IAY is less, No community/ Panchayat hall and health care center in the Harijan Basties.

**Table 8.12: Type of schemes accessed by the beneficiaries in Punjab**

(in percentage)

S.No	Name of schemes	Percentage of total beneficiaries		
		Jalandhar	Navashahr	Total
1	Indira Awas Yojana (IAY)	43.24	41.18	42.25
2	Old age pension	29.73	32.35	30.99
3	Scholarship	24.32	14.71	19.72
4	Toilet	2.70	5.88	4.23

## 8.10 Suggestions by the beneficiaries in Punjab State

As many as 8 suggestions were given by the sampled beneficiaries in the proper implementation of the SCP programmes in the two districts of Jalandhar and Nawashahr. The amount of money being given for the construction of house which is Rs.25,000 is not sufficient for a reasonable house and there is an acute need for providing employment opportunities with soft loans. The villagers also expressed that, there is a need for more health centre and community centre for them. Though there is a special scheme for the construction of the Community Centre but still many villages are yet to be covered under this scheme in Punjab. The State Government has constructed about 11 Ambedkar Bhawans in the State and there is a Chaupal/Community centre scheme which need to be taken up on priority basis for their social activities. The scholarship amount of various kinds – pre-Matric, Post Matric, Text books, Coaching and others is being extended to the SC students but the parents have expressed that, the amount is insufficient and they are also not aware how much they are eligible for the amount. The common grievance was that, the amount was not sufficient. The scholarship amount need to be enhanced for the various types and the right amount should be paid in time to the students. Some of the beneficiaries have also expressed the view that, there is a need for creating more awareness among the SCs in the State for accessing the benefits.

## 8.11 Impact of the SCP Schemes and Programmes on SCs Development

SCs numbering 70.29 lakh constitute 28.85% of the total population in the State (2001 Census) which is the highest percentage for a State in the country. As in the State, the sex ratio is 892 females per 1000 males for the total SCs and in the urban areas, it is still lower (886) though it is comparatively better than 875 for the general population and population in urban areas (849). The distorted sex ratio is also apparent in the 0-6 years child population which is 798 for the State and still lower rates of 766 and 780 are observed in the districts of Fatehgarh, Mansa, Patiala,

Bhatinda and Kapurtala. The Total Fertility rate is 1.79 for the State but it is higher for the SCs indicating the faster growth of the SC population in the State. The SC population was 45.11 lakh during 1981 (26.9%), which has increased to 57.42 lakhs during 1991 and 70.28 lakhs (28.9%) in 2001. Literacy rate among SCs is 56.22% as compared to 69.65% and 64.83% for the state and the country respectively. Literacy rate of female SCs is 48.25% which is far behind to that of the 63.36% and 53.67% of the female literacy of the State and the country respectively. Within SCs, there is considerable gap between female and male literacy across the districts. About 1/5th of the SC families in the State are in BPL category whereas this ratio is only 6.4% for the general population. The State has high per capita income and agricultural growth and production where as the position of SCs with the general population indicates the huge differential pattern of development in the State. However, Planning Commission BPL data indicate lower values of about 12.4% of the rural SC households and 11.3% of the urban SC households in BPL category and these figures are generally double the values of the general population in the State though the BPL families in general are lower to all India figure of 27% in rural areas.

**Table 8.13: SC population in Punjab state over the years**

Year	Total Population of the State	SC Population	SC (in percentage)
1981	167.9 lakhs	45.11 lakhs	26.90
1991	202.8 lakhs	57.42 lakhs	28.31
2001	243.6 lakhs	70.28 lakhs	28.85

**Table 8.14: SC BPL population in Punjab state**

S. No.	Families	Total (In lakhs)	BPL families (In lakhs)	Percentage of BPL families
1.	S.C. families	12.54	3.12	24.88
2.	Non S.C. families	30.94	1.73	6.39
	<b>Total</b>	<b>43.48</b>	<b>4.85</b>	<b>11.15</b>

The number of SC operational holdings is 52,640 with an area of 90,495 acres (including joint holdings of 1,199 with about 3,740 acres of area) comprising 4.92% and 2.46 % respectively of the total holdings and area of the State respectively. The major bulk (94.66%) of these holdings are less than 5 acres. As per the 2001 Census, cultivators are only 4% among SCs and majority among them are agricultural labourers (38%) and compared to this the general population cultivators constitute about 30% in the State indicating not only the major portion of the land is in the possession of the general population though SCs constitute about 29% in the State population. As the land possessed by the SCs is small and marginal in nature there is a need for more minor irrigation facilities in the SC concentrated villages and diversification of economic activities for the SC agricultural labour force. As per the State Government survey (1996) only 10% SCs have got some permanent housing and out of this only 2.4% of them have pucca houses and 7.6% have Kacha houses. The State Government has covered about, 22,500 houses under Indira Awas Yojana in 5 years with an average of about 4,500 per year and it is apparent that, how much time it will take to cover 50 lakh SC population in the State. However, 2001 Census, indicate that, 78% of the SCs have reported that, they have permanent houses against 90% of the general population. There is some kind of data reconciliation problem and the State Government data was obviously of 1996 and pertains only to the 13 of the 38 SC groups in the State. However, it is obvious that, there is a huge gap in the possession of the houses between the general population and SCs in the State. The I.D.C survey of 13 major SC groups in the State also indicated that, about 2.2% among them have buffaloes, 2% possessed cows and about 2.4% had both the animals.



**Table 8.15: Number and Area of Land Holding of SCs in Punjab (1991)**

S.No	Size class(Acres)	Individual Holdings	
		Nos	Area (Acres)
1.	Below 0.5	13,510	4352
2.	0.5-1.0	10,485	8,198
3.	1.0-2.0	11,565	15,680
4.	2.0-3.0	9,044	21,410
5.	3.0-4.0	2,999	10,159
6.	4.0-5.0	2,361	10,246
7.	5.0-7.5	1,723	10,816
8.	7.5-10.0	563	4,692
9.	10.0-20.0 +	390	5742
<b>All Sizes</b>		<b>52,640</b>	<b>90,495</b>
<b>Percentage of total holdings</b>		<b>4.92</b>	<b>2.46</b>

Source: Census of India, 1991

The indicators of enrolment shows that, though the enrolment rates of SC students in the primary and middle level is better than the general population due to the entry of higher age students in these classes, but the enrolment rates of the IX- X and XI-XII classes of 44.8% and 19.8% respectively indicate a gap of 7% and 8% points between the SCs and State general population and even higher for the national average ratio. The drop out rates of 31%, 53% and 64% in I-V, I-VIII and I-X classes are in par with the national averages but, the general population in the State has lower rates of 10 to 20% points which is clearly reflected in the low literacy rates particularly of the females. There is need for focused implementation and more funding in the education sector with a positive affirmative action for the residential schools, hostels and scholarships and teaching & learning material to the SC students to fill up the gaps. It is also clear from the table that, the health indicators like high IMR (74) and child mortality (23), lack of proper institutional delivery mechanism for the child birth (21.8%) and only 54% full immunization among SCs has wide gap between SCs and general population in the State of 20 to 30 percent. Similar is the case with nutritional deficiency (26.2%), malnutrition (38.8%), anaemic children (86.1%), anaemic women (48%) indicating that, health services are not reaching them properly and there is a need providing the basic health facilities to them in timely and cost effective manner. One positive thing about the SCs position in the State is the availability of the house hold amenities like electricity (86%) and drinking water with in the compound or nearby which is better when compared to the other States SCs population though the general population in the State is better placed compared to the SCs in the State.

**Table 8.16: Socio-economic development indicators of SCs General population in Punjab State**

Indicator	All India	(in percentages)	
		Punjab.State Total	SCs in Punjab
1. Literacy Rate (2001) Total	68.8	69.65	56.2
Males	78.7	75.23	63.4
Females	58.2	63.36	48.3
2. Gross Enrolment Rate(2004-05)			
I-V	108.56	77.20	110.53
I-VIII	94.23	72.57	97.72
IX-X	51.65	51.47	44.77
XI-XII	27.82	27.87	19.60
3. Dropout Rates (2002-03)			
I-V	34.89	22.03	31.37
I-VIII	52.79	35.19	53.19
I-X	62.58	43.45	64.27
4. Health Status			
i. Infant Mortality	67.6	44.3	73.7
ii. Neonatal Mortality	43.4	30.2	44.9
iii. Child Mortality	29.3	7.4	22.5
iv. Institutional delivery	33.6	52.6	21.8
v. Percentage of women who had a health visitor	11.3	1.4	1.6
v. Full immunization	42.0	82.3	54.6
vi. Total Fertility Rate	2.85	1.79	2.93
5. Nutritional deficiency			
i. Weight for height (Nutritional deficiency)	35.8	11.9	26.2
ii. Percentage of women with anaemia	51.8	37.9	47.7
iii. Anaemic children	74.3	75.9	86.1
iv. Undernourished children	47.0	17.9	38.8
6. Availability of Amenities			
i. Households with Electricity	55.8	95.1	85.5
ii. Households with drinking water (sources away from premises)	16.7	2.3	5.2
iii. Households with Sanitary facilities	36.4	66.0	38.2
iv. Households with permanent houses	51.8	90.1	78
Economic conditions			
i. Cultivators	32.50	30.1	3.9
ii. Agricultural labourers	20.70	7.5	38.4
iii. Household industry	4.6	3.8	3.4
iv. Other occupations	42.2	58.6	54.4
8. Poverty Line Ratios (1999-2000)			
i. Percentage of BPL rural population	27.11	6.44	12.39
ii. Percentage of BPL urban population	23.65	5.8	11.3

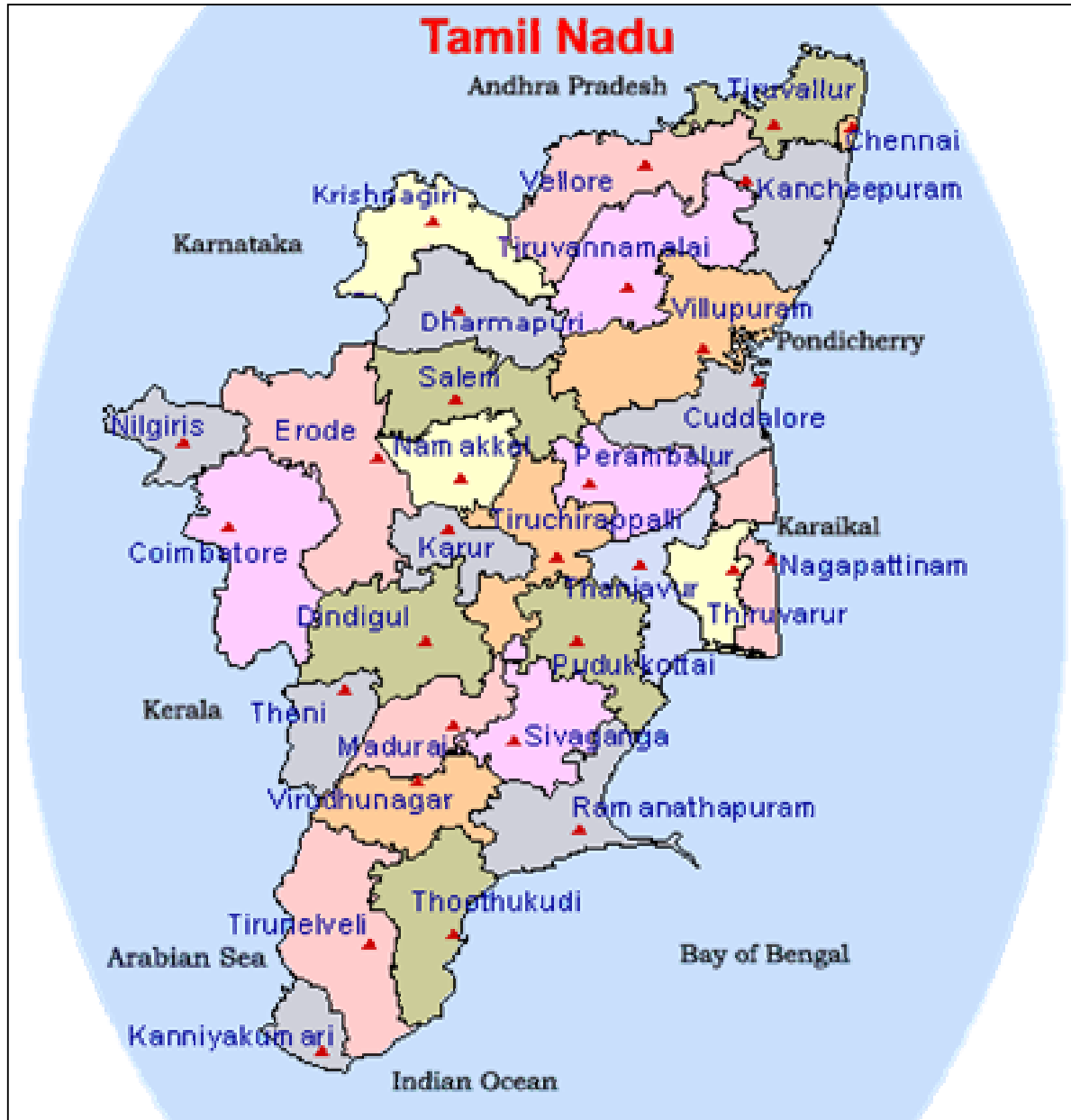
Source: Census of India, 2001 and NFHS, 1998-99

# **CHAPTER 9**

## **IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND TRIBAL SUB-PLAN AND ITS IMPACT ON SCs AND STs IN TAMILNADU STATE**

## 9 IMPLEMENTATION OF SPECIAL COMPONENT PLAN AND TRIBAL SUB-PLAN AND ITS IMPACT ON SCs AND STs IN TAMILNADU STATE

Tamil Nadu State, the southern most State of India is known all over the world for its ancient temple architecture, art forms and culture. Traditionally, the State has been divided into five physiographic divisions, Kurinji (mountainous area), Mullai (forest), Palai (arid zone), Marudham



(fertile region) and Neidhai (coastal area). The State is traversed by both Western Ghats which separate it with Kerala State and Eastern Ghats of low rocky hills. The main river is the Cauvery which flows through the breadth of the State and other major rivers are Palar, Pennar, Vaigai and Tamiraparani. As per 2001 Census, the population of Tamil Nadu State is 62.41 million of which the SCs are 11.86 million constituting about 19% of the total population. There are 30 districts in

the State and SCs are distributed in all of them. The predominant districts with SC population are Thiruvarur (32.35%), Nilgiris (31.23%), Perambalur (30.21%), Nagapattinam (29.64%), Cuddalore (27.76%) and Villupuram (27.39%). More than 20% of SCs are found in 12 districts and in 17 districts they are in the range of 10 to 20% and only in the Kanyakumari district they are in low concentration of 4.04%. 70% of the SCs in the State live in the rural areas with a sex ratio of 999 compared to 987 of the total State population. There are 76 SC communities in the State. All the SC communities are not evenly distributed and about 15 SC communities have been notified in only two districts; Kanyakumari and Tirunelveli. The major SC communities are Pallan, Paraiyan, Adi Dravida, Chakkiliyan and Arunththiyar and together they constitute 93.5% of the SC population in the State.

The Scheduled Tribe (ST) population in the State is 6.51 lakhs which constitute about 1% of the State population. The tribal population in the State is largely concentrated in the four districts of Nilgiris, Salem, Namakkal and Tiruvannamalai where the ST population is more than 3% and in other districts they are sparsely distributed. 36 communities are listed as STs in the State with six among them have been specified as Primitive Tribal Groups (PTGs) numbering about 1.59 lakh (as per 1991 Census). The main tribes are Malayali, Toda, Kurmba, Paniya, Irular, Kattunayakans, Kadar. There are 9 ITDPs in 6 districts of the State with about 2.07 lakh tribals in these TSP areas. However, there are no Fifth Scheduled Areas in the State. The sex ratio of STs in the State is 980 which is lower than the general sex ratio of the State (987) and that of SCs (999).

As SCs are predominant in the State with 19% and STs are only 1%, as per the agreed methodology only SC beneficiaries data has been covered to understand their development problems and the implementation of SCP strategy in the State. The data were collected from the four Districts of Villupuram, Ramanathapuram, Kanchipuram, and Nilgiris representing four regions of the State. The evaluation report of Tamil Nadu State will deal in detail mainly on the SCP formulation, implementation and monitoring but references to TSP and its impact on the tribals in the State will also be made wherever necessary.

**Table 9.1: Distribution of SCs and STs across the districts in the state**

S.NO	State/District	Total Population	SC Population	SC Percentage	ST Population	ST Percentage
	Tamil Nadu	62,405,679	11,857,504	19	651,321	1.04
1	Ariyalur	695,524	151,220	21.74	8,529	1.23
2	Chennai	4,343,645	598,110	13.77	6,728	0.15
3	Coimbatore	4,271,856	630,675	14.76	29,103	0.68
4	Cuddalore	2,285,395	634,479	27.76	11,773	0.52
5	Dharmapuri	2,856,300	416,951	14.6	59,549	2.08
6	Dindigul	1,923,014	376,170	19.56	6,484	0.34
7	Erode	2,581,500	422,204	16.36	17,693	0.69
8	Kancheepuram	2,877,468	721,989	25.09	26,508	0.92
9	Kanniyakumari	1,676,034	67,712	4.04	5,443	0.32
10	Karur	935,686	190,260	20.33	1,450	0.15
11	Madurai	2,578,201	323,252	12.54	5,972	0.23
12	Nagapattinam	1,488,839	441,231	29.64	3,420	0.23
13	Namakkal	1,493,462	280,776	18.8	51,416	3.44
14	Perambalur	493,646	149,145	30.21	3,307	0.67
15	Pudukkottai	1,459,601	249,471	17.09	792	0.05
16	Ramanathapuram	1,187,604	216,312	18.21	1,078	0.09
17	Salem	3,016,346	475,738	15.77	103,921	3.45
18	Sivaganga	1,155,356	188,857	16.35	1,083	0.09

S.NO	State/District	Total Population	SC Population	SC Percentage	ST Population	ST Percentage
19	Thanjavur	2,216,138	399,653	18.03	3,641	0.16
20	The Nilgiris	762,141	238,014	31.23	28,373	3.72
21	Theni	1,093,950	211,800	19.36	1,686	0.15
22	Thiruvallur	2,754,756	600,858	21.81	37,858	1.37
23	Thiruvarur	1,169,474	378,314	32.35	2,673	0.23
24	Tiruchirappalli	2,418,366	399,493	16.52	18,912	0.78
25	Tirunelveli	2,723,988	481,052	17.66	8,358	0.31
26	Tiruvanamalai	2,186,125	467,532	21.39	72,760	3.33
27	Toothukudi	1,572,273	288,954	18.38	3,494	0.22
28	Vellore	3,477,317	714,054	20.54	63,040	1.81
29	Viluppuram	2,960,373	810,931	27.39	63,920	2.16
30	Virudhunagar	1,751,301	332,297	18.97	2,357	0.13

### 9.1 Administrative Setup for SCs and STs Development

Adi Dravidar Welfare Department was formed in 1949 and later it was renamed as Adi Dravidar and Tribal Welfare Department. At the Secretariat level, this department is the nodal department looked after by an Officer of the rank of Principal Secretary to the Government. In April 2000, a separate Directorate for Tribal Welfare was created to look after exclusively the tribal development of the State. Since 2002-03, an Empowered Committee has been set-up for implementation of SCP and TSP. Tamil Nadu Adi Dravidar Housing and Development Corporation (TAHDCO) was formed in 1974 and entrusted with the task of economic development activities for both SCs and STs. TAHDCO also has a mandate to help the Self Help Groups, Organises Vocational Training Programmes, construction of houses and basic infrastructure programmes. TAHDCO has decentralized its activities and facilities at the District level with District Collectors as the head of the implementing executives through District Managers. Besides TAHDCO, Lare Size Multipurpose Society (LAMPS) - cooperative societies are functioning for extending credit and agricultural loans to tribals in tribal areas. At State level, Director, Tribal Welfare co-ordinates the sectoral departments and monitors the programmes under Tribal Sub Plan. Tribal Research Institute at Ootacamund (Ooty) was established in 1983 and is conducting research and impact studies on tribal development. At the District level, District Collectors are overall in-charge of all sectoral schemes and are assisted by District Adi Dravidar and Tribal Welfare Officers, Special Officer and Special Tahsildar-Tribal Welfare. The State has also the Adi Dravidar Extension Officers in each Block of the State for the welfare and development of SCs (see Organogram).

### 9.2 Special Component Plan and Tribal Sub Plan Approach

Tamil Nadu is a pioneer State in the welfare and development of SCs and STs and other Backward Classes and has a long history of Backward Classes movement against oppression and upper caste domination. Special Component Plan strategy is being implemented in the State since 6<sup>th</sup> Five year plan (1980-81) and Tribal Sub Plan since 5<sup>th</sup> Five Year Plan (1976-77) but in its variation. SCP and TSP are to ensure the proportionate flow of funds from State Plan outlay to SCs and STs with respect to their population. **The schemes implemented under SCP and TSP in Tamil Nadu State are classified as divisible and indivisible schemes. The direct flow of resources to the beneficiaries through family oriented and individual income generating programmes are called divisible schemes and the flow of resources through the provision of social services, infrastructure development and other facilities are called indivisible schemes.**



The implementation of the SCP and TSP is being monitored by an apex empowered committee under the Chairmanship of Member- State Planning Commission dealing the subject with Secretary, Planning and Development, Special Secretary, Finance Department as Members besides all the Secretaries of the concerned Departments. Secretary, Adi-Dravidar and Tribal Welfare Department is the Member Secretary. The committee's role is to ensure that benefits of the schemes under SCP and TSP reach the deserving SCs and STs, to finalise the quantum of fund allocated under each scheme and to oversee the implementation, monitoring and evaluation of the schemes, priorities, targets and achievement of output indicators set by the State Government vis-a vis SCP and TSP. Though the State Government has fixed the out-put indicators in every sector for the State there are no specific SC and ST related targets and indicators, vision document or a long term perspective Plan for guiding the development activities of SCs and STs in the State.

### 9.3 Planning and Administration

Chief Minister of the State is the Chairman of the State Planning Board for overall policy development, strategies and implementation. The empowered committee under the Chairmanship of Chief Minister '**The Tamil Nadu SCs, STs Development Authority**' is the policy planning and guiding authority for STs, SCs development in the State which also reviews the implementation of the schemes and programmes. The high power committee has a sub committee called '**Apex empowered committee**' under the chairmanship of a Member, State Planning Board is responsible for implementation and monitoring the welfare and development of SCs and STs schemes and programmes.

Planning and its administrative execution is mainly under the charge of Planning Department headed by a Secretary at the State Head Quarters for the whole State. Planning Department indicates inter-sectoral outlays for the divisible and indivisible sectors of SCP and TSP with financial and physical targets in consultation with the State Planning Commission and Finance Department. Adi Dravidar and Tribal Welfare department is concerned mainly in the formulation and implementation of schemes, programmes which have a direct focus and relevance on individual and family oriented educational, social and economic benefit schemes of SCs and STs. These schemes are State level Schemes, Central Schemes, Centrally Sponsored Schemes being implemented in the State. TAHDCO is entrusted with the economic development activities of SCs and STs covering sectors like Agriculture & Allied activities, Mining & Quarrying, Manufacturing, Construction, Trade, Transport etc. The State is releasing SCA to SCP, SCA to TSP and Grants under Article 275(1) of the Constitution received from Central Government to TAHDCO and LAMPS for economic oriented benefit schemes besides creation of infrastructure facilities.

**There is no formal District level SCP and TSP authority or structure for policy formulation in the State.** The District level sectoral financial and physical targets, monitoring data is the bench mark and District Collectors and District Managers incharge of implementation of the schemes are consulted and the feed back from them forms a basis for the formulation of SCP and TSP schemes and programmes in the district and the State. Block level Officers and Tahsildars are implementing Officers in the field at the Block and Taluka level and there are no specific SCP and TSP plans either at the block or village level. The financial and physical targets accomplishment is the main task of these field level Officers.

Since last year, the State Government has issued orders to involve the Secretary, Adi Dravidar & Tribal Welfare Department in the Planning and monitoring of other sectoral schemes/programmes which are catering benefits to SCs and STs in the State. The State has created separate budget head and sub heads for SCP and TSP schemes for making the funds non-divertible and the State is preparing SCP and TSP detail documents with physical and financial targets and achievement since 9<sup>th</sup> Fiver Year Plan. However, earmarking of funds out of total State plan outlay in the beginning, assigning full planning and financial powers to the Secretary- Adi Dravidar and Tribal Welfare, creation of a separate SCP and TSP unit as per the recent guidelines issued by Planning Commission to States/U.Ts is yet to put into action by the State Government.

#### **9.4 Monitoring and Evaluation of SCP and TSP**

The targets fixed under SCP and TSP are disaggregated into district and scheme wise targets and communicated to all sectoral head of departments and collectors for effective implementation. At the State level, the **Secretary, Adi Dravidar and Tribal Welfare department is the coordinating authority for SCs and STs**. He reviews the progress, implementation of schemes with the head of the departments and ensures effective and speedy implementation of the schemes by removing bottlenecks with the help of Commissioner, Adi Dravidar Welfare and Director, Tribal Welfare. Managing Director, TAHDCO reviews and monitors the State and Central schemes under his charge with the District Managers periodically to fulfill the targets The programmes under 20 point programme for the welfare and development of SCs and STs is reviewed every month at the State head quarters. District Collectors are responsible for coordinating and implementing the schemes of SCs and STs through District Managers, Departmental heads and extension officers every month.

Evaluation of the SCs and STs welfare and development schemes and programmes are periodically undertaken by the State Government through Director, Evaluation and Applied Research, Chennai and Director Tribal Research Institute, Ooty. Some of the important schemes/programmes evaluated are; 1. Cluster Development programme (1987), 2. Loan Scholarship for SCs and STs (1987), 3. Housing scheme for Adi Dravidar (1989), 4. Evaluation of LAMP society (1989), 5. Formal Education and use of dialects among Todas (1990), 6. Evaluation of TAHDCO schemes and its impact (2002), 7. Impact of Special coaching to SC/ST boys and girls (2003), 8. Provision of Agricultral land to Adi Dravidar agricultural labourers etc.

#### **9.5 Allocation of SCP Funds by the State Government**

During 8<sup>th</sup> Plan, Rs.2421.39 crore towards SCP was allocated for the welfare and development of SCs which is about 15.8% and 81% of these funds were utilized. In 9<sup>th</sup> Plan, allocation of SCP funds increased to Rs.4689.16 crore which is 19% of the State outlay and expenditure incurred was about 87% of the allocated amount. In the 10<sup>th</sup> Plan, SCP allocation to State outlay has increased steadily in all the five years from Rs. 1104 crore during 2002-03 to Rs.3118 crore in 2006-07 which is 19% to 25% of the State outlay which is as per the SC population percentage in the State. During the first four years of the 10<sup>th</sup> Plan, the expenditure was Rs. 6132 crore accounting for 100% expenditure. As the secondary data of the Tamil Nadu State indicates the funds flow towards SCP is reasonably good as the SC population in the State is about 19%. However, the major deviation in the formulation and implementation of the SCP is making the funds into two categories as divisible pool of funds sectors and Non-divisible pool of funds sectors. The SCP funds allocated during 10<sup>th</sup> Plan indicate that 37% of funds are these only form divisible pools of funds and 63% are from the indivisible pool of sector funds. The pattern of allocation when analysed indicate that, during 2005-06 divisible pool of sectors contribution was as low as 26% and it was 45% in 2003-04. This suggests that, the State Government is merely

bifurcating the sectoral outlays of different schemes and programmes benefiting SCs in the State based on the possibility of the divisibility of schemes into divisible and indivisible schemes/sectores.

**Table 9.2: SCP outlay and expenditure by the State Government**

(Rs.crore)					
Year	State Plan outlay	SCP outlay	Percentage outlay of SCP	SCP Expenditure	Percentage of SCP Expenditure out of SCP outlay
8th Plan	15290.39	2421.38	15.84	1960.12	80.95
9th Plan	24704.07	4689.16	18.98	4054.02	86.45
10th Plan	5751.52	1103.73	19.19	1192.79	108.07
2002-03	Div.Sectors Indiv. Sectors	402.1 (36.4%) 790.7 (63.6%)			
2003-04	7000.13 Div.sectors Indiv.sectors	1353.70 613.9 (45.4%) 1001.3 (54.7%)	19.34	1615.13	119.31
2004-05	8001.08 Div.sectors Indiv.sectors	1543.43 599.6 (38.9%) 987.7 (61.2%)	19.29	1587.21	102.84
2005-06	9100.00 Div.sectors Indiv.sectors	2104.55 554.8 (26.4%) 1182.03 (73.6%)	23.13	1736.84	82.53
2006-07	12500.00 Div.sectors Indiv.sectors	3117.85 1238.7 (39.7%) 1879.2 (60.3%)	24.94	1224.85@ 720.04(58.8%) 504.8(41.2)	39.28@
<b>Total</b>	<b>42352.74</b> <b>Div.sectors</b> <b>Indiv.sectors</b>	<b>9223.28</b> <b>3409.0 (37.0%)</b> <b>5840.8 (63.0%)</b>	<b>21.78</b>	<b>9249.82*</b>	<b>100.28*</b>

Div: From Divisible sectors/schemes, Indiv: From indivisible sectors/schemes,

\* Expenditure expected, @ Expenditure upto December, 2006

## 9.6 Allocation of SCP Funds and priority sectors during 2006-07

The SCP funds allocated during 2006-07 is Rs. 3117.85 crore which is about 24.9% of the State Plan outlay. The funds allocated for SC development when bifurcated 94% funds account for SCP of of the State Plan outlay, 2.8% of SCA to SCP -the additionality from the Centre and the rest from the Institutional finance (3.3%) of commercial banks, finance corporations and cooperative banks. SCP funds are mostly allocated under 17 broad sectors like Rural Development (22.1%), SCs/STs and OBCs development of Adi Dravidar department (11.6%), Social Security and Welfare (10%), Roads and Bridges (15.4%) and energy (9.2%). The divisible sectors allocation is 39.7 % in 2006-07 and major proportion of 61.3% funds are being accounted for in-divisible sectors. The prominent sectors benefiting the SCs like education, water & sanitation got higher allocation but sectors like health, agriculture and community development got less allocation of indivisible sectors. More or less similar pattern of allocation of funds under different sectors of divisible and indivisible is observed during all the previous 4 years of 10<sup>th</sup> Plan and for brevity purpose the last year of the 10<sup>th</sup> Plan has only been taken up for illustration.

**Table 9.3: Sector-wise outlays, Flow to SCP during 2006-07**

(Rs. in crore)

Sl. No	Sector	Annual Plan Outlay 2006-07	Flow to SCP 2006-07			Percentage	
			Divisible	Indivisible	Total		
1.	Agricultural & Allied Services	797.98	23.76	132.12	155.89	27.06%	
2.	Rural Development	1774.09	46.57	641.22	687.79		
3.	Energy	1008.31	83.38	204.33	287.71	27.37%	
4.	Industries & Minerals	380.40	81.90	2.93	84.83		
5.	Transport (Roads & Bridges)	2374.34	104.40	376.36	480.76		
6.	Education	584.05	104.72	40.86	145.59	45.57%	
7.	Water Supply & Sanitation Housing & Urban Development	549.05	137.00	14.26	151.26		
8.	Health	139.08	13.82	46.78	60.60		
9.	Welfare of SCs/STs/OBCs	370.27	0.40	14.86	15.26		
10.	Nutrition						
11.	Social Security & Welfare	448.77	329.75	32.12	361.87		
12.	Labour & Employment	326.28	103.74	76.41	180.15		
13.	Special Area Programme	1504.65	188.87	123.05	311.92		
14.	Community Develop.	96.08	9.20	10.86	20.07		
15.	Art & Culture	104.06	11.15	0.00	11.15		
16.	Others	795.41	0.00	159.04	159.04		
17.		21.34	0.00	3.90	3.90		
17.		1225.75	0.00	0.00	0.00		
<b>Total</b>		<b>12500.00</b>	<b>1238.69</b>	<b>1879.15</b>	<b>3117.85</b>		<b>100%</b>

### 9.7 Major Schemes Implemented Towards SCP

Under divisible sectors of SCP there are about 111 schemes covering 12 broad sectors which are having direct benefit to the SCs during 10<sup>th</sup> Plan. Financial outlays allocated to the various sectors during 2006-07 are Rs.17.54 crore towards crop husbandry, Rs.40.27 crore towards co-operation, Rs. 26.72 crore towards Rural Development, Rs.104.40 crore towards Roads & Bridges, Rs. 59.36 crore towards General Education, Rs. 137.0 crore towards water supply and sanitation, Rs.45.89 crore towards Housing, Rs.126.54 crore towards Welfare of SCs/STs/OBCs by the Adi Dravidar Welfare Department, Rs.66.08 crore towards Nutrition, Rs. 42 crore towards Public Works, Rs. 61.85 crore towards Other schemes of Inter-sectoral in nature. Out of the 111 schemes being implemented every year for the welfare of SCs, majority of the schemes are towards education (41 schemes), health (15 schemes), housing (9 schemes) and the rest are agriculture, and infrastructure and welfare related ones. Some of the innovative schemes like Nutritious Meal Programme in ICDS centres and primary schools, Supply of free books, uniforms and bicycles, scholarships to students, construction of schools and hostel buildings are being shown as priority areas by the State Government.

### 9.8 Expenditure of SCP Allocated Funds

The SCP allocated expenditure during 8<sup>th</sup> Plan was 81% and it was 86.5% in the 9<sup>th</sup> Plan. However, the SCP expenditure during the first three years of 10<sup>th</sup> Plan; 2002-05 was above 100% (103% to 119%) indicating that the sectoral allocation funds were fully utilized, but during 2005-06 it has come down to 83% falling short by 17% and it is expected to be 100% again during the

current year 2006-07. The SCP expenditure full utilization indicates that, the financial targets are being monitored closely and the schemes and programmes are being completed. Other factors may be the carry over of funds from the previous year to the next year particularly in the infrastructure projects and the mere allocatin and accounting of SCP funds expenditure from indivisible sector funds. As in the outlays, the major sectors for which SCP funds are being spent during all the four years of 10<sup>th</sup> Plan are Rural Development, Highways, Energy, School Education, Adi Dravidar and Tribal Welfare and Social welfare & Nutritious Meals sectors. About 62% to 68% of the SCP expenditure shown is mainly on the indivisible sectors so the direct benefit accruing to the SCs is either indirect or only 1/3<sup>rd</sup> from the divisible sector pool of funds.

**Table 9.4: Pattern of Special Component Plan expenditure in 10<sup>th</sup> Plan**

(in crores)						
S.No	Department	2002-03	2003-04	2004-05	2005-06	2006-07*
1.	Adi Dravidar & Tribal Welfare	58.17	111.15	106.26	136.34	
2.	Agriculture Department	28.68	16.97	20.17	22.83	19.85
3.	Animal Husbandry & Fisheries	5.78	6.58	6.34	12.84	3.21 2.0
4.	Co-op, Food & Consumer Protection	15.17	22.83	37.91	43.47	
5.	Energy	217.04	246.86	343.90	206.32	231.38
6.	Environment & Forest	22.43	35.23	25.34	25.99	42.43
7.	Textiles & Khadi		0.84	3.11	58.79	
8.	Health & Family Welfare	39.52	39.54	40.98	48.00	9.83
9.	Higher Education	37.41	0.90	1.57	11.67	66.87
10.	Roads & Bridges	101.50	495.43	213.40	345.28	107.35
11.	Housing & Urban Development	19.25	34.77	58.92	17.45	7.0
12.	Labour & Employment		0.29	0.31	0.42	9.74
13.	Municipal Adm. & Water Supply	175.68	250.47	236.78	220.71	99.03
14.	Planning, Dev. & Spl. Initiatives	-----	-----	5.75	21.72	3.11
15.	Rural Development	171.04	225.28	268.31	284.12	189.27
16.	School Education	37.41	43.89	67.18	174.85	
17.	Small Industries	----	----	-----	0.46	48.65
18.	Social Welfare & Nutritious Meals	76.23	82.79	50.34	102.93	305.22 74.47
19.	Devp. Cultures and Religious Endowment	2.96	0.43	0.58	0.78	1.13
20.	Youth Welfare & Sports Dev.	0.65	0.90	100.06	1.84	2.56
21.	Others	11.34	---	-----	0.00	1.72
<b>Total</b>		<b>1192.79</b>	<b>1615.14</b>	<b>1587.22</b>	<b>1736.84</b>	<b>1224.96</b>
<b>Divisible</b>		<b>402.09</b>	<b>613.88</b>	<b>599.55</b>	<b>554.82</b>	<b>720.04</b>
		<b>(33.%)</b>	<b>(38%)</b>	<b>(37.8%)</b>	<b>(31.9%)</b>	<b>(58.8%)</b>
<b>Indivisible</b>		<b>790.70</b>	<b>1001.25</b>	<b>987.66</b>	<b>1182.03</b>	<b>504.80</b>
		<b>(66.%)</b>	<b>(62)</b>	<b>(62.2%)</b>	<b>(68.%)</b>	<b>(41.2%)</b>

\* Expenditure up to December, 2006

### 9.9 Special Central Assistance (SCA) to Special Component Plan (SCP)

SCA to SCP is released by the Central Government to the State based on the SC population, relative backwardness of the State, size of SCP and number of SC families covered in the ratio of 40:10:25:25. Out of the SCA released 90% of the amount to be utilized for economic development pertaining to income generating activities and the rest to be utilised for infrastructure development in SC dominated villages. The SCA fund is being released to Tamil

Nadu Adi Dravidar Housing and Development Corporation (TAHDCO). During Ninth Plan, Rs.176.08 crore was released by Central Government and the State Government has utilized Rs.146.63 crore (83.3%). During Tenth Five Year Plan the Government of India has released Rs.181.16 crore and the State Government has utilized Rs.239.54 crore utilising the arrears accounting for 129.6%. As the State Government has received the arrears of SCA from the previous years and also utilized backlog funds, the expenditure incurred is more than the amount received. The major schemes for which SCA to SCP amount utilized towards TAHDCO, Diary Development Khadi and Village Industries, Agriculture, Animal Husbandry and Handloom & Textile, Sericulture, Agriculture Engineering, SIPCOT, Employment & Training, Small Scale Industries etc.

**Table 9.5: SCA to SCP released and utilized**

(Rs.in crores)

Year	SCA to SCP released by Govt. of India	SCA to SCP utilized by the State Govt.
9th Plan	176.08	146.63
10th Plan-		
2002-03	45.00	41.82
2003-04	38.00	51.23
2004-05	43.27	62.74
2005-06	43.06	63.26
2006-07	14.81	20.41*
<b>10 th Plan Total</b>	<b>181.16</b>	<b>239.54*</b>

\* upto 30.9.2006

## 9.10 TAHDCO Schemes and Programmes

Tamil Nadu Adi Dravidar Housing and Development Corporation (TAHDCO) was established in 1974 initially for the construction of houses for SCs and STs is now implementing economic development schemes for the welfare of SCs and STs in T.N State. It is also the channelising agency for the National Scheduled Caste Finance Development Corporation and National Scheduled Tribe Finance Development Corporation for the SCs and STs respectively especial those living below the poverty line. The schemes being implemented by TAHDCO are 1. Land Purchase scheme with a maximum project cost of Rs. 2 lakhs (50% subsidy and 50% bank loan) for purchase of 2.5 acres wet land/5 acres dry land, 2. Economic assistance to Self Help Groups with a maximum project cost of 5 lakhs (50% subsidy, 50% bank loan), 3. Self Help Groups-Revolving fund assistance with a project cost of Rs.25,000, 4. Financial Assistance to Individual Beneficiaries upto Rs. 7.5 lakhs, 5. Collectors Discretionary Fund scheme upto Rs. 10,000 per person, 6. Self Employment Programme for Youth and 7. Vocational Training Programme. Besides this, Entrepreneurship Development Programme for Self Help Groups and National apex corporations of NSFDC, NSTFDC. NSLRS, NSKFDC schemes are being extended to SCs and STs. During 2005-06, 1, 69, 284 beneficiaries were assisted in various schemes/programmes and 1,87,400 beneficiaries/ SHGs are targeted to be covered in 2007-08 by TAHDCO. The details of the beneficiaries covered under different schemes of TAHDCO are given in the below Table. Financial assistance for income generation schemes for individuals, self help groups, revolving fund schemes and vocational training programmes are the priority schemes being undertaken by the TAHDCO



**Table 9.6: Programmes/Schemes covered under SCA to SCP by TAHDCO**

Sl.No	Scheme	2005-06 No. of Benefi-ciaries covered	2006-07 Target (No. of Beneficiaries)
1.	Land Purchase Scheme (LPS)	1754	8000
2.	Financial Assistance for IGP's	8720	6500
3.	Financial Assistance to SHGs	26124	112500
4.	Revolving Fund Assistance	59259	30000
5.	Collector's Discretionary Fund	3955	6000
6.	Training Prog. in Dt. Action Plan	7592	10000
7.	EDP Training for SHG	38741	----
8.	Training for SHGs	3934	2000
9.	Special Projects	-	4000
10.	Spl.Training Prog.organised by H.O.	714	2300
11.	Computer Software Training	1802	2000
12.	Computer Training to Degree Students		500
13.	Nursing Training	1392	-
14.	NSKFDC Individual Scheme NSKFDC Group Scheme	191 110	600
15.	NSLRS- Economic Devpt. of Sanitary worker & dependents	290	----
16.	Revolving Fund assistance to sanitary Workers & their dependents	14020	----
17.	Self Employment Programme	686	3000
<b>Total</b>		<b>169284</b>	<b>187400</b>

### 9.11 Twenty Point Programme

The 20 point programme is under implementation since 1975. It aims at integrated approach for the welfare and development of SCs and STs poverty alleviation and improvement of quality of life. Special focus is being given to programmes such as SGSY, Distribution of surplus land, Programmes relating to drinking water, housing, slum improvement, tree planting, energisation of pump-sets through sectoral departments with District Collectors as monitors. During 8<sup>th</sup> Plan about 15,44, 814 SC families were assisted under this programme whereas about 19,28,179 SC families in 9<sup>th</sup> Plan were covered and about 23,94,299 SC families are targeted in the 10<sup>th</sup> Plan period. SCA funded schemes, IRDP programmes, Rural Development Programmes and forest related programmes are the Core Sector programme benefiting SCs under 20 Point Programme.

**Table 9.7: Twenty Point Programme, 11 (A) for SCs Welfare and Development**

(No.of families)

So	Sector	8th Plan Coverage	9th Plan Coverage	10th Plan (2002-05) Achievement
1	Land Reforms	4401		216
2	L.R.D.P.	409852		
3	Soil Conservation	31985	33593	181016
4	Animal Husbandry	5261	5887	11841
5.	Dairy Development	22181	3507	
6	Industries & Commerce	9594	11668	10330
7	Sericulture	8499	2469	1566
8	Welfare of SC's, ST's and OBC's	12721	11281	390703
9	TAHDCO	4630	2428	
10	Others (SCA)	1035690	1495604	935304
11.	Forest		33296	90774
12.	Rural Development		318446	119753
13.	Co-operation		10000	17000
14.	Land administration			27796

So	Sector	8th Plan Coverage	9th Plan Coverage	10th Plan (2002-05) Achievement
15	Revenue administration			297233
16	Social Welfare			10768
<b>Total</b>		<b>15,44814</b>	<b>19,28,179</b>	<b>23,94,299</b>

### 9.12 Implementation of Tribal Sub Plan Strategy in Tamil Nadu

As in the case of SCP, the administrative structure for the implementation of TSP is basically the same administrative structure of SCP assisted by various Departments of Government of State, District and filed levels with some tribals in the State additional strength in the tribal concentrated areas for focused development of tribals in the State. The Tamil Nadu Tribal Development Authority (TNDA) with the Chief Minister as its Chairman, is the policy framing and guiding authority. There is also Tamil Nadu Tribes Advisory Council (TAC) consisting of MLAs, Tribal representatives and officials with Minister, Adi Dravidar and Tribal Welfare as its Chairman. At State level the Secretary, Adi Dravidar and Tribal Welfare Departement is overall incharge and is assisted by Commissiner/ Director Tribal Welfare and Director, Tribal Research Centre, Ooty in the formulation, implementation and assessing the impact of the TSP schemes/programmes. The Sectoral Departments have their own field level machinery for implementing schemes and the District Collectors co-ordinates with the departmental heads at the districts. Block level Officers and Tahsildars are implementing officers in the field at the Block and Taluka level.

### 9.13 Plan Priorities and Tribal Development Schemes in Tamil Nadu

The State Government has set the following priority areas for TSP strategy: (i) to assist the ST families to cross the poverty line,( ii) to ensure 100% literacy among STs and to reduce drop-out rates, (iii) to provide skill and vocational development training, (iv) to provide basic amenities like drinking water, street lights, link roads, health facilities in tribal habitations

Department of Statistics, Government of T.N has conducted a bench mark survey in the 10<sup>th</sup> Plan and using the survey results are being used as a base line in the plan formulation and development programmes. The bench mark survey indicated that, there are about 490 habitations in 94 villages of sub-plan area and 302 habitations in 104 villages of non- sub plan areas. The tribal population in more than 70% of these habitations is less than 200. The bench mark survey has indicated that 61% of STs in sub Plan area and non-sub plan area are agriculturists and most of them are agricultural labourers. The development indicators for the tribals in the sub plan areas are low like low literacy rates (16%), high drop out rates in primary and Middle level (65%), high infant mortality (61%), 50% hamlets do not have medical facilities within 5 Kms range, 60% of the STs still dwell in Katcha houses and electricity is being used only by 28% households, etc. Land alienation has taken place in a big way and still there is no law in the State to prohibit land alienation in the State. Indebtedness is a major problem for the tribal communities from money lenders though this problem has reduced since the launching of 19 Large Size Multiple Purpose Society (LAMPS) in Sub Plan areas. About 35,000 tribal families have been enrolled as members of 19 LAMPS Development activities and provision of basic amenities in forest habitations is a constraint due to Forest Conservation Act, 1980 and non-applicability of protective laws like PESA, Act 1996 in T.N State due to dispersal nature of the tribals with no Scheduled Areas. A comparative figure of the last four Census periods indicate abnormal increase in the population size of few tribals like Katuvayakan, Kuruvan and Malay Kuruvan which needs close scrutiny.

### 9.14 Allocation and Expenditure of TSP Funds

During 8<sup>th</sup> Plan and 9<sup>th</sup> Plan T.N.State Government has allocated Rs.146 crore and Rs.137 crore respectively towards TSP and it is less than 1% of the State Plan outlay which is the mandatory requirement as STs are about 1% in the State. The allocated amount was utilized to the extent of 69 to 81% only. During the first four years of 10<sup>th</sup> Plan (2002-06) the State Government allocated funds of about 1% towards TSP through these funds were not fully utilized during Annual Plans 2002-03 (58%) and 2005-06 (68%). Like in the case of SCP, the TSP funds allocation is being shown from State own resources, besides the funds received from Central Govt. like SCA to TSP Article 275 (1), Central Sector and Centrally Sponsored Schemes. The State Government is receiving funds from Central Government towards SCA to TSP, Article 275(1) as per the stipulated formula since 6<sup>th</sup> Five Year Plan and during 10<sup>th</sup> Plan Rs.12.82 crore and Rs.11.83 crore were received in the first four years of 10<sup>th</sup> Plan. Besides this a special fund of Rs.3.11 crore is being utilized for the development of six PTGs in the State. The data indicates that all the funds received from Central Government are being utilized fully.

**Table 9.8: Outlays and Expenditure for TSP**

(Rs. crore)

S. No	Plan/year	State Plan outlay	Flow to TSP	Divisible Expend.	Indivisible Expenditure	Expenditure.
1	8th Plan	15290.39	145.96(0.95%)	-	-	117.65(80.65%)
2	9th Plan	24704.07	137.04 (0.55%)			94.73 (69.2%)
3	10th Plan					
	2002-03	5751.53	59.41 (1.03%)	20.02	14.27	34.29(57.7%)
	2003-04	7000.13	86.06(1.23%)	36.30	48.70	85.00(98.8%)
	2004-05	8001.08	84.06(1.05%)	33.52	50.14	83.67(99.53%)
	2005-06	9100.00	16729(1.83%)	24.53	77.30	101.83(67.9%)
	2006-07	12,540	226.2 (1.86%)	11.11*	34.09*	46.20 (20.5%)*
	<b>10th Total</b>	<b>12.82</b>	<b>11.83</b>	<b>3.11</b>		

\* Expenditure up to December 2006 only

**Table 9.9: SCA to TSP and Grants under Article 275(1) of the Constitution**

(Rs. in crore)

S.N0	Plan/year	SCA to TSP released	Article 275(1)	PTGs Development
1	8th Plan	12.55		
2	9th Plan		4.68	
3	10th Plan			
(i)	2002-03	3.23	2.10	0.45
(ii)	2003-04	2.91	2.50	0.10
(iii)	2004-05	3.77	2.87	1.76
(iv)	2005-06	2.91	4.36	0.80
(v)	2006-07	1.35*	1.85*	----

\* First instalment

### 9.15 Major schemes implemented towards TSP in Annual Plans

TSP is being implemented broadly through 21 sectors in the State out of which many are overlapping with each other in terms of divisibility and indivisibility from year to year. In the divisibility sectors about 46 schemes are being implemented under Water Supply, Crop Husbandry, Forests, Community Development, Road and & Bridges, General Education, Medical, Welfare of SCs/STs/OBCs, Special Nutrition during Annual Plan 2006-07 accounting for Rs.23.68 crore. This trend is more or less similar in the previous four years of 10<sup>th</sup> Plan though the numbers of schemes in the divisibility and non-divisibility sectors fluctuate from year to year.

**Table 9.10: Pattern of Tribal Sub Plan expenditure in 10<sup>th</sup> Plan**

(in lakhs)						
S.No	Department	2002-03	2003-04	2004-05	2005-06	2006-07*
1.	Adi Dravidar & Tribal Welfare		92.40			
2.	Agriculture Department a. Horticulture b. Soil & Water conser c. Minor irrigation	92.0 10.05	60.22	268.16 113.75	101.53 180.34	0.79 10.84
3.	Animal Husbandry & Fisheries	10.05	145.61	40.85 2.15	98.51 18.39	48.19 4.41
4.	Co-op, Food & Consumer Protection	60.0	180.08	137.42	429.52	--
5.	Energy	970.82	1336.0		1111.0	1161.92
6.	Environment & Forest	121.39	183.0	445.0	136.8	--
7.	Textiles & Khadi		6.44			
8.	Health & Family Welfare	22.91	223.56	261.90	287.23	341.32
9.	General Education Higher education	23.28	236.28 4.96	365.33	1466.85	142.84
10.	Roads & Bridges	2.86	2253.08	1131.15	1752.25	536.55
11.	Housing	23.12	--	12.04	44.0	
12.	Labour & Employment	7.97	24.47	16.03	21.83	
13.	Water Supply & sanitation	4.0	1036.52	991.81	601.72	220.93
14.	Planning, Dev. & Spl. Initiatives	32.0	729.08	65.5	37.62	172.27
15.	Rural Development	456.19	1209.30	1121.44	1520.55	304.13
16.	Social welfare	6.64	506.45	73.15	139.62	15.49
17.	Small Industries		---	20.65		
18.	ST Welfare	1350		445.25	817.09	759.47
19.	Devp. Cultures and Religious Endowment	--	2.32	2.93	3.11	113.24
20.	Youth Welfare & Sports Dev.	---	0.95	520.0	---	13.89
21.	Nutrition	240.49			359.60	459.90
22.	Community develop.			1847.0	796.0	31.86
23.	Village & Small Indu				259.78	184.72
<b>Total</b>		<b>3249</b>	<b>8499.58</b>	<b>8366.94</b>	<b>10183.34</b>	<b>4820.78*</b>
<b>Divisible</b>		<b>2001.99</b>	<b>3629.88</b>			<b>1111.03</b>
<b>Indivisible</b>		<b>1427.01</b>	<b>4869.7</b>			<b>3409.73</b>

*Expenditure up to December, 2006 only*

### 9.16 Impact of SCP and TSP schemes and programmes on the SCs and STs of Tamil Nadu

The foregoing analysis indicates that SCP and TSP programmes and schemes are in operation since the beginning of 6<sup>th</sup> Five Year Plan. Three important points emerge out of the planning and implementation of SCP and TSP in Tamil Nadu State. The State has not allocated SC and ST population proportionate funds towards SCP and TSP in the Sixth, Seventh, Eighth and Ninth Five Year Plans and the allocated funds were also not fully utilized. However, this trend has changed recently and by the 10<sup>th</sup> Plan SCP and TSP funds are being allocated as per the SC and ST population in the State and allocated funds in the first four years and are also being optimally utilized. The State Government is allocating funds under two broad heads: Divisible pool of Sector funds and indivisible pool of sector/funds with the former accounting for 35% to 40% of

funds. Even though the State has not allocated SCP and TSP funds as per the guidelines and the Planning process stipulated by the Government of India but still a large chunk of money has been utilized for the welfare and development of SCs and STs in the State.

### 9.16.1 SCs Development and Beneficiaries Covered

The secondary data indicate that SC beneficiaries of 10.62 lakhs during the 7<sup>th</sup> Plan, 4.7 lakhs during 1990-92, 15.5 lakhs in 8<sup>th</sup> Plan, 19.8 lakhs in 9<sup>th</sup> Plan and about 28.7 lakhs in 10<sup>th</sup> Plan period were covered under various schemes and programmes of SCP by the State Government. In almost every plan period the achievement was more than their target set by the Government. As dealt earlier in this section of the report, the schemes covered mostly relate to education sector (like scholarships, uniforms, text books, school buildings, hostels, bicycles) economic empowerment related activities (individual loans, subsidies, grants, irrigated lands, house sites and constructed houses milch animals, irrigation facilities, entrepreneurship development etc.) skill development/vocational training) Medical (hospitals/dispensaries), infrastructure development for community like roads and bridges. This is being done mainly through the schemes/programmes implemented by the Department of Adi Aravidar and Tribal Welfare Department State Schemes, TAHDCO, Rural Development, Central Sector and Centrally Sponsored Schemes, 20 Point Programmes and other sectoral programmes.

### 9.16.2 Tribal Development and ST beneficiaries covered

As in the case of SCs development, STs programmes are being implemented through the State Adi Dravidar & Tribal Welfare Department, TAHDO, LAMPS, 20 Point programme, Rural Development Department and other sectoral departments utilizing the funds of State TSP, SCA to TSP. Article 275 (1), Central Sector and Centrally Sponsored schemes besides the Special Area Development Programmes of Government of India. In the 9<sup>th</sup> Plan about 52,855 tribal beneficiaries were covered whereas in the first three years of the 10<sup>th</sup> Plan (2002-06) about 1,53,244 tribals were covered. As in the case of SCs most of the schemes/programmes pertains to educational, economic development empowerment, community development through infrastructure development and drinking water supply and sanitation. The schemes being implemented by the DRDA, Horticulture, Animal Husbandry and Social Welfare are having highest coverage of beneficiaries during 9<sup>th</sup> and 10<sup>th</sup> Plan.

**Table 9.11: Beneficiaries Covered under SCP and TSP during different Plan periods**

(in lakhs)

Plan/ Year	Number of SC Families covered		Number of ST Families covered	
	Target	Achievement	Target	Achievement
7th Plan	10.0	10.62	---	---
1990-92	4.5	4.66	----	---
8th Plan	15.03	15.49	----	----
9th Plan	18.51	19.83	55,800	52,855
2002-03	3.75	3.82	11,250	9,570
2003-04	3.75	6.78	11,250	29,843
2004-05	3.75	6.09	11,250	113,831
2005-06	3.75	7.88	15,000	26,801
2006-07	6.0	4.12 (upto Dec.2006)	N.A	N.A
10th Plan Total	21.0	28.69		

**Table 9.12: Physical Targets and coverage of ST beneficiaries under TSP during 9<sup>th</sup> and 10<sup>th</sup> Plan under various sectors**

So	Sector	9th Plan Target	9th Plan Coverage	10th Plan Target (2002-06)	10th Plan Achievement (2002-06)
1	Horticulture	16,870	11,072	14,600	14,648
2	Sericulture	3,280	2,153	680	437
3	Animal Husbandry	7,140	8,049	7800	19,467
4	Khadi & Village	2,460	997	400	---
5.	DRDA , SGSY etc.	16,195	12,024	12,000	21,377
6	Welfare of STs	2,805	4,377	200	5731
7	Soil Conservation	4000	4,615	2,400	---
8	Forest	1,500	1,500	4,000	7875
9	Agriculture Engineer.	--	--	800	880
10	Others TAHDCO (SCA)	1,550	2,212	1,480	7,426
11	Social Welfare	--	--	65	126
12.	Land administration	--	---	0	1,276
13.	Revenue administration	--	--	4,325	8,277
<b>Total</b>				<b>4860</b>	<b>1,80,045</b>

### 9.17 Assests created and Socio-economic Status of SCs and STs in the State

SCs are about 11.86 million (19%) ad STs are 6.51 lakhs in the State. The SCP and TSP strategies being implemented for the last 27 years has had an impact on them though not to the degree and extent that is required for bridging the gap in various socio economic indicators. The data on economic activities indicate that about 69% of SCs and 73% of STs are depending on agricultural based economy and 59% of SCs are agricultural labourers. The agricultural land operational holdings of SCs indicate that most of them are either marginal or small in nature with less than 2 hectares of land (2001 Agricultural Census). Only 7.2% of the 118.06 lakhs SCs in the State have some amount of land and in terms extent of land possessed by them and it is only 4.3% compared to the State's general population. Similarly, 1.13% of the STs in the State possess land and that too their share is only 67,485 hectares constituting about 0.86%. The position of live stock possession among SCs is slightly better with cattle accounting 25%, buffalo -19.4% and goats -29%. The position of STs in the State both in the case of land ownership and possession of live stock is still worse than the SCs in the State.

**Table 9.13: Number and Area of operational holdings of SCs and STs in Tamil Nadu**

(Area in Hectares)

Sl.No	Size/Group	Total (All categories)		Scheduled Castes		Scheduled Tribes	
		Holdings	Area	Holdings	Area	Holdings	Area
1	Marginal (upto 0.99)	5846022	2158860	720965 (12.3%)	250045 (11.6%)	40,050 (0.69%)	18,350 (0.85%)
2	Small (1.0-1.99)	1226133	1711769	100064 (8.16%)	136940 (8.0%)	17,060 (1.39%)	23,788 (1.39%)
3	Semi Medium (2-3.99)	570716	1551135	29180 (5.1%)	77081 (5.0%)	7,961 (1.39%)	21,449 (1.38%)
4	Medium (4-9.99)	192634	1094303	6102 (3.2%)	33442 (3.1%)	2,213 (1.13%)	12,337 (1.13%)
5	Large (10 and above)	23382	455449	463 (2.0%)	6815 (1.5%)	201 (0.86%)	2,854 (0.63%)
6	All sizes	7858887	6971515	856774 (10.9%)	504323 (7.2%)	67,485 (0.86%)	78,778 (1.13%)

(As per 7<sup>th</sup> Agricultural Census 2000-01)



**Table 9.14: Possession of Livestocks among SCs and STs in TN**

Live stock	Total	SCs	STs	Others
Cattle	41,16,788	25.45%	3.31%	71.24%
Buffalo	901401	19.35%	2.10%	78.55%
Goats	8177420	28.68%	4.16%	67.16%

Source: Live Stock Census, Govt. of Tamil Nadu, 2004.

The educational and other facilities created for the SCs and STs in Tamil Nadu State are listed below. There are about 1048 Adi Dravidar Schools for SCs and STs and 284 residential schools for the STs in the State. About 1178 hostels for SCs and STs and 37 exclusive ST hostels are in operation. Some of the hostels are in dilapidated condition and require urgent renovation. About, 1.21 lakh students are getting Post Matric Scholarship and 2.50 lakh SC students of unclean occupations are receiving Pre-Matric Scholarship amount. The State has provided bicycles to 2.68 lakh students mainly to the girl students.

Under the economic development schemes, house pattas were given to 57,264 SC and 440 ST beneficiaries. Altogether, 1.96 lakh houses were constructed by the TAHDCO for both the SCs and STs in the State. The other major coverage during 10<sup>th</sup> Plan was the provision of electric connection of pumpsets to about 5300 SC beneficiaries for irrigation facilities. Under rural water supply programme, about 8,600 families were provided drinking water facility and about 27.8 lakh SC beneficiaries were covered for various animal husbandry schemes.

**Table 9.15: Educational and Economic development of SCs and STs in 10<sup>th</sup> Plan**

Sector	SCs development	STs development
Schools	1048 Adi Dravidar	284 Residential
Students in schools	201,386	36,447
Hostels	1178 998 Govt. Bldgs.	37 27 Govt. bldgs.
Post Matric Scholarships Central Govt.	12,12,238	6,119
Post Matric Scholarships State Govt.(incl. Christian converts)	1,21,724 (SCs, STs)	
Pre-Matric Scholarship for Unclean occupation children	2,50,181	
Bicycles for XI- XII class girls	2,68,342 (SCs, STs in govt. and aided) (including 58,815 for boys)	
House Pattas	57, 264	440
SCA to SCP	6,74,476	
Land Purchase scheme	3, 853 (SCs and STs)	
LAMPS		19 (33,890 members)
Fair Price Shops		101
PHCs		25
Sub-centres		76

**Table 9.16: Assets Created under important sectors for SCs during 9<sup>th</sup> and 10<sup>th</sup> Plan**

(No. of beneficiaries)

S.No	Sector	9th Plan	10th Plan (2002-06)
1	Agriculture & Allied		
	i. Watershed development	32,035	---
	ii. Vaccination of cattle	5,74,000	---
	iii. Breeding programme	37,76,000	10,29,000
	iv. Dairy development	27,586	27,77,000

S.No	Sector	9th Plan	10th Plan (2002-06)
2	Construction of roads in SC Basties & Bridges	626K.M 3 Bridges	910 K.M 9 bridges
3.	Rural water supply in SC Basties	---	8,692
4	Bonded labour rehabilitated	10,591	2,402
5	Harijan basties electrified	1	--
6	Electricity connection to SC Wells and pumpsets	6,521	5,324
7	No. of schools opened Students enrollment in schools	1 6,58,867	-- N.A
8	Students assisted in technical education	8,107	N.A
9	No. PHCs /sub-centres opened Medical health camps	25, 76 1,949	1436 745
10	Housing of SCs (including house pattas)	37,189	1,96,235
11	Cultivable land	655 beneficiaries	363 beneficiaries

### 9.18 Impact Analysis SCs and STs in the State

Impact analysis of the SCs and STs in the State has been done through primary and secondary data. As per the available secondary information, SCs and STs data has been analysed to understand the present socio-economic conditions vis-à-vis with the general population. Besides this, primary data of the SC beneficiaries were also collected as per the detailed procedure dealt in the Methodology chapter. The sampled districts covered in Tamil Nadu are Villupuram, Ramnathapuram, Nilgiris and Kanchipuram. About 100 SC beneficiaries were sampled randomly from each of these districts and data regarding their socio-economic conditions, the number and type of schemes availed, the problems and suggestions availed by them were collected and are summarized below briefly.

**Villupuram District:** Villupuram district with an area of 7222 hectares was carved out from the south Arcot district in 1993. It is surrounded by Cuddalore district in south and east, Dharmapuri and Salem districts in the west and Tiruvannamalai and Kanchipuram districts in the north. Villupuram has a total population of 29.6 lakhs with a sex ratio of 985 compared to 987 of the State. SC population in the State is 27.4% and STs are about 2.2%. The district comprises of 4 Revenue divisions, 8 Taluks, 22 Blocks, 1104 vilage Panchayats and 1490 Revenue villages. 100 SC beneficiaries data for the present study has been obtained from Sallayam, Pallayam, Sagade and Vaupetta villages of Kolanur Block and Nallapalyam and Kakanur villages of Kanai Block.

**Ramanathapuram District:** Ramnathapuram district lies on the south western part of the State and is surrounded by Toothukudi district in the south, Virudhunagar and Sivaganga districts on the western side, Pudukotai district on the north and Bay of Bengal in the eastern side. The district has 2 divisions, 7 Talukas, 11 Blocks, 400 Revenue villages and 2362 hamlet villages. The district has 11.87 lakh population with SCs accounting for 18.2% and the ST population in the district is negligible (0.09%). 100 SC beneficiaries data has been obtained from the villages Peravoor, Kevanoor of Ramanathapuram Block and Ettivayal and Bogalur villages of Bogaloor Block.

**Kanchipuram District:** Kanchipuram district famous for its temple town lies in the northeast of Tamil Nadu adjacent to the Bay of Bengal bounded in the west by Vellore and Tiruvannalmai

districts, north by Thiruvallur district and Chennai district, in the south by Villupuram district. The district has a total geographical area of 4,432 sq.km. The district has a population of 28.77 lakhs and 53% of it is urban based with the literacy rate of the district is 77.6%. SCs in the district are about 25.1% and STs are only 0.92%. 100 SC beneficiaries data has been obtained from Kikadirpur and Putheri villages of Kanchipuram Block, and Thandalam and Siruallur villages of Walajabad Block.

**The Nilgiris District:** Nilgiris district was earlier known as Ootacamund and is a famous hill resort. It is bound on the north by Karnataka State, on the west by Coimbatore and Erode districts, south by Coimbatore and on the east by Kerala State. It has 2 Revenue divisions, 6 Taluks, 56 Revenue villages and 35 village Panchayats. Nilgiris district has a population of 7.62 lakhs and the SCs constitute about 31.2% and STs 3.72%. The district has an area of 1806 sq.kms with a total literacy of 80.01%. 100 SC beneficiaries data has been obtained from the villages, Koilmedu, Aalagharmala of Ooty Block and Kanargapuram, Vasnappallam villages of Coonoor Block.

### 9.19 Socio-economic conditions of SCs and STs in Tamil Nadu

The socio-economic conditions of the beneficiaries of Tamil Nadu from the four districts indicate that, the average family size among SCs in the State is 4.38 and it ranges from 3.98 in Nilgiris districts to 4.74 in Kanchipuram. 18% SCs of Kanchipuram district only are in possession of land and beneficiaries of other district have not reported any agricultural land. Majority of the SCs in the State have pucca houses (62%) and 92% of the SCs have got drinking water facility nearby (within 50 meters). About 50% of the SCs have got drainage facility and most of them (99%) have got electric facility at their own cost.

**Table 9.17: Socio-economic conditions of beneficiaries covered in Tamil Nadu**

Districts	Family Size	Percentage land owners	House type (in percentage)			Drinking water (in percentage)			Drainage Facility (in percentage)		Electric supply (in percentage)		
			Kacha	Pucca	Semi Pucca	Inside	Nearby (within 50 meters)	Away (more than 50 Meters)	Yes	No	No	Free	Personal
Villupuram	4.32	0	5	65	30	0	100	0	65	35	0	2.5	97.5
Ramnathpuram	4.56	0	5	85	10	0	100	0	47.5	52.5	0	0	100
Nilgiris	3.98	0	40	60	0	0	92.5	7.5	42.5	57.5	0	0	100
Kanchipuram	4.74	17.5	15.0	37.5	47.5	0	75.0	25.0	42.5	57.5	0	0	100
<b>Total</b>	<b>4.38</b>	<b>4.3</b>	<b>16.3</b>	<b>61.8</b>	<b>21.9</b>	<b>0</b>	<b>92.0</b>	<b>8.0</b>	<b>49.4</b>	<b>50.6</b>	<b>0.0</b>	<b>0.6</b>	<b>99.4</b>

The occupation pattern of the SC beneficiaries indicate that, 41% of them are agricultural labourers, 41% are artisans, 4% are running petty shops, 1.3% are in organized business, 2.5% are salaried class and only 0.6% are cultivators. Educational level of the SCs indicate that, 1.3% are illiterate and 50% have education upto primary level. 25% of the SCs have studied beyond Matriculation and comparatively, SCs of Kanchipuram and Ramanathapuram districts have more education than in other districts. At the State level, SCs have recorded 63.2% total literacy and 53% female literacy (2001 Census) compared to 73.3% of the State general population and 64% female literacy. The literacy rates of SCs are below by 10% whereas in the case of STs literacy (41.5%) it is 32% below the State average. The female literacy figures indicate far greater gaps

and so is the case in the enrolment rates of IX- X and XI-XII classes and drop out rates of both SCs and STs particularly in the Middle and Matric and above Classes. At the State level only 3% of the SCs and 2.4% of the STs had education beyond matriculation.

**Table 9.18: Occupation of Beneficiaries covered in Tamil Nadu**

Districts	Percentage of households							
	Cultivation	Agri Wage labour	Non-Agri wage lab	Artisan	Petty shop	Organised business trade	Salaried Employment/ pension	Others
Villuppuram	2.5	55	5	27.5	5	2.5	2.5	0
Ramnathapuram	0	42.5	15	30	10	2.5	0	0
Nilgiri	0	35	2.5	60	0	0	2.5	0
Kanchipuram	0	30	17.5	47.5	0	0	5.0	0
<b>Total</b>	<b>0.63</b>	<b>40.63</b>	<b>10.00</b>	<b>41.25</b>	<b>3.75</b>	<b>1.25</b>	<b>2.50</b>	<b>0</b>

**Table 9.19: Educational status of beneficiaries covered in Tamil Nadu**

Districts	Percentage with education level							
	Illiterate	Literate	Primary	Middle	Matric	Inter	Graduate	Post graduate
Viluppuram	2.5	70	7.5	0	17.5	0	2.5	0
Ramnathapuram	0	0	72.5	5	12.5	0	5	5
Nilgiri	0	0	75	2.5	22.5	0	0	0
Kanchipuram	2.5	0	42.5	22.5	27.5	0	5.0	0
<b>Total</b>	<b>1.3</b>	<b>17.5</b>	<b>49.4</b>	<b>7.5</b>	<b>20.0</b>	<b>0.0</b>	<b>3.1</b>	<b>1.2</b>

### 9.20 Schemes availed by the beneficiaries and associated problems

The beneficiaries data collected from the four districts of Kanchipuram, Ramanathapuram, The Nilgiris and Villupuram indicate that, majority of them have availed the Indira Awas Yojana – housing scheme through DRDAs (42%) followed by Group Housing scheme- through TAHDCO (10%), Home upgradation – a state scheme (8%), Swarna Jayanti Swarozgar Yojana scheme (26%), Old age pension and Scholarship scheme to their wards. In the case of Kanchipuram district most of the beneficiaries have availed housing scheme only, whereas, in Villupuram and Nilgiris district 30-35% SCs availed this scheme. The houses constructed under IAY and State housing scheme indicate comparatively better structures and condition than in other states. The beneficiaries expressed the difficulties in terms of availing the benefits under the SCP like the lengthy and too difficult process- as they have to go from place to place and to various offices to get the benefit, Lack of awareness about all the schemes available to SCs and STs and they have suggested the following for streamlining/strengthening the schemes/programmes under SCP.

- Process of getting benefits should be simplified
- Steps should be taken to increase awareness
- Pension amount should be increased
- Scholarship amount should be increased
- Amount of money provided under IAY should be increased
- SC/STs should be provided community centers

- Health centers should be provided.
- Poor SC/ST house holds should be provided employment
- Soft loan should be provided easily for income generating activities

**Table 9.20: Details of the type of schemes accessed by the beneficiaries in Tamilnadu**

Name of schemes	Percentage of total beneficiaries				Total
	Ramnath puram	The Nilgiris	Kanchipuram	Vellupuram	
Group housing	12.50	5.00	0.00	22.50	10.06
Home upgradation	7.50	12.50	0.00	10.00	7.55
Indira Awas Yojana	45.00	35.00	56.41	30.00	41.51
Old age pension	12.50	15.00	0.00	2.50	7.55
Scholarship	10.00	15.00	0.00	5.00	7.55
SGSY schemes	12.50	17.50	43.59	30.00	25.79

Table given below gives a glance of some of the important socio economic development indicators of SCs and STs in the State vis-à-vis to the State general population and All India figures. The SC population was 60.67 lakh (18.01%) in 1961 and it has increased to 118.57 lakh in 2001. The health indicators in terms of IMR, Neonatal mortality, institutional deliveries, immunization, anemic children and under nourished children all indicate higher percentages ranging from 5-10 percentage points in the case of SCs and 10-15 percentage points in the case of STs when compared to State level indicators. The availability of amenities among SCs like house holds with electricity (66%) and drinking water source away from premises (14%), sanitary facilities (19%) indicate more than 12 to 15% difference with the State average population figures. Only 48% SCs and STs in the State have been reported to possess pucca houses. The BPL population of STs in rural areas is about 43% whereas among SCs in rural areas it is about 33% and in urban areas it is 45%, though the State averages for this indicators hover around 21% to 22% respectively during 1999-2000 indicating the extent of poverty prevalence in these disadvantaged groups inspite of the various economic benefit schemes and comparatively better administration by the State.

**Table 9.21: Socio-economic development indicators of SCs, STs and General population in Tamil Nadu State**

(in percentages)

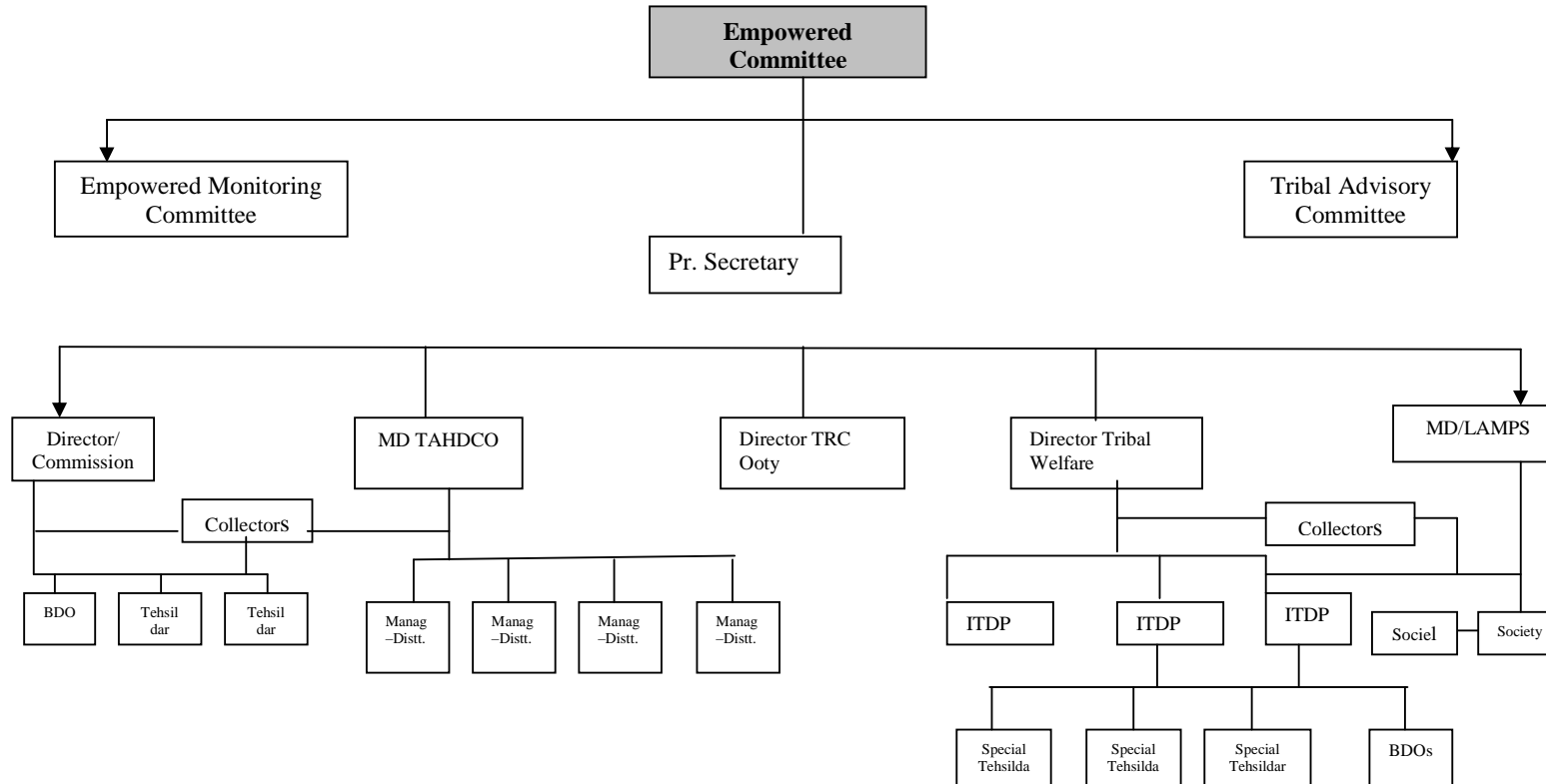
Indicator	All India	T.N. State	SCs in T.N	STs in T.N
1. Literacy Rate (2001) Total	68.8	73.3	63.2	41.5
Males	78.7	82.4	73.4	50.2
Females	58.2	64.4	53.0	32.8
2. Gross Enrolment Rate(2004-05)				
I-V	108.56	118.41	106.19	128.23
I-VIII	94.23	113.96	101.49	125.34
IX-X	51.65	80.66	69.04	78.59
XI-XII	27.82	43.87	35.12	23.82
3. Dropout Rates (2002-03)				
I-V	34.89	15.23	33.53	24.41
I-VIII	52.79	42.85	42.32	55.80
I-X	62.58	46.80	57.03	75.79
4. Health Status				
i. Infant Mortality	67.6	48.2	41.8	---

Indicator	All India	T.N. State	SCs in T.N	STs in T.N
ii. Neonatal Mortality	43.4	34.8	29.2	---
iii. Child Mortality	29.3	15.9	22.5	---
iv. Institutional delivery	33.6	98.3	68.7	---
v. Percentage of women who had a health visitor	11.3	17.5	24.7	31.3
v. Full immunization	42.0	88.8	84.2	---
vi. Total Fertility Rate	2.85	1.69	2.25	2.39
5. Nutritional deficiency				
i. Weight for height	35.8	29.0	38.1	56.1
ii. Percentage of women with anaemia	51.8	56.5	64.2	61.4
iii. Anaemic children	74.3	69.0	73.3	---
iv. Undernourished children	47.0	36.7	48.1	---
6. Availability of Amenities				
i. Households with Electricity	55.8	82.2	65.6	63.5
ii. Households with drinking water (sources away from premises)	16.7	11.2	14.4	20.6
iii. Households with Sanitary facilities	36.4	40.0	18.6	30.3
iv. Households with permanent houses	51.8	61.9	47.9	47.3
Economic conditions				
i. Cultivators	32.50	20.2	10.2	36.3
ii. Agricultural labourers	20.70	23.7	58.5	37.8
iii. Household industry	4.6	6.2	2.3	2.4
iv. Other occupations	42.2	49.9	29.0	23.6
8. Poverty Line Ratios (1999-2000)				
i. Percentage of BPL rural population	27.11	20.55	32.59	43.20
ii. Percentage of BPL urban population	23.65	22.17	44.94	5.22

Source: Census of India, 2001 and NFHS, 1998-99



**Figure 9.1: Organisational Structure of SCs, STs Administration in Tamil Nadu**



# **CHAPTER 10**

## **CONCLUSUION AND SUGGESTIONS**

## 10 CONCLUSUION AND SUGGESTIONS

### 10.1 Conclusion

SCs and STs numbering about 166.6 million and 84.3 million respectively constitute about 16.2% and 8.2% as per 2001 Census. They are the disadvantaged sections of the society due to socio-economic exploitation and isolation since a long time. After independence, Constitutional safeguards, positive discrimination and various developmental programmes were started to mainstream them with the rest of the population. Tribal Sub Plan (TSP) for STs in 1974 and Special Component Plan (SCP) for SCs in 1979 are the two major development strategies initiated for their all-round socio-economic development and protection. These strategies aim at allocation of SC and ST population proportionate funds, pooling of resources, integrated planning and the need based development programmes of SCs and STs. TSP strategy is being followed in 21 States and 2 U.Ts and SCP strategy in 27 States/U.Ts with considerable ST and SC population. These strategies evolved over a period of time and have undergone various changes and most of the States/U.Ts are not adhering to the prescribed basic methodology for its operation. Some State governments have evolved their own methodologies for the implementation of these strategies. Maharashtra State government has adopted a methodology of allocating State annual plan funds proportionate to the SC and ST population, making the Social Justice and Tribal Affairs Departments as the nodal departments for the overall developmental planning of the SCs and STs, allocating requisite funds for State, District level schemes. It was found to be operationally sound and effective and was later popularly known as the **Maharashtra Model**. Though Maharashtra State Government has initiated this methodology with all good intentions, but it is observed that in later years this State is also not following the methodology in totality. It is also observed that, most of the Central Ministries/Depts. are also not following the SCP and TSP strategies. The Central Ministries of Social Justice & Empowerment, Tribal Affairs and Planning Commission have also issued various circulars/guidelines from time to time for the effective implementation of these strategies.

The present evaluation study is an attempt to analyse the formulation and implementation of SCP and TSP and its impact on SCs and STs in the seven sampled States of Bihar, Chhattisgarh, Gujarat, Haryana, Orissa, Punjab and Tamil Nadu with the main objectives to: (i) Examine the process of planning, implementation and monitoring of SCP and TSP in the selected states over a period of time, (ii) Project formulation, identification of beneficiaries and projects / programmes being implemented towards SCs and STs, (iii) Assess the level of development of the SCs and STs in the context of various development schemes / programmes and (iv) Suggest policy measures to improve the overall performance and quality of implementation of SCs and STs programmes. The study is based both on the primary and secondary data obtained from the selected States, Ministries of Tribal Affairs, Ministry of Social Justice & Empowerment and Planning Commission with a main focus on 10<sup>th</sup> Plan. As discussed in detail in the Methodology chapter, the data represents 7 States, 20 districts, 39 Blocks, 82 villages representing 1408 SC beneficiaries and 604 ST beneficiaries of various socio-economic background. The primary data relating to SC and ST beneficiaries were obtained from 4 districts each of Bihar for SCs, Tamil Nadu for SCs, Gujarat (2 districts for SCs and 2 districts from STs), two districts each from Chhattisgarh (one district for STs and one district for SCs), Orissa for STs, Haryana for SCs, Punjab for SCs. Secondary data from the State, district, Block and Village level besides the

primary data from the beneficiaries obtained from the structured schedules forms the basis for the present findings of the study.

The analysis of the implementation of the SCP and TSP in the selected States dealt in detail in individual chapters indicate that, none of these States are following the stipulated guidelines of SCP, TSP in toto. The allocation of funds towards SCP and TSP indicate that, except Tamil Nadu and Orissa (for both SCP and TSP) and Bihar (for SCP) other States have not allocated SC and ST population proportionate funds during 10<sup>th</sup> Plan. In the other previous five year plan periods also the same trend is seen. As dealt in detail in the earlier chapters, even these States allocations are only notional in nature like the other States. These States are allocating funds towards SCP and TSP from the divisible and non-divisible sectors/departments and whatever shortage accrued to these sub-plan outlays are being accounted mainly from the non-divisible sectors. Tamil Nadu State in their SCP and TSP documents shows clearly the sectoral outlays from divisible departments and non-divisible departments schemes/programmes which is in the ratio of 40:60. Even these less allocated SCP and TSP outlays have also not been utilized fully in the States except in T.N. State. The tribal dominant States like Chhattisgarh and Orissa have utilized their TSP funds to the extent of 65 to 70% only for tribal development. The sectoral allocation and utilization of funds, fixing of targets and achievements are comparatively better in the States of Tamil Nadu and Gujarat. Some States like Tamil Nadu and Gujarat are setting realistic targets and showing achievements against various schemes of the departments in their SCP and TSP documents by compiling them regularly. During the terminal years of the 10<sup>th</sup> Plan, other States like Orissa, Haryana, Punjab and Chattisgarh have started setting targets against various schemes and depicting the achievements.

The funds being allocated as grants in the form of SCA to SCP, SCA to TSP and Article 275(1) of the Constitution have also not been fully utilized in Bihar, Chhattisgarh and Orissa States and other States like T.N, Gujarat and Punjab have utilized higher amount than the release due to accumulation of previous years backlog funds. Some States (Bihar, Punjab, Chhattisgarh) did not receive full amount due to non-production of utilization certificates, completion of projects in time, non-preparation of viable projects, release of funds in time to implementing agencies etc which indirectly shows the administrative bottlenecks, coordination problems between the Finance and nodal departments and administrative efficiency particularly at the filed level. Special Central Assistance funds utilization by the States is also not being followed as per the guidelines issued by the Central Ministries of Social Justice & Empowerment and Tribal Affairs and only few States are setting targets and achieving the targets against the economic oriented programmes set by them. There is no uniformity in the utilization of funds for various schemes/programmes by the States for these funds.

**Table 10.1: SCP and TSP outlay and expenditure in selected States during 10<sup>th</sup> Plan**  
(Rs.in crore)

State	SCs (%)	STs (%)	State Plan outlay	SCP		TSP		Beneficiary Coverage	
				outlay (%)	Expd.(%)	outlay (%)	Expd.(%)	SCP	TSP
Gujarat	7.1	14.8	44,853	5.49	85.3	12.98	96.9	8.62 lakh	40.8 lakh
Bihar	15.7	0.9	23,565	17.6	62.03	---	---	26.8 lakh	N.A
Punjab	28.9	---	17,331	22.9	41.9	---	---	19.9 lakh	---
Tamil Nadu	19.0	1.0	42,353	21.8	103.2	1.47	56.34	28.7 lakh	1.8 lakh
Chhattisgarh	11.6	31.8	17,075	8.4	---	29.0	66.3	7.6 lakh	42.7 lakh
Orissa	16.5	22.1	19,000	16.4	56.2	24.3	76.7	20.6 lakh	69.9 lakh
Haryana	19.3	---	12,609	20.6	93.4	---	---	4.1 lakh	---

N.A: Not Available

**Table 10.2: Funds under SCA to SCP, SCA to TSP and Article 275(1) of the Constitution during 10<sup>th</sup> Plan**

(Rs. in crore)

States	SCA to TSP			Article 275(1)			SCA to SCP		
	Release	Utilisation (%)	Beneficiaries	Release	Utilisation (%)	Beneficiaries	Release	Utilisation (%)	Beneficiaries
Bihar	18.51	---	N.A	9.41	--	N.A	35.8	38.7	N.A
Chattisgarh	245.5	100.0	N.A	128.7	115.9	N.A	20.3	74.3	N.A
Haryana	--	---	---	---	---	---	46.5	48.8	75,045
Gujarat	183.6	90.5	5.39 lakh	166.7	74.4	N.A	36.2	134.8	52,202
Orissa	344.7	100.4	3.5 lakh	192.9	63.1	N.A	61.2	99.1	N.A
Punjab	---	---	---	---	---	---	15.5	213.0	45,534
Tamil Nadu	13.2	107.8	N.A	15.5	88.4	N.A	214.2	130.6	23.94 la

N.A: Not Available

The allocation, utilization, implementation and physical coverage of beneficiaries under various schemes/programmes of SCP and TSP in the selected States reveal the following important points.

- The State governments are adopting different mechanisms in the implementation of SCP and TSP strategies
- The States are not following all the guidelines issued by the Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs and Planning Commission in the implementation of the SCP, TSP, SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution
- All the States have created separate budget heads/sub heads for SCP and TSP recently for making the funds non-divertible. Few States like Tamil Nadu, Orissa, Gujarat, Chhattisgarh, Punjab have declared the SC and ST welfare departments as nodal departments for coordination but, real planning and financial powers are still vested with the Planning and Finance Department
- Except a few States like T.N, Gujarat other States are not fixing realistic physical targets for the SCP and TSP schemes/programmes. The States are not preparing benchmark surveys, perspective plans, vision document for long term goals, outcomes of the schemes/programmes
- TSP approach is basically area based with ITDP/ITDA, MADA and Cluster based but no proper planning and effective implementation and monitoring at the field level is in place which is hindering the completion of the infrastructure projects in time and delivery mechanism particularly in KBK districts of Orissa State
- ITDP, MADA, District, Block and village wise planning, single line administration and implementation of programmes are not being attempted sincerely with TSP centric approach in tribal dominated States of Orissa, Chhattisgarh and Gujarat. Only adhoc and make shift arrangements are being attempted in tribal areas
- SCP implementation is basically through Rural Development IRDP department and there is no synergy of inter-sectoral or cluster approach in the poverty alleviation programmes for the welfare and development of SCs in the States. Individual departments are implementing their own schemes in the States and SCs and STs are being covered as part of these schemes

- The allocation of funds towards SCP and TSP are not as per the population proportion of SCs and STs in the States except a few States. The State governments are allocating SCP and TSP from the divisible and indivisible sectors and major funds to the tune of 60 to 65% funds are being allocated from the indivisible sectors like irrigation, agriculture, industry, power, roads & bridges which have only 10 to 15% coverage of SC and ST areas and even less percentage of actual beneficiaries
- Some States like Gujarat have adopted 'Gujarat Model of TSP development' with components of 'Nucleus Budget', 'Decentralised Planning'. Similarly, Tamil Nadu State is adopting the 'divisible' 'non-divisible' sectoral funds in their SCP and TSP outlays. Haryana and Punjab States approach of decentralized planning and implementation is a good initiative but yet to make an effective impact
- The direct benefits accruing to SCs and STs are through the educational and economic oriented programmes being undertaken by the social welfare and tribal welfare departments and State SC/ST finance & development corporations of the States and the physical coverage of SC and ST beneficiaries through other sectoral programmes is very less
- SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution are not released in time by the Central Government at the beginning of the financial year directly to the Social Welfare and Tribal Welfare Departments. These departments get the funds through Finance Department and the bottlenecks and procedural delays are resulting in non-utilisation of funds properly in Punjab, Bihar and Chhattisgarh States
- SCA to SCP funds are being utilized mostly through the State Scheduled Caste Finance Development Corporation in States like Tamil Nadu, Gujarat, Orissa and Haryana where as in other States it is being utilized by both the Social welfare department and Scheduled Caste Finance Development corporation
- Only a few States like Tamil Nadu, Orissa and Gujarat are showing the Central Sector, Centrally Sponsored Schemes separately in their SCP and TSP outlays, expenditure and physical coverage. So, there is always a mix-up and misappropriation and duplication of expenditure for the same schemes/programmes from various sources of funds. SCA to SCP, SCA to TSP, Article 275(1) funds are being shown as part of the SCP and TSP funds and the Financial and physical coverage are not being shown separately by all the States
- Except Gujarat and Orissa States other State governments were not preparing earlier detailed SCP and TSP documents giving demographic, socio-economic details of SC, ST and general population. The State governments since last two years have started preparing SCP and TSP documents with physical and financial targets
- The selection of beneficiaries and the accessibility of the various schemes of SCP and TSP indicate that, the schemes/programmes being covered depends on the sectoral programmes criteria/guidelines and the involvement of local bodies and Panchayats have little role. The beneficiaries data also indicate that, the awareness about the schemes is not available to all eligible SCs and STs and all the schemes have not been availed by them. Majority of the schemes being accessed by the SC and ST beneficiaries are welfare programmes (old age/widow/disabled pension, nutrition, marriage subsidy), housing scheme (construction, repair, extension), scholarships, hostels and rural development and poverty alleviation programmes. Agriculture, irrigation and income generating schemes have been availed by a very small proportion of the SC and ST beneficiaries



- The impact observed from the primary data obtained from the SC and ST beneficiaries of the selected States indicate a great disparity in literacy, education, occupation, housing, assets ownership and the availability of basic amenities interms of drinking water, drainage facility, electricity facility in the rural areas with the general population. The beneficiaries have expressed their difficulties in availing of loans, accessing the benefits and the rampant corruption at various levels. The socio-economic development indicators of SCs, STs and general population in the selected States point out huge gaps of 10 to 20% points suggesting focused attention for their all round development.

The SCP and TSP strategies being implemented since the last two and half decades for the welfare and development of SCs and STs indicate broadly four major issues: (i) Inadequate allocation of funds as per the SC and ST population in the States, (ii) Non-utilisation of even the allocated funds, (iii) Implementation and administrative bottlenecks and (iv) Improper delivery mechanism at the field level. Even if the first issue of lack of proper resources and the argument of benefits are flowing to SCs and STs also from the general schemes/programmes being advanced in not allocating adequate funds towards SCP and TSP by some States/U.Ts is taken on board just as an argument but non-utilisation and diverting of funds to other sectoral departments schemes/programmes of even the allocated amount is not justifiable by any means. The other important point that emerges out of the analysis at all India level is that, even though inadequate allocation of funds have been made but still considerable funds have been allocated towards SCP and TSP by the States/U.Ts, Central Ministries/Departments through their plan, non-plan, Central Sector, Centrally Sponsored, Special Central Assistance Schemes/Programmes besides the NGOs through Multilateral Organisational funds. The analysis of resource allocation by Govts. towards SCP and TSP during 9<sup>th</sup> and 10<sup>th</sup> Plan (spanning 10 years) indicate the following. About Rs. 23,795 crore and Rs.110247 crore towards SCP and Rs. 32,353 crore and Rs.69,646 crore towards TSP were utilized for the overall welfare and development of SCs and STs respectively in the country by both the States/U.Ts and Central Government. Thus on an average about Rs. 4,800 crore during 9<sup>th</sup> Plan and Rs. 22,500 crore during 10<sup>th</sup> Plan were spent for SCs development every year. Similarly, about Rs.6,470 crore during 9<sup>th</sup> Plan and Rs.13,900 crore during 10<sup>th</sup> Plan were utilized for STs development every year.

**Table 10.3: Utilisation of Resources during 9<sup>th</sup> and 10<sup>th</sup> Plan towards SCP and TSP in the country**

(Rs.in crore)

Source of funds	SCP funds		Source of funds	TSP funds	
	9 <sup>th</sup> Plan	10 <sup>th</sup> Plan		9 <sup>th</sup> Plan	10 <sup>th</sup> Plan
State	12,741	67,52	State	22,314	46,004
Centre	5,475	35,368*	Centre	6,462	17,864#
SCA to SCP	2,009	2,070	SCA to TSP	2,010	2,970
Min. SJ-CS schemes	2,409	2,509	Article 275(1)	750	1,163
Min.SJ-CSS schemes	1,161	2,413	Min. TA - CS schemes	282	358
			Min. TA – CSS schemes	535	787
<b>Total</b>	<b>23,795</b>	<b>1,10,247</b>	<b>Total</b>	<b>32,353</b>	<b>69,646</b>

Source: Min. of Social Justice, Tribal Affaris. @at constant prices,\* projected 4% 10<sup>th</sup> Plan Central funds for SCP, # projected 2% 10<sup>th</sup> Plan Central funds for TSP.

There are about 3.57 crore SCs households in the country (Rural: 2.79 crore, Urban: 0.78 crore) as per 2001 Census and if 9<sup>th</sup> Plan and 10<sup>th</sup> Plan SCP funds totaling about Rs. 1,34,042 crore could have been utilized properly every SC household would have been entitled to Rs. 37,500 during these 10 years alone. Similarly, TSP funds of 9<sup>th</sup> and 10<sup>th</sup> Plan comes to about Rs. 1,01,999 crore and there are 1.8 crore ST households (Rural: 1.59 crore, Urban: 0.23 crore) as per 2001 Census and thus an average ST household should have got Rs. 56,700. As 36% of SC rural households

and 46% of ST rural households are in below poverty line and most of the socio-economic development programmes of SCP and TSP are meant for them only the actual entitlement will be roughly about Rs. 1,04,700 per SC BPL household and Rs. 1,23,200 per ST BPL household. The above analysis indicate that, though SC and ST population proportionate funds are not being allocated by the States/U.Ts and Central Ministries/Depts. but still huge amount has been supposedly utilized for their welfare and development. However, even these funds have not been utilized in a systematic, synergistic way as about Rs.104700 per SC BPL household and Rs.1,23,200 per ST BPL household would have entail them for more socio-economic empowerment to cross the poverty line than what can be seen from the present scenario of SCs and STs in the country.

The welfare and development programmes of the SCs and STs since the planning era and especially the implementation of the TSP and SCP strategies since 1974 and 1979 had the impact on the socio-economic development of the SCs and STs but not to the extent of the desired level and the present scenario of the SCs and STs in the county indicate the following for important socio-economic indicators (Table 10.4).

**Table 10.4: Socio-economic indicators of general, SC and ST population in India**

S.No	Items	Total/General Population	SCs Total	STs Total
1.	Population (%)	74.6	16.2	8.2
	(i) Rural population (%)	71.1	79.9	91.2
	(ii) Urban population (%)	28.9	20.1	8.8
2.	Sex Ratio	933	936	978
3.	Decadal growth rate (1991-2001)	21.5	20.5	24.3
4.	Total Fertility Rate	2.66	8.15	3.06
5.	Family Planning methods adopted	53.5	44.6	39.1
6.	Effective Literacy Rate (2001)	64.8	54.7	47.1
	(i) Male literacy	78.7	66.04	59.17
	(ii) Female literacy	58.17	41.9	34.76
7	Gross Enrolment Rate (2003-04)			
	(i) Class I-V	108.50	116.05	123.89
	(ii) Class VI-VIII	70.51	70.69	68.95
	(iii) Class IX-X	51.65	45.41	37.16
	(iv) Class XI-XII	27.82	23.11	17.18
	(v) Higher Education	7.96	6.02	4.63
8.	Drop out Rate (2003-04)			
	(i) Class I-V	31.47	36.56	48.93
	(ii) Class I-VIII	52.32	59.42	70.05
	(iii) Class I- X	62.69	73.13	79.25
9.	Health Status (NFHS:1998-99)			
	(i) Neonatal Mortality	40.7	53.2	53.3
	(ii) Infant Mortality	61.8	83.0	84.2
	(iii) Child Mortality	22.2	39.5	46.3
	(iv) Under 5 mortality	82.6	119.3	126.6
	(v) Institutional delivery	40.1	26.8	17.1
	(vi) ANC Check up	71.3	61.1	56.5
	(vii) Full immunization	42.0	40.2	26.4
10.	Nutritional Status: (NFHS-1998-99)			
	(i) Nutritional Deficiency% weight for height	30.5	42.1	46.3
	(ii) Percentage of women with anemia	47.6	56.0	64.9

S.No	Items	Total/General Population	SCs Total	STs Total
	(iii) Anemic Children (%)	72.7	78.3	79.8
	(iv) Undernourished Children (weight for age)	41.1	53.5	55.9
11.	Basic Amenities			
	(i) Households with Electricity	61.4	44.3	36.5
	(ii) Households with access to drinking water (source away from premises)	14.4	19.5	28.2
	(iii) Access to Sanitary Facilities (Latrines)	42.3	23.7	17.0
	(iv) Households with Pucca houses	57.7	42.8	24.4
	(v) Waste water outlet	50.6	92.9	21.8
	(vi) Drinking Water facilities			
	a. Tap	40.1	32.2	20.0
	b. Hand pump	33.6	43.6	35.8
	c. Tube well	5.6	5.3	5.9
12.	Occupation Pattern			
	(i) Work participation rate	30.3	40.4	49.1
	(ii) Percentage of Main workers to total works	80.2	73	68.9
	(iii) Cultivators	32.5	20.0	44.7
	(iv) Agricultural labourers	20.7	45.6	36.9
	(v) Other occupations	42.2	30.5	16.3
13.	(i) Land holding population (%)	-	8.21	-
	(ii) Average land holding area	1.41	0.97	
14	(i) Percentage of Rural Population below poverty line (1999-2000)	27.11	36.25	45.86
	(ii) Percentage of Urban Population below poverty line (1999-2000)	23.65	38.47	34.75

(Source: Censurs, 2001, NFHS, 1998-99, 61<sup>st</sup> Round NSSO report)

### 10.1.1 Demography

The SC population was 6.44 crore in 1961 representing about 14.7% and it has increased to 16.66 crore representing 16.2% of the country's population as per 2001. There are 22 districts in the country which have more than 30% SC population concentration and in other terms there are 5.93 lakh villages in the country out of which about 44,000 villages have more than 50% SC population. ST population was 3.01 crore representing about 6.9% during 1961 and this has reached to 8.43 crore (8.2%) during 2001. At present, there are 75 districts in the country which have more than 50% ST concentration and in terms of villages there are 90,189 villages with more than 50% ST concentration. 80% of the SCs and 91% of the STs are rural based and the sex ratio among SCs and STs is 936 and 978 compared to national total average of 933 females per 1000 males.

### 10.1.2 Literacy

The Crude Literacy Rate of SCs was 10.27 in 1961 and it came to 45.2 in 2001 an increase of 34.9 % points in the last forty years. The crude literacy of STs was 8.5% in 1961, which increased to 38.4% in 2001. The effective literacy rate for SCs in 2001 is 54.7% and in 1991 it was 37.4% an increase of 17.3 % points between 1991 and 2001. The effective literacy rate for STs in 2001 Census is 47.1% and in 1991 it was 29.6% an increase of 17.5% points in the last ten years. The reduction in the literacy gap between the SCs and STs is seen yet the gap is quite large and sustained effort is required to bridge this for SCs especially in the states of Bihar, Jharkhand and Uttar Pradesh and that of STs in the states of A.P, Bihar, Gujarat, Jharkhand, M.P, Orissa, Rajasthan, Tamil Nadu, and West Bengal.

### 10.1.3 Enrollment

Gross enrollment of SC and ST students has increased faster than the enrolment of all categories during the last one decade and the enrolment rates during 2003-04 in Primary (SCs: 116%, STs: 123%), Upper Primary (SCs: 70.7%, STs: 69%), Secondary/Senior Secondary (SCs: 45.2%, STs: 37.2%) and Higher Education (SCs:6.0%, STs: 4.6%) levels still shows marked gaps especially in the secondary and higher education.

### 10.1.4 Dropout Rates

The data on dropout rate for the period 2003-04 indicate decreasing trend compared to previous five year period and the decrease in percentage points shows an improvement for SCs and STs in all categories of school education. However, the drop out rates of SCs in 2003-04 for class 1-V is 37%, class I-VIII is 59%, class I-X is 73%, whereas among STs for class I-V is 49%, class I-VIII is 70% and class I-X is 79% is still high compared to the general population. SC students have high drop out rates in states like Assam, Bihar, Gujarat, Madhya Pradesh, and that of STs in Assam, Bihar and Madhya Pradesh.

### 10.1.5 Health

According to NFHS II data, the neo natal mortality (SCs 53, STs 53), infant mortality (SCs 83, STs 84), child mortality (SCs 40, STs 46) and under five mortality (SCs 119, STs 127) is higher for SCs and STs at all India level compared with total mortality rates and mortality rates for others. The gap between SCs, STs and general population for these health variables is more than 25% points (Table 10.4). Comparing the institutional delivery at the country level, it is observed that indicators for both SCs and STs are less than for others. Any Ante Natal check up of pregnant women is less for SC and ST population compared to others. Anaemia among SC and ST women is more compared to the women of other communities. At national level, the full vaccination among SCs (40%) and STs (26%) infants is less compared to others. So also the level of anaemia among SC and ST children is more than that prevalent among others.

### 10.1.6 Work Participation Rate

Work Participation Rate is highest among the STs (49.1%) followed by SCs (40.4%) than the general population (30.3%). While 80% of the workers among the general population are main workers, the share of main workers among SCs is 73% and that of STs is 69%. A large proportion of STs are engaged in basic agriculture work and only about 18% of the STs are engaged in non-agricultural works, as against 34% among SCs and 47% among general population. The proportion of self-employed are only 21% among STs, and the casual labourers are about 21% among SCs and 23% among STs in urban India

### 10.1.7 Assets Ownership and Indebtedness

As per the NSSO data (59<sup>th</sup> round), the average value of assets owned by ST households in rural areas is Rs.1.4 lakh and Rs. 1.3 lakh for SC households which is about one-third to the others group household (Rs.4.3 lakh). The average value of assets in urban areas also reflect similar trend of proportional variation though the assets are higher compared to rural areas for STs (Rs.2.40 lakh) and SCs (Rs. 1.8 lakh). The share of landed property is about 54% for SC households to 67% for other households in rural areas with a share of 32% for building as assets among SCs and only 21% among other households. In urban areas the difference in the land ownership between different social groups is not much with only 6% points between SCs, STs and Other groups. About 18% of rural areas and 12% of urban areas STs were indebted as on 30.6.2002 in some form or other, whereas this is little higher in the case of SCs with 27% in rural areas and 19% in urban areas. If indebtedness is broken into different components, STs incurred

59% indebtedness towards farm related work and 25% towards household expenditure and it is a reverse in the case of SCs in rural India. In urban areas SC households, 76% indebtedness is mainly towards household expenditure.

### **10.1.8 SCs and STs in Central Government Services**

Though the share of SC employees in all the Groups of services has increased from 1991 to 2001, there is a shortfall in Group A and Group B services. In Group C, it is at the population proportion level and in Group D it is 21.24% against a reservation of 15%. In the case of STs, the representation is still abysmal with about 3% in Group A and B services, and about 6% in C and D services against their reservation of 7.5%.

### **10.1.9 Electricity Facility**

According to 2001 Census, access to electricity among general category, SC and ST households are 61.4%, 44.3% and 36.5% respectively. Though during the decade 1991-2001, the access to availability of electricity among the households of general, SC and ST population increased by 13.3, 16.2 and 13.7% points respectively, still both the SCs and STs households were still deprived in comparison to general households. 21.4% SC villages and 47.8% STs villages had no electricity.

### **10.1.10 Drinking Water and Sanitation Facility**

The urban population being served with water supply facilities during 2000 was about 89% and sanitation facilities was about 60%, which includes SC and ST population. 45.2% households among the general population are having drinking water source within premises whereas only 27.0% SCs and 15.2% STs households have this facility. 40% of general households are having tap drinking water facility compared to 32% among SCs households and 20% among STs households. 23.7 % of SC households and 17% ST households are having latrine facility within premises as compared to 42.3 % general households.

### **10.1.11 Prevalence of Poverty**

The poverty ratios for SCs and STs are significantly higher compared to general population in 1999-2000. As against 27 % of all population living below the poverty line in the rural areas, 36% of SC population and 46% of ST population lived below the poverty line. There was a decline in the poverty ratio of 27% for all population, 25% for SCs and 12% for STs as compared to 1993-94 data. Poverty ratio declined faster for all population than for SCs and STs, though between the SCs and STs, the decline has been more rapid in the case of SCs. In the rural areas the proportion of SC population living in poverty is lower than poverty ratio of ST population. The situation is reverse in the urban areas. However, there are large variations in the proportion of SC and ST population living below the poverty line across the States. SCs in rural Bihar and Orissa recorded a high BPL ratio of 60% and 52%, Whereas SCs in rural Punjab have a BPL ratio of 12%. In the case of rural STs, 74% of STs in Orissa and more than 50% STs in M.P, Bihar (Chhatisgarh) and West Bengal are in BPL category. The position of urban SCs and STs in these States also depicts abysmally low BPL ratios.

## **10.2 Suggestions**

The above depicted socio-economic conditions indicates that, there is some improvement in literacy, drinking water availability, road connectivity and agricultural practices, employment opportunities and increase in income of SCs and STs since 1961. However, the gap between the SCs, STs and other general population indicate huge gaps of 10 to 25% points in some of the indicators and to achieve the overall development the following issues need to be addressed with determined efforts.



### **10.2.1 Perspective Planning for SCs and STs Development in every State**

There is a need for preparation of a long term perspective planning for the development of SCs and STs by setting clear objectives, resources available/ requirement, outcomes and goals in every State. Some States like Tamil Nadu and Gujarat have prepared perspective planning for the overall development of general population indicating socio-economic development indicators, setting targets, achievements, outcome indicators, based on bench mark surveys for the total population of their States. However, these need to be prepared for the SCs and STs also in the States by the Development Boards with periodic bench mark surveys for the regions, Districts, ITDPs/ITDAs, MADAs, Clusters (areas, villages) by setting realistic targets. Though the States have prepared the State and human development reports, but the social category wise data in detail is not being prepared regularly. As in the case of Centre, economic survey of the State/U.T need to be prepared with details of all socio-economic indicators every year. A vision Statement for the comprehensive development of SCs, STs vis-a vis general population with proper MIS system need to be prepared by every State.

### **10.2.2 Allocation of Proper Resources**

It is observed that, most of the States/U.Ts and Central Ministries/ Depts. are not allocating SC and ST population proportionate funds towards Special Component Plan and Tribal Sub Plan in their Annual Plans. What ever amount is being allocated it is adhocism from the different sectoral departments on notional basis. The guidelines issued by the nodal Ministries of Social Justice & Empowerment, Tribal Affairs and Planning Commission regarding the allocation of resources are not being strictly adhered except a few States. The guidelines issued by the Centre need to be enforced strictly and followed in right perspective by the States/U.Ts and Central Government Ministries/Depts. As it is not mandatory, States/U.Ts and Central Ministries/Depts. do not follow the guidelines so, a definite mechanism which is enforceable need to be in place by the Centre. The guidelines and resources for the SCA to SCP and SCA to TSP and grants under Article 275(1) of the Constitution to different States/U.Ts are also not being followed strictly in terms of either release of resources or implementation of projects/schemes in the States/U.Ts. The nodal Ministries need to streamline this procedure.

### **10.2.3 Decentralised Integrated Planning and Functional Autonomy**

The allocations of resources are not being utilised fully due to bottlenecks in the administrative procedures, delay in releases and lack of functional autonomy. Though there are guidelines for the decentralized district level planning, allocation of resources of atleast 30% to district bodies most of the States are yet to follow this. Due to lack of integrated planning most of the sectoral departments programmes are functioning parallelly without any synergy. Committee of Secretaries at State level of related departments should plan for integrated planning and execution of common programmes at the District and project level. Pooling of resources and single line administration advocated in tribal areas is not working effectively though it is in place in some States like A.P.,Gujarat and Orisssa. More financial and executive powers need to be given to the implementing agencies at the District/Project level functionaries with infrastructure and supporting mechanism for timely execution of projects.

### **10.2.4 Effective Monitoring Mechanism**

Monitoring mechanism observed is weak in the States. Monitoring is being done by the nodal Social Welfare and Tribal Welfare Departments only for their own departmental schemes and there is no proper and regular monitoring mechanism for the overall SCP and TSP programmes/ schemes and 20 point programme at the State, District, Block and Village level. Planning



Department only coordinates and collects the financial and physical information from various departments at the beginning and end of the financial year. The ITDPs/ITDAs in the selected States had review meetings but they are irregular and routine in nature. Tribal Advisory Committee (TAC) meetings in Scheduled Area States which are mandatory are not regular. The State Governors report are not filed regularly. Monitoring Committees at the State, District and Block level need to be established and functionally operative. Some States like Tamil Nadu, Orissa and Gujarat have formed these committees recently but its effectiveness has to be seen. **TACs need to meet at least twice in a year** all the important issues need to be discussed, policies devised to advise the government on important matters concerning tribal development. Senior Officials need to visit the SC/ST villages regularly for review and interaction with the beneficiaries and to inspect the, programmes/ schemes sites. The involvement of Gramsabha/village panchayat members in these meetings need to be ensured. The reports of Block, District, ITDP/ITDA need to be filed regularly to the State Head Quarters. Every State need to have now **Social Audit programme** with the involvement of elected representatives, beneficiaries and credited VOs/NGOs on the completed programmes/schemes.

### **10.2.5 Personnel Posting in Tribal/ Scheduled Areas and Scheduled Caste Areas**

Deployment of efficient and young officers at the ITDP/ITDA and SC concentrated districts need to be ensured for the effective implementation of SCP and TSP programmes. As the basic implementation is at the field level if committed, sympathetic and energetic Officers are not at the helm of affairs with decision making powers implementation and monitoring will come to naught and suffer. So, proper incentives/disincentives for the posting and functional efficiency may be built in the personnel policy and posting in the tribal and SC concentrated areas for the success of the strategies and schemes.

### **10.2.6 Sources of SCP/TSP Funds Need to be Shown Separately**

SCP and TSP funds allocation by all the States includes resources from State plan and Central Plan funds (CS schemes, CSS schemes, SCA to SCP, SCA to TSP and grants under Article 275 (1) of the Constitution). Special Central Assistance funds are given as additionality and as incentives but are being shown as part of SCP and TSP funds. As all the funds are combinedly shown it is difficult to differentiate the schemes and beneficiaries against the different sources of funds. Only a few States like Gujarat, Tamil Nadu and to some extent Orissa are showing separation of these resources, schemes and beneficiaries. SCA funds meant for income generating activities are not being utilized strictly according to the guidelines as some States are utilizing SCA funds through their State SC/ST Finance Corporations and some through nodal departments themselves and in some cases combinedly for both welfare and economic development activities. The nodal Ministries and the States need to evolve an effective mechanism for utilizing the SCA funds and to revitalize the State SC/ST Finance Corporations.

### **10.2.7 The Role of Nodal Ministries and Planning Commission**

The nodal Ministries of Social Justice & Empowerment and Tribal Affairs have issued guidelines for SCA to SCP, SCA to TSP and Article 275 (1) of the Constitution besides operating many of the CS and CSS schemes which need to be implemented effectively through timely and proper releases, monitoring by periodic field visits, calling of reports and conducting evaluation. Most of the State government's officials have complained that, late release of funds at the end of the financial year is affecting the infrastructure programmes in the field level operations. As Special Central Assistance is linked to SCP and TSP implementation process in the States the nodal

Ministries should use it as a leverage for streamlining and effective implementation. Planning Commission has issued guidelines and directives to States/U.Ts on several occasions and these need to be strictly enforced through their Annual Plan review meetings. The Central Tri-Partite Committee need to play an important role with the involvement of nodal Ministries and SC/ST Commissions for the effective implementation of SCP and TSP in the States/U.Ts and Central Ministries/Depts.

### **10.2.8 The Role of NGOs**

NGOs are involved in most of the states in STs and SCs development activities. The nodal Ministries have also supporting schemes for their supporting activities. Their effectiveness has been proved time and again in raising awareness levels among the target clientele and in educational efforts in interior areas. In some States like Orissa there are multitudes of NGOs/VOs working independently and in coordination with Multinational Organizations for the livelihood, education, health and other economic development efforts. Their role in each State need to be charted out by the State to supplement the efforts of the state administration keeping in view the recently announced National Policy of Voluntary Sector to increase the Civil Society role. Their involvement in the Social Audit and effective monitoring of Government programmes also should be encouraged. However, the credentials of VOs/NGOs and their activities need also to be ascertained before giving them responsibility.

### **10.2.9 Schemes/Programmes Funds to be Realistic in ST and SC Areas**

Most of the State and Central Schemes are designed as general schemes and they are also being implemented in ST and SC concentrated interior and isolated areas which need flexibility, different norms and standards for its success. Though the norms for some educational and health schemes are relaxed but most of the agriculture, rural development, infrastructure and poverty alleviation programmes need to be modified with inbuilt mechanism for training, monitoring and maintenance of assets. The feed back of the beneficiaries indicate that Rs.25,000 being provided for Indira Awas Yojana are not sufficient and there is a need for more flexibility in the implementation of the infrastructure schemes. Other schemes to be successful a cluster approach in concentrated SC villages and Area based approach for STs need to be followed for cost effectiveness and wider reach of the programmes.

### **10.2.10 MIS and Maintenance of Assets**

It has been observed and emphasized in the earlier chapters also that, there are no proper data regarding the sources of funds, utilization, physical coverage, type of schemes at the State, District, ITDP/ITDA, Block, Village level in most of the States particularly Bihar. There are no uniform formats in the collection and compilation of data. Some states show SCP and TSP budget separately for State, Central funds CS, CSS, SCA to SCP/STP, grants under Article 275(1) of the Constitution but other combine it. The demographic, socio-economic conditions data of SCs and STs at State, District, Block and village level though available now is not accessible to the implementing authorities/agencies for formulating schemes and its implementation. The funds released by the Centre and physical coverage do not match with the State for various schemes and so is the case of State releases to the Districts, ITDP/ITDA, Block/Village and other agencies. Allocations, expenditures physical coverage should be shown scheme wise, District/ ITDP /ITDA / MADA / PTGs / Cluster/Village wise in every State. A separate SCP/TSP cell need to be created

at State level for proper MIS which should maintain all the statistical information about the SCs and STs data schemes/programmes. **This will also ensure transparency in the system and increase efficiency in implementation and monitoring of the schemes under these strategies.**

### **10.2.11 Identification of Beneficiaries**

As most of the socio-economic schemes under SCP and TSP are targeting BPL families, the listing and identification of the beneficiaries need to be more transparent, which needs regular up-gradation for implementation and monitoring. Regular surveys, identification of eligible beneficiaries and involving the Pachayats/Gram Sabha, Block/District Panchayats, wide publicity/Media/Websites will ensure transparency. The State Governments of Gujarat and Punjab have taken some lead in the identification and listing of beneficiaries and this may be followed in other States also.

### **10.2.12 State Finance Corporations Need to be Revitalized**

Most of the State Governments are implementing their State poverty alleviation and economic development programmes through their SC/ST Finance Development Corporations which are also working as State Channelising agencies of the National SC/ST/Safai Karmacharies Finance and Development Corporations. The interactions with the beneficiaries and the implementing agencies reveal that, though they are in existence for the last 30 years, they are yet to make a serious dent for the entrepreneurship/skill/ economic development of the SC/ST beneficiaries which need to be geared up in terms of its financial, human resource management and coverage of beneficiaries. Some States like T.N and Haryana SC Finance Coroporations are doing well and have innovative agriculture, irrigation and land purchase and development schemes which need to be emulated by other States.

### **10.2.13 Atrocities and Discrimination Laws and Stringent Punishment**

One of the basic objective of SCP and TSP is the protection of SCs and STs against all types of exploitation and discrimination. However, it is observed that, the PCR and POA act though in place still the atrocities and discrimination are reported and in some States increasing though there is lot of variation accross the States. These laws need to be stringent and the 20 point programme which has a component of welfare and security needs monitoiring regularly at the Chief Minister level as being done in some States like Chhatisgarh and Tamil Nadu States now.

### **10.2.14 Need Based Programmes for SCs and STs**

The problems, issues and the needs of SCs and STs vary across the Staes and regions, so there is a need for proper physical/Human/geographical/assets resource mapping of SCs and STs habitations so as to plan and monitor the need based programmes for them. The conditions of tribals/SCs in interior areas particularly the Primitive Tribal Groups is in a pitiable condition as observed in Orissa, Chhatisgarh and Gujarat States. The primary and secondary data also indicate that, even after five decades of planning, the developmental efforts have not reached all the disadvantaged groups and the basic needs of drinking water, housing, sanitation, electricity, education and health show great disparities in the availability between SCs and STs with the total population in every State which needs to be leveled in a time bound manner urgently.

### 10.2.15 Involvement of Local Bodies

The 93<sup>rd</sup> and 94<sup>th</sup> amendments of the Constitution empowers the Panchayat Raj bodies with more powers, however, these are yet to be really translated in real terms in giving powers for planning, resource allocation, implementation and monitoring of the schemes. The planning of bottom-up approach envisaged of village-Block-District –State is not happening though it has been attempted in States like Kerala, Gujarat and Maharashtra. Similarly the PESA Act, 1996 in Scheduled Areas, empowering the Gram Sabha with powers in resource management and decision making is not in place and they are really defunct bodies due to State Govts. apathy for this. The laws enacted for the rights and protection of the SCs/STs like Forests Right Act, Resettlement & Rehabilitation policy, Excise policy, Money Lenders Act etc. though in place but still large scale land alienation, displacement, money lending, exploitation, discrimination, atrocities are increasing particularly in tribal areas which needs strict enforcement of laws and involvement of local bodies, beneficiaries/affected persons, NGOs/VOs in their proper implementation.

### 10.2.16 Implementation of Recommendations

**Laws, acts and policies:** It is observed that there are large body of data, task force reports, special Committees reports, SC/ST Commission Reports, Planning Commission Working Groups and Steering Committees Reports, Circulars and the Guidelines, Policies, Laws, Acts and Constitutional provisions but in spite of this the ground reality is that, these exists in the government departments and the need of the hour is the will to translate them into action by the decision makers and political authority at the State and Centre for the welfare and development of SCs and STs in the country. A Monitoring Cell at the CMO and PMO level need to be created for regular monitoring of SCs and STs welfare and development so as to mainstream them rapidly with the other population.