

**GUIDELINES FOR  
SPECIAL COMPONENT PLAN  
FOR SCHEDULED CASTES**

**STATE PLANNING BOARD  
TRIVANDRUM  
JANUARY, 1988**

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## DRAFT GUIDELINES FOR SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

### **Introduction**

The District Planning approach has been introduced in this state in 1983-84 for the formulation and implementation of schemes under the Special Component Plan for Scheduled Castes. The Working Group constituted in each district with the District Collector as Chairman has been assigned the responsibility for the preparation of schemes and their implementation through the concerned departmental officers. Based on the experience gained during the last few years, the present comprehensive guidelines have been drawn up. These however are indicative and broad guidelines and need to be elaborated to suit each local situation.

### **Scheduled Caste population and Special Component Plan**

2. According to 1981 Census, there are 25.49 lakh persons belonging to scheduled castes in Kerala constituting about 10.02% of the total population. The district-wise scheduled caste population figures are furnished in Annexure-1. The total number of scheduled caste families in the state is 4.83 lakhs. It has to be recognised that unlike the Scheduled Tribes who are generally concentrated in certain areas, the scheduled castes live along with the rest of the population in the villages. The developmental efforts of the earlier plans had not made a significant impact on the socio-economic conditions of the Scheduled Castes and a majority of them continued to be below the poverty line. It was estimated that more than 4 lakh scheduled caste families were below the poverty line at the beginning of the Sixth Five Year Plan. The major objective of the Sixth Plan was to make an all out attempt to eradicate poverty and improve the quality of life of the people in general and the economically and socially handicapped people in particular. According to the Planning Commission this would be achieved only if the Scheduled Castes/Scheduled Tribes who constitute the bulk of the poorer sections of the population receive their due share from the plan programmes. The policy enunciated for the development of scheduled castes during the sixth plan was four fold, viz:—

- (i) integration of services to the beneficiary at the delivery point with a view to developing self-reliance in him;
- (ii) development of serviced from bottom-upwards instead of from top-downwards;

- (iii) development of skills to diversify their occupations; and
- (iv) introduction of latest technology based on local materials and local skills to reduce the drudgery of work and also to remove the social stigma attached to their present profession.

In order to achieve this objective the Government of India suggested that Special Component Plan for Scheduled Castes should be formulated in each state as part of the various developmental programmes to enable 50% of the scheduled caste families to cross the poverty line during the sixth plan period. The Special Component Plan for scheduled castes has to be drawn up taking into account the resources available from (i) the different sectors of the State Plan, (ii) Investment of the Central Ministries under different sectors (iii) Special Central Assistance provided by the Government of India, (iv) Kerala State Development Corporation for Scheduled Castes/Scheduled Tribes and (v) Institutional finance. As Scheduled Castes constitute 10 per cent of the total population in the State, it is also stipulated that 10 per cent of the State Plan-outlay should be set apart for special component plan.

3. In this state, the Special Component Plan was prepared for the first time during 1979-80. Under the Special Component Plan, each development department would earmark a certain percentage of its plan outlay for programmes benefiting scheduled castes. It was believed that this would ensure an adequate flow of funds from the general sector programmes for accelerating the pace of economic and social development of scheduled caste communities. Till 1982-83, the schemes under the Special Component Plan were drawn up and implemented by the different departments. The schemes were decided at the state level and implemented at the district and block levels. Most of the schemes were routine, stereotyped schemes of the departments, which they had been implementing in the previous plan. The only difference was that in the budget the outlays set apart for schemes under the Special Component Plan were shown separately. The schematic outlays were distributed to the districts by the departments themselves. As the programmes were formulated and implemented vertically by different departments without being integrated at the local level the programmes implemented so far could not produce the desired results. Owing to this and also a variety of other reasons, the schemes in the Special Component Plan had not succeeded in creating a sound economic base for the beneficiary family which would ensure regular income or employment opportunities. It was noticed that during the first three years of the VI Plan the flow of funds from the general sector to the special component plan had not exceeded 6% of the total Annual Plan outlays.

4. In 1982, the Government of Kerala reviewed the state's efforts in decentralising the planning process. Instead of aiming at complete decentralisation at one stroke it was thought that decentralisation should be carried out in a phased manner. As the first phase, the preparation and implementation of co-ordinated programmes at the district level in respect of Special Component Plan was recommended.

## Habitat Survey

5. In 1982, with the help of the staff in the District Planning Offices, a detailed Scheduled Caste Habitat survey was carried out in each district to identify Scheduled Caste Habitats with 10 or more Scheduled Caste households clustered in one area. Altogether 4000 such scheduled caste Habitats covering 25% of the Scheduled Caste population in the state were identified. Basic data in respect of each scheduled caste Habitat was collected in a prescribed format. Details such as infrastructure facilities at present available, the occupational characteristics of the scheduled caste workers, educational qualification etc., were obtained. Depending on the occupations followed by the family members a package of family oriented programmes were identified through discussions with the beneficiary families, Panchayat Members, knowledgeable persons in the locality, representatives of Scheduled Caste Associations etc. The programmes were drawn up with the objective of enabling all the indigent scheduled caste families in the habitat to cross the poverty line in five years. Simultaneously, programmes for the development of the areas or habitats were also drawn up. This approach has helped to identify composite programmes for the development of the area as well as the development of the Scheduled Caste families involving the co-ordinated efforts of different departments. The identification of the schemes was essentially guided by local needs and aspirations of the Scheduled Caste population. A Medium Term Habitat development plan for each district has been prepared. In order to identify more Scheduled Caste Habitats a second round of the Habitat Survey has already been launched.

6. The second round of the Survey is over in all districts except Kasaragode. The data collected will be tabulated and made available to the different departments. These details will be required to assess the development needs of different Scheduled Caste Habitats. Plans could be prepared for expeditiously providing all the basic amenities and facilities in the different Scheduled Caste localities. In all 72 items of information relating to the families have been collected. A list is given in annexure-12. Habitat-wise tabulation of these items will show how many of the Scheduled Caste Habitats do have some of the important basic amenities such as drinking water, health, housing, electrification and link roads. Each district should bring out a publication showing the habitat-wise details on basic amenities and other infra-structural facilities and circulate it to all the district level officers.

## **Decentralised procedure for the formulation and implementation of Special Component Plan Schemes**

7. From 1983-84 onwards, the formulation and implementation of schemes under the Special Component Plan have been decentralised to the district level. Following G.O. (MS) No. 27/83/P&EA dated 16-4-1983 (Annexure-2) changes were made from 1983-84 in the procedure for carrying out schemes under special Component Plan. The changes were made to

ensure that "the schemes for the benefit of the scheduled castes are location based and family oriented and are co-ordinated and integrated at the level of the harijan Habitat and family".

8. Till 1982-83, programmes for the development of Scheduled Castes were undertaken from the provisions earmarked for the general sector schemes in the Budget. As this procedure did not yield the expected results, separate provisions for Special Component Plan schemes under each sector were shown in the budget for the next three years. Attempts were made to provide lump sum provisions under selected heads of development. The advantage here is that any scheme benefiting the Scheduled Castes can be taken up at the district level instead of being restricted to a particular scheme in the Budget. Once the outlays are provided scheme-wise, all the districts will be compelled to take up only such schemes and this, it was felt, would defeat the very purpose of decentralised planning. At present, the outlays in respect of SCP in most sectors are being provided in the Annual Budget as lump-sums. While allotting the funds to the districts also only lump sums will be shown under each head of development. This gives the district the freedom to take up relevant schemes under each sector subject to the guidelines issued by the Heads of departments.

### **Organisational arrangements**

9. A Working Group in each district has been constituted with the District Collector as Chairman, the District Planning Officer as Secretary and the District Welfare Officer, the Assistant Development Commissioner and the designated Officers of the other development Departments as Members. Each Head of department has nominated its District level officer responsible for the implementation of the department's schemes under SCP, as a Member of the Working Group. This has been done by non-departmental agencies like the Kerala State Electricity Board, Kerala water and Waste Water Authority and Kerala State Development Corporation for SCs/STs also. The Working Group has been entrusted with the function of formulating schemes for the special Component Plan. It has to ensure that each scheme is properly integrated with the rest of the plan and that the Habitat level and family level co-ordination is properly effected.

10. The schemes under the Special Component Plan can be broadly classified under the following four categories.

- (1) Local area-based, family-based economic development schemes
- (2) Local infrastructure schemes (land development, minor irrigation, soil conservation, rural electrification etc.)
- (3) Social services including health, education, etc.
- (4) Welfare Schemes including Social Welfare, Nutrition etc.



The family-oriented programmes carried out by the different departments, including the schemes under IRDP, benefiting Scheduled Castes will come under the first category. Schemes under the second category consist of land development programmes, minor irrigation schemes, rural roads, rural electrification, etc., which will go to benefit scheduled caste families or their Habitats. Schemes costing less than Rs. 10 lakhs can be taken up at the district level subject to the stipulation under the New Service Regulation procedures. In cases where setting up of institutions such as schools, dispensaries etc., which are covered under categories 3 and 4 are involved the sanction of government would be obtained since substantial recurring expenditures are involved.

11. The technical sanction for the schemes will be given by the designated officer of the concerned department or Agency. The administrative sanction will be given by the District Collector. The Working Group is empowered to sanction schemes costing up to Rs. 10 lakhs. For schemes costing more than Rs. 5 lakhs the existing procedure of New Service will be followed. Whenever institutions such as Schools, dispensaries etc., involving appointment of staff, are proposed, sanction of Government will be obtained through the Head of the Department.

12. During the months of January/February a tentative distribution of the outlays under SCP will be available from the State Planning Board. Based on these allocations, the District Planning Officer will call for schematic proposals for the District level SCP from each district officer including agencies like Electricity Board. The District Level Officers should formulate schemes in consultation with their lower level officers. The object of associating the lower level field officers is to maximise the benefits of plan expenditure by bringing past experience and knowledge of local potential, needs and aspirations to bear upon the formulation and execution of development schemes. It is necessary to create a direct relationship between those who are responsible for development and those for whom the development efforts is made. A close relationship with the local population is extremely important since the attitudes and reactions of the population of the locality determine to a large extent the success of a development programme.

### **Formulation of Schemes**

13. The following procedure is prescribed for the formulation of schemes in the various sectors by the district level working group.

- (i) The main strategy and thrust of the special component plan should be specified.
- (ii) The district officers will carry out a critical review of all ongoing schemes benefiting Scheduled Castes.
- (iii) In consultation with the different departmental Officers the D.P.O. will prepare a list of Scheduled Caste Habitats where the

major programmes under SGP are to be implemented during the year. The list will be circulated among the district officers.

- (iv) The District Planning Officers will intimate the tentative SGP outlays allotted to each department and call for proposals from the district officers.
- (v) The District Officers in consultation with their subordinate field level officers will prepare schemes for the Annual action plan. The guidelines issued by the Heads of Department will be adhered to in formulating schemes.
- (vi) Spill over schemes and continuing schemes will be first decided.
- (vii) For the balance outlay available, new schemes will be proposed.
- (viii) Schematic proposals will be submitted to the District Collector in the prescribed Format.
- (ix) The District Planning Officers will assist the District Collector in scrutinising the proposals. The proposals will be tabulated Habitat-wise. It will be submitted to the Working Group in two sets, viz, one of department-wise and the other SC Habitat-wise.
- (x) After discussions in the Working Group the schemes will be finalised. The working Group Member should visit as many of the Habitat as possible before giving final shape to the programmes. Based on the Working Group recommendations the District Special Component plan will be prepared.
- (xi) The draft plan together with the quarterly target in prescribed formats (Annexure II) should be placed before the District Advisory Committee for the development of scheduled castes before it is taken up for implementation.

(i) FORMULATING THE MAIN STRATEGY AND THRUST OF THE ANNUAL SGP.

14. The strategy of planning for every scheduled caste habitat has to be derived from its socio-economic background. If a majority of the SC families in a habitat are cultivators possessing sizeable land area and if the basic data already collected show that there is irrigation potential in the area then the plan should concentrate on the development of the potential whether it be sub soil or surface water. Since irrigation is the critical input for the development of land, the ground water potential and the surface water potential should have to be assessed. The Ground Water Department of the state as well as that of the centre have already indentified the areas where ground water will be available. Based on these details the number of wells to be sunk and the number of check dams or percolation tanks to be constructed in each Habitat could be determined. The extent of land development activities to be taken up, energisation requirements of each

area, other input requirements for raising different crops in the lands possessed by the SC families, etc., could also be worked out. Once this information is ready the phasing of the programme could be worked out for each habitat taking into account the budget provision available. Similarly if this Habitat forms part of the interland for any major industrial centre then the plan can concentrate on skill formation and provision of workshop facilities and development of ancilliary industrial units in the Habitat. The main point which is of importance in the formulation of the plan is that it is not a routine operation which overlooks the obvious potentialities of a habitat. Attempt should be made to formulate the basic strategy for each of the major Habitats and to make the individual programmes and schemes of development conform to it. As practised now, the strategy for the plan is vertically conceived each sectoral department working out its own strategy which may not be area specific. This will have to change.

#### *Review of ongoing Schemes*

15. The concerned District Officer will make a critical review of all the ongoing schemes relating to Scheduled castes. Necessary details will be collected in Format—I (Annexure-5). The expenditure incurred under the scheme in each year, location of the scheme, physical achievements, difficulties experienced in implementation etc., will have to be ascertained, if necessary, from the subordinate offices. Several ongoing schemes do not succeed because they do not meet the needs of the people in the area. The programmes may be conceptually good but defective in operational details. Thus a programme like TRYSEM may be all right in terms of training for development of skills for employment, but if the skills for which the training is given have no market or are not suitable to the socio-economic background of the Scheduled Castes, then the scheme is bound to fail. Another scheme like rural credit for milch cows for Scheduled Caste agricultural labourers may fail if there is no arrangement for collection and sale of milk. All ongoing schemes must be subjected to very close scrutiny in respect of their suitability to the specific conditions of the Habitat. On scrutiny if found necessary, they may be modified to suit the requirements of the Habitat.

#### *Scrutiny of Schemes in the Works Budget*

16. This exercise will help the District Officer to determine the spill over schemes and continuing schemes. A detailed examination at the district level is called for with regard to the infrastructure schemes. A large number of road programmes benefiting Harijans, drinking water supply schemes to Harijan colonies etc., are seen listed in the works Budget, many of them with only token provisions. It has to be ascertained whether these schemes satisfy the conditions prescribed for schemes to be included under the special component plan. The details of the criteria prescribed by the Government of India for general sector schemes to be included under special component plan are presented in Annexure—3. The District Officer, with the help of his subordinate technical staff, has to do this exercise and prepare a

revised list of schemes which do satisfy the conditions. Arrangements will have to be made for making necessary corrections in the Budget from next year onwards.

#### *Delay in taking up supporting programmes*

17. Interlinkages between various programmes and projects though extremely important, are often overlooked, with the result that individual plan schemes do not fructify in the absence of backup and supporting programmes. Thus for example, credit might be available for the purchase of milch animals but milch animals of good quality may not be available. Similarly, a well may be dug in a Habitat and pumpset installed for providing irrigation as well as drinking water to the population. But if electricity connection is delayed, the objective of the programme will not be realised. Successful implementation of programmes requires that all the forward and backward linkages are properly taken care of. Empirical studies have shown that such linkages have been absent in many of the programmes implemented for the benefit of Scheduled castes. While suggesting new schemes, the schemes listed in the comprehensive Development plan for scheduled castes in the district should also be taken into account.

#### *Linkages with IRDP*

18. At present, the DRDA, carries out schemes for the development of Scheduled castes, without consulting the District Planning Officer or the District level Working Group on SCP. In future, the DRDA Project Officer should furnish the details of all schemes proposed for the next year. As the District Collector is the Chairman of the DRDA, there should not be any difficulty in making available these details to the Working Groups. The basic advantage, is that it would help the District Level Working Group in identifying a package of schemes for the different occupation groups of Scheduled Castes in a particular harijan habitat. Wherever the DRDA assistance per family is meagre, additional programmes for the family could be provided through funds in other sectors. Moreover, if the DRDA programme is distribution of milch cows in a certain habitat, the Working Group can consider schemes for the development of fodder, the marketing of milk through milk societies etc.

#### *Identification of new schemes*

##### *Selection of S.C. Habitats*

19. As the resources available under the different sectors are limited a selective approach has to be adopted with regard to the habitats that will be covered every year. Instead of spreading the sectoral outlays thinly on a large number of schemes covering all the habitats in the district, a smaller

number of habitats should be selected using indicators such as larger number of poor scheduled Caste families, less developed regions, lack of basic infrastructure facilities like drinking water, connecting roads etc. A time bound programme is to be drawn up so that all the habitats are covered by the end of the Seventh Plan period. The list of selected habitats should be made available to all the District Officers, Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes and other development agencies. Basic data on each habitat such as the Scheduled Caste population, list of on going schemes, level of development reached in respect of infrastructural facilities such as roads drinking water, electricity, industrial units and raw material availability etc., will also have to be provided. This will help the different departments to draw up development programmes habitat-wise.

#### *Better Utilisations of Potential already created*

20. While selecting specific schemes for inclusion in the Annual Plan certain norms have to be applied. Highest priority should be accorded to complementary and supplementary investments that are likely to maximise the yield potential of past investments. In this manner, fuller and better utilisation of potential already created in the area would be ensured. The complementary investment may be the construction of a link road or programmes that may provide the necessary forward and backward linkages to an existing programme in a habitat. For example, in the case of animal husbandary programmes, such linkages could be in the form of fodder development, cattle feed units, chilling and processing plants for milk and dairy products and dairy marketing co-operatives. Similarly based on a careful study of the existing occupations in the area and the skills of the people, suitable supplementary occupations may be identified and bankable schemes may be worked out. In all such cases the selected programmes will have to be suitably tied to credit planning.

#### *Income generating programmes*

21. If development is to have any impact on the scheduled caste families, it must directly attack the problem of poverty at the grass-root level. For this purpose, it is necessary to identify economic activities like agriculture, animal husbandry, forestry pisciculture, small industries etc. The procedure for identifying new schemes will be to identify one or more lead sectors in the region (habitat) first and then within each region to find key schemes having large employment potential. Projects under minor irrigation land development and reclamation, social forestry, animal husbandry and fisheries have such potential.

22. In drawing up a programme for the development of a specific activity, it is necessary to look at it, not as an unrelated or individual item by itself, but in terms of its inter-relationship with other activities in the area.

For example, while planning for development of agriculture it is necessary to consider the area possessed by the Scheduled caste families. The appropriateness of the existing cropping pattern and also the potential that exists or carrying out agriculture on a more extensive or intensive scale will have to be ascertained. It would be useful to the following objectives (i) Better utilisation of irrigation facilities, (ii) Introduction of better techniques of production such as the HYV Programme, (iii) Introduction of suitable cropping pattern in relation to the quality of soils the availability of irrigation facilities and nature of marketing and communication facilities and (iv) provision of credit and other facilities in the area. In respect of Scheduled caste habitat, which are very near to forest areas, suitable forests programmes which will help to increase the income of the Scheduled Caste families should be introduced. Grass land development and social forestry programmes in such areas will directly benefit the Scheduled Caste families. But it would be necessary to integrate such programmes with soil conservation and dairy development programmes. Development for horticultural activities in such areas can also be thought of, provided marketing facilities are available nearby. Similarly, dairy and animal husbandry schemes already in operation in the area have to be considered in detail. Provision of milch cattle to scheduled caste families is one of the popular schemes that are being implemented under IRDP. While processing such a programme under the Scheduled Caste plan the availability of milch cattle in the locality will have to be ensured. Similarly the availability of different inputs such as fodder, cattle feed etc., and facilities for marketing the milk also will have to be taken into account. Through such a dairy programme independent livelihood could be provided even to the landless agricultural labourers. But it has to be ensured that the programmes will help to generate adequate incremental income to enable the families to cross the poverty line. In this connection, the scope for providing common facility centres, such as common cowsheds with accommodation for 15 to 20 cows, veterinary facilities, marketing arrangements etc., could be thought of.

23. By and large, the Scheduled Caste fishermen are exploited by middlemen who manage to appropriate a lions' share of the profits. They are also indebted to these middlemen. Comprehensive development programmes for fishermen will have to be drawn up to include arrangements for credit (simultaneously wiping off their private debts), supply of fishing equipments, provision of marketing facilities etc. Existing locational and distributional imbalances in the services provided to the scheduled Castes should be corrected without further delay. Each scheduled Caste Habitat which does not have a satisfactory source of drinking water should be treated as a problem village and tackled on priority basis. While different kinds of houses may be provided to the needy depending on the local needs it is necessary to ensure that the houses are of locally acceptable standard so that they may not remain uninhabited. Locally available material and skill should be utilised as far as possible and the beneficiaries should also be involved in the construction of houses. Cluster housing programme should be taken up on

priority basis in Habitats with fairly large concentration of SC families and necessary amenities like drinking water, drainage, electricity and link roads should be provided in these areas.

#### *Minimum Needs Programme*

24. The various components of the Minimum Needs Programme such as provision of education, public health facilities, drinking water, all weather roads, house sites for landless labour and rural electrification must be given due consideration while proposing schemes. Whenever new schemes are identified it is necessary that they are co-ordinated with the ongoing and completed ones. In this manner it should be ensured that the new schemes are a natural extension of existing economic activity in the region.

25. It is generally noticed that the scheduled castes localities have very poor roads without proper arrangement for drainage. They are prone to be water logged during rainy season. This not only causes high incidence of diseases like malaria and filariasis but also further deteriorates the already unhygienic atmosphere in this scheduled caste habitats. Similarly many of the habitats are not connected to the nearest road. Construction of link roads should be given priority.

26. The strategy for health care of scheduled castes should necessarily envisage provision of preventive, curative rehabilitative services. Nutrition programmes should take special care of the scheduled caste children who are victims of the worst type of malnutrition. Special attention through the net work of medical and health services should be given to the SC women.

27. Wherever street lighting has not been extended to scheduled caste habitats in electrified villages it should be done on a priority basis.

#### *Instructions of Heads of Departments*

28. The guideline issued by the departmental heads regarding the rate of subsidy for each family under the schemes, technical conditions to be satisfied, etc. should also be taken into account while formulating new schemes. Detailed instructions will be given by the Heads of Departments in respect of Centrally sponsored schemes and externally aided projects. As these schemes are given shape at the State level, the working groups will have to help the Heads of Departments in implementing the Schemes.

#### *Background information required for each scheme*

29. In the formulation of beneficiary oriented economic development schemes, the type of schemes, nature of beneficiaries, the net income that will be generated, institutional finance expected, conditions of repayment, the expected cash flow from the scheme etc., are to be worked out in detail. Complementary programmes, if any, to be taken up in other departments

should be highlighted. For instance, in the case of minor irrigation schemes, installation and energisation of pumpsets are essential. The priority of schemes recommended may be listed out and the reasons for such priority clearly indicated while submitting schemes under infrastructure. Care should be taken to see that backward regions should not be left out. In proposing infrastructure schemes, the objective should be to reduce regional disparities.

30. The Integrated Rural Development Programme has been evolved as the main programme for the development of rural areas specially focussing on the alleviation of rural poverty and generation of employment opportunities. During the VI Plan period all families having an annual income less than Rs. 3,500 were considered eligible for assistance under this programme. For the VII Plan the Government of India have revised the poverty norms. Now the income limit fixed for the poverty alleviation programme for SCs and STs is Rs. 4,800 in rural areas and Rs. 5,500 in urban areas. According to the Government of India guidelines families with an income level upto Rs. 3,500 are to be assisted first. The beneficiaries with an income between Rs. 3,500 and Rs. 4,800 in rural areas and Rs. 3,500 and Rs. 5,500 in urban areas should be considered after all families below Rs. 3,500 are provided with assistance. Under IRDP any viable activity which is likely to raise the income level of a beneficiary on a lasting basis can be taken up for implementation. The selection of beneficiaries under IRDP is made by the DRDA. It has to be ensured that 30 to 35 per cent of the beneficiaries belong to the Scheduled Caste population and that proportionately more allocations are provided for this category of beneficiaries. The list of activities that could be considered under this programme is given in Annexure 4. Every investment proposal put forward for consideration should be capable of making a contribution to the socio-economic betterment of the Scheduled Castes population; other wise it will be of questionable relevance and there will be no justification in allocating scarce resources for its implementation.

### **Concept of enabling Scheduled Caste families to cross the poverty line.**

31. By local enquiry it will be possible to obtain the current level of average annual income of different categories of Scheduled Caste families. The baseline survey carried out for IRDP contains such estimates of annual income. For the different occupation groups, average annual income, estimates will have to be prepared for each block separately. For example an agricultural labour family, with two members working may get an annual income of (say) Rs. 3,000 in a particular region.

It is possible to estimate the incremental income that will accrue from each scheme or schemes in each package of assistance given to the family. Suppose a milch cow is provided to the agricultural labour family and the incremental income from this scheme is (say) Rs. 2,000. Then the total income of the family will be raised to Rs. 5000., In that case the family has crossed the poverty line of Rs. 3,500.



32. In order to work out the number of beneficiary families which will cross the poverty line the Government of India have issued the following guidelines.

(i) The families should not be reported merely on the basis of sanction of subsidy or sanction of margin money or sanction of loan. Families should be counted only after the physical assistance has reached them.

(ii) In some cases there may naturally and inherently be a period of gestation or time-lag between reaching the assistance to the beneficiary and the flow of incremental income. This period of gestation need not preclude the reporting of families to whom adequate assistance has reached, but care has to be taken to see that the family thus counted at this stage is not counted again when the gestation period is over.

(iii) In some cases the question of back-up services does not arise. Rural transport vehicles is an example. In some other cases, back-up services and linkages such as supply of raw-materials, provision of tools and equipment, introduction of new technology, provision of common work places and service centres and common facilities, organisation of production, supply of working capital etc. are essential. In the latter case, only families which are provided such back-up services and linkages, are essential, should be counted and reported. In other words, this incorporates the projectised and comprehensive approach to the families which have been recommended in various documents and meetings and have generally found acceptance.

(iv) Families which are given only assistance for small items like, fertilisers, pesticides, high-yielding varieties of seeds and soil conservation or who have been given small poultry units which are incapable of generating the incremental income (C) should not be counted. On the other hand, families assisted to acquire assets such as land along with its comprehensive development, individual/community irrigation wells along with pump-sets, milch animals, bullock carts, poultry, goat, sheep and piggery units, etc., in adequate numbers/quantum, along with back-up services and training where necessary and capable of generating incremental income (c) should alone be counted.

(v) In some cases training input may not be necessary. In some other cases, training input for creation of new skill or upgradation of existing skill, is essential for the success of the scheme and for enabling the family to cross the poverty line. In the latter type of cases, families should be counted only when this training has been provided along with the asset.

(vi) There are instances where large avenues of regular employment exist, which are important from the point of view of occupational mobility of Scheduled Castes. They also provide adequate income to enable the families to cross the poverty line. If such employment is secured by a member of the Scheduled Caste in the ordinary course of reservation, without any

special effort by the State/UT such families should not be counted. But where the State Government or UT Administration identifies the scope of employment and takes up a programme for coaching and training of Scheduled Caste candidates to enable them to secure such employment on a large scale (much larger than would happen in the ordinary course of under reservation rules) and selects the candidate for such coaching/training from families below the poverty line, such families can be reported, after they find regular placement.

(vii) Double counting should be avoided:

- (a) When a family is given assistance under different schemes because a single scheme may be incapable of generating the desired level of income, it should be counted only once.
- (b) Different members of the family may be given different schemes so that they may together generate adequate incremental income; in such cases also the family should be counted only once.
- (c) A family may be assisted through two or more different agencies like DRDA, Scheduled Caste development Corporation, Co-operative Institutions, K.V.I.V., K.V.I. Board, Handloom Development Corporations Small Industries Development Corporation Regional Development Corporation, SFC., etc. In such cases also the families should be counted only once.

(viii) Since IRDP is a major source of assistance for Scheduled Castes families it will be necessary to indicate families with IRDP involvement and families without such involvement.

### **Submission of Plan Proposals**

33. The plan proposals will have to be submitted in accordance with the guide points (Annexure 6) to the District Collector. The District Planning Officer will assist the District Collector in processing the plan proposals. After scrutiny of the proposals the schemes will be tabulated habitat wise. The details of complementary or supplementary programmes suggested in the proposals will be listed out separately. For beneficiary oriented economic development schemes, the type of schemes, the number of families to be covered in each habitat, the incremental income that will accrue etc. should be available from the different departments. Based on these details the package of schemes to be provided to each category of families (depending on the occupation of the members of the family) in each habitat will have to be decided. Where the assistance to the beneficiary families under IRDP is small, additional schemes of the departments should also be arranged. All these details will be submitted to the working group for discussion. This exercise will be over by the end of November.

34. When the Budget is passed, the actual demand for each department will be known. The allotment of funds to the districts will be known by the middle of April. The Working Group will examine the proposals so as to confine the outlay to the actual allocation for the year. The schemes will be submitted to the Working Group in the prescribed format.

35. While submitting proposals the departmental officers will have to adhere to the following instructions.

(a) First priority will be given to spill over schemes. Schemes for which administrative clearance had already been given in the previous year will alone be considered.

(b) A critical assessment of all the ongoing schemes will be made so as to select those which could be continued.

(c) In proposing new schemes as far as possible composite schemes involving the co-ordinated efforts of more than one department will be given preference.

(d) Schemes will be prepared taking into account the suggestions in the comprehensive Development Plan for Scheduled Castes already prepared for each district. A mix of beneficiary oriented infrastructure and skill development programmes will be planned for the areas of Scheduled Caste concentration.

36. The list of Scheduled Caste Habitats where the majority of the schemes are proposed to be implemented during the year should be finalised. The Working Group will critically examine the proposals received from the District Officers. The provision of facilities/services to the Scheduled Caste habitats is important in the strategy for development of Scheduled Castes. The Working Group should look into the total problems in the district in respect of drinking water, street lighting, link roads, sanitation etc. and the proposals should be evaluated in the light of the needs. The proposals received from the department should be recast habitat-wise. Copies of the proposals should be circulated to all the members of the Working Group at least a week prior to the meeting of the Working Group. The Working Group members will visit each Habitat and hold discussions with the beneficiary families regarding the proposed schemes. Based on the discussions modification or improvement in the proposal should be effected. If any new scheme is to be taken up it should also be considered. The beneficiary oriented economic development schemes proposed should generate sufficient incremental income to enable the families to cross the poverty line. Some idea about the progress of the ongoing development schemes and also the potential programmes likely to be taken up in the current year by the different departments should be provided to the Working Group. Attempts should also be made to assess the impact of all these programmes on the development of the habitats and also the Scheduled Caste

population in the district. As most of the scheduled caste labour is unskilled, the schemes proposed should be such that they demand little skill. Where more numbers with a particular skill are required for the exploitation of a particular resource or new skills will have to be developed, suitable training schemes should be formulated to provide for such skill formation. The discussions in the Working Group will help to identify areas of co-ordination required between various departments implementing the schemes and arrangements and systems that will have to be evolved for such co-ordination.

### Special Central Assistance

37. The special Central Assistance for scheduled castes is released every year by the G.O. I. for undertaking economic development schemes for scheduled castes families. "The Special Central Assistance is additive to each State Plan with reference to the totality of the programmes for the development of the Scheduled Castes; it is not on a schematic pattern. It will be an additionality with a multiplier effect. The intention is to provide the required trust to programmes relevant to the development of the scheduled castes, particularly in sectors like Animal Husbandary, Agriculture, Village and Cottage Industries".

38. In allocating Special Central Assistance to states the Government of India adopts certain norms. One of the indicators used is the effort based criteria, which lays emphasis on utilising SCA to fill up critical gaps in a Programme which will help to lift a larger number of families above the poverty line.

The allocation of special central assistance to states is based on the following four criteria:

- (a) The percentage of the Scheduled Castes families in the state covered by composite economic development programmes in the plan to enable them to cross the poverty line.
- (b) The percentage of the Special Component Plan to the Annual Plan as compared to the Scheduled Caste population percentage in the state.
- (c) Programmes for relatively weaker and more exploited groups among the Scheduled Castes like civic sanitation workers, bonded labourers, nomadic and Vimuktajati communities of Scheduled Castes.
- (d) The performance in the implementation of the Special Component Plan with reference to (a), (b) and (c) above.

39. The Special Central Assistance should be allocated for programme of economic development and it should go to those sectors of economic development which do not ordinarily have large plan outlays. It can also be utilised to a limited extent for training and back-up services and Institutional build up. It is important that it should be utilised in conjunction with the states' own resources.

40. The experience of the last few years shows that the district officers have not been able to work out innovative programmes for the utilisation of S.C.A. S.C.A. should not be used for the construction of buildings or houses to the Scheduled Caste families. In some districts, this amount has been used to increase the subsidy under IRDP. This is not the intention. Instead, the amount could be used to help another family. S.C.A. should be utilised to attract more institutional funds so that it will augment the resources for the development of Scheduled Castes. In respect of each scheme, the cost benefit details should be worked out. The details of the scheme should be furnished in the prescribed format. Care should be taken to indicate the incremental income that will accrue to each family and the total number of families that will be benefited under the scheme. The linkage with institutional finance or other departmental or agency funds should also be shown in the format. These details are required for furnishing the monthly progress report to the Government of India.

41. Once the plan is approved by the Working Group, the schemes will be sorted out department-wise and the financial and physical targets including the number of families to be covered in respect of each programme will be fixed. These targets will be communicated to the District Officers and the block and lower level officials of the different departments.

### **Preparation of District Special Component Plan**

42. It is the responsibility of the District Planning Officer to prepare a Special Component Plan document for the district. This document should be ready by the end of May every year. It should contain the following details:—

- (a) The objectives of the district plan, such as the number of Scheduled Caste families proposed to be assisted, the number of families that will be lifted above the poverty line, the percentage of population covered by the different programmes, habitat development etc.
- (b) Budgetary allocations under the different sectors for Special Component Plan, the quantum of institutional finance and other agency funds that will become available, the beneficiary contribution etc.
- (c) Scheme-wise particulars along with a brief write-up on each scheme.

- (d) A summary of the Working Group discussions along with their recommendations.
- (e) The details of complementary programmes proposed in the different sectors.
- (f) Full particulars regarding the utilisation of S.C.A. Schematic details will have to be furnished.
- (g) Details of programmes proposed by the different agencies such as Kerala State Development Corporation for SC/ST etc.
- (h) The combination of schemes proposed in different packages and the occupational categories that will be covered along with the incremental income expected from each package of schemes.
- (i) Physical and financial targets proposed for each sector.
- (j) Particulars of achievements in terms of families assisted as to enabled them to cross the poverty line during the previous years should be properly furnished. Details of investment per family, income generated etc. should be given.

### **General Observations**

43. (i) The District Planning Officer, will have to initiate the exercise on district Special Component Plans as soon as the tentative sectoral allocations are communicated to him. In consultation with the other district level departmental functionaries, the District Planning Officer will prepare a provisional list of SC Habitats to be covered in the Annual Action Plan. He will make available this list of SC Habitats and the details of tentative allocations to all the district officers.
- (ii) The Heads of Departments will issue general instructions to the designated officers about the formulation of schemes. The Departments may indicate their opinions on a scheme approved by the Working Group and if necessary may suggest modifications. Similarly, the Working Group could suggest necessary modifications to the departmental scheme to suit the local requirements.
- (iii) The departmental Officers should invariably consult the District Welfare Officers while formulating the proposals.
- (iv) For economic development schemes a cluster-cum-saturation approach should be adopted. In the cluster of nearby Habitats,

composite programmes should be taken up and "projectised" so that all aspects relevant to the success of the programme are taken care of.

- (v) Reputed voluntary organisations should be associated in a bigger way with the programmes of economic development of SCs.
- (vi) The SC families who are beneficiaries of a programme should be involved to a much greater extent than at present. The schemes of the Kerala State Development Corporation for SC/ST should be integrated with the Special Component Plan for the districts.
- (vii) Efforts are to be made for mobilising institutional finance to the optimum.
- (viii) District Credit Plan and Special Component Plan should be integrated.
- (ix) District Collectors are authorised to sanction schemes utilising special central assistance. The schemes thus selected should be incorporated with the Annual Action Plan for the District and should be got approved by the District Working Group before implementation.
- (x) Special Central Assistance is meant to supplement and not to supplant the assistance available under the existing schemes. The existing facilities should be utilised to the optimum before Special Central Assistance is used.
- (xi) Before sanction, the Working Groups should scrutinise the economics of the scheme.
- (xii) Certain schemes which are posed for Special Central Assistance will not by themselves generate income. Such schemes should be made part of a composite programme which would result in income generation. Such schemes may at best be treated as components of composite schemes rather than as independent schemes. The Working Groups may ensure that such schemes are implemented in an integrated manner.

As far as possible the subsidy on economic development schemes, should not exceed the limit prescribed under IRDP viz. 1/3 of the total project cost subject to a ceiling of Rs. 3000.

- (xiii) Package of schemes may be implemented depending on the needs of beneficiaries.

- (xiv) Innovative schemes may be formulated.
- (xv) Habitat and family registers may be maintained. (Annexure—9)
- (xvi) Schemes should not be taken up in excess of the amount of Special Central Assistance allotted to the districts.

### **Implementation of Special Component Plan Schemes**

44. (i) In respect of all schemes for which administrative sanction is given by the District Collector, technical sanction will be provided by the concerned District level Officer.
- (ii) In respect of departments where administrative sanction is to be given by the Head of Department under the existing Acts or Rules, the recommendations of the District Collectors will be followed.
- (iii) The Heads of Departments continue to be incharge of implementation as usual. While releasing funds to the districts, they may ensure that the requirements of spill over works and continuing schemes are clearly indicated.
- (iv) The IRDP pattern of assistance is intended only for beneficiary oriented economic development schemes. Welfare schemes such as grant to encourage intercaste marriage do not fall in this category.
- (v) The existing departmental schemes implemented in new areas may follow the prevailing pattern of subsidy. They will be treated as continuing schemes and not as new schemes.
- (vi) The purpose of laying down IRDP pattern of subsidy was to remove the confusion created by the multiplicity of schemes and differing patterns of subsidy. It will take time to decide on the pattern of subsidy for general sector schemes. Therefore in respect of departmental schemes under Special Component Plan, which are being continued the same pattern of assistance as already approved by Government may be followed. This applies to existing departmental schemes which are implemented in the district as part of Special Component Plan either alone or as part of an integrated plan. It will not apply to new schemes that may be sanctioned by the District Level Working Groups.
- (vii) The Working Groups at the district level are authorised to sanction schemes upto Rs. 10 lakhs. In the case of works costing more than Rs. 5 lakhs, the existing procedure of New Service will be followed.



- (viii) In granting administrative sanction to schemes in any sector it should be ensured that the total commitments so far do not exceed the allotment for that sector by 20 per cent. Sanctions for specific works should not however be issued for more than twice the provision available.

### **Monitoring of Special Component Plan & Special Central Assistance Schemes**

45. (i) The Planning and Economic Affairs (Cell) Department in the Secretariat is the Central Agency for the State level monitoring of SCP & SCA schemes.
- (ii) The Heads of Departments (concerned with SCP) should forward monthly progress reports of SCP in the form SCP I and II (Annexure 10) on or before the 15th of every succeeding month.
- (iii) The D. Cs. /D. P. Os. should forward consolidated progress report of SCP in forms SCP I and II (Annexure 10) on or before the 15th of every succeeding month.
- (iv) The Heads of Departments should send D. O. letters to the C. S. appraising him of the progress achieved in the implementation of the SCP schemes under their department. The report should reach the C. S. on the 15th of every succeeding month.
- (v) The D.Cs. should send a report to the C. E. D. appraising him of the progress of implementation of SCP schemes in their district. The report should reach the C.E.D. on or before 15th of the succeeding month.
- (vi) The District Collectors and other Agencies who are implementing the SCA schemes should send monthly progress report to the Government in form SCA III on or before 15th of the succeeding month (Annexure 10).
- (vii) The Monitoring Cell will prepare statements showing the monthly progress of implementation of SCP and submit the same to the C. E. D. on or before 25th of every succeeding month.
- (viii) The reports received on S. C. P. & S. C. A. will be reviewed once in 3 months and review reports submitted to C. E. D., C. S., the Minister in charge of Harijan Welfare and Chief Minister.
- (ix) Review meeting of the heads of Departments (concerned with plan), Secretaries (concerned with plan) and District Collectors and other implementing Agencies will be held once in six months.

- (x) Annual Review will be published by Government before the 1st week of June every year.
- (xi) The officers of the Planning & Economic Affairs (Cell) Department will make periodical visits to the Harijan habitats and report the progress of implementation of schemes to Government.
- (xii) The Heads of Departments and District Collectors will visit Harijan colonies during their tours and submit reports to the Government once in 3 months. They will visit selected habitats in addition to Harijan colonies.
- (xiii) The District Collectors/District Planning Officers should maintain a register of beneficiaries.
- (xiv) The schemes under Special Central Assistance will be monitored separately by the Heads of Departments and District Collectors.
- (xv) The Monitoring Cell in the District Welfare Office will monitor all the economic development programmes for Scheduled Castes implemented by all departments.

## ANNEXURE I

## District-wise Scheduled Caste Population

| Sl. No.      | Name of Districts | SC Population  | No. of SC households | Percentage to total households | SC literate population |
|--------------|-------------------|----------------|----------------------|--------------------------------|------------------------|
| 1            | Trivandrum        | 284279         | 55987                | 11.59                          | 167747                 |
| 2            | Quilon            | 271418         | 52802                | 10.93                          | 155051                 |
| 3            | Pathanamthitta    | 137688         | 26800                | 5.55                           | 88183                  |
| 4            | Alleppey          | 173884         | 33151                | 6.87                           | 117177                 |
| 5            | Kottayam          | 119377         | 22549                | 4.67                           | 85695                  |
| 6            | Idukki            | 133177         | 27073                | 5.60                           | 64942                  |
| 7            | Ernakulam         | 216143         | 41476                | 8.59                           | 136583                 |
| 8            | Trichur           | 302085         | 55648                | 11.52                          | 175690                 |
| 9            | Palghat           | 376424         | 73072                | 15.13                          | 157838                 |
| 10           | Malappuram        | 208018         | 36195                | 7.50                           | 99252                  |
| 11           | Kozhikode         | 161715         | 28647                | 5.94                           | 100688                 |
| 12           | Wynad             | 21130          | 4517                 | 0.94                           | 10162                  |
| 13           | Cannanore         | 78283          | 13231                | 2.74                           | 47752                  |
| 14           | Kasaragode        | 65461          | 11734                | 2.43                           | 19900                  |
| <b>Total</b> |                   | <b>2549382</b> | <b>482882</b>        | <b>100.00</b>                  | <b>1426660</b>         |

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ANNEXURE II

GOVERNMENT OF KERALA

Abstract

SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES --CHANGES IN  
PROCEDURE FOR BETTER IMPLEMENTATION --ORDERS ISSUED

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PLANNING & ECONOMIC AFFAIRS (CELL) DEPARTMENT

G. O. (MS) 27/83/P & EA.

Dated, Trivandrum, 16th April, 1983.

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RESOLUTION

During the last five years, an attempt has been made to set apart a percentage of the outlay under each head of development in the plan specifically for the benefit of Scheduled Castes and Scheduled Tribes. The outlays so earmarked for scheduled castes constitute the Special Component Plan for Scheduled Castes. The outlays earmarked for Scheduled Tribes constitute the Tribal Sub Plan. In this State, the Special Component Plan has been around 7.5 to 8 per cent of the total State plan and the Tribal Sub Plan has been around 1.5 to 2 per cent. Some changes are necessary in the preparation and implementation of the Special Component Plan for Scheduled Castes and Tribes in order to make it more relevant to their needs and more importantly to ensure that the benefits actually reach them.

2. At present, in the Annual Plan and in the budget, the outlays earmarked under the Special Component Plan are shown separately under each scheme (that is, under each scheme which can be broken up into district-wise targets). The responsibility for the implementation of the scheme rests with the head of the department. The amount provided for each scheme is allocated among different district officers by the head of the department after the budget is passed. From the experience of working of the last few years, Government consider that remedial action is necessary in regard to the following aspects.

(i) A considerable time—about 4 to 6 months is taken to work out the district-wise break-up and communicate the same to the districts. The implementation of the schemes generally takes place only in the later months of the year.

(ii) There are no criteria for the district-wise distribution of the outlays and the distribution is made on an ad hoc basis,

(iii) Since the Special Component Plan is prepared only by allocating a certain percentage of the outlays of schemes prepared at the State level, the relevance of the schemes to the local condition is not always ensured.

(iv) The object of the Special Component Plan is to ensure that the harijan habitats and selected harijan families are enabled to benefit from economic development programmes. This is not achieved because each scheme is implemented vertically. For example, it is not in areas where soil conservation or minor irrigation has been done that agricultural schemes are taken up. Within agricultural schemes itself, seedlings are distributed to some families, fertilisers to others and implements to yet another set of people. Thus though considerable sums of money are spent, the benefits are not achieved in full.

(v) As the schemes are implemented vertically without being integrated at the ground level, there are complaints that in practice the various inputs and assistance that are given do not reach the harijans.

(vi) The assessment of the number of beneficiaries as well as the actual benefits that they have achieved is not possible under the present arrangements.

3. It has, therefore, become necessary to change the procedures in such a way that the schemes for the benefit of Scheduled Castes are location-based and family-oriented and are co-ordinated and integrated at the level of the harijan habitat and family.

4. The first step in changing the arrangements in this direction was to prepare the data at field level. During the last one year, the district planning machinery has been engaged in preparing a comprehensive district plan for Scheduled Castes in each district. Detailed information has been collected about harijan habitats and their needs and draft plans have now been prepared for all the districts. The data compiled in the preparation of these plans and the draft schemes that have been drawn up would form the basis for the preparation of the detailed schemes.

5. In order to enable the preparation and implementation of schemes at the district level, in the Annual Plan for 1983-84 the outlay for the Special Component Plan in each head of development has been budgeted in lump and not against individual schemes. A statement showing the State plan outlay under each head of development and the outlay for the Special Component Plan in the 1983-84 plan is appended.

6. A simple criterion for district-wise distribution funds under 'Special Component Plan' is the population of Scheduled Castes in each districts. However, this will not be feasible or appropriate in all cases, eg. under education funds have to be distributed depending on the number of schools. There are specific criteria laid down by the Government of India for allocating funds under NREP and IRDP. There will be several cases like this in different sectors.

7. Taking all aspects into account Government have decided that the following will be the criteria for the implementation of Special Component Plan is 1983-84 (ie. from 1-4-1983).

- (i) The amount under each head of development will be distributed among the districts on the basis of the following criteria.

### IRDP & NREP

|   |   |
|---|---|
| Agriculture/Minor<br>Irrigation/Soil Conservation/<br>Command Area Development                                  | Existing norms which are laid down by the Government of India, on the basis of small and marginal farmers and agricultural labourers. |
| Land Reforms/Animal Hus-<br>bandry/Dairy Development  | No. of Scheduled Castes cultivators and Scheduled Caste beneficiaries of land reforms other than kudikidappukars.                     |
| Fisheries   | The number of Scheduled Castes Agricultural labourers in each district.   |
| Power/Roads/Medical and<br>Public Health/Water Supply   | No. of Scheduled Caste engaged in fishing and allied activities in each district.   |
| Community Development/<br>Forest/Village and Small Scale<br>Industries/Housing/Social<br>Welfare/Nutrition etc. | No. of Scheduled Castes Habitat identified in each district.  |
| Education and Training,<br>Co-operation   | The Scheduled Caste population in the District.   |
|   | According to needs, based on the number of institutions.  |

The percentage values of the above norms and the amounts to be allotted to each district will be worked out and intimated to the concerned departments by the Planning and Economic Affairs Department/Planning Board separately. The outlay for Scheduled Castes under "Welfare of backward classes" will also be distributed on the above basis for the purpose of the scheme.

- (ii) The Special Central Assistance for Scheduled Castes is released every year by the Government of India for undertaking economic development schemes of Scheduled Castes families. Government of India has been insisting upon decentralisation of the implementation. Twenty-five per cent of the amount will be retained for Headquarters schemes or for release to the Scheduled Caste Corporation. Government of India is against any allocation for S.C. Corporation or headquarters schemes, but in the first year of change some allocation is necessary. The balance will be distributed to the districts on the basis of Scheduled Caste population for undertaking beneficiary-oriented economic development schemes.<sup>20</sup>

## 8. *Implementation of Programmes*

- (i) Each head of department should nominate a District level Officer who will be responsible for the implementation of schemes under the Special Component Plan in respect of that Department. This should also be done by non-departmental agencies like the Electricity Board, Housing Board and the Kerala State Development Corporation for Scheduled Caste and scheduled Tribe. (In their case the officer need not be one located in a particular district. What is important is that an Officer is specifically assigned to one or more districts.
- (ii) Schemes will be prepared in the district taking into account the suggestions in the comprehensive plans for Scheduled Caste prepared for each district.
- (iii) The technical sanction for the schemes will be given by the designated officer of the concerned department/agency. The Administrative sanction will be given by the District Collector. Since the schemes will be small, no monetary limit is suggested as in IRDP/NREP. But it could be laid down that no scheme, including works, should cost more than Rs. 10 lakhs. Where institutions,—schools, dispensaries etc.—involving appointment of staff is proposed, sanction of Government will be obtained through the head of the department concerned.
- (iv) For clearing the schemes there will be a Working Group in each district consisting of the District Collector as chairman the District Planning Officer (Secretary), the District Welfare Officer, the designated officer of the Technical Department and the Assistant Development Commissioner. It will be the responsibility of the Working Group to ensure that each scheme is properly co-ordinated with the rest of the plan and that the habitat level and family-level co-ordination are properly worked out. The District annual programme will be placed before the District Advisory Committee on Scheduled Castes for advice before it is approved.
- (v) One of the major defects noticed in the present arrangement is the multiplicity of schemes and Differing patterns of subsidies. The Integrated Rural Development Programme is designed for the benefit of the poorest sections and the subsidies provided for under it should be treated as the maximum. Therefore it will be laid down that in the beneficiary-oriented schemes to be sanctioned at the district level, the pattern of subsidies will be the same as in the IRDP. As regards loan component, the rate of interest will be the same as under DRI scheme. For the rest, it will be open the Working Group in

each district to work out schemes suited to local condition. In fact, this is Central to the whole scheme.

- (vi) Since 1983-84 will be first year and there may be spill-over schemes from this year, only 75 per cent of the outlay will be distributed among the districts to begin with. The balance will be retained by the head of department to meet expenditure on spill-over schemes or also headquarters items. The balance from this amount will also be released to districts later in the year.
- (vii) A major reason for the defects noticed in the present arrangements is the absence of specific responsibility and arrangement for monitoring. As stated above, the responsibility for implementation will rest with the department concerned, but the responsibility for achieving co-ordinated targets will be that of the District Collector, assisted by the Working Group and the departments. In order to assist the District Collector in supervision, the Revenue Divisional Officers will also be in charge of monitoring of implementation and performance. The District Advisory Committee on Scheduled Castes and the District Development Council will also review the implementation.

9. The District Planning Officers will assist the Collectors in the working of the new arrangements. Wherever necessary, detailed instructions regarding the implementation of the scheme will be issued separately.

By order of the Governor,

V. RAMAGHANDRAN,  
*Commissioner for Economic Development.*

## ANNEXURE III

**Criteria fixed by Government of India**

The following are the criteria prescribed by the Government of India for assessing the funds that flow from the general sector to the Special Component Plan.

(a) In family/individual-oriented schemes, the beneficiaries can be individually identified. In such programmes percentage of outlays included in the Special Component Plan should be equivalent to percentage of Scheduled Castes population among the programme beneficiaries.

(b) There are some programmes which are likely to benefit the Scheduled Caste bastis as a whole. These include drinking water supply, street lighting, linl. roads (to and from bastis) and so on. In such Schemes, the cost of providing the facility into the bastis (not to the whole Villages) is included in the Special Component Plan.

(c) Where any services facilities such as primary schools, Panchayat ghars, drinking water wells etc., intended for the entire village, are located in the Scheduled Castes basti, the entire cost is included in the Special Component Plan. State Governments of Tamil Nadu, Maharashtra, Uttar Pradesh Madhya Pradesh etc., have issued orders that in future all new community facilities proposed to be provided in a village should be located in the Scheduled Caste bastis. This serves the objective of promoting social integration while removing the scope for discrimination against member of the Scheduled Castes and meeting the needs of the Scheduled Castes as well as of the rest of Village.

(d) There are certain schemes like minor irrigation which benefits a group of individuals. In such cases the entire outlay is quantified in the Special Component Plan, if 51% or more of the command area is comprised within the holdings of Scheduled Castes. Another example is environmental improvement of slums with 51% or more of Scheduled Castes population. Further more, outlays for assisting co-operatives and other such institutions are also included in the Special Component Plan provided at least 51% of the membership of such societies/institutions is from among the Scheduled Castes and benefits will go to the Scheduled Caste in the less proportion. In such cases, where the relevant Scheduled Caste proportion is less than 51% inclusion in the S.C.P. is not made. It is also to be noted that where benefits clearly flow and can be made to flow to individuals, the criteria at (a) above will apply and not at (d) for example where assistance of Rs. 1,000 per hectare is given for assigned lands, and 51% or more of the beneficiaries of this programme are Scheduled Castes, it will not be correct to include cent per cent total expenditure under this programme in the Special Component Plan.



(e) The State Government make provision in the State Plan for contribution to the share capital of State Land Development Banks, State Co-operative Banks, Co-operative Marketing Organisations etc. Such organisations are thereby enabled to raise resources from financial institutions for further lending to their Members. A percentage of outlays for share capital contributions for such institutions corresponding to the planned percentage of lending by such institutions to their SC Members, is also quantified in the Special Component Plan.

(f) Wages are not included in the Special Component Plan.

(g) In the matter of general infrastructure located outside the Scheduled Areas, like schools, roads, hospitals etc., a national arithmetical proportion of the total outlay on the basis of the percentage of the SCs in the area or among the users, is not computed and included in the Special Component Plan.

#### ANNEXURE IV

##### List of IRDP Model Schemes - Cost Benefit analysis

##### Scheme for the Development of Mushroom cultivation

Mushroom are excellent source of vitamin and minerals. Organised farming of mushrooms has a vast potential because of the favourable weather condition and availability of Agrol, waste like paddy straw, the basic raw materials for growing the mushroom.

Paddy straw Mushroom (*Volvariella* pp.) can be successfully grown in this area. IRDP beneficiaries preferably small and marginal farmers can be selected for this scheme.

Paddy straw is the basic raw material for growing the Mushroom. The spawn required for the crops can be made available from the college of agriculture, Vellayani and Agricultural University, Coimbatore.

The beneficiaries selected for the scheme have to be trained in the cultivation and the same can be imparted at the Ex. Training Centres Colleges of Agriculture, Farmers' Training Centres etc.

##### 1. Economics - Unit 50 beds for 6 crops per year

|                        | Rs.     |
|------------------------|---------|
| 1. Paddy straw         | 1500.00 |
| 2. Spawn bottles       | 720.00  |
| 3. Fungus/Insecticides | 80.00   |

|   |         |
|---|---------|
|   | Rs.     |
| 4. Labour Charges                         | 900.00  |
| 5. Water charges                          | 250.00  |
| 6. Modification of existing shed/building | 400.00  |
| 7. Miscellaneous charges                  | 150.00  |
| Total                                     | 4000.00 |

Yield anticipated (at 10% on dry weigh basis. 600]Kg.

|                          |             |
|--------------------------|-------------|
| Income @ Rs. 10 per Kg.  | 6000.00     |
| Net income Rs. 6000-4000 | Rs. 2000.00 |
| Loan                     | Rs. 2667.00 |
| Subsidy                  | Rs. 1333.00 |
| Total                    | Rs. 4000.00 |

## 2. Schemes for the cultivation of flowering plants for the production of flowers. Unit-10 cents.

There is great demand for the flowers like, Jasmin, (Pichi and Mulla), Cheysanthemum, Kanakambaram etc. At present the entire demand is met by the cultivation of Tanil Nadu. There is great scope for the cultivation of these plants in this area and it is proposed to popularise the cultivation among the IRDP beneficiaries. The cultivation is highly remunerative.

|  |                 |                |              |
|--|-----------------|----------------|--------------|
| Unit of cultivation                              | 10 cents        |                |              |
| Cost of cultivation including irrigation charges | I year          | Rs. 2000.00    |              |
|  | II year         | Rs. 1500       |              |
| Harvesting and packing charges                   | (Onwards)       | (Rs. 3500)     |              |
|  |                 |                |              |
| Returns-gross                                    | I year          | Rs. 500.00     |              |
|  | II year onwards | Rs. 4000       |              |
|  | <i>Loan</i>     | <i>Subsidy</i> | <i>Total</i> |
| year—  | 1334            | 666            | 2000         |
| year—  | 1000            | 500            | 1500         |
|  | 2334            | 1166           | 3500         |

The repayment may be started after one year. The major beneficiaries will be small and marginal farmers, and No. of units to one beneficiary may be extended upto 3 units depending on the area available.

### 3. Financing of Duck units (100-110)

|                  |   |         |
|------------------|---|---------|
| Purpose          | To finance purchase of 100 female and 10 male ducks and rear them for production.   |         |
| Unit cost        | Rs. 220, Rs. 1575 for 100 female and 10 male duck of 3 months age   |         |
|                  | Cost of feeding for 3 months  | Rs. 500 |
|                  | Cost of equipment   | Rs. 125 |
| Assumption       | 3 months old ducks are purchased and kept till their productive life is over. Nine months in a year, rice fallow lands are available for grazing the ducks, while for the remaining 3 months they have to be fed. |         |
| Repayment        | 3 years-Quarterly instalments   |         |
| Rate of interest | 10% per annum   |         |

#### Duck Farming

1. Duck farming has very good potential at Ernakulam, Kottayam, Alleppey, Pathanamthitta and Quilon Districts in Kerala.
2. Purchase of 3 months old (when sex can be known) ducklings are envisaged. One hundred females and 10 males from one unit. Generally, local ducks are purchased. However, high yielding varieties like 'Khadi Campbell' and crosses are also available from Government Duck Farm, Niranam.

3. Productive life of ducks is upto the age of 2 years and 160 eggs per year per female is the average production since laying will start at the age of 6 months, 9 months of production in first year, 12 months in second year and 3 months in third year is envisaged.

#### Economics of a 100 ducks units

|  | years |
|--|-------|
| 1. Cost                                      | 2     |
| (a) Cost of 100 female and 10 male ducklings | 1575  |
| (b) Cost of feeding for 3 months             | 500   |
| (c) Equipments                               | 125   |
|  | 2200  |
|  | 550   |
| Subsidy @ 25%                                | 550   |
| Bank Loan                                    | 1650  |

II. *Income*

|   | <i>years</i> |       |      |
|---|--------------|-------|------|
|   | I            | 2     | 3    |
| (a) No. of eggs produced (9 months laying in I year, 12 months in II year and 3 months in III year) | 11400        | 14400 | 3400 |
| (b) Income by sale of eggs<br>@ Rs. 0.50 egg.   | 5700         | 7200  | 1700 |
| (c) Sale of culled birds<br>@ Rs. 15 bird for 80 birds  |              |       | 1200 |
|   | 5700         | 7200  | 2900 |

III. *Expenditure*

|  |      |      |      |
|--|------|------|------|
| (a) Feeding charges Rs. 450 month for 3 loan months and Rs. 150 for other months | 1350 | 2700 | 450  |
| (b) Veterinary charges, transport etc. @ Rs. 2 bird/year                         | 150  | 200  | 50   |
| (c) Field rent for foraging @ Rs. 2/day  | 540  | 540  | 540  |
|  | 2030 | 3440 | 1040 |
| Gross surplus  | 3660 | 3760 | 1860 |

IV. *Repayment*

|                    |      |      |      |
|--------------------|------|------|------|
| (a) Principal      | 550  | 550  | 550  |
| (b) Interest @ 10% | 170  | 110  | 55   |
| (c) Net Surplus    | 2940 | 3100 | 3155 |

## 8. FINANCING PURCHASE OF BULLOCKS AND CART

|                  |  |
|------------------|--|
| Purpose          | Purchase of a bullock cart and a pair of bullocks  |
| Unit cost        | Rs. 6,500<br>Rs. 2,500 for a pair of bullocks<br>Rs. 4,000 for a cart  |
| Assumption       | Only new carts should be purchased. A minimum of 200 working days per year is assumed, though it will generally be more. |
| Repayment period | 4 years—Quarterly instalments.   |
| Rate of interest | 10% per annum.   |

*Economics of a Bullock and Cart Unit***I. Capital**

|               |       |
|---------------|-------|
| Cost          | 6,500 |
| Subsidy @ 25% | 1,625 |
| Bank loan     | 4,875 |

**II. Recurring Expenditure**

|  | Year        |             |             |             |             |
|--|-------------|-------------|-------------|-------------|-------------|
|  | 1           | 2           | 3           | 4           | 5           |
| <b>A. Feeding:</b>                                 |             |             |             |             |             |
| (a) Concentrates:                                  |             |             |             |             |             |
| (i) Working Days<br>(200 days x 5kg. x<br>1.5 kg.) | 1500        | 1500        | 1500        | 1500        | 1500        |
| (ii) Other days<br>(125 x 1.5kg. x<br>1.5/kg)      | 282         | 282         | 282         | 282         | 282         |
| (b) Roughage:                                      |             |             |             |             |             |
| 30 kg. greens x<br>10p. x 365                      | 1095        | 1095        | 1095        | 1095        | 1095        |
| 30 kg. straw x<br>30 p. x 365                      | 3285        | 3285        | 3285        | 3285        | 3285        |
| <b>B. Cost of shoeing, Vet,<br/>  CARE</b>         | 300         | 300         | 300         | 300         | 300         |
| <b>C. Cost of minor repairs<br/>  to cart</b>      | 400         | 400         | 400         | 400         | 400         |
|  | <b>6862</b> | <b>6862</b> | <b>6862</b> | <b>6862</b> | <b>6862</b> |

**III. Income:**

|  |             |             |             |             |             |
|--|-------------|-------------|-------------|-------------|-------------|
| <b>A. Charges of hiring for 200<br/>  days in a year @ Rs. 45/<br/>  day including own use</b> | 9000        | 9000        | 9000        | 9000        | 9000        |
| <b>B. Sales of manure 12 carts x<br/>  Rs. 50/cart</b>   | 600         | 600         | 600         | 600         | 600         |
|  | <b>9600</b> | <b>9600</b> | <b>9600</b> | <b>9600</b> | <b>9600</b> |

Gross surplus

Repayment Schedule:

|               |      |      |      |      |      |
|---------------|------|------|------|------|------|
| Principal     | 1000 | 1000 | 1000 | 1000 | 875  |
| Interest @10% | 430  | 380  | 280  | 180  | 90   |
| Net Surplus   | 1258 | 1358 | 1458 | 1558 | 1773 |

### 5. Goat Rearing

|   |   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
|---|---|----------------|-----|---------|---|-----|---------|--------------|-----|--------|---|-----|-------|-------|-----|----------------|
| Unit Size   | 5 Does per unit   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Purpose   | Milk and meat, Major income will be from sale of kids and sale of milk.   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Unit cost   | Rs. 450 per young goat of about 1.5 years capable of milking one litre. The cost per unit will be as follows:   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
|   | <table border="0"> <tr> <td>5 goats</td> <td>Rs.</td> <td>2250.00</td> </tr> <tr> <td>Maintenance cost of does for one year and kids for 7 months</td> <td>Rs.</td> <td>1400.00</td> </tr> <tr> <td>Cost of shed</td> <td>Rs.</td> <td>150.00</td> </tr> <tr> <td>Cost of Equipments/miscellaneous expenses</td> <td>Rs.</td> <td>50.00</td> </tr> <tr> <td style="text-align: right;">Total</td> <td>Rs.</td> <td><u>3850.00</u></td> </tr> </table>   | 5 goats        | Rs. | 2250.00 | Maintenance cost of does for one year and kids for 7 months | Rs. | 1400.00 | Cost of shed | Rs. | 150.00 | Cost of Equipments/miscellaneous expenses | Rs. | 50.00 | Total | Rs. | <u>3850.00</u> |
| 5 goats   | Rs.   | 2250.00        |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Maintenance cost of does for one year and kids for 7 months | Rs.   | 1400.00        |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Cost of shed  | Rs.   | 150.00         |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Cost of Equipments/miscellaneous expenses                   | Rs.   | 50.00          |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Total   | Rs.   | <u>3850.00</u> |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Subsidy   | Rs. 960 (Assumed at an uniform rate of 25%)   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Bank Loan   | Rs. 2,900 (The subsidy and the bank loan will very wherever more than 25% subsidy is eligible)  |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Assumptions   | <p>Goats can be maintained under stall-fed conditions by feeding jack-fruit and murukku leaves.</p> <p>Goats generally produce twins. Two kids per goat can be expected every year.</p> <p>One adult goat will be replaced every year by a female goat so that flock strength is maintained throughout, consisting of young does.</p> <p>Kerala Agricultural University has a goat breeding project. Bucks of Sannan or Alpine cross with Malbari varieties are available with them. As far as possible such goats may be made available. Female goats should be purchased in late stages of pregnancy. Goat lactation period lasts for 4 to 5 months and the daily milk yield on an average is assumed at one litre.</p> |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Repayment period  | 4 years   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Rate of interest  | 10%   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |
| Festation period  | 12 months   |                |     |         |   |     |         |              |     |        |   |     |       |       |     |                |

Department of Administration  
17-B, Sri Aurobindo Marg,  
New Delhi-110016  
DOG, No. D-7925  
Date 21-2-74

## 6. Financing of work Bullocks

1. No. of animals 2
2. Purpose For own use and hiring during agricultural seasons mainly ploughing
3. Unit cost Rs. 2500 per pair
4. Assumptions Animals of good health are to be purchased.  
Age: not more than 6 tooth  
Beneficiary will have at least 0.5 acres of land and will be producing some fodder out of it.  
Animals will be retained at least of 4 years of useful life.
5. Repayment Half-yearly instalments-8
6. Interest 10% per annum
7. Grace period 6 months

### ECONOMICS OF MAINTAINING A PAIR OF WORK BULLOCKS

- A. Cost: Rs. 2500  
Subsidy @25% 645  
Bank loan 1875

#### B. Expenditure

|   | Year |      |      |      |
|---|------|------|------|------|
|   | 1    | 2    | 3    | 4    |
| 1. Maintenance ration per pair for 365 days @ 3.5 kg./day and Rs. 1.25/kg.                              | 1600 | 1600 | 1600 | 1600 |
| 2. Production ration for the pair for 140 working days at the rate of 2 kg./day and Rs. 1.50/kg. animal | 840  | 840  | 840  | 840  |
| 3. Cost of roughages for the pair* for 365 days at the rate of 20 kg./day and Rs. 0.10/kg.              | 1460 | 1460 | 1460 | 1460 |
| 4. Veterinary care, Insurance premium, storing expenses   | 150  | 150  | 150  | 150  |
|   | 4050 | 4050 | 4050 | 4050 |

\*Cost of roughage is taken as Rs. 0.10/kg. though it may vary between Rs. 0.10 to Rs. 0.20/kg. depending on the area.

| C. Income  | year |      |      |      |
|--|------|------|------|------|
|  | 1    | 2    | 3    | 4    |
| 1. Hire charges at Rs. 6 house for 6 hours/day for 140 days in an year (including own use) | 5040 | 5040 | 5040 | 5040 |
| 2. Sale of cow-dung @Rs. 200 animal/year   | 400  | 400  | 400  | 400  |
|  | 5440 | 5440 | 5440 | 5440 |
| Gross Surplus  | 1390 | 1390 | 1390 | 1390 |

**7. Scheme for starting a Book Binding Unit**

**I. Non-recurring expenses:**

|  |              |
|--|--------------|
| 1. Land & Building                     | Owned/rented |
| 2. Machinery & Equipment               |              |
| (a) Ruling machine                     | 2,000.00     |
| (b) Hard press, numbering machine etc. | 1,000.00     |
|  | 3,000.00     |

**II. Recurring expenses for one month:**

|   |          |
|---|----------|
| (1) Raw materials such as calico, card Board, twine, glue, fancy paper etc.<br>(Main raw material, viz. white paper for the manufacture of note books register books, etc., will be provided by the customers | 2,000.00 |
|   | 2,000.00 |

**III. Cost of production and profitability:**

|   |          |
|---|----------|
| 1. Recurring expenses   | 2,000.00 |
| 2. Interest on capital @ 10%                                    | 45.00    |
| 3. Depreciation   | 25.00    |
| 4. Cutting charges  | 200.00   |
|   | 2,270.00 |
| 5. Return from job work, making note books, register books etc. | 3,500.00 |
| 6. Net income   | 1,230.00 |



## IV. Total cost of the scheme :

|                   |          |
|-------------------|----------|
| Loan component    | 3,667.00 |
| Subsidy component | 1,333.00 |
|                   | <hr/>    |
|                   | 5,000.00 |
|                   | <hr/>    |

## 8. Manufacture of wooden furniture

## I. Non-recurring expenses :

|  |              |
|--|--------------|
| 1. Land and building   | owned/rented |
| 2. Machinery & equipments:   |              |
| (a). Portable horizontal sander  | 2,500.00     |
| (b). Hand tools such as chisels, mallet, handsaw, files, plane & hand operated drilling machine etc. | 1,000.00     |
|  | <hr/>        |
|  | 3,500.00     |
|  | <hr/>        |

## II. Recurring expenses for one month

|   |          |
|---|----------|
| 1. Raw materials                              |          |
| Hand wood 25 cft.                             | 2,000.00 |
| Plastic nuts, bolts, varnish, lock, key, etc. | 800.00   |
| Other consumables                             | 200.00   |
| 2. Wages for one worker                       | 450.00   |
|   | <hr/>    |
|   | 3,450.00 |
|   | <hr/>    |

## III. Cost of production and profitability:

|                               |          |
|-------------------------------|----------|
| 1. Total recurring expenses   | 3,450.00 |
| 2. Interest on capital 10%    | 58.00    |
| 3. Depreciation               | 30.00    |
|                               | <hr/>    |
|                               | 3,538.00 |
|                               | <hr/>    |
| 4. Anticipated receipts:      |          |
| Sale of one Ahmirah, six cots | 4,500.00 |
| two tables, chairs, stools    |          |
| Net income                    | 962.00   |

IV. Total cost of the Scheme:

|                      |          |
|----------------------|----------|
|                      | (Rs.)    |
| 1. Loan component    | 4,634.00 |
| 2. Subsidy component | 2,316.00 |
|                      | 6,950.00 |

(As it is a composite scheme, subsidy has been provided for the total Non-recurring expenses and one months recurring expenses.)

9. Manufacture of coir using Coir Ratt

I. Non-recurring expenses:

|   |          |
|---|----------|
| 1. Land                                   | owned    |
| 2. Workshed                               | 500.00   |
| 3. One set coir ratt and other equipments | 1,000.00 |
|   | 1,500.00 |

II. Recurring expenses for one month:

|   |          |
|---|----------|
| 1. Raw materials 25 kg. coir fibre @Rs. 40 per kg.  | 1,000.00 |
| 2. Wages for 2 workers @ Rs. 10 per day for 25 days | 500.00   |
| 3. Other consumables                                | 100.00   |
|   | 1,600.00 |

III. Cost of production and profitability:

|   |          |
|---|----------|
| 1. Total recurring expenses                 | 1,600.00 |
| 2. Interest on capital @ 10%                | 33.00    |
| 3. Depreciation                             | 10.00    |
|   | 1,634.00 |
| 4. Anticipated receipt by sale of coir yarn | 2,400.00 |
| Net income                                  | 757.00   |

IV. Total cost of the Scheme:

|                      |          |
|----------------------|----------|
| 1. Loan component    | 2,067.00 |
| 2. Subsidy component | 1,033.00 |
|                      | 3,100.00 |

(As it is a composite scheme, subsidy has been provided for the Non-recurring expenses and one months recurring expenses.)

**ECONOMICS FOR THE SCHEME OF PLASTIC CANE CHAIRS/TEAPOY  
(USED IN HOUSES, GARDEN)**

**I. Scheme:**

|   |   |
|---|---|
| (a) Activity                                  | Garden Chair/teapoy set   |
| (b) No. of workers                            | Self  |
| (c) Estimated No. of working days             | 300 days 8 hrs. per day.  |
| (d) Arrangement for Raw materials & marketing | Plastic from Coimbatore, Kunnamkulam, Chair frames locally available from Fabricating Units |
| (e) Area                                      | The Unit can be started in a portion of the home only, plastic cane work involved.          |

**II. Investment:**

Rs.

|   |     |      |
|---|-----|------|
| (a) Block capital—Hand tools, Furniture   |     | 300  |
| (b) Working expenses one set containing 4 chairs and one Teapoy can be finished within two days by one worker |     |      |
| Cost of Chair frames 4 Nos.   | 120 | 2850 |
| Cost of Teapoy frame one No.  | 20  |      |
| Cost of Plastic for Rs. 50  |     |      |
| Cost of 15 sets for one month   |     |      |
| Transporting Charges  |     | 250  |
|   |     | 3100 |

**III. Total capital investment**

3400

**IV. Cost of production for one year:**

|                                  |       |
|----------------------------------|-------|
| Total recurring $3100 \times 12$ | 37200 |
| Depreciation 10%                 | 30    |
| Interest 10%                     | 300   |
|                                  | 37530 |

**V. Sales:**

|  |       |
|--|-------|
| By sale of 15 sets per month: Rs. 205 x 12 | 17700 |
| Less sales expenses                        | 4000  |
|  | 13700 |

Net sales

|  |                    |
|--|--------------------|
| <i>VI. Net surplus per year:</i>               | <i>Rs.</i><br>6170 |
| <i>VII. Composite Bank Loan required 100 %</i> | 2967 or say 3000   |
| Block loan less subsidy $300 - 100 = 200$      |                    |
| Working capital $3100 - 333 = 2767$            |                    |

#### SCHEDULE OF REPAYMENTS

| Year | Amount of loan | Interest | Surplus available | Amount of loan instalment | Outstanding balance of loan |
|------|----------------|----------|-------------------|---------------------------|-----------------------------|
| 1    | 3000           | 300      | 6170              | 1000                      | 2000                        |
| 2    | 2000           | 200      | 6270              | 1000                      | 1000                        |
| 3    | 1000           | 100      | 6370              | 1000                      | ..                          |

### 10. Freshwater Fish Farming in Leased Ponds (ha. unit for individual farmer)

#### ECONOMICS OF FRESH WATER FISH FARMING IN LEASED PONDS

The model presented below is for individual farmer for fish farming in existing ponds where no excavation work is required. However, in cases where unit cost is very high owing to excavation work, it can be done as joint farming.

#### I. Investment Details:

|  |            |
|--|------------|
|  | <i>Rs.</i> |
| (a) Deweeding, desilting and levelling of pond bottom, repair of bunds etc.  | 3000.00    |
| (b) Eradication of pests and predators (Croton tiglium seed (Neervalam) 20 Kg./ha. Rs. 20/kg. +labour charge   | 500.00     |
| (c) Fertilizers and manures<br>(urea 100 kg. Rs. 28/100 kg. super phosphate 200 kg 87/100 kg.<br>cowding 4000 kg. Rs. 20/100 kg.<br>fresh twings and leaves 200 bundles) | 1500.00    |

|   | <i>Rs.</i>          |
|---|---------------------|
| (d) Fish seed (5000 Nos. Rs. 30/100)  | 1500.00             |
| (e) Harvesting (15 men-days, Rs. 30/- person and Rs. 50 as hire for fishing gear) | 500.00              |
| (f) Miscellaneous and unforeseen expenses   | 500.00              |
|   | <hr/> 7500.00 <hr/> |

| 11. <i>Recurring Expense During Successive years:</i> | <i>Rs.</i>          |
|---|---------------------|
| (a) Deweeding, desilting, repairs of bunds etc.       | 1500.00             |
| (b) Eradication of pests and predators                | 500.00              |
| (c) Fertilizers and manures                           | 1500.00             |
| (d) Fish Seed   | 1500.00             |
| (e) Depreciation on implements                        | 500.00              |
| (f) Harvesting  | 500.00              |
| (g) Miscellaneous                                     | 500.00              |
|   | <hr/> 6500.00 <hr/> |

## ANNEXURE IV

**Scheme suggested by the IRDP Committee****A. Investment less than Rs. 10,000**

1. Scheme for the development of Mushroom cultivation.
2. Scheme for the cultivation of flowering plants for the production of flowers.
3. Fresh water fish farming in Leased ponds.
4. Small Scale fresh water fish farming.
5. Small Scale brackish water fish and Prawn farming.
6. Minor Irrigation schemes—Dug.wells, Valkulam, filter point.
7. Financing of Duck units.
8. Financing Purchase of Bullocks and Cart.
9. Goat rearing.
10. Financing of work Bullocks.
11. Betelvine cultivation.
12. Financing Purchase of Milch Animals.
13. Scheme for sheep rearing in Palghat and Wynad.
14. Scheme for starting a Rural Blacksmith Workshop.
15. Screwpine mat weaving and screwpine products.
16. Scheme for starting a book binding Unit.
17. Manufacture of wooden furniture.

18. Manufacture of coir using coir ratt.
19. Scheme of plastic cane, chairs/teapoy (used in houses, gardens)
20. Manufacture of Beds and Pillows.
21. Manufacture of tapioca chips.
22. Scheme for starting a knitting unit.
23. Scheme for production of pappadas.
24. Scheme for starting a straw picture unit.
25. " " a soda factory (Aerated water unit)
26. " " an agarbatti Unit.
27. " " a tinkering Unit.
28. " " a cloth Printing Unit.
29. Manufacture of vermicilli.
30. Construction of catamarans.
31. Manufacture of hawai chappals.
32. Bicycles repairing unit.
33. Scheme of Hair Dressing shop.
34. Household appliances repairing Unit
35. Scheme of carpentry service/job.
36. " Dhobi Laundry job works.
37. " Cobbler job work.
38. " Battery charging.
39. " flow mill with wet grinder (job works)

*B. Investment between Rs. 10,000—20,000*

1. Carp seed farming through Hapa system.
2. Financing a Broiler Unit of 250 Birds.
3. Mechanisation of country crafts.
4. Scheme for producing washing soap.
5. Production of stiff collars.
6. Manufacturing of Transformers coils and Battery Eliminators.
7. Production of kerosene stove.
8. Manufacture of scented arcanut.
9. Cleaning Powder.
10. Blow moulded Toys, bottles and other household utilising articles.
11. Scheme for production of Wooden Articles and Wooden Building Materials (Semi-mechanised Carpentry Unit)
12. Scheme for setting up of Bakery.
13. Production of clay toys.
14. Netmaking.
15. Preparation of vegetable pickles.
16. Manufacture of phenyle.
17. Manufacture of curry powders.
18. Electrical wiring Accessories.
19. Coffee Powder.
20. Scheme of Ball pen refills.

21. Scheme for Umbrella Assembling.
22. Coconut and Palmyra fibre Brushes.
23. Scheme of leather foot wear and Bags.
24. Scheme for lime making (using lime-stone)

**Copy of Letter No. PC/HC/12-2-5/85, dated August 28th, 1986, from  
G.P. Bharal, Senior Research Officer, Planning Commission,  
Backward Classes Division Sansad Marg, New Delhi**

### OFFICE MEMORANDUM

*Sub:—Criteria for poverty-line in respect of Poverty Alleviation programme for Scheduled Castes and Scheduled Tribes during the Seventh Five Year Plan 1985-90.*

The undersigned is directed to refer to the Ministry of Welfare Office Memorandum No. 11013/7/85 TD(B) (N) dated July 1986 and No. SC-18020/4/86-SCBCD-V dated August 7, 1986 on the subject mentioned above and to say that the criteria for poverty-line in respect of poverty alleviation programme for SC/STs during the Seventh Five Year Plan forwarded to the Ministry of Welfare mentions that the poverty-line in the Seventh Five Year Plan is annual income of Rs. 6,400 in rural areas and Rs. 7,300 in urban areas 75% of this i.e., Rs. 4,800 in rural areas Rs. 5,500 in urban areas should be taken as income limit for the poverty alleviation programme for SCs and STs. It has also mentioned that in order to see that the poorest of the poor get the assistance first, it is to be ensured that the families with an income level upto Rs. 3,500 are assisted first. The beneficiaries with the income of Rs. 3,500 to Rs. 4,800 in rural areas and Rs. 3,500 to Rs. 5,500 in urban areas will be taken up after all the families below Rs. 3,500 are assisted.

2. In view of the above, it is stated that the intention is not to have separate criteria for SCs and STs but the cut off point for them is Rs. 4,800 in rural areas and Rs. 5,500 in urban areas in order to see that all the persons belonging to SC and ST who fall under these categories of income, are covered first. Besides the first priority should be given to those persons whose income are below Rs. 3,500 and thereafter from Rs. 3,500 to Rs. 4,800 in rural areas and Rs. 3,500 to Rs. 5,500 in urban areas.

(Sd.)

G. P. BHARAL,  
Senior Research Officer.

1. Ministry of Welfare  
(Smt. C. Tshering Misra, Dy. Secretary),  
'B' Wing, 4th Floor, Lok Nayak Bhavan,  
Khan Market, New Delhi.
2. Shri R. S. Maurya, Under Secretary,  
Ministry of Welfare, Shastri Bhavan, New Delhi.

## FORMAI—I

**Review of Performance**

1. Department.
  2. Name of scheme
  3. Brief description of the Scheme  
Is it a centrally sponsored scheme (Yes/No)
  4. Spill over/Continuing or New.
  5. If spillover:
    - (a) When started
    - (b) Targeted date of completion
    - (c) Estimated cost of the scheme (latest estimate)
    - (d) Expenditure incurred so far.
    - (e) Physical targets.
    - (f) Physical achievements  
(Also mention the percentage of completion of the work)
  6. In respect of all schemes (including spill over schemes)  
Other than Family oriented scheme.
    - (a) Location of the scheme.  
(Name of Panchayats where implemented)
    - (b) Budgeted outlay last year
    - (c) Actual expenditure last year.
    - (d) Physical targets.
    - (e) Physical achievements.
- A. If it is a road programme:**
- (i) give the targeted length in km.
  - (ii) length so far completed.
  - (iii) names of the connecting places.
  - (iv) the percentage of Scheduled Caste families benefited on completion.
- B. Other programmes:**
- (a) Physical targets.
  - (b) Physical achievements.  
(In the case of MI Scheme additional area balancing to Scheduled Castes brought under irrigation, the expected increase in yield, and No. of families benefited).
  - (c) Percentage of Scheduled Caste beneficiaries



## 7. For Family oriented programmes

- (i) The number of families assisted under the scheme in each Block/Habitat.
- (ii) Total expenditure (a) Budgetary funds—loan—grant  
(b) Institutional funds.
- (iii) Per family assistance towards subsidy.
- (iv) No. of families lifted above the poverty line.

8. If there is more than 10 variation between target and achievement physical as well as financial give reasons.

9. Modification or improvements suggested.

10. Problems in implementation.

## Guide Points

### Agriculture

In sub-region or blocks where cultivation is the main economic activity it is necessary to identify schemes, which will induce agricultural development in the area. For this purpose programmes that go to benefit seasonal crop cultivation as well as perennial. Crop cultivation will have to be considered. The following guide points will be useful to draw up schemes for agricultural development in the district.

1. Availability and quality of land resources in the possession of Scheduled Castes in each Scheduled Caste Habitats.
2. Cropping pattern and intensity of cropping.
3. Scope for mixed cropping.
4. Availability of easily accessible and suitable surface and underground water.
5. Yield per hectare of different crops and scope for increasing yield potential.
6. Cultural practices followed for the production of various crops.
7. Coverage of High yielding variety seeds.
8. Availability of communication, marketing, storage, processing and credit facilities.
9. Pattern of local consumption of agricultural produce.
10. Scope for better utilisation of existing irrigation facilities by introducing multicropping, High yielding variety programmes, undertaking construction of field channels and drainage.

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    - (b) Physical achievements.  
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- (i) The number of families assisted under the scheme in each Block/Habitat.
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10. Scope for better utilisation of existing irrigation facilities by introducing multicropping, High yielding variety programmes, undertaking construction of field channels and drainage.

11. Various types of agricultural implements/machinery for ploughing, planting, harvesting and threshing in use.
12. Immediate measures required for agricultural development in the Scheduled Caste Habitats by way of improvement/Augmentation of communication, marketing storage, credit, processing, servicing, irrigation, power supply, demonstration and training facilities.
13. Increasing the productivity of unirrigated land belonging to Scheduled Caste Families through better soil and water conservation practices as also through the introduction of more suitable cropping pattern.
14. Scope for popularising farm forestry.
15. Scope for bringing additional area under minor irrigation schemes.
16. Extension of irrigation to perennial crops like coconut and areca-nut.

### *Horticulture*

Horticultural activities are an important means of diversifying the pattern of production as also of gainfully combining an economic activity with soil conservation measures. The factors which influence the development of this activity are:—

1. The availability of suitable land and other agro-climatic conditions.
2. Distance from centres of consumption and quality of communication links with these centres.
3. Availability and quality of credit, marketing, storage and processing facilities.
4. Availability of reliable plant materials, technical assistance and plant protection services.
5. The nature of incentives by way of loans, grant-in-aid etc., provided to encourage horticultural development.

### *Animal Husbandry and Dairying.*

1. Livestock resources available in Scheduled Caste Habitats/regions and their important characteristics in terms of breed and productivity.
2. The different on-going schemes for improvement of cattle breeds, increase in per unit milk production, modernisation of management practices etc.
3. Availability of fodder and hay in each region.
4. Availability of Cattle feed.
5. Supply of credit.

6. Organisation of marketing facilities.
7. What changes/improvements and additions are needed under Animal Husbandry/Dairying programmes to encourage various types of animal husbandry activities either as specialised or as supplementary activities.
8. The existing markets for milk and dairy products. What quantity of milk and dairy products are transported from the primary producer to the ultimate consumer. What are the distances involved in the movement of milk and dairy products and what are the limiting factors in expanding the potential market area.
9. Should pasture development and specialised fodder cropping replace existing cropping pattern and or utilised marginal land.
10. Endemic areas of cattle disease in the district and measures taken to cope with the problem.
11. Institutional facilities available for the improvement of livestock in different sub-regions.

#### *Small Scale Industries.*

In respect of industries, programmes for scheduled castes households would relate to small scale industries, village and cottage industries, Hand-loom Khadi and Village Industries and Handicrafts. These activities can play a very significant role in the economic growth of the Scheduled Caste Habitats because of their capacity not only to provide essential inputs and services for primary activities but also to expand and diversify the employment opportunities for the Scheduled Caste population of the area. For these reasons it is necessary to undertake special measures to rehabilitate languishing crafts and traditional industries. The following guide points may be found relevant in this context.

1. Nature and volume of the demand for different industrial products in the area-locally produce as well as imported from other area.
2. Availability of agricultural and other raw materials and their present level of utilisation.
3. Availability of capital resources.
4. The nature of infrastructural facilities available in respect of communications, marketing, credit and banking, power and water supply and provisions of common processing facilities.
5. Availability of labour skills, entrepreneurial talents and viable technologies of production on a scale feasible in a given set of local conditions.

## FORMAT—2

**Plan proposals**

1. Department Implementing the Scheme
2. Name of Scheme.  
(Brief description of the scheme).
3. Location of implementation (Names of Panchayats/SC Habitats etc.)
4. State Scheme/centrally sponsored scheme/other (specify)
5. Spill over/continuing/new scheme
6. If spill over scheme.
  - (a) Year of Commencement
  - (b) Expected year of completion
  - (c) Estimated cost of the scheme.
  - (d) Expenditure incurred so far on the scheme.
  - (e) Physical targets
  - (f) Physical achievements: For example (i) if it is a road programme give the names of connecting places, the length of the road in km. the number of SC families benefited and their percentage among the beneficiaries etc.
  - (ii) If it is a Minor Irrigation Scheme the area under crops belonging to SCs benefited, the expected additional production and the value of production.
  - (iii) In respect of other schemes like housing, water supply etc., the number of and percentage of beneficiaries should be furnished.
7. Proposed Annual allocations for the scheme, (to be filled for all scheme—spill over, continuing and new):
  - (a) Towards cost of the scheme:
    - (i) Capital cost
    - (ii) Operating cost
    - (iii) Total cost
  - (b) Amount required from the Budget for the year
  - (c) Sources for the balance amount (give details)

8. Amount required against.
  - (a) Grant-in-aid
  - (b) Equity/share capital
  - (c) Loans
  - (d) Subsidies and rate of subsidy
9. Mode of loan repayments. (Give details)
10. For income generating schemes value of gross benefits that will accrue
11. Benefit-cost ratio
12. Physical Target for the year
  - (i) If it is a road programme give the length of road targeted.
  - (ii) If it is a Minor Irrigation Programme give the area under crops belonging to SCs that will be benefited and its percentage.
  - (iii) If it is a beneficiary oriented economic development scheme give details regarding additional income generated per family, the number of SC beneficiaries and the occupational details of the beneficiaries.
  - (iv) Type of benefits that will accrue to the beneficiary family/families.
13. Whether infrastructure facilities required for the successful implementation of the scheme exist in the area—give details.
14. Linkages with specific schemes in other sectors.
  - (a) Name of scheme
  - (b) Nature of linkage.

15. Remarks.

FORMAT—3

Check List

1. Name of Schemes.
2. Name of Habitat/Block.  
Where the scheme is proposed to be implemented.
3. Whether the proposals are submitted in the prescribed format. (Yes/No.)
4. Is it a spill over/continuing/New Scheme.

FORMAT-5

**Monthly Report on the number of S. C. families enabled to Cross Poverty line through various Schemes under S. C. P.**

| Sl. No. | Name of Department | Name of Scheme | Expenditure (Rs. lakhs) |                            |                 | No. of S. C. families enabled to Cross the Poverty Line |                           |
|---------|--------------------|----------------|-------------------------|----------------------------|-----------------|---|---------------------------|
|         |                    |                | During the month        | Up to the end of the month | Physical Target | During the month  | Upto the end of the month |
| (1)     | (2)                | (3)            | (4)                     | (5)                        | (6)             | (7)   | (8)                       |



FORMAT-6

Special Component Plan 198 benefitting Scheduled Castes Report upto the month of .....

(Name of District.....)

| Sl. No. | Head of Development | Outlay for S.Cs. | Expenditure<br>(Rs. lakhs) | Percentage | Physical Target | Physical<br>achievement | Remarks |
|---------|---------------------|------------------|----------------------------|------------|-----------------|-------------------------|---------|
| (1)     | (2)                 | (3)              | (4)                        | (5)        | (6)             | (7)                     | (8)     |
|         |                     |                  |                            |            |                 |                         |         |

**Monthly Progress Report for Special Central Assistance for Special Component Plan**  
 (District.....198 )

| Sl. No. | Head of Development | Name of Scheme | S. C. P. Outlay | S. C. A. Outlay | Expenditure during the Month | Expenditure up to the end of the Month | Physical targets (beneficiaries/families) | Physical achievements during the month | Physical achievements up to the end of the month | No. of families on aided to Gross Poverty Line | Remarks |
|---------|---------------------|----------------|-----------------|-----------------|------------------------------|--|---|--|--|--|---------|
| (1)     | (2)                 | (3)            | (4)             | (5)             | (6)                          | (7)                                    | (8)                                       | (9)                                    | (10)   | (11)   | (12)    |
|         |                     |                |                 |                 |                              |  |   |  |  |  |         |

## FORMAT-8:

**Financial Targets for Special Component Plan 1986-87**

| Sl. No. | Sector                               | Financial Target (Rs. lakh) |              |              |              |       |
|---------|--------------------------------------|-----------------------------|--------------|--------------|--------------|-------|
|         |                                      | 1st. Quarter                | 2nd. Quarter | 3rd. Quarter | 4th. Quarter | Total |
| (1)     | (2)                                  | (3)                         | (4)          | (5)          | (6)          | (7)   |
| 1       | Agriculture                          |                             |              |              |              |       |
| 2       | Soil Conservation                    |                             |              |              |              |       |
| 3       | Animal Husbandry                     |                             |              |              |              |       |
| 4       | Fisheries                            |                             |              |              |              |       |
| 5       | Forests                              |                             |              |              |              |       |
| 6       | I.R.D.P.                             |                             |              |              |              |       |
| 7       | N.R.E.P.                             |                             |              |              |              |       |
| 8       | Minor Irrigation                     |                             |              |              |              |       |
| 9       | Power                                |                             |              |              |              |       |
| 10      | Village & Small Scale Industries     |                             |              |              |              |       |
| 11      | Roads                                |                             |              |              |              |       |
| 12      | Economic Development Schemes (Total) |                             |              |              |              |       |

## FORMAT-9

## Physical Target for Special Component Plan 1986-87

| Sl.<br>No. | Sector/Items | Unit | Quarterly Target |                |                  |                | Total |
|------------|--------------|------|------------------|----------------|------------------|----------------|-------|
|            |              |      | 1st<br>Quarter   | 2nd<br>Quarter | 3rd<br>Quarter   | 4th<br>Quarter |       |
| (1)        | (2)          | (3)  | (4)              | (5)            | (6) <sup>a</sup> | (7)            | (8)   |

## I. Agriculture:

1. Area benefited            Hectare
2. Persons trained            No.
3. Persons assisted for  
self employment            No.
4. Families assisted  
under other pro-  
grammes                      No.

## II. Soil Conservation:

1. Area benefited            Hectare
2. Families benefited        No.

## III. Animal Husbandry:

1. Cattle distributed        No.
2. Poultry distributed        No.
3. Goats distributed         No.
4. Families assisted under  
other programmes         No.
5. Area brought under  
fodder                        Hectare
6. Persons trained            No.

| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
|-----|-----|-----|-----|-----|-----|-----|-----|
|-----|-----|-----|-----|-----|-----|-----|-----|

## IV. Fisheries

1. Persons assisted for self employment No.

2. Sailors assisted No.

3. Persons trained No.

4. Families assisted under other programmes No.

## Forestry

1. Area benefited under various social forestry and other programmes Hectare

## VI. I. R. D. P.

1. Old beneficiaries assisted No.

2. New beneficiaries assisted No.

## VII. N.R.E.P.

1. Mandays of Labour No.

## VIII. Minor Irrigation:

1. Area benefited Hectare

2. Families benefited No.

## IX. Power:

1. S.C. habitats electrified No.

2. No. of S.C. houses provided with electricity

| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
|-----|-----|-----|-----|-----|-----|-----|-----|
|-----|-----|-----|-----|-----|-----|-----|-----|

X. Village & Small Scale Industries:

- |  |     |
|--|-----|
| 1. S.C. Entrepreneurs benefited              | No. |
| 2. Societies assisted                        | No. |
| 3. Persons trained                           | No. |
| 4. Persons assisted through other Programmes | No. |

XI. Roads:

- |  |     |
|--|-----|
| 1. Length of roads benefiting Scheduled Castes constructed | Km. |
|--|-----|

XII. General:

- |  |     |
|--|-----|
| 1. Families assisted to cross poverty line           | No. |
| 2. Families economically assisted                    | No. |
| 3. Average assistance for family                     | Rs. |
| 4. S.C. habitats provided with electricity           | No. |
| 5. S.C. habitats provided with water supply          | No. |
| 6. No. of houses constructed for the benefiting S.C. |     |

## FORMAT-10

**Basic Data on Scheduled Caste Habitat**

1. Name of Habitat (item 4)
2. Name of Block
3. Name of Place (item 7)
4. Name of voluntary organisation
5. Total No. of households
6. Total population
7. Total S. C. families
8. S.C. population
  - ( ) M
  - ( ) F
  - ( ) T
9. No. S. C. of families below Poverty line
10. No. of S.C. families beneficiaries of I.R.D.P.

*Cultivating Households:*

11. No. of S.C. cultivating Households
12. Total area available for cultivation
13. No. of S.C. families not possessing land
14. No. of S.C. families with land less than 10 cents
15. No. of S.C. families with land between 10 & 50 cents
16. No. of S.C. families with land more than 50 cents
17. Area lying fallow for want of development programmes.

*Basic Amenities in the Habitat:*

## (i) Housing:

18. No. of families in need of Field House
19. No. of families having house sites but without any House
20. No. of families willing to avail of housing loans from S.C. Development Corporation.

## (ii) Drinking water:

21. No. of Taps already provided
22. No. of drinking water wells provided

23. Maximum distance between a well and the house
24. Will there be water in the well through out the year
25. Distance of the source from the Habitat
26. Approximate cost of digging a well.

(iii) Medical facilities:

27. Is there any Government dispensary in the Habitats
28. If no give the distance of the nearest Government dispensary.

(iv) Schooling:

29. Is there a L.P. School in the Habitat
30. If no give the distances of the nearest L.P. School
31. Is there a U.P. School in the Habitat
32. If no give the distance of the nearest U. P. School
33. Do the children get the benefit of the noon feeding programme
34. Is there any Adult education centres in or around the habitat.

(v) Electricity:

35. The number of street lights in the Habitat
36. The Number of electrified houses in the Habitat.

(vi) Co-operative Society:

37. No. of S.C. members in the Co-operative society

(vii) Miscellaneous:

38. Length of the metalled or surfaced road inside the Habitat.
39. No. of Tea shops.
40. No. of other trading establishments
41. No. of Small Scale industrial unit
42. Distance of the nearest market
43. Distance of the nearest Fair Price Shop

(viii) Occupational pattern:

44. Total No. of Workers
45. Cultivators
46. Plough labourers



47. Other Agriculture labourers.
48. Artisans
49. Weavers
50. Fishermen
51. Coir Workers
52. Workers pulling hand carts
53. Workers pulling hand rickshaws
54. Workers driving bullock carts
55. Workers engaged in making slippers/shoes
56. Workers engaged in Scavenging
57. Do. Sweeping
58. Do. Beedi making
59. Do. petty trades
60. Do. coconut climbing
61. Do. tapping.
62. Other skilled workers
63. No. of educated unemployed who have studied upto S.S.L.C
64. No. of educated unemployed with qualification S.S.L.C. & above.

#### IX. Dairy Development

65. No. of S.C. families processing milch animal
66. No. of milch animals in the Habitat
67. Average net income of a family from milch animal
68. No. of Veterinary service centres
69. Average net income of a family from a goat.
70. Average net income of a family from poultry birds

#### X. Fishery:

71. Approximate catch of fish in a year
72. No. of S.C. members in Fisheries Co-operatives
73. No. of fishermen owing a fishing vessel.



## ANNEXURE

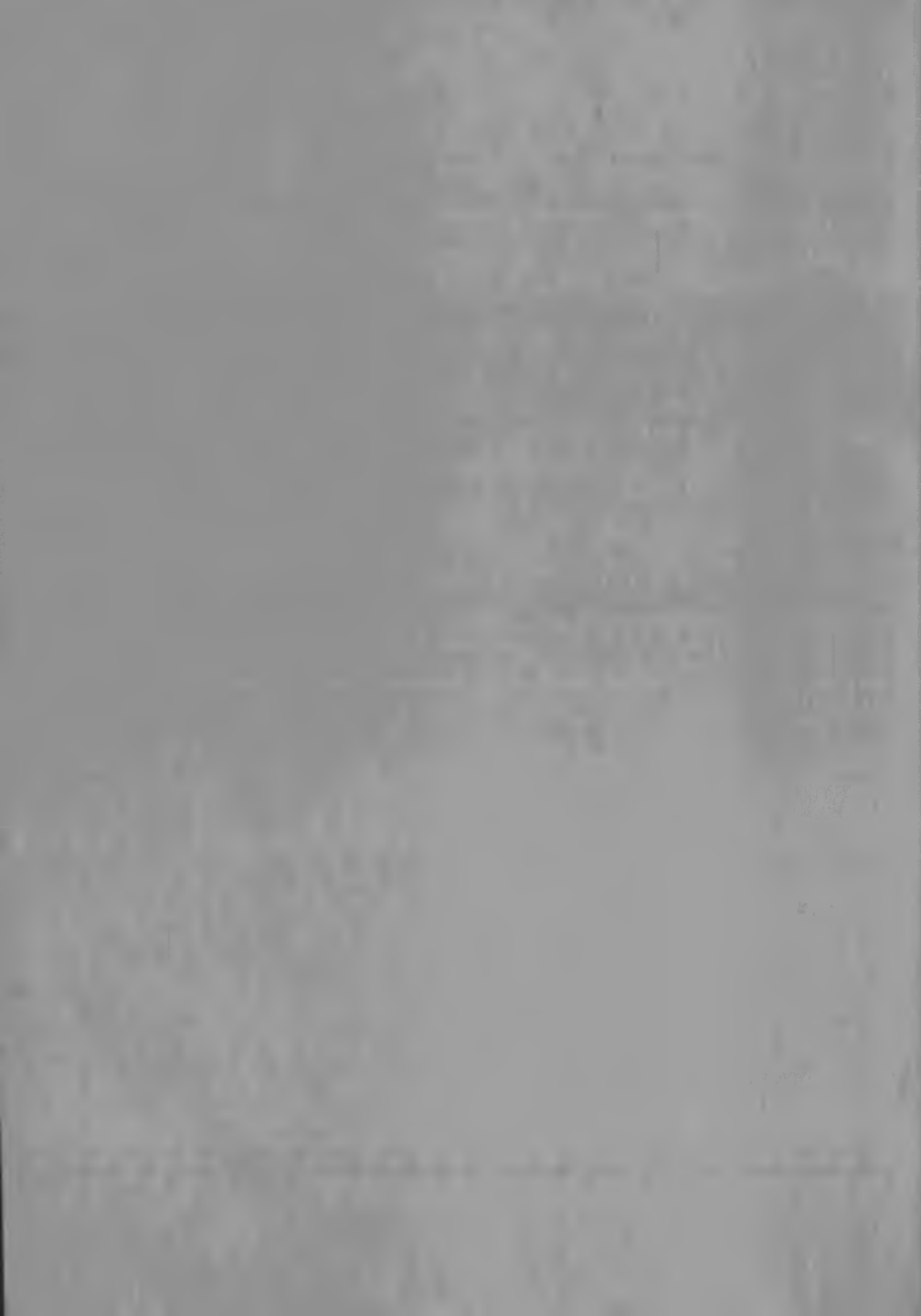
### GUIDELINES AND INSTRUCTIONS ISSUED BY THE GOVERNMENT OF INDIA FROM TIME TO TIME

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Copy of D. O. Letter No. BC/11013/3/76-SCT-II/5397 dated 19th September 1976 from the Minister, Ministry of Home, Personnel and Parliamentary Affairs, India addressed to All Chief Ministers of States.

As you are aware the Fifth Five Year Plan envisages a new policy for the Welfare of Backward Classes. It has been proposed that the main thrust for the development of these classes will come from the General Sector, while the activities of the Backward Classes Welfare Sector will be supplemental in nature. Planning Commission has, accordingly, decided that each Department under the General Sector should identify the schemes that can be taken up for the welfare of Backward Classes out of the General Sector Programme, and earmark separate funds for this purpose.

2. The matter was discussed in the Conference of State Ministers in charge of Backward Classes Welfare held at New Delhi in April, 1975. The Conference recommended that each Department should examine the schemes in the General Sector and quantify the benefits which should be made available to the Scheduled Castes. It was also recommended that, in making such quantification the eligibility conditions should be relaxed, wherever necessary. The conference further recommended that a Sub Committee of the Cabinet and Committee of Secretaries under the Chairmanship of the Chief Secretary should oversee and direct the flow of sectoral allocations in favour of the Scheduled Castes.

3. The recommendations made above were forwarded to all States and Union Territories vide this Ministry's letters No. Bc. 11013/4/75-SCT-II dated the 18th July, 1975 and BC. 17014/4/75-SCT. II dated the 6th August, 1975. The Ministry also laid down some Guidelines for such quantification of benefits vide this Ministry's D. O. Letter No. BC. 11013/4/75-SCT. II dated the 29th March, 1976.

4. I am told that some states and Union Territories have been experiencing difficulties in identification of beneficiaries, on the ground that members of Scheduled Castes live interspersed with the general population. In this connection, I would like to point out that in cases of all schemes which are individual oriented, the various departments should find it easy to identify the Scheduled Caste beneficiaries. In cases of group-oriented or community oriented schemes, there may be some difficulty in locating a development block with concentration of Scheduled Caste Population. In

such cases, it would seem advisable to reduce the area of operation to a mouza or a village or even to a smaller compact area. I would, accordingly, request you to kindly ensure that the work relating to quantification of benefits for Scheduled Castes does not suffer on the ground that the beneficiaries cannot be identified.

5. In order to obviate the difficulties being faced by the departments in identification of schemes this Ministry has prepared Guidelines indicating some of the schemes that may be undertaken for the welfare of Scheduled Caste out of the General Sector Programme. A copy of the same is enclosed for your examination. The schemes indicated therein are by no means exhaustive and are only intended to serve as general guidelines. While we have covered as many departments as possible. Some departments of your Government might have been left out. In such cases. Your Government may like to undertake necessary exercise for identification of schemes, on the basis of the Guidelines Suggested by us. I trust that your Government will find the Guidelines useful.

6. Needless to say Government of India is keen to ensure that maximum benefit accrues to the poorest sections of the community. I shall, accordingly, be grateful if your Government could kindly ensure that the policy relating to quantification of benefits for the welfare of Scheduled Castes is implemented effectively. I shall be obliged if action taken in this regard is intimated to us urgently.

**An indication of schemes that may be undertaken by the various departments of the State/Union Territory Governments for Welfare of Scheduled Castes of General sector programmes.**

## 1. AGRICULTURE

(i) Supply of seeds and seedlings including high yielding variety seeds to Scheduled Caste cultivators on 25% subsidy basis.

(ii) Supply of fertilizers to Scheduled Caste farmers on 25% subsidy basis.

(iii) Supply of agricultural tools and implements to Scheduled Caste cultivators on 25% subsidy basis.

(iv) Free or subsidised supply of insecticides, pesticides and other plant protection materials to Scheduled Caste farmers.

(v) Priority to Scheduled Caste farmers in the matter of implementation of schemes for soil conservation.

(vi) Priority to Scheduled Caste farmers at the time of selection of areas for Demonstration centres of Pilot Projects.



(vii) Special facilities to Scheduled Caste persons in connection with implementation of schemes for development of local Manurial resources, like green manure, compost, etc.

(viii) Earmarking of fixed percentage of all types of agricultural loans, grants, subsidies and other forms of assistance to be given exclusively to Scheduled Caste borrowers; the percentage thus fixed should be the same as the percentage of Scheduled Caste population to the total population in the State/Union Territory.

(ix) Earmarking of fixed percentage of all quantifiable benefits under the S.F.D.A., M.F.A.I. and I.A.D.P. Programme for Scheduled Caste beneficiaries.

(x) Supply of text books and necessary equipments to Scheduled Caste students studying Agriculture at the Graduation or Post-Graduation level.

(xi) Setting up of coaching classes for Scheduled Caste students studying Agriculture at Graduation or Post Graduation level.

(xii) Separate quota for training of Scheduled Caste persons in the various training centres like Rural Development Training Centre, Farmers' Training Centre, etc.

## 2. EDUCATION

(i) Setting up of Pre-Primary Centres for ensuring 100% enrolment of Scheduled Caste students in primary schools.

(ii) Setting up of primary schools in areas where 30 Scheduled Caste students are available, and there is no school within a radius of 1 mile.

(iii) Special facilities for Scheduled Caste girl students under the elementary Education Scheme.

(iv) Provision of Mid-day Meals to Scheduled Caste students at the Primary Secondary stages.

(v) Award of cash incentives to parents of Scheduled Caste students at the Primary and Secondary stages of education.

(vi) Attendance Scholarships to Scheduled Caste students for regularity in attendance.

(vii) Provision of allowance to Scheduled Caste students for the purpose of purchase and maintenance of school uniforms.

(viii) Setting up of Ashram Schools with boarding and lodging facilities in Harijan areas.

(ix) Book grants to Scheduled Caste students.

(x) Free supply of text books at all stages of education from Primary to Post-Graduation.

(xi) Setting up of Book Banks with special facilities for Scheduled Caste students, in schools and colleges.

(xii) Special library facilities for Scheduled Caste students at Secondary and College stages.

(xiii) Coaching classes for Scheduled Caste students in the final year of school examination.

(xiv) Opening of Secondary and Higher Secondary Schools for Scheduled Caste students in areas of Scheduled Caste concentration.

(xv) Setting up of hostels for Pre-Matric students.

(xvi) Award of scholarships to meritorious Scheduled Caste students at all stages of education.

(xvii) Coaching facilities for students in the final year of University examination, for Graduation, Post-Graduation and all professional courses.

(xviii) Construction of new or additional hostels for college students.

(xix) Setting up of Adult Training Schools and Night Schools in areas of Scheduled Caste concentration.

(xx) Earmarking of fixed percentages of funds meant for assistance to various educational institutions, for institutions benefiting Scheduled Caste Students pre-dominantly or located in Scheduled Caste areas.

(xxi) Supply of utensils to school and college hostels having majority of Scheduled Caste students.

(xxii) Facilities for training of Scheduled Caste students in Agriculture, Industry and other avocations.

(xxiii) Establishment and expansion of play-ground auditorium, common-room, etc., in schools and colleges having sizeable number of Scheduled Caste students.

### 3. CO-OPERATION

(i) Special scheme for undertaking intensive drive for increased enrolment of Scheduled Caste persons in co-operative marketing credit, consumer, housing and service societies.

(ii) Special programme for setting up of co-operative societies in areas of Scheduled Caste concentration.

(iii) Earmarking of a fixed percentage of short-term loans sanctioned by the State Co-op. Banks and its branches, for Scheduled Caste persons' the percentage thus fixed should be the same as the percentage of Scheduled Caste population to the total population in the State/Union Territory.

(iv) Earmarking of fixed percentage of medium-term and long-term loans of the Land Mortgage Banks, for Scheduled Caste persons.

(v) Priority to Scheduled Caste members for supply of essential commodities through Co-op. Consumer Societies, and subsidising the cost thereof in favour of Scheduled Caste persons.

(vi) Supply of agricultural inputs like fertilizers, seeds, insecticides for agricultural implements to Scheduled Caste farmers through the marketing societies on 25% subsidy basis.

(vii) Special concessions like waiving of transport and godown charges, to Scheduled Caste members with regard to marketing of agricultural produce.

(viii) Special assistance in the form of additional subsidy, loan, or share capital participation towards societies formed primarily for Scheduled Castes, like Washermen's Societies, Barbers' Societies, Handloom Societies, Labour Contract Societies, Forest Societies, etc.

(ix) Special housing facilities to Scheduled Caste members of Housing Co-operatives.

(x) Reservation of seats for Scheduled Castes and educational programme undertaken by the Department.

#### 4. HEALTH AND MEDICINE

(i) Setting up of Subsidiary Health Centres, Primary Health Centres, Sub-Centres and other Hospitals in areas of Scheduled Caste concentration on priority basis.

(ii) Priority to Scheduled Caste persons while implementing the National Health Programme.

(iii) Earmarking of berth for Scheduled Castes in Subsidiary Health Centres, Primary Health Centres, District Hostels and other Government Hospitals.

(iv) Setting up of Mobile Health Units for areas of Scheduled Caste concentration.

(v) Free supply of medicines to Scheduled Caste students in Hostels.

(vi) Free supply of text books and equipments for Scheduled Caste students in Degree or Post-Graduation courses in Medicine.

(vii) Coaching to final year Scheduled Caste students in Degree and Post-Graduation Courses in Medicine.

(viii) Setting up of Book Banks for Scheduled Caste students in Medical Colleges.

(ix) Earmarking of seats for Scheduled Caste persons in all training and educational programmes of the Health Department.

(x) Equipment allowance to Scheduled Caste trainees selected for the various training and educational courses of the Health Departments.

## 5. ANIMAL HUSBANDRY, DAIRY AND POULTRY

(i) Earmarking for persons belonging to Scheduled Castes a fixed percentage out of the total number of beneficiaries proposed to be covered under all developmental and promotional programmes of the Departments; this percentage should be the same as the percentage of Scheduled Caste population to the total in the State Union Territory.

(ii) Free or subsidised supply of milch animals to Scheduled Caste persons under the Dairy Development Programme.

(iii) Free or subsidized supply of fodder.

(iv) Free or subsidized supply of poultry birds and feed to Scheduled Caste persons under the Poultry Development Programme, and subsidy for setting up of Poultry Houses and transformation of birds' feed.

(v) Free or subsidized supply of pigs to Scheduled Caste persons under the Piggery Development Programme.

(vi) Free or subsidized supply of ewes and rams under the Wool Development Programme to Scheduled Caste persons.

(vii) Supply of Dairy equipment to Milk Producers' Co-operatives in areas of Scheduled Caste concentration.

(viii) Financial assistance to Primary Co-operatives engaged in Dairy Piggery, Sheep Rearing, etc.

(ix) Earmarking of seats in all training and educational courses for persons belonging to Scheduled Castes.

(x) Free supply of text books and equipments to all students studying in the Degree Courses in Veterinary Science.

(xi) Coaching classes to Scheduled Caste students in final year of Degree courses in Veterinary Science.

## 6. INDUSTRY AND COMMERCE

(i) Supply of necessary equipment like power-loom, hand-loom, tanning machinery, carpet and wool-weaving machinery, printing press, lathe, etc., for setting up of cottage and small scale industries, to Scheduled Caste members on subsidised basis

(ii) Supply of necessary raw materials like yarn, paper, leather, wool, jute etc., to Scheduled Caste persons for setting up cottage and small scale industries

(iii) Assistance in the form of subsidy on capital to Scheduled Caste entrepreneurs setting up industrial units.

(iv) Priority to Scheduled Caste persons for provision of all types of artisan loans/grants under the various programmes of the Department, and earmarking of separate funds therefore.

(v) Provision of interest-free share capital loans to Scheduled Caste persons for setting up of cottage, small scale, medium scale and large scale industries at differential rates of interest and on cashier repayment conditions.

(vi) Priority to Scheduled Caste persons for provision of Scheduled Caste persons for enrolment in various co-operative societies.

(vii) Reservation of seats for Scheduled Caste persons in all training and educational programmes of the Department.

(viii) Award of stipends to all Scheduled Caste persons undergoing training in the various training and educational programmes of the Department.

(ix) Suitable facilities for employment to persons who have completed necessary training under the programmes of the Department.

(x) Setting up of special machinery, like separate officers and staff, at district headquarters and state capitals for assisting Scheduled Caste entrepreneurs desirous of availing themselves of Bank finance for setting up of industrial units under the Self-Employment Programme or Additional Employment Programme.

(xi) Subsidizing the interest charged by the Commercial Banks under the differential rate of interest scheme, in case of loans to Scheduled Caste entrepreneurs.

## 7. FISHERIES

(i) Assistance to Scheduled Caste fishermen, on priority basis, for improvement and mechanisation of traditional fishing techniques, through free or subsidized supply of out-board motors, sails, canoes, outrigger boats, improved nets, etc.

(ii) Priority to Scheduled Caste fishermen and areas with concentration of Scheduled Caste persons in all pisciculture promotional programmes, like distribution of improved spawns, renovation and excavation of tanks, etc.

(iii) Special assistance to Scheduled Caste fishermen's co-operatives.

(iv) Provision of housing facilities to Scheduled Caste fishermen.

(v) Reservation of seats for Scheduled Castes in all training and educational programmes of the Department.

(vi) Award of stipends to all persons undergoing training in the various programmes of the Department.

## 8. HOUSING

(i) Allotment of house sites to all Scheduled Caste landless persons in rural areas.

(ii) Financial assistance to all landless Scheduled Caste persons, who have been allotted house sites, for construction of houses thereon.

(iii) Reservation of quota of houses/flats for Scheduled Caste persons, under the low Income Group Housing Scheme and the Middle Income Group Housing Scheme.

(iv) Priority to Scheduled Caste persons in sanctioning loans under the Rural Housing Scheme and earmarking of separate funds for that purpose.

## 9. PUBLIC WORKS

(i) Priority in the matter of construction of roads, bridges, drains, etc., to villages sizeable Scheduled Caste population.

(ii) Priority to areas with Scheduled Caste concentration in all matters relating to maintenance and new construction work.

(iii) Encouragement of job contractors having more than 50% Scheduled Caste labourers in their roll.

## 10. INFORMATION AND PUBLICITY

(i) Earmarking of separate funds for undertaking special programmes for dissemination of information relating to welfare schemes undertaken by the Government for the Scheduled Castes,

through various public media like models and charts, press advertisement pamphlets and leaflets, field publicity through mobile units seminars, exhibitions etc.

(ii) Production of documentary films having bearing on the way of life of Scheduled Castes, and efforts made by Government for amelioration of their condition.

(iii) Publication of separate Journal magazine dealing with problems of Scheduled Castes.

(iv) Strengthening of District Information Offices and Information Centres for quick collection of information relating to problems of Scheduled Castes and their transmission to the appropriate authorities.

## 11. MUNICIPAL ADMINISTRATION

(i) Provision of street lights on priority basis in areas with Scheduled Caste concentration.

(ii) Provision of water borne latrines, community baths etc., on priority basis in areas of Scheduled Caste concentration.

(iii) Separate quota for Scheduled Caste persons in allotment of shops, stalls, markets, godowns, etc., constructed by the Municipality.

(iv) Priority to Scheduled Caste persons in the matters of issue of licences for cinehalls, shops, markets and other business.

(v) Construction of drainage channels and culverts in areas of Scheduled Caste concentration.

(vi) Provision of water taps on priority basis in areas of Scheduled Caste concentration.

(vii) Selection of areas with concentration of Scheduled Caste population while undertaking constructional programmes like low-cost houses, tenements, night shelter rooms, etc.

(viii) Provision of alternative accommodation to Scheduled Caste persons living in slums.

(ix) Construction of dwelling houses for all sweepers and scavengers employed by the municipality.

(x) Priority to Scheduled Caste persons at the time of allotment of land/plots.

(xi) Elimination of the practice of manual handling of night soil.

## 12. MINOR IRRIGATION

(i) Installation of tubewells and River Lift Irrigation Schemes on priority basis on lands owned by Scheduled Caste persons.

(ii) Installation of cluster of tubewells on priority basis on lands owned by Scheduled Caste persons.

(iii) Community irrigation wells for groups of Scheduled Caste persons.

(iv) Supply of pump-sets and motors on priority basis to Scheduled Caste Persons.

(v) Priority to persons belonging to Scheduled Castes in all loans/grants given by the Department.

## 13. RURAL WATER SUPPLY AND SANITATION

(i) Provision of drinking water sources on priority to all areas having large concentration of Scheduled Caste persons.

(ii) Provision of sanitary amenities like latrins, etc., on priority in all areas having concentration of Scheduled Caste persons.

(iii) Priority to areas of Scheduled Caste concentration under the Piped Water Supply and Bore Well Programmes.

## 14. PANCHAYATIRAJ ADMINISTRATION

The main programmes undertaken by this Department relate to Minor Irrigation, Public Works, and Rural Water Supply. The Scheme that may be undertaken by this Department will, accordingly, be similar to the schemes listed above under the heads Minor Irrigation (12), Public Works (9) and Rural Water Supply (13).

## 15. LABOUR AND EMPLOYMENT

(i) Establishment of a separate Employment Cell for Scheduled Caste persons at the State Headquarters, and similar Cells at all District Headquarters, with the responsibility of giving special attention to employment of Scheduled Caste persons.

(ii) Earmarking of funds for wide publicity of all job opportunities for Scheduled Caste persons.

(iii) Earmarking of fixed quota for: Scheduled Caste persons in all training in the various training and educational programmes of the Department.



(iv) Provision of stipends to all Scheduled Caste persons undergoing training in the various training and educational programmes of the Department.

(v) Increase in the rate of stipends paid to Scheduled Caste trainees in the Industrial Training Institutes.

(vi) Reservation of quota for Scheduled Caste persons in staff quarters, hostels and other constructional programmes of the Department.

(vii) Establishment of Vocational Guidance Centres for Scheduled Caste Persons.

## 16. POWER AND ELECTRIFICATION

(i) Earmarking of funds for electrification of Scheduled Caste localities in rural and urban areas on priority basis.

(ii) Subsidized supply of power to industries and agro-industries run by Scheduled Caste entrepreneurs.

(iii) Free supply of power to Scheduled Caste cultivators in respect of irrigation projects like deep tubewells, river lift irrigation, community wells, etc.

(iv) Priority in supply of power to schools, colleges, and hostels with large number of Scheduled Caste students.

## 17. LAND REFORMS

(i) Priority to Scheduled Caste persons in distribution of surplus land.

(ii) Conferment of ownership rights to Scheduled Caste tenants on priority basis.

(iii) Setting up of appropriate executive machinery for ensuring that the ownership rights to land conferred on Scheduled Caste beneficiaries are not disturbed.

(iv) Compensation to Scheduled Caste persons who are dispossessed of their land.

## 18. SOCIAL WELFARE

(i) Cent per cent coverage of Scheduled Caste children under the Integrated Child Development Programme.

(ii) Provision of mid-day meals to all Scheduled Caste School children.

(iii) Setting up of creches, or provision of financial assistance to voluntary organisations running creches, for children of working and ailing Scheduled Caste women.

(iv) Earmarking of funds for Scheduled Caste women under the programme of Functional Literacy for Adult Women.

(v) Cent per cent coverage of eligible Scheduled Caste women under the Special Nutrition Programme for nursing and expectant mothers.

(vi) Earmarking of separate funds and reservation of seats for Scheduled Caste beneficiaries in blind schools, borstals, Reformatories, destitute schools, etc.

(vii) Reservation of seats of Scheduled Caste persons in all training and educational programme of the Department.

(viii) Special schemes for education and training of handicapped Scheduled Caste persons and their subsequent employment in suitable avocations.

(ix) Award of stipends to all Scheduled Caste persons undergoing training in the various training programmes of the Department.

## 19. FOREST

(i) Free or subsidized supply of timber and housing material to poor Scheduled Caste persons for construction of houses.

(ii) Supply of firewood to Scheduled Caste hostels on subsidy basis.

(iii) Facility of free collection of minor forest produce by Scheduled Caste persons.

(iv) Priority to Scheduled Caste co-operatives in marketing of minor forest produce.

(v) Priority to Scheduled Caste labour co-operatives or forest co-operatives at the time of auction of forest produce.

(vi) Encouragement to Scheduled Caste job contractors or job contractors with more than 50% Scheduled Caste labourers on roll, in respect of forest work.

## 20. SERICULTURE

(i) Setting up of mulberry nurseries-cum-seed forms in areas of Scheduled Caste concentration.

(ii) Establishment of pilot centres in localities, with Scheduled Caste Concentration.

(iii) Construction of Common rearing Houses for Scheduled Caste persons at Government cost.

(iv) Subsidy or loans to Scheduled Caste persons for construction of Rearing Houses.

(v) Subsidy or loan to Scheduled Caste persons for purchase of equipment for Silk Work Rearing.

(vi) Subsidy or loan for the purpose of providing irrigation facilities on mulberry gardens to Scheduled Caste persons.

(vii) Reservation of seats for Scheduled Caste persons in all educational and training programmes of the Department.

(viii) Award of stipends to Scheduled Caste persons undergoing training in the training programmes of the Department.

**Resolution adopted by the conference of State Ministers in charge backward classes welfare held in April 1975 regarding quantification of funds from general sector for the welfare of Scheduled Castes.**

The effort of each general sector for the development of Scheduled Castes are to be quantified. In accordance with the accepted strategy for the development of Scheduled Castes in the Fifth Five Year Plan, the main thrust of development will be provided by the general sectors. Each Department has to examine the schemes in the general sector and quantify the benefits which should be available to the Scheduled Castes. In making such quantification, the eligibility conditions are to be relaxed in favour of those communities wherever necessary. Such quantification is to be made both at the time of planning and budgeting.

Review of each of the sectoral programme, both at the Centre and the State, with reference to the eligibility conditions to be adopted in favour of Scheduled Castes, wherever necessary.

Formation of a sub-committee of the Cabinet and a committee of Secretaries under the Chairmanship of the Chief Secretary to oversee and direct the flow of sectoral allocations in favour of these communities. Cells in the Planning|Finance departments are to be set up for ensuring flow of resources. The Finance Department to clear the annual budget proposals of the Department concerned

only after such quantification has been made and previous year's performance reviewed.

The Department incharge of Harijan Welfare to watch the progress of quantification by the various departments and also evaluate at the district level whether the benefits as earmarked have reached the beneficiaries.

Launching of a massive programme of Economic development including provision of inputs for agriculture, minor irrigation, animal husbandry, cottage industries for landless labourers or subsistence farmers, as programmes from the regular development departments to the concerned States.

The State Education Department to shoulder the responsibility for providing pre-matric education to the entire Scheduled Caste population. Scholarships, stipends, books, mid-day meals, uniforms, residential schools, specially for the most back ward sections among the Schemed Castes are to be provided out of the Education budget.

**Copy of D. O. Letter No. BC. 14011/278-SCT.II dated 3rd November 1978 from the Additional Secretary, Ministry of Home Affairs, New Delhi, addressed to Chief Secretaries of States.**

We are writing this letter for urgent action to reorient every Sectoral Plan of the State and thus the State Plan as a whole so as to meet the needs of the rapid development of the Scheduled Castes. As you are aware, we are committed to the goal of eradication of untouchability by the end of this Plan period. You are also aware that the social disabilities of the Harijans are to a large extent connected with their low economic status. Our Five Year and Annual Plans should, therefore, be so formulated that the living standards of the Scheduled Castes and their economic and social status are stepped up significantly.

2. For this purpose, the Planning Commission has already issued guidelines on the formulation of the Draft Plan 1978-83. These include integrating provisions for assistance for backward classes in the general development programme, and earmarking schemes and outlays for the Scheduled Castes in every sector, which contains activities that can be earmarked target group-wise. This has been further elaborated by the Working Group on Scheduled Castes and Other Backward Classes set up by the Home Ministry, into a Special Component Plan for the Scheduled Castes. A copy

of the Report of the Working Group has already been sent to the Chief Secretaries, of all state Governments by the Home Ministry. Accordingly, every State Plan should include a Special Component Plan for the Scheduled Castes who are the largest target group below the poverty line and affected by under development and low income. A note on the Special Component Plan is enclosed. In short it means that schemes benefiting the Scheduled Castes should be identified by areas and beneficiaries, and funds should be earmarked in sectors which contain activities that can earmarked target group-wise through the Sub-Plan approach. We hope that various Departments and specially the Planning Department of the State Governments will formulate a really meaningful Plan for the development of the Scheduled Castes as a part of each sectoral Plan and of the State Plan. This should also include a provision for appropriate budgetary devices like separate minor heads which make the allocations non-divertible, and also an adequate in-built mechanism of concurrent monitoring and evaluation.

3. You may also consider the active involvement of the State Department, which is concerned with the welfare of Scheduled Castes, in the formulation of the Sectoral Plans, so that it may become possible for the State to ensure that the fullest possible benefits in every sectoral plan is got earmarked for the Scheduled Castes. There are States in which an arrangement of this type is existing. If this is set up as a system in your State, it may be a good instrument for Plan formulation in State.

4. Recently the Prime Minister held discussions with the Chief Executives of the Banks. He indicated to them that a reasonable proportion of the Bank credit should be earmarked for the Scheduled Castes and Scheduled Tribes. They are now working out the modalities of achieving this objective and we expect that something substantial will come out of it. But the benefit of Bank credit will reach the Harijans only if complementary measures are taken by State Governments as part of their plan formulation and subsequently through its proper implementation.

You will appreciate that if this opportunity of the Five Year Plan formulation is missed, it may not be easy later on to help the Scheduled Castes. We are certain that all States share our anxiety in this regard. We shall, therefore, much appreciate your personal attention to this. We also look forward to hearing from you about the progress in respect of this important matter.

## NOTE ON SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

The Special Component Plan should consist of schemes in each sector which can benefit the Scheduled Castes and earmark an adequate share of such schemes and correspondingly a substantial share of the sectoral plan provisions, for them. In earmarking such a share of the benefits and a share of the sectoral plan provisions, it must be remembered that the share of the Scheduled Castes is not just the equivalent of their proportion. They form the largest single group among agricultural labourers and a substantial group among artisans and marginal farmers, etc., who need the benefit of employment generation, anti poverty measures, diversification of employment horizontal and vertical occupational mobility and other such programmer of the plan. Keeping this in view, it would be appropriate to earmark for them at least 50% of the benefits of individual and family oriented schemes and correspondingly a good share of the Plan provisions. A reasonable share of schemes pertaining to whole villages or whole hamlets may also be earmarked for villages or hamlets of which the majority of inhabitants are Scheduled Castes, alongwith corresponding provisions. There are economic activities like leather industry where most of the workers are of the Scheduled Castes. In such cases, the sectoral plan should seek to maximise development to the fullest potential of the market with an emphasis on the additional income generated passing on to the workers.

Wherever the pattern of expenditure is not amendable to such allocation the sectoral plan should contain a specific optimal share of the Scheduled Castes in the resultant employment, training and other such benefits of plan schemes.

The Special Component Plans should also contain an adequate in-built mechanism of concurrent monitoring and evaluation. These Plan provisions should be non-divertible and appropriate budgetary devices like separate minor heads should be created.

Various Ministries and State Departments are incharge of public sector and co-operation organisations and institutions. The above approach may be got reflected in respect of them also while working out their medium term and annual plans and allocation of resources

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Copy of D. O. Letter No. BC. 14011/2/78-SCT I II dated 21st November, 1978 from the Minister of State Home, India, New Delhi, addressed to Chief Ministers of States.

I attach herewith, for your ready reference, a copy of Shri V. G. Deshmukh's D. O. letter of even number dated 3rd November, 1978, along with its enclosure addressed to your Chief Secretary regarding urgent action to reorient every Sectoral Plan of the State and the State Plan a whole so as to meet the needs of the rapid development of the Scheduled Castes.

2. You are fully aware of our common commitment to the goal of eradication of untouchability by the end of this Plan period. You also know very well that the social disabilities of the Harijans are largely connected with their low economic status and, therefore, our Medium term and Annual Plans should be so formulated that the living Standards of the Scheduled Castes and their economic and social status are significantly stepped up.

3. Shri Deshmukh's letter details the approach of the Planning Commission and the Government of India in this regard. I shall be very happy if you could kindly give your personal attention to the following important steps which have been explained in detail in the letter to your Chief Secretary:

(i) Formulation of an optimal Special Component plan for the Scheduled Castes, with the maximum benefits that can be channelised to them as a part of each sectoral plan, in sectors which contain activities that can be earmarked target group-wise, and thus in the State Plan as a whole.

(ii) Active involvement of the State Department concerned with the Welfare of the Scheduled Castes, in the formulation of the Sectoral Plans, so that it may become possible for the State to ensure that the fullest possible benefits are earmarked for the Scheduled Castes in each sectoral plan. No doubt it is basically the responsibility of every sectoral Department and the Planning Department to ensure that the sectoral plans do contain maximum possible benefits for the Scheduled Castes. However, if the State Department incharge of the welfare of the Scheduled Castes is also associated with the exercise activity, this objective can be achieved better.

4. I am sure you share our anxiety to see that as a result of the present Plan formulation exercise, it becomes possible for us to embark upon a vigorous and rapid programme for the development of the scheduled castes without any handicap. I shall, therefore, be grateful for your effective intervention in this top priority matter and to be advised about the action being taken by you.

**Copy of D. O. Letter No. PC|SW|11-2 (5)|77 dated 5th May, 1979, from the Secretary, Planning Commission, New Delhi, to all Secretaries of Central Ministers.**

As you are aware, under the Five Year Plan 1978-83 special attention is to be given to the development of the scheduled tribes and scheduled castes, through (i) Tribal Sub-Plans, and (ii) Special Component Plans for the Scheduled Castes Funds available in the plans of the Centre and the States for outlays under different sectors have to be specially directed to benefit these two disadvantaged groups of our population.

2. The Planning Commission's guidelines issued to the States/ Union Territories have already emphasised the urgency of formulation of the Tribal Sub-Plans. These would consist of funds pooled from various sources, viz., the State Plan, the Centrally-sponsored Central Schemes, Special Central assistance, and institutional finance. The pool of funds should enable an integrated development effort to be mounted in areas of tribal concentration. In pursuance of the guidelines, State and the Governments have been quantifying the funds under different sectors of the State Plan like agriculture, animal husbandry, irrigation, forestry, education and health, even in the Fifth Plan.

3. In the Sixth Plan, many important schemes capable of benefiting tribals are Central or Centrally-sponsored. In my D. O. letters No. PC|SW|12 (1)|77, dated the 13th December, 1977, I had indicated certain programmes where Central Ministries were expected to give the highest priority for tribal areas. Further, it was pointed out that provisions to be made in the Ministry's plans were to be related to the level of development of tribal areas. Follow-up action was taken on this by the Ministry of Home affairs, who hold a series of discussions and by the Central Co-ordination Committee, presided over by Minister of State for home affairs. Subsequently Prime Minister in D. O. Letter Dated August 21st 1978 had addressed all the Ministers concerned asking them to prepare perspective plans in their respective sectors for tribal areas for the period 1978-83 indicating the resources which were to be set apart for these plans. I hope your Ministry has by now completed the exercise of identifying and quantifying flow of funds for Tribal Sub-Plans.

4. For the Scheduled Castes, it has been now decided to prepare separate Special Component Plans it is necessary to identify schemes under each sector which have direct relevance to their development and to earmark funds for them out of the divisible pool of the Ministries' plans in proportion to the population of the



individual target groups. The Ministry of Home Affairs, vide D. O. Letters No. BC. 14011/2/78-SCT. II dated 4-11-1978 and 21-11-1978, may kindly be referred to.

5. The Scheduled Castes population is not concentrated in particular areas and belong to a number of occupational groups. The Working Group on Scheduled Castes and Backward Classes have, in their report, (circulated to the Central Ministries by the Ministry of Home Affairs) identified such groups. Schemes suited to the needs to these groups may be identified, and outlays under relevant schemes earmarked in proportion to their weight in the target group. The Ministry may also examine whether any modifications are necessary in the existing schemes in order to bring them reasonably within the reach of the Scheduled Castes, (such as relaxation in the eligibility criteria, etc.). The landless agricultural labourers, who form a large part of the Scheduled Castes population, deserve special attention. Where the pattern of expenditure is not amenable to earmarked allocation, the sectoral plan should indicate a share for the scheduled castes in the targeted employment, training or other benefit.

6. The special component plan should contain an adequate in-built mechanism of concurrent monitoring and evaluation. Besides, the Central Ministries may extent necessary assistance to the State Governments in formulating suitable programmes benefitting the Scheduled Castes.

7. The Annual Plan of your Ministry for 1979-80 has been finalised it is, therefore, requested that you may now kindly submit separately, the flow of funds from your Ministry's Central and Centrally-sponsored Programmes to (1) the Tribal Sub-Plan areas and (2) the Special Component Plan for the Scheduled Castes.

**Copy of D. O. Letter No. BC. 11014 (1)/54/79-SC and BCD-II dated 18th May, 1979 from the Joint Secretary, Government of India, Ministry of Home Affairs, addressed to Chief Secretaries of States**

As you aware, a Working Group has been set up by the Planning Commission and the Home Ministry to go into the details of the States Special Component Plan for the Scheduled Castes. Copies of the telex messages sent in this regard are enclosed. I also enclose a note on some of the steps which may be taken to bring the Special Component plan for the Scheduled Castes to the optimal level. We hope this would be useful in finalising the Special Component Plan, apart from the Report of the Working Group, copies of which are already available with the State Government, and the various suggestions made during the Regional Conferences on this subject held from October, 1978 to December, 1978.

## NOTE ON BRINGING THE SPECIAL COMPONENT PLAN TO THE OPTIMAL LEVEL

The broad objective, is to see that as a whole, the outlays in the Special Component Plan as a percentage of the total outlay, are in proportion to the population of the Scheduled Castes in the States, while it may vary from sector to sector. Outlays should be earmarked for the Scheduled Castes at least in proportion to the proportion of Scheduled Castes in the target group. If the needs of the development of each occupational group of Scheduled Castes is taken into account, it will not be difficult for each State Government to locate sound schemes in different sectors, so as to raise the Special Component Plan to the desired level.

2. In each sector, every scheme may be examined with a view to locate flows of benefits to the Scheduled Castes. It would be evident that in certain sectors like Animal Husbandry, Agriculture, Cottage & Village Industries and Co-operation, there will be a large number of such schemes. The approach essentially is to include in the Special Component Plan all schemes, whether new or existing, which (a) are divisible in their flows of benefit, (b) are group or hamlet oriented.

3. Individual and family oriented schemes would fall in the first category and community schemes like the electrification of harijan mohallas, provision of drinking water facilities in the localities of Scheduled Castes wherever in practice they are denied access to the village well and provision of common facilities for various economic activities would come in the second category.

4. It is suggested that the following steps may be taken to improve and refine the Special Component Plan:—

(i) In each sector all the existing schemes may be gone through with a view specifically to locate those which are divisible on individual or family basis and those which are group or hamlet oriented.

(ii) In each such identified scheme, outlays may be earmarked for the Scheduled Castes; while doing so the earmarking should be in proportion to the population of the Scheduled Castes in the target groups. Thus for programmes like the distribution of milch animals individual beneficiaries need not have landed assets. Therefore, the major target group for such programmes is agricultural labourers and the earmarking for the Scheduled Castes in such programmes should be comparable to their proportion among agricultural labourers.

(iii) Amongst schemes so identified the total outlay should specifically be scrutinised particularly with a view to its adequacy; if it appears that not enough allocation has been made for some schemes which are particularly important and relevant for the Scheduled Castes, this allocation should be increased.

(iv) Some of the existing schemes may require some modification or re-orientation in order to become suitable for the Scheduled Castes. This would be particularly in respect of the viability of the schemes for the Scheduled Castes, who have a meagre asset structure and have virtually no investment capability. Increasing the subsidy rate could be one possible modification and Provision of such subsidies or enhancement of existing subsidies would be a useful part of the Special Component Plan.

5. Apart from the above steps, it would be necessary also to formulate new schemes, taking into account the needs of the Scheduled Castes in the State. The occupational categories of the Scheduled Castes would be a logical starting point for this purpose.

Amongst the more important of such programmes would be the following:—

*Landless agricultural labourers*

(i) Programmes on the pattern of the Employment Guarantee Scheme of Maharashtra. These would tackle the problem of low wages and of large scale unemployment and consequent poor purchasing power and subnormal consumption. The role of such programmes in improving the bargaining power of the agricultural labourers can also be significant. To start with, this could be taken up in selected areas which are notorious for low wages or for high incidence of atrocities and then extended to the entire State in phased manner.

(ii) The formation of Labour Contract Societies with sufficient enrolment of Scheduled Castes and the letting out of works to them. The inputs can be provided firstly through the payment of share capital etc., and secondly through the provision of equipment to these Contract Societies like tools etc.

Here again there could be a definite phasing and the districts where there is a larger potential for works, could be taken up first.

It may be noted that the Labour Contract Societies are an important instrument of the Draft Action Plan for eradications of untouchability which has been generally endorsed by the State Government.

(iii) The linking up of the Food for Works programme with these two programmes. Here again the State Government can include a scheme for supplementing the Food for Works programme with additional inputs for the labour [similar to those at (ii) above].

(iv) Animal Husbandry Programmes like the distribution of milch animals, sheep and goat units, poultry units etc., are eminently suitable for landless labourers. While some such schemes are included in the Plan, the outlays and coverage can be increased. A Co-ordinated approach tying up these programmes with operation flood II with urban markets, credit, management assistance and so on could be useful. Outlays will require to be increased new schemes taken up and investments specified for different areas.

*Land based—marginal and small farmers:*

(v) Government lands and ceiling surplus lands have been allotted to a large number of Scheduled Caste families. The comprehensive and total land development of all such holdings need to be taken up as a composite programme of the State Government. This would include land development, provision of irrigation facilities lift arrangements etc.

The existing Central scheme for the development of ceiling surplus lands can be linked up here.

Further the Food for Works programme could also be tied up so that the land development, excavation of wells etc., on allotted Government lands can be dovetailed.

(vi) Demonstrations, minikits and other agricultural and extension support for the production programme of the State can be specifically concentrated on the holdings of the Scheduled Castes. While a few such schemes are already included in the State Plans, a definite reorientation for the Scheduled Caste marginal and small farmers, as also the stepping up of outlays is necessary.

*Artisan Groups*

(vii) A large number of primary leather workers are from the Scheduled Castes. A composite programme for the decentralised Leather Industry can be drawn up with the objectives of maximisation of the share of the primary leather workers in the net proceeds of the sale of their product, eliminating the hold of middlemen. Co-ordination and support to the State Leather Corporation and Small Scale Industries Department would require to be built into the programme.

(viii) Similarly for other occupational categories composite programmes can be drawn up according to the needs, and included in the Special Component Plan.

### *Educated Unemployed*

Dealerships for retail outlays like food grains, cement etc., small industries and other trade opportunities are suitable and realistic possibilities for the educated youth. Specific self-employment schemes keeping in view the potential of different areas of industrial activity can be brought into the Special Component Plan.

For most of these family and individual oriented schemes it will be necessary to look to their viability. Government have in many cases already recognised this and have included a subsidy component for such schemes. As already mentioned, the Scheduled Castes require more such assistance. It would be appropriate, therefore, if, for all the individual oriented schemes which are taken up for the Scheduled Castes, a specific provision for adequate subsidy is made in the sectoral programme. Thus, for example, in the scheme for the distribution of milch animals a subsidy element can be built in for the Scheduled Castes by making a provision in the Animal Husbandry Sector for this; similarly for the excavation of irrigation wells, a subsidy element for the Scheduled Castes could be introduced as a specific scheme in the Agriculture Sector.

This type of provision would really go a long way to attract institutional finance for the programmes of the Scheduled Castes and at the same time make the scheme itself viable. Many of the individual oriented schemes are being implemented at present or will be implemented in future under the aegis of the Scheduled Castes Development Corporations in many States. It would be fruitful if this subsidy is made available at a single point by establishing close collaboration between the Scheduled Castes Development Corporation and the Sector Department/Corporation.

In some States such subsidy is provided through the State S. F. D. As. A specific earmarking for the Scheduled Castes in proportion to their population in the target group may be made in these provisions.

**Copy of Letter No. BC. 11014 (1)52/79-SC and BCD II dated 31st August, 1979 from the Joint Secretary, Government of India, Ministry of Home Affairs, New Delhi**

Government of India have been emphasising the need for the preparation of Special Component Plan for the Scheduled Castes.

Discussions were held with several States and a beginning has been made in the formulation of the Special Component Plan.

2. The Power and Irrigation Sectors account for a large proportion of the plan outlays of each State. Considering these Sectors as 'non-divisible', many States expressed the feeling that they greatly reduced the scope for preparing an optimal Special Component Plan.

3. One State, however, has come up with a method of tapping the major irrigation sector for the benefit of the Scheduled Castes. The Approach was the following:—

It was the experience in that State that the lands of the Scheduled Castes and other weaker sections under the tailend most major irrigation projects are in the tail-end of the command area. The State, therefore, decided to earmark outlays from the major irrigation sector for the effective supply of adequate water for irrigation to the land holdings of the Scheduled Castes by excavating field channels to the tail-end lands, providing new sluices to supply water to these lands, excavating irrigation wells in the command area or any other appropriate measure. This outlay was included in the Special Component Plan. In that State 5% of the total outlay under major irrigation for 1978-80 has been included in the Special Component Plan.

4. In the Power Sector, some States thought of the following ways for directing the flow of at least some benefits to the Scheduled Castes:—

(a) In villages which are already electrified but where this has not been extended to the Harijan locality, such extension is specifically programmed for or outlays are earmarked.

(b) Outlay for electrification of the Harijan localities mohallas/wadas in new villages to be taken up for electrification.

(c) Wherever marginal and small farmers from the Scheduled Castes have irrigation wells either individually or ingroups, the energisation of these wells is specifically taken up, outlays earmarked and included in the Special Component Plan.

Very often, connections cannot be extended to these wells since a remunerative estimate is not possible. In such cases one State has programmed to provide such amount from the Plan budget as

will make the energisation remunerative; this is done through a subsidy which will go as the contribution of the Scheduled Caste individuals to the State Electricity Board. On average such contribution worked out to rupees 500 but never went beyond rupees 2000. The Electricity Board have been made responsible to take up the energisation of all such cases in their programme and include the outlays in the Special Component Plan.

5. In the urban areas it is recognised that the Scheduled Castes generally reside in slums which do not have many of the basic amenities. Several State Governments have proposed to take up in their programmes the provision of services like drinking water, electricity, drains, proper sewerage and latrines etc. While these are certainly very important, one aspect which is generally overlooked is that these services must function efficiently if any benefit is to be derived from them. It is not uncommon to find that although there are taps in slums, these are invariably dry because of insufficient pressure; if booster pumps and overhead tanks are provided as they are for the more elite localities, drinking water supply can be ensured. Similarly for street lighting, the lamps are often fused and voltage low; the drains are often blocked and through a combination of such circumstances the slum remains a slum. One State Government has included the efficient maintenance of these services in the Scheduled Castes areas in their programme for the urban development sector; outlays on this are included in the Special Component Plan. Outlays for booster pumps etc., required to ensure satisfactory functioning of these essential facilities can also be included in the Special Component Plan.

6. These points can be usefully considered while improving the Special Component Plan for the Scheduled Castes and particularly for tapping the so called "indivisible sectors" like major irrigation, power and urban development.

Any comments and further suggestions would be most welcome.

Copy of D. O. Letter No. BC 11014 (i)/5279-SC and BCD-II dated 30th October, 1979 from B. G. Deshmukh, North Block, New Delhi, addressed to All Chief Secretaries.

Please see the D. O. letter No. PC (P)/2/79 dated October 12, 1979 of Shri S. S. Puri, Secretary, Planning Commission to you regarding formulation of Annual Plan 1980-81. Para 5 thereof refers to Special Component Plan for Scheduled Castes.

2. A beginning has been made in the preparation of the Special Component Plan for the Scheduled Castes during the current year 1979-80. The recent discussions held have also helped us to refine our ideas and to gain experience in the formulation of a Special Component Plan for the Scheduled Castes. We are glad to know that the State Governments have shown a positive interest and have made commendable efforts to make as good a beginning as possible. The State representatives who attended the discussions also indicated that efforts will be made to improve the Special Component Plan of 1979-80 and build on that foundation a more sound and optimal Special Component Plan for 1980-81.

3. It is important to see that this experience is built into a system and a better and improved optimal Special Component Plan for the Scheduled Castes for the next year 1980-81 prepared. Although the precise dates for Plan discussions have yet to be fixed up by the Planning Commission, it is important that we take up the exercise for the preparation of Special Component Plan now itself in the initial stages of the Annual Plan formulation. This will enable us to bring in the orientation so necessary for the development of the Scheduled Castes and for including new and suitable programmes for them.

4. During the meetings held earlier, the manner in which the Special Component Plan for the State could be improved was discussed. It is requested that the formulation of the Annual Plan 1980-81 may be done along those lines. We would suggest that you might call a meeting with the concerned Departments now itself so that requisite orientation towards schemes for the Scheduled Castes can be built into the programme.

5. Since each Department would prepare a Special Component Plan, you might like to lay down a procedure for the approval of the Annual Plan similar to that for the Tribal Sub Plans. Such a measure alone will ensure that the Plan gets the meaningful orientation it should have, especially in the sectors which are critical for the advancement of the Scheduled Castes. We also propose to hold some discussions on this in the next two months and would request that the State Government gets started with the preparation of the Special Component Plan for the Scheduled Castes immediately.

**Copy of letter No. 11014/80 S.C.B.C.D., dated 29th February, 1980 from the Joint Secretary, Government of India, Ministry of Home Affairs, New Delhi.**

During the discussions on the Special Component Plan for the Scheduled Castes certain general points regarding the Special Component Plan and the quantification of flows for



the Scheduled Castes were discussed. Since they have an important bearing on the formulation of the Special Component Plan I thought I should write to you. You may like to consider these while finalising the Special Component Plan for the Scheduled Castes.

(i) There are programmes from which groups of people benefit—as for example under irrigation projects, co-operative etc. In all such cases wherever not less than 51% of the beneficiaries are of the Scheduled Castes and not less than 51% of the benefits go to the Scheduled Castes, we would suggest that the entire outlay be shown in the Special Component Plan for Scheduled Castes. Thus for example, if under a tube-well there are 100 hectares, acres and 50 farmers and if not less than 51 hectares belong to and not less than 26 farmers are from the Special Component Plan. Similarly if in a particular slum at least 50% of the dwellers are from the Scheduled Castes, the total outlays on the slum improvement programme of that particular slum can be included in the Special Component Plan.

As a corollary if less than 51% of the benefits flow to the Scheduled Castes or less than 51% of the beneficiaries are of the Scheduled Castes no amount may be shown in the Special Component Plan.

(ii) The Scheduled Castes not only suffer from inequity in respect of economic opportunities, they are also victims of a deep social bias, which contributes to what can be called a social inaccessibility factor. With this in mind we would suggest that community investments in infrastructure may be located in the Scheduled Castes basties/localities/mohallas to the Maximum extent possible and wherever they are so located such investment may be included in the Special Component Plan. Thus school buildings, veterinary dispensaries, health centres, adult education centres etc., drinking water wells etc. wherever they are located in the Scheduled Castes mohallas could be included in the Special Component Plan. The facilities so located may be open to other communities also. Their very location in the Scheduled Castes part of the village/town would help bridge the social inaccessibility gap and has a social integration value.

(iii) The State Government have got a large number of Corporations and Apex bodies which take up activities which are relevant to the development of the Scheduled Castes. In the State Plan investments to these organisations either as share capital contribution or as direct grants are indicated. In all such cases we would suggest that the actual programme of each such body may be examined and flows to the Scheduled Castes from the Programme may be identified and the proportion of flow laid down. The corresponding proportion of the investments by the Government in these

bodies may be included in the Special Component Plan. Thus if the State Government lay down that say 30% of the credit flows of Co-operatives should go to the Scheduled Castes, 30% of the State investment in the Bank can be shown in the Special Component Plan; similarly if the State Leather Corporation proposes to spend 60% of its total outlay for the direct benefit of the Scheduled Castes flayers, tananers and leather goods producers the corresponding proportion of the state investment in the Corporation can be shown in the Special Component Plan.

2. We have already written regarding the flows to the Scheduled Castes in the power, major irrigation and urban development sector. I enclose for your reference a copy of that letter (No. 11014 (i)|5279-SCB & CD. II dated 31-8-1979).

3. We would be very happy to have any other suggestions from you regarding the formulation of the Special Component Plan for the Scheduled Castes and we are confident that you will be able to give concrete shape and direction to the development of the Scheduled Castes.

Copy of D. O. Letter No. 280-PMO|80 dated March 12th, 1980 from the Prime Minister addressed to Ministers of concerned Central Ministris.

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

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

In respect of the Scheduled Castes the strategy is to take up programmes for the Scheduled Castes in different occupational categories, especially poverty groups. The Scheduled Castes are mostly landless labourers, marginal and small farmers, leather workers, fishermen, artisans like weavers and those who follow strenuous occupations like rickshaw pullers, cart pullers etc. The

details of these occupations are also appended. The approach is to reach the flow of benefits to the Scheduled Castes through individual; family and group-oriented programmes. For this, new need-based programmes require to be taken up and existing programmes re-oriented to suit the specific developmental requirements and handicaps of the Scheduled Castes in different occupational groups. This can be achieved only if all Departments and Ministries take initiatives within their respective sectors for the development of these communities. In my inaugural address to the Conference of State Ministers in-charge of Backward Classes Welfare in April 1975 I had pointed out the responsibility of each Department in executing programmes relevant to the Scheduled Castes. That Conference had recommended that each Department should identify schemes relevant to the Scheduled Castes and quantify the benefits that should be made available to them.

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

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

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

### Identified Occupations of Scheduled Castes

| Sl. No. | Class           | Population  | Name of Communities   | State/Union Territory and where they are found   |
|---------|-----------------|-------------|---|--|
| (1)     | (2)             | (3)         | (4)   | (5)  |
| 1.      | Leather workers | 2,04,69,000 | Baisaw, Bambhi Bela, Chakkilayam, Chamar, Chandal, Dhor, Dehar, Holder, Valhar, Mang, Pagodal, Samagr, Ramagar, Sarki   | Rajasthan, Gujarat, Karnataka, Maharashtra, U.P., Delhi, West Bengal, Tamil Nadu, Pondicherry, Andhra Pradesh, Bihar, Orissa, Punjab, Haryana, Himachal Pradesh, Tripura, Jammu & Kashmir.                         |
| 2.      | Weavers         | 47,08,027   | Baiti, Balahi, Balhi Bhuviar, Bind, Chaupal, Chidar, Ganda, Gands, Julaha, Kabir, Panthi, Koli, Kori, Kuli, Koliyan, Mahara, Mahyavamishi, Malasala, Magh, Meghwal, Pan, Panc, Pankha, Pantanti, Pantratanti, Salvi, Vankar | West Bengal, Madhya Pradesh, Maharashtra, Punjab, Andhra Pradesh, Gujarat, Rajasthan, Uttar Pradesh, Delhi, Tamil Nadu, Bihar, Orissa, Himachal Pradesh, Karnataka, Dadra & Nagar Haveli, Kerala, Jammu & Kashmir. |
| 3.      | Fisheries       | 20,25,916   | Begapa, Begheti, Baghuti, Bewar, Kanda, Kandara, Kaibratha, Kest, Kayet, Mallah, Paravan, Patni, Pod, Poundra, Tiyar, Kaukani, Tier, Jalkeet.   | West Bengal, Madhya Pradesh, Manipur, Tripura, Orissa, Assam, Delhi, Tamil Nadu, Karnataka, Kerala, Assam.   |

|   |           |  |  |
|---|-----------|--|--|
| 4. Tuddy humpus<br>making and Pig<br>Rearing etc. | 25,79,426 | Dhanisa, Chusurai, Handi, Jogi,<br>Pasi, Siyal.  | Rajasthan, Orissa, Karnataka,<br>Bihar, Gujarat, Maharashtra,<br>Madhya Pradesh, Punjab, U.P.,<br>West Bengal, Himachal Pradesh,<br>Delhi.   |
| 5. Basket, mat and<br>rope making                 | 19,79,858 | Bansaphod, Banspher, Bantar,<br>Barahar, Barar,<br><br>Baarwaha, Basod, Basor, Band,<br>Dome, Dom, Karenga, Keochband,<br>Malyan, Mang, Garaneha,<br>Godagali, Mavilan, Mavakayana,<br>Patiar, Behar, Semman, Shenava,<br>Sirkeband, Godru, Kaikadi. | Assam, Rajasthan, Madhya<br>Pradesh, U. P. West Bengal,<br>Bihar, Punjab, Himachal<br>Pradesh, Jammu & Kashmir,<br>Andhra Pradesh, Tamil Nadu,<br>Maharashtra, Karnataka,<br>Orissa, Delhi, Kerala, Gujarat. |
| 6. Washing of clothes,<br>dyer and printers       | 17,54,476 | Chimble, Dhobi, Dheba, Mannam,<br>Puthirai, Vannan   | H.P., Assam, Bihar, M.P.,<br>Nagaland, Orissa, Rajasthan,<br>U.P., West Bengal, Delhi, Mani-<br>pur, Kerala, Tamil Nadu.   |
| 7. Scavengers and<br>Sweepers                     | 14,18,000 | Bhangi, Mehtar, Chandal,<br>Chambher, Chachm, Chaura,<br>Doom, Dooma, Dumne, Halalkhar,<br>Hela, Majhabi.  | Andhra Pradesh, Assam, Bihar,<br>Gujarat, J & K., M. P., Kerala,<br>Tamil Nadu, Maharashtra,<br>Orissa, Punjab, U.P., Rajas-<br>than, West Bengal, H. P.,<br>Karnataka, Tripura, Haryana.                    |

| (1) | (2)  | (3)      | (4)  | (5)  |
|-----|--|----------|--|--|
| 8.  | Fine metal work, Artisans and ornament and lac bangles   | 4,80,580 | Ghantar, Ghada, Ghantra, Laheri, Shilpkars, Sidhria, Sikligar. | Orissa, U.P., Punjab, Delhi, Himachal Pradesh.   |
| 9.  | Fruit and vegetable sellers and dealers of milk products   | 5,17,132 | Gour, Khatik   | Tripura, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, U. P. West Bengal, Himachal Pradesh. Delhi. |
| 10. | Bone collection and shoe making  | 3,64,155 | Gavaria, Hapil Nadia, Mochi, Munchi.                           | Rajasthan, Bihar, Gujarat, Orissa, Maharashtra, West Bengal, U.P., Karnataka.                        |
| 11. | Others (manufacturers of liquors gold washers, floating of timbers, spinners, catachu makers and masonry works etc.) | 1,69,803 | Dhole. Daula, Katia, Kharwar, Sunri, Silawat.                  | H.P., M.P., Maharashtra, U.P., West Bengal, Orissa.  |
| 12. | Drummers, Pottery, preparing of quilt and vessel making  | 1,09,993 | Babgar, Dholi, Hira, Khumbhar, Laban                           | Bihar, Rajasthan, U.P. West Bengal, M.P., Assam, Orissa.   |
| 13. | Lime and sea-shell   | 64,255   | Asgar, Kukri, Maniya, Velan                                    | Maharashtra, Gujarat, Karnataka, West Bengal, Kerala.  |
| 14. | Carpenters and Ironsmiths etc.   | 56,827   | Sutrudhar, Agariya, Badhi, Nagalu, Dhogni, Sipi.               | Assam, West Bengal, U.P., M.P. Tripura, Punjab.  |

Copy of D. O. Letter No. 281/PMO dated 12th March 1980, from the Prime Minister addressed to Chief Ministers and Governors of the States under President's Rule.

I am writing to convey to you the deep concern of the Government of India about the problems of the Scheduled Castes, and the high priority that we attach to the task of their rapid socio-economic development.

I am writing separately about the measures to be taken to deal with the atrocities or crimes on Scheduled Castes, which have been occurring in large numbers and have sharply increased in the last 3 years. There is a clear nexus between the economic plight of the Scheduled Castes and the atrocities and social disabilities to which they are subjected. For example, many of these crimes are intended to terrorise and cow down the Scheduled Castes when they seek fair wages for agricultural labour or try to cultivate the lands legally allotted to them. A permanent solution to this situation must be based on the rapid economic development of the Scheduled Castes.

The proportion of Scheduled Castes in the poverty population of India is much larger than their proportion of 15 per cent in the total population. They are characterised by below-the-poverty-line economic status, poor asset ownership general dependence on agricultural labour, subsistence farming, share-cropping, leather work and other types of low-income occupations; preponderance among bonded labourers; and subjection to social and civil disabilities.

In my inaugural address to the conference of State Ministers in charge of Backward Classes Welfare in April, 1975, I had emphasised the responsibility of the different departments in executing programmes relevant to the Scheduled Castes. That conference recognised the needs of the Scheduled Castes and recommended that each Department should identify programmes relevant to the Scheduled Castes in each sector and quantify the benefits that should be made available to them. I understand that most State Governments have formulated Special Component Plans for Scheduled Castes as part of their State Plans.

The Special Component Plan, already prepared by the State Government, have not only to be improved quantitatively and qualitatively but should also be implemented satisfactorily. Satisfactory implementation will require not only attention to programmes but also a clear-cut personnel policy consisting inter-alia of orientation of officers of Departments concerned with development towards

the needs of the Scheduled Castes and their careful selection, training and continuity of tenure. The objective of the various development programmes in the Special Component Plan should be to enable Scheduled Caste families in the States to cross the poverty line within a short and specified period, if possible at least half of them in this Plan period itself. For this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan. In this context, an illustrative list of possible programmes in important sectors for different occupational categories of the Scheduled Castes is enclosed. It is important that the programmes and outlays in the Special Component Plan do not represent small token provisions, but should be adequate to cater to a substantial proportion of the number of Scheduled Caste families in the relevant occupational categories.

The Scheduled Castes Development Corporation, which is another important instrument for the development of Scheduled Castes, should be activated and made effective in the field. Close linkages should be established between the sectoral programmes in the Special Component Plans and the Scheduled Caste Development Corporation's activities. There are also a number of other programmes for the Scheduled Castes, which are wholly or partly funded by the Central Government. The State must take full advantage of them by preparing programmes and providing matching funds wherever prescribed.

You will hear in greater detail from the Ministry of Home Affairs and the Planning Commission. You should see that the task of the development of the Scheduled Castes receives the highest priority from your State Government and gets the benefits of your personal attention and guidance. Please keep me informed of the action taken and the progress from time to time. A Conference with focus on the progress of the economic development of the Scheduled Castes may be held some time later.

**Illustrative list of programmes for the development of Scheduled Castes especially economic development, in the Special Component Plans.**

- I. For the Scheduled Castes agricultural labourers, who comprise 52 per cent of all Scheduled Castes workers in the country:



(i) Animal Husbandry programmes including dairying in a viable package, with linkages with Operation Flood II and other Livestock programmes, fodder, veterinary services etc;

(ii) Similar schemes for poultry, piggery, goat rearing, sheep breeding etc. in a viable package.

(iii) Sericulture, again in a viable package specially formulated to meet the needs of the Scheduled Castes agricultural labourers.

All these programmes for agricultural labourers should be taken up on a sufficiently large scale so as to enable at least half the Scheduled Castes families to cross the poverty line within the Plan period.

II. For Scheduled Castes cultivators who constitute 28 per cent of all Scheduled Castes workers in the country:

The Scheduled Castes cultivators are mostly sharecroppers, tenants, marginal and small farmers. They generally have land holdings of low quality and inferior cropping patterns and inadequate inputs. The following programmes required to be taken up for them:

(i) The comprehensive development of all land holdings of Scheduled Castes in the State with the provision of irrigation facilities wherever surface or ground water resources are available. In order that this makes a significant impact the programme has to be taken up on a substantial scale through a systematic listing of all Scheduled Castes holdings. Necessary inputs like credit, electricity, pumpsets, etc., should also be suitably linked.

(ii) Specific and significant coverage of the Scheduled Caste cultivators in all agricultural production programmes. This will involve provision of inputs like short-term credit, seeds, fertilizers, etc. every season and services like marketing assistance storage etc.

III. Programmes for other categories including fishermen, artisans etc:

In certain parts of the country Scheduled Castes are generally in specific occupational groups in large numbers. Thus for example fishermen in the Eastern region and weavers in the Western are wholly or mostly from the Scheduled Castes. Almost all leather workers all over the country and producers of many handicraft products in various parts of the country are also of the Scheduled

Castes. It is necessary to take a total view of their problems in each category, formulate suitable programmes and implement them effectively. These would include:—

(i) Special comprehensive projects wherever there is a large number of Scheduled Castes—be they fishermen, Weavers, leather workers or other artisans like basket and mat makers, cane and bamboo workers etc.

(ii) Specific programmes for the improvement of the skills of the Scheduled Castes in Cottage and Village Industries.

(iii) Provision of raw material banks/linkages, training in appropriate technology to create/upgrade skills, common facilities and work places, market linkages/assistances, subsidies etc.

IV. Programmes for those engaged in so called unclean occupations like cleaning of dry latrines:

Though their proportion among Scheduled Castes is small, this category needs attention on account of the human aspects of their working conditions. They have to be trained and rehabilitated in alternative occupations, simultaneously with a programme for converting dry latrines into water-borne latrines. Mean-while their working and living conditions should be improved.

V. Education: reducing the literacy gap of the Scheduled Castes and drop-out rate:

Though considerable progress has been made in the educational development of the Scheduled Castes, there is still a wide literacy gap between the Scheduled Castes and the rest of the population and the drop-out rate is higher among them. These problems are particularly acute among those Scheduled Castes who are agricultural labourers, subsistence farmers and artisans. Programmes for bridging the literacy gap of the Scheduled Castes require to be brought into the Plan and seriously implemented. Higher enrolment and lower drop-out rates through a scheme of payment of opportunity cost to the Scheduled Castes families who depend on the labour of their boys and girls to contribute to even subsistence level income: special emphasis on the education of girls; making adult education programme more meaningful and relevant to the Scheduled Castes especially by providing informational inputs pertaining to economic development opportunities and facilities; locating a good number of Adult Education Centres and new-schools in the Scheduled Castes mohallas/localities as an instrument of social integration.

**Copy of D. O. Letter No. B. C. 11036/180-SC and BCD II dated 19th April 1980, from Joint Secretary (SCBCD) Government of India, Ministry of Home Affairs, addressed to Chief Secretaries of States.**

As you may be aware, the Prime Minister has very recently written to the Governors/Chief Ministers regarding the importance of the development of Scheduled Castes. I enclose for your reference a copy of her letter No. 281-PMO/80 dated 12th March, 1980.

2. In particular the necessity for formulating an optimal Special Component Plan, based on the actual needs and requirements of the Scheduled Castes, has been stressed. It has also been emphasised that programmes for the Scheduled Castes should be taken up in sufficiently large magnitudes so as to enable half of them to cross the poverty line within the Plan period. The approach of taking up programmes according to the needs of Scheduled Castes in different occupational groups would be a logical one. Further it would also be extremely important to closely link the Scheduled Castes Development Corporations constituted in the State and the Sectoral Departments and other agencies relevant to development.

3. We are confident that the State Government will give the fullest importance to the development of the Scheduled Castes. Shri Yogendra Makwana, Minister of State in the Ministry of Home Affairs has commenced a programme of discussions on this subject and we hope by that time some concrete steps would have been taken along the lines contained in the Prime Minister's D. O. letter.

**Copy of the Message of Shri Yogendra Makwana, Minister of State in the Ministry of Home Affairs, dated 19th April, 1980.**

I am happy that the representatives of State Governments, Central Ministers and Credit, Finance and other Institutions are meeting today to discuss the development needs and programmes for the Scheduled Castes. This is probably the first time that this kind of a meeting is being held. This is a particularly propitious time for such a meeting since the Central Government have very recently taken a decision to provide Special Central Assistance for the Scheduled Castes.

2. The Scheduled Castes are among the poorest in the country: 52% of the Scheduled Castes workers are agricultural labourers, 28% are cultivators, mostly marginal and small farmers, and most of the others are in categories like fishermen, leather workers,

weavers, weavers and other artisans, civic sanitation workers ("Scavengers and sweepers"), urban unorganised labour, etc. It is these target groups who have to be reached by our developmental programmes. I am sure the deliberations will focus on this aspect.

This approach is relevant from another point of view: it will strengthen the economic position of the Scheduled Castes and help them emerge from the plight of being victims of atrocities, social discrimination and other heinous crimes. The Prime Minister in her recent letter to Chief Ministers|Governors has thrown light on this point.

3. So far, the State Special Component Plans for the Scheduled Castes have not, generally speaking, been based on the needs of the Scheduled Castes. Now that the Special Central Assistance is also being made available, I am confident that the Special Component Plans will be improved both qualitatively and quantitatively and focus on what is required for the Scheduled Castes. As in the case of the similar Assistance for Tribal Sub Plans, the bulk of the outlays for the development of the Scheduled Castes must come from the State Plans, while the Special Central Assistance will be an additive.

We should not be interested merely in increasing the outlays in the Special Component Plans in a mechanical manner, the objective is really to help lakhs of Scheduled Caste families in each State to acquire income generating assets. This will help in building self-reliance. Thus I would like to see the Special Component Plans of each State specify the coverage of the Scheduled Castes by economic development programmes each year. For the occupational categories in which there are large numbers of Scheduled Castes, this would particularly include dairying and other Animal Husbandry programmes; comprehensive land development including the provision of irrigation facilities and other inputs for increasing agricultural production; composite programmes for each category of artisans like leather workers, weavers in the western States; other craftsmen and so on. At the end of each year we should be able to measure the impact of the programmes in the Special Component Plan for Scheduled Castes in terms of families and income generating assets created. For this purpose right from the formulation stage there must be an attempt to give a physical budgeting aspect to each Plan scheme, implement it effectively, to concurrently monitor and evaluate its results and at the end of appropriate periods to have a social audit. In order to secure desired results each programme must be a comprehensive package and include all the inputs necessary.

Further, an integrated approach on the part of every Department and agency concerned with the programme should be ensured. Thus for dairying programmes we would need not only milch animals, but also fodder development, cattle breeding, health care, extension services etc. In the case of well sinking programmes it is not only necessary to provide outlays for sinking wells: there must also be outlays for requisite number of rigs, the requisite number of survey parties, drilling parties and so on.

In this context, the role of the credit and financing institutions like Commercial and Co-operative Banks; of functional organisations like State Handloom, Handicrafts, Leather Corporations and Boards; of development agencies like SFDA, IRDA, DPAP, etc., and of research and training organisations is particularly important and can provide significant assistance to these development programmes. I trust that all these agencies and institutions will recognise and appreciate the particular problems in the field at the delivery stage from the beneficiaries' point of view—only then a meaningful impact can be made. The role of Central Government Ministries and organisations and of Centrally Sponsored Schemes and Central sectoral programmes also can give direction and thrust to these programmes, thereby augmenting the Special Central Assistance.

4. The Special Component Plans will have an impact only if we are able to achieve the objective of enabling 50% of the Scheduled Castes families to cross the poverty line within the Plan period and apportionate number of families in each year. This can be done through the provision of income generating assets and/or skills to the families in sufficiently large numbers through the kinds of programmes indicated above. Thus each Special Component Plan must clearly spell out the number of Scheduled Caste families who are to be assisted during the year by schemes included in the Plan. The real and ultimate test of the Special Component Plan of each State is the proportion of Scheduled Caste families helped across the poverty line, compared to the total number of Scheduled Caste families in the State. In this direction, the Special Central Assistance will be a valuable additive.

5. Together with these economic development programmes, care should be taken to see that social and educational services are also provided. Each sectoral Department of the State Government must try to put in whatever is required. Thus basic amenities like drinking water, housing, drainage, sanitation, health care and education should be made available to the Scheduled Castes and specifically programmed for in the Plans. This approach alone can ensure

that the flows from the general sectors do actually reach them. Here too, the Central Ministries, Central organisations and Research Institutions can provide significant help to the State Special Component Plans.

6. I am sorry I could not attend this meeting but I shall take the opportunity to visit each State to discuss the progress and to see the tangible results actually achieved in the field.

I wish your deliberation all success.

**Agenda item No. 1.** Steps taken to improve Special Component Plans for 1980-81 in the light of Prime Minister's letter to chief Ministers/Governors.

From the Fifth Plan onwards strategy of development of Scheduled Castes has been to provide major thrust to the development through schemes under the general sectors of development. These were to be supplemented by special programmes under Backward Classes sector. Some of the State Governments attempted to quantify provisions from general sectors for the Scheduled Castes. But by the end of Fifth Five Year Plan, it became apparent that attempts to quantify financial and physical benefits to scheduled castes had not achieved the desired results. Realising the need for special development planning for them, Special Component Plans for Scheduled Castes have been thought of. The Special Component Plans consist of identifying existing schemes in each sector of development which can directly benefit the scheduled caste families; earmarking provisions from the sectoral plans in proportion to the scheduled caste population in the target groups; provided institutional credit and marketing facilities and extending adequate social amenities to scheduled caste families; particularly to those below the poverty line. All these activities are required to be done in an integrated manner so that each scheduled caste beneficiary family receives a package of developmental assistance.

2. The State Governments were requested to prepare the Special Component Plans for Scheduled Castes for the first time for the Annual Plan 1979-80. Most of the Special Component Plans which were submitted were mere segregations of outlays under the various sectors of development; moreover total outlays thus earmarked were far below the proportion of scheduled caste population in the State. In fact the main objective to give positive thrust to their development by covering maximum number of scheduled caste families has not emerged. Exercises for apportioning funds were not attempted in a number of sectors. It was also noted that most of

the States had not taken into account all the schemes which could benefit necessary linkages with marketing; credit needs were also wanting. There were no linkages also with the State agencies like the various Development Corporations.

3. A number of improvements have recently been suggested by the Prime Minister in her letter dated 12th March, 1980, to the Chief Ministers/Governors of the States. The letter highlights the following points:

(i) In preparation of Special Component Plans, it would be necessary to take up programmes of a sufficient magnitude so as to enable at least 50% of scheduled castes to cross over the poverty line within the next 5 years. In this regard State Governments may determine total number of scheduled castes families which would need to be brought under different programmes. The Special Component Plans already prepared by the State Governments would require to take up programmes which aim at achieving this objective. The on-going programmes would require review and outlays should be provided for the necessary modifications/adaptations to meet the needs of scheduled castes under each occupational category. For this purpose an assessment of the total requirements of each occupational group has to be made and viable schemes formulated. Thus the Special Component Plan would essentially be in two parts:

(a) existing schemes in the sectoral plans (including modifications to make them specifically viable for the scheduled castes).

(b) new schemes suited to the needs of scheduled castes. Now that Special Central Assistance is available, it is important and necessary that need-based schemes be drawn up and built into the Special Component Plan with particular stress on the family-oriented programmes.

(ii) Formulation and implementation of Special Component Plans for scheduled castes, would depend largely on the efforts of different departments of the State in-charge of sectoral programmes. These departments have to play an active role not only in earmarking outlays from existing scheme but modify or formulate new schemes suited to the needs of scheduled castes, fix targets keeping in view the over-all problems these people encounter in even availing the benefits of development.

(iii) It is also necessary to evolve a suitable personnel policy as pointed out by Prime Minister for effective implementation of the

Component Plans for the Scheduled Castes. Senior Officers are required to be made responsible for plan implementation and monitoring of programmes in each sector of development. For this purpose, training may have to be imparted to these officers. At the field level also, the concerned personnel like the B.D.O. and the other extension workers may require to be given a few days orientation course in order to acquaint them with the problems and programmes for the scheduled castes.

(iv) The schemes under Central and Centrally-sponsored programmes relevant to the development of scheduled castes, are to be taken full advantage of, and matching funds wherever necessary are to be provided for their implementation.

(v) The steps taken by the State Governments in these directions will require to be discussed.

**Agenda Item: 2.** Identification of programmes for different occupational categories of Scheduled Castes particularly with reference to development of human resources, gainful employment and social services including drinking water.

4. Role of different State Departments and agencies like Dairy Development Corporations, Leather Corporations, Small Scale Industries Corporations, Handloom, Fisheries, etc., in the economic development of the Scheduled Castes.

Identification of programmes for different occupational categories of Scheduled Castes particularly with reference to development of human resources, gainful employment and social services including drinking water.

The 10 crore number of Scheduled Castes in the country support production in agriculture, fisheries, cottage and village industries etc., and naturally are found through out the country. They are found concentrated in certain occupational categories. By focusing attention on the Scheduled Caste families in these occupational categories it will be possible to mount a sound



developmental programme for the Scheduled Castes. The following figures show the distribution of Scheduled Caste families in different occupational categories:

| Occupational category                                 | % of all Sch. Caste workers   | Remarks   |
|---|---|---|
| Agricultural workers                                  | 32%   | —   |
| Cultivators   | 28%<br>No. of individuals in families of castes traditionally associated with the occupation. | Mostly small and marginal farmers   |
| Leather workers                                       | 200 lakhs   | Most of the leather workers in the country belong to the Sch. Castes  |
| Weavers   | 47 lakhs  | Almost all weavers in the States of the western region and about half of the weavers in Madhya Pradesh belonging to the Scheduled Castes. There are also some Sch. Caste weavers in other parts of the Country. |
| Fishermen   | 30.25 lakhs   | Most of the fishermen in the States of eastern region are from the Sch. Castes. There are also some fishermen in the other States.  |
| Basket, mat and rope makers                           | 20 lakhs  | —   |
| Civic sanitation workers<br>(Scavengers and sweepers) | 14 lakhs  | Most people in these categories all over the country belong to the Scheduled Castes.  |

There are relatively small numbers engaged in various other occupations. In the urban areas, a large proportion of rickshaw pullers, cart pullers, other unorganised non-agricultural wage labourers and civic sanitation workers belong to the Scheduled Castes.

2. These categories account for almost all the Scheduled Castes in the country; they are amongst the poorest of those who live below the poverty line—thus, not surprisingly, two-thirds of all bonded labourers are from the Scheduled Castes according to a recent study by the National Labour Institute and the Gandhi Peace Foundation; further, they continue to be victims of social discrimination and atrocities or crimes particularly in the rural areas; their literacy rate is 14.67% against 33.80% for the population other than Scheduled Castes and Scheduled Tribes—for women corresponding figures are 6.44% (for Scheduled Castes) and 22.25% (for other than Scheduled Castes and Scheduled Tribes). They are, therefore, not in a position to avail themselves of reservations and various educational aidlike scholarships/stipends though these concessions are important for those who are educated.

The development programmes for the Scheduled Castes have necessarily to be directed at the major target groups mentioned above. Moreover, it is important and imperative that the strategy for their development must concentrate first upon their economic development. This approach has been emphasised by the Prime Minister in her letters to the State Chief Ministers/Governors and Union Ministers (copies at Annexure-I and II respectively) as mentioned in agenda Item I. It is necessary to reach the benefits to the Scheduled Castes through family and group oriented programmes. New need based programmes require to be taken up and existing programmes re-oriented to suit the specific development requirements and handicaps of the Scheduled Castes in each occupational group. The objective is to bring about increments in the income of Scheduled Caste families mainly through the creation of productive assets and skills. The Prime Minister in her letter to the State Chief Ministers/Governors (Annexure-I) had enclosed an illustrative list of some of the important programmes for the Scheduled Castes in these target groups. Among the more important are the following:

*Dairy and Animal Husbandry Programmes:*

The largest single opportunity is provided by Operation Flood II through which a national milk herd of 10 million animals is to be developed. This programme has an enormous scope for the

Scheduled Castes since they are primarily agricultural labourers and marginal and small farmers. A physical coverage of the Scheduled Caste families requires to be undertaken; where they do have milch animals this would involve the distribution of milch animals; where they do have milch animals it will involve the improvement of the breeds. It should be possible to cover about 25 lakh Scheduled Caste families under Operation Flood II in all the States.

Dairy programmes have been taken up under IRD, SFDA, Livestock Production Programmes as well and can additionally bring in large numbers of Scheduled Castes within their ambit.

Similar programmes in sheep, goat, poultry and pigs development can be taken up. Certain districts have been identified as suitable for each of these schemes and at a rough estimate it should be possible to bring in about 15 lakh Scheduled Caste families under all these programmes.

In each of these Animal Husbandry schemes a composite approach to ensure all necessary linkage with market, health infrastructure, veterinary services, fodder etc., would be necessary and are organisable.

While, in keeping with the perception of poverty groups families, the family is the unit for developmental programmes, it has to be noted that within the family the position of women has to be improved. Scheduled Caste women constitute 72% of all women agricultural labourers in the country. Dairy and Animal Husbandry activities are generally attended to by women. Thus this category of programmes will help Scheduled Caste women. Women can also be involved in activities connected with food processing and preservation. This is also true of a number of cottage and village industries programmes like carpet weaving, hand printing, bidimaking, products of cane, bamboo, fibre etc.

#### *Comprehensive Land Development Programmes for Scheduled Castes*

As per the 1971 Census, there are over 81 lakh Scheduled Caste cultivators in the country. In addition ceiling surplus lands have been distributed to over 4.65 lakh Scheduled Castes (about 5.65 lakh acres). It is important that comprehensive schemes for the land development, provision of irrigation facilities (wherever feasible) and lift arrangements as also for agricultural crop production be taken up for all the 86 lakh cultivators. In the SFDA/IRD areas, lists of marginal and small farmers have been prepared. The approach

for the Scheduled Castes land holders would have to be very similar. The State Governments may consider the specific listing of all Scheduled Caste holdings in the States, to the extent of Government waste lands and ceiling lands distributed, records would already be available. The comprehensive programme can be started straightway in respect of these lands. The State Governments may simultaneously prepare the list on Scheduled Caste land holdings (to the extent not already prepared) to give a very definite thrust to the land based programmes for the Scheduled Castes both in SFDA and non-SFDA districts.

The implementation of the ceiling laws has to be expedited, and all surplus lands quickly distributed, giving first priority or at least 50% to the Scheduled Castes; these lands should also be fully developed, so that these become assets in the real sense of the word.

#### *Other Occupational groups:*

Similarly specific programmes of the required magnitudes have to be taken up for the Scheduled Castes in other identified occupations. The particulars of caste occupations are enclosed to the Prime Minister's D. O. letter at Annexure-II. Thus composite programmes for leather workers throughout the country for the weavers in the western region, for fishermen in the eastern region, for basket, mat makers, other artisans etc., can be taken up on the basis of the local situation, the problems and the needs.

#### *Leather Workers.*

The Scheduled Castes comprise almost all the leather workers in the country. For any effective development of the leather industry adequate attention to the organisation and growth of the primary leather workers specially in rural areas is essential. This must cover all the activities concerned with leather namely flaying, tanning, and foot-wear and other leather goods manufacture. The approach must be to identify village clusters of concentration; ascertain the problems in the distribution of sale proceeds in the existing patterns of flaying, tanning and manufacture in each identified cluster; provide inputs for the primary leather artisans including credit, raw materials required, tools, training, chemicals etc., suitable places of work in production centres/common facilities centres; make arrangements for the marketing of the final products, establish a comprehensive system to provide all inputs including market information, designs, technical guidance, technological upgradation etc.

To take up such a programme would obviously involve an enormous effort on the part of the State since no other agency can step in for this kind of activity. The K.V.I.C. and the Leather Development Corporations in the States could take up different geographical areas specifically under their charge and provide the required infrastructure. The Bharat Leather Corporation could function as an apex body which will help and strengthen the financial, technological and organisational capabilities of the K.V.I.C., State Leather Corporations etc., for helping the unorganised leather workers. This needs to be taken as the major task of the B.L.C. and State Leather Corporations.

#### *Handloom weavers:*

In respect of areas where the Scheduled Castes form the majority of the weavers, the approach may be set up centres for a suitable numbers of weavers, at convenient locations, within the normal reach of their residence. All the facilities from the raw-material point to the market point and common facilities of production may also be provided at the Centres. They may either be given marketing assistance or suitable market linkages, so that they do not have to depend on middlemen and their share in the net sale proceeds of their product may be maximised. In areas where Scheduled Castes do not form the majority, schemes will have to be devised whereby it becomes attractive for co-operative and other institutions dealing with the weavers to take in a due proportion of Scheduled Caste weavers, based on their numbers among the weavers plus a weightage for their backwardness and social disabilities. In both categories of cases, Scheduled Caste weavers need certain technical inputs, training, market information, designs, etc., and for this all the different agencies including State Handloom Board/Corporations, Development Commissioner Handlooms, the D.I.Cs, the K.V.I.C., etc., would have to be closely involved and their specific roles spelt out.

Similar schemes for other groups like fishermen, civic sanitation workers ("scavengers and sweepers"), artisans and craftsmen including mat makers, cane, bamboo makers etc., require to be taken up. Full use of existing organisations like the Handicrafts Corporations, Fisheries Development Corporation, SFDA, IRD etc., should also be availed of. The objective in all these cases should be to improve their productivity and eliminate middlemen and by this twin process maximise the income of the Scheduled Caste producers in these occupational categories and optimise their share in the net market value of the product. To this end, all necessary inputs, services and linkages from the initial stage to the marketing stage should be provided.

### *Educated Unemployed*

The educated form only a very small proportion of the total number of the Scheduled Castes. However, this is a dynamic section which should be given due attention. In the self-employment programmes, special efforts should be made to locate Scheduled Caste educated unemployed individuals, possessing entrepreneurial potential. One way in which this can be done is by interviewing all candidates registered with the employment exchanges jointly by the Department of Industries, banks, Scheduled Caste Welfare Departments etc. All those who are suitable, with necessary orientation and entrepreneurial development courses etc., may be provided all assistance for self-employment. There is plenty of scope for them not only in small industry but also in small business. A good number of fair price shops and other retail outlets of essential commodities can be given to such selected Scheduled Caste boys belonging to the localities in which these outlets are to be located. There is a sphere where the State Industrial Development Corporations, State Finance Corporations, small Scale Industries Corporations and Central promotional organisations like the S.I.E.T. Institute etc., must play a major role.

3. Four aspects to the development programmes for the Scheduled Castes have to be emphasised and are particularly relevant to their formulation and effective implementation:

(a) As envisaged in the Prime Minister's letters, the objective of economic development programmes for the Scheduled Castes is to bring about increments in the income of their families mainly through the creation of productive assets and skills. This will go a long way to improve their social status and become an important instrument in removing social disabilities connected with 'untouchability'. Thus income generation through self-employment is of special importance in the context of the economic development of Scheduled Castes.

However, as a matter of realism it is recognised that for some time a large number of Scheduled Castes will have to continue as mere wage earners in the agricultural sector and in the urban unorganised sector. In the matter of wage employment the objective should be to ensure improvement of their wages. Among the developmental programmes geared towards this would be to allot unskilled work of various Government Departments to agricultural labourers, eliminating middlemen and contractors. Both in respect of these workers in Departmental works as well as agricultural labourers in general, a major programme of formation of Labour Contract

Societies, would help. But these societies must have all inputs necessary for their success such as adequate working capital, tools on subsidy-cum-loan basis, managerial assistance, managerial and organisational training etc. By this and other means, the bargaining power of those who have to continue as mere wage earners should be improved. Enabling large numbers of Scheduled Castes families in the agricultural labour category to acquire income generating assets and skills will itself be the most important instrument in improving the bargaining power of those continuing as agricultural labourers.

Both these categories of schemes require field level tie-ups with on going programmes like the S.F.D.A. I.R.D. etc., agencies and institutions in particular the activities of Scheduled Castes Development Corporations in the States will need to be suitably brought into each programme.

(b) The institutional arrangements necessary to organise the various inputs for each programme will have to be made. This would involve ensuring credit at the right time and in the required magnitudes; raw materials of acceptable quality and at reasonable prices; appoint technical assistance and the provision of common facilities; training in labour saving but non-labour displacing technology; direct access to markets through the elimination of middlemen.

Simultaneously institutional arrangements for concurrent monitoring the programmes and their progress, concurrent evaluation and timely correctives/modifications to the programme would have to be ensured. For the reporting of the progress simple proformae should be devised and procedures formulated.

(c) The human resources development will have to be carefully planned for the Scheduled Castes in different occupational categories so as to enhance the value of the programmes for income-generating assets and for meeting the demands of the institutional framework mentioned in the above paragraphs. This would involve manpower planning for the Scheduled Castes based on their needs and programme requirements, with close coordination with educational institutions, training organisations and employment agencies. Such programmes would also be of direct benefit to the educated amongst the Scheduled Castes for imparting entrepreneurship and management skills etc., at the same time it will be also relevant for the Scheduled Castes poor, for example through training in poultry keeping, stall feeding of milch animals, maintenance of fish ponds, training in the new farming technology, improved methods for different artisans, trades and crafts, co-operative and financial management etc.

The development of the human resources has two aspects; first the imparting of new income generating skills including management skill which will enable the Scheduled Castes families to cross the poverty line and secondly the improvement of existing skills so that the returns to labour can be increased.

(d) Provision of social and other services to the Scheduled Castes both in their working and living environments. This would include drinking water, housing, sanitation, health, nutrition, education and so on. Specifically the approach here would have to be a habitat oriented one and would cover the localities where the Scheduled Castes dwell—typically the slums in the urban areas and most deprived mohallas in the villages.

Thus for example in the case of drinking water, which also has an aspect of social inaccessibility for the Scheduled Castes, all villages and slums should be listed where the Scheduled Castes do not have access to drinking water because of social constraints. Where the State is not able to immediately enforce social accessibility of Scheduled Castes to these wells, on absolutely equal terms, a phased programme for providing wells in the residential areas of Scheduled Castes, so that the priority villages and slums are taken up first, could thereafter be drawn up; and, for each year, the requirements both in terms of infrastructure like rigs, materials, hydrologist etc., as well as financial outlays could then be specifically included in the Special Component Plan. As a measure of social integration, a good number of wells, out of the Plan programme, may be sunk in the Scheduled Castes localities, but open to all communities.

Role of different State Departments and agencies like Dairy Development Corporations, Leather Corporations, Small Scale Industries Corporations, Handloom, Fisheries, etc., in the economic development of the Scheduled Castes.

4. Keeping all these in mind, comprehensive programmes for each of the important categories of the Scheduled Castes based on their needs would have to be brought into the Special Component Plan. It would be important simultaneously to define the role of each concerned organisation both at the Government of India level and at the State level (KVIC, BLC, State leather Corporation, State Handloom Boards etc.,) and of different programmes like TRYSEM, IRD, SFDA, DIC etc.



5. The specific steps to be taken for formulating and implementing a comprehensive programme in any sector would include the following:—

(i) The identification of the target group families—be they for dairying programmes, other Animal Husbandry Programmes, for a programme of comprehensive land development, or for leather workers and artisans.

(ii) On the basis of the total number of target group families, a suitable phasing of the programme; for this clusters and concentration of these families would have to be identified, this would also involve the assessment of the available opportunities and skills, the infrastructure and the potential of the market etc. Thus for dairying programmes these clusters would be around milch chilling plants; for sheep, goat and pig rearing programmes these would be around existing market and abattoirs.

(iii) An assessment of all the inputs necessary to take up such a programme and a specific listing out of the different agencies, departments and organisations which can provide such inputs. Keeping in mind the activities necessary for each scheme an assessment of the inputs requirements, the responsibilities of each organisation and the outlays necessary to take up the schemes on the scale necessary in each year would have to be clearly spelt out. This can be done through the tabulation of the different inputs, activities and agencies etc., along the lines indicated below:

| <i>Sl. No.</i> | <i>Activity<br/>Specifics</i> | <i>Input<br/>required</i> | <i>Agencies/<br/>organisa-<br/>tions<br/>responsi-<br/>ble</i> | <i>Outlays<br/>necessary</i> | <i>Specific<br/>linkages<br/>with other<br/>agencies</i> |
|----------------|-------------------------------|---------------------------|--|------------------------------|--|
| (1)            | (2)                           | (3)                       | (4)  | (5)                          | (6)  |

6. Thus if in any way a land development programme is to be taken up, the activities would include identification of the land holdings; requirements for the full exploitation of this land (land development, shrub clearance etc.,) the credit needs, the underground water potential, requirements for rigs for sinking bore wells if necessary, requirement of seeds, fertilizers, pesticides etc. The

agencies to take up this programme would include the Land Revenue Department, the Block Extension staff specially for agriculture, the ground water department, Irrigation Department, the DCCB and LMBs/LDBs, Financial Institutions, SFDA, IRD, the Scheduled Castes Development Corporations etc.

7. The responsibilities and specific requirements of each agency and for each input would have to be separately assessed; a package which is viable for the target group families in that area identified; and corresponding schemes brought into the Special Component Plan in each sectoral plan. It will be clear thus that not only have short-term inputs to be provided but also infrastructure investment where necessary has to be taken care of.

8. The Prime Minister has asked the State Governments to improve the Special Component Plans quantitatively and qualitatively. By undertaking the above programmes, the Special Component Plans can be improved along lines indicated by Prime Minister.

9. There is a need for social audit of development programmes taken up for Scheduled Castes. Two important aspects i.e., additional mandays of employment given to Scheduled Castes families and additional per capita income generated will need to be monitored. A simple pro forma as an illustration is attached.

**Copy of D. O. letter No. BC. 11014 (ii) 1/80-SC and BCD II dated 24th May 1980 from B. G. Deshmugh, Additional Secretary, Ministry of Home Affairs.**

Please refer to my D. O. letter No. BC. 11014 (i) 33/80-SC & BCD-II dated 25th April, 1980. As mentioned therein, the scheme of Special Central Assistance for the Scheduled Castes has now been approved by the Government of India. A token allocation of Rs. 5 crores was released in 1979-80 and for 1980-81 a provision of Rs. 100 crores has been made. The Special Central Assistance is to be an additive to the State's Plan and programmes for the Scheduled Castes: it will be for the totality of the State's effort for the development, especially economic development, of the Scheduled Castes as contained in the Special Component Plan.

2. The State Government has already prepared a draft Special Component Plan for the Scheduled Castes for 1980-81. We trust that the provision of Special Central Assistance will help the State Government to improve the Special Component Plan of the State both qualitatively and quantitatively as desired by the Prime Minister

in her D. O. letter No. 281-PMO/80 dated the 12th March, 1980. A meeting with State Governments was held on the 19th April, 1980 by the Deputy Chairman, Planning Commission, which went into the strategy for the development, especially economic development, of the Scheduled Castes in general and the formulation, content and implementation of the Special Component Plan in particular.

3. As you know, the quantum of Special Central Assistance for the Scheduled Castes will be related to the Special Component Plan of the State. In particular the total size of the Special Component Plan and its optimality in quantitative terms; with reference to the size of the State Plan; the proportion of the State's Scheduled Caste families to be assisted in 1980-81 to cross the poverty-line through composite programmes containing all relevant inputs including organisational and managerial inputs in the light of the objective of 50% of the families to be assisted in the Plan period; and the performance of the State in the implementation of the programmes as revealed by concurrent and continuous monitoring—all these factors would be particularly relevant to determine the help to be given to a State from the Special Central Assistance. The population of the Scheduled Castes would also be taken into account. A brief note on the criteria for the allocation of Special Central Assistance is enclosed. Clearly the Special Component Plan will be an important basis for determining the quantum of Special Central Assistance for the State. The State Government should now put in meaningful programmes and corresponding outlays in the Special Component Plan. It is intended that, as in the case of the Tribal sub-plans, the bulk of the outlays will come from the State while the Special Central Assistance for the Scheduled Castes will be a valuable and supplementary additive.

4. We would request that the draft Special Component Plan for 1980-81 may now be further improved. The Planning Commission have already intimated that they would hold discussions on the Special Component Plan in the next few weeks with each State. The Prime Minister in her letter to the Chief Ministers/Governors on March 12, 1980 has specified that "the objective of the various development programmes in the Special Component Plan should be to enable Scheduled Caste families in the States to cross the poverty line within a short and specified period, if possible at least half of them in this Plan period itself. For this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these

programmes and corresponding outlays into the Special Component Plan.....It is important that the programmes and outlays in the Special Component Plan do not represent small token provisions, but should be adequate to cater to a substantial proportion of the number of Scheduled Caste families in the relevant occupational categories.

5. We would, therefore, request you to see that the Special Component Plan takes into account the following aspects in particular:—

(a) It should specifically indicate how many Scheduled Caste families in the State are to be benefited by the various programmes through the provision of income-generating assets during the year to enable them to cross the poverty line. This should be in keeping with the objective of covering 50% of the Scheduled Caste families during the Plan period as indicated by the Prime Minister and must indicate how many Scheduled Caste families are to be so assisted by the schemes in each sector, particularly animal husbandry including dairying, agriculture including comprehensive land development, cottage and village industries, sericulture, fisheries, etc. These family oriented schemes must be based on the needs of the Scheduled Castes and should also be location-specific and activity-specific. They should also be in harmony with the aspirations and aptitudes of the beneficiary families. The approach has to be one of identifying: the problem, seeking all the solutions and providing necessary schemes (which may have to be from more than one sector) so that they can be specially meaningful for the specific situations of the Scheduled Castes in each occupational group and enable the beneficiaries to cross the poverty line. This would, in practice, be Planning for Man on which stress was laid by the Deputy Chairman, Planning Commission at the meeting of 19th April, 1980.

The technical aspects of each of the Schemes in different sectors would not be subjected to another scrutiny by the Government of India, it is, therefore, important that each programme included in the Special Component Plan for the Scheduled Castes is fully and adequately cleared in respect of the technical and programmatic contents by the concerned Departments/agencies in the State. The returns from the scheme. Its viability, its relevance in the particular area etc., should also be fully gone into.

(b) For each of the sectoral programmes which are intended to reach the Scheduled Caste families, appropriate packages of inputs and services would be necessary. These will really specify

“how” the schemes will actually reach the Scheduled Caste families and how their implementation will be effective in achieving the objective. Thus tie-ups with institutional finance, raw-material supply, common facility centres, skill development and marketing etc., are essential aspects of each scheme; these must be reflected in the Special Component Plan in the programmes of each sector. In the choice of technologies, stability of income and freedom from risks should be guiding factors. Where risks are unavoidable as in the case of animal husbandry programmes, insurance cover should be built into the project.

(c) We should also like to emphasise that in providing for the development of the Scheduled Castes, attention has to be focussed on major occupational groups of the Scheduled Castes as obtain in each State like agriculture labourers, marginal and small farmers, leather workers, fishermen (especially in the State and U. Ts of the Eastern region), weavers (especially in the State of the Western and North-Western regions), other artisans and urban unorganised labour.

(d) One important input, often ignored, is assurance of an adequate implementation machinery. The existing administrative machinery should be fully utilised and funds should not be diverted to expanding the establishment unless absolutely essential for ensuring the success of the programme. Subject to this, provisions for filling gaps in the administrative machinery and for orientation of the personnel, need to be included as part of the Special Component Plan of each sector.

(e) The arrangements for concurrent and continuous monitoring and evaluation have to be built into the Special Component Plan as an essential input of the composite programme in each sector. Corresponding outlays must also be specifically provided for in the Special Component Plan.

6. We shall separately be sending consolidated guidelines on the formulation of the Special Component Plan. In the meanwhile, most of the operational details are already known to the officers of the State Government not only through several communications sent by the Ministry of Home Affairs and the Planning Commission from time to time but also from the very detailed and specific discussions which have already been held on the Special Component Plan in the past. The Special Component Plan can be improved on that basis.

7. You will appreciate that the whole objective of the Government of India in instituting the Special Central Assistance

is to see that this supplementary additive and the much larger flows from the State Plan together will bring tangible benefits to the Scheduled Castes. The Government of India is also extremely anxious that the schemes in the Special Component Plan are implemented in such a manner that the full benefit promptly reaches the intended beneficiaries and this is concurrently and continuously monitored and evaluated. Keeping this in view, a substantial part of the Special Central Assistance will be distributed among States on the basis of effort-based criteria (details in the enclosures) and the rest on the basis of the population and backwardness criteria (as also detailed in the enclosure). I may clarify that for claiming assistance based on both effort-based criterion on the one hand and based on population and backwardness criterion on the other hand, it is necessary for the States to prepare Special Component Plans. The difference is that in the case of the latter criterion, the share that a State would get on preparation of its Special Component Plan and its finalisation after discussion would be a fixed amount. On the other hand, while we are certain that all States will and can prepare optimal Special Component Plans, there may be some variation in terms of relative optimality, and the State's share in the Special Central Assistance based on the effort-based criteria would be variable.

8. Ordinarily, we would have waited for the receipt of Special Component Plans from the States, improved qualitatively and quantitatively, and discussions thereon before releasing the Special Central Assistance. However, ~~the~~ the Plan year has already commenced and in order to help the States to speedily go ahead with the top priority task of the economic development of the Scheduled Castes, we are making an advance release of the first instalment of the Special Central Assistance to be apportioned between the States on the basis of the population and backwardness criteria. Release of further instalments will be made after the receipt of improved Special Component Plans from the States. Special Component Plan of your State may kindly be sent to the Planning Commission and this Ministry urgently so that discussions on them can be commenced without loss of time. In the meanwhile, we trust that the State Government would have made some progress in the implementation of the schemes which can be explained during the forthcoming discussions on the Special Component Plans. The remaining Special Central Assistance will be taken up for apportionment after the discussions with the States on the Special Component Plan are completed, taking into consideration the effort of the State Government made in the State Special Component Plan.

## ENCLOSURE

There are two aspects which have to be considered for the devolution of funds to the States from the Special Central Assistance: firstly the need of the Scheduled Castes in the States measured by the magnitude of the problem as it were and secondly their effort as assessed from the State's Special Component Plan and its implementation.

Accordingly, the release of the Special Central Assistance to the States in the year will have four bases which may be broadly described as follows:—

**Expressive of the magnitudes of the need:**

1. *Population of Scheduled Castes*
2. *Backwardness of the States:*

**Expressive of the effort:**

3. The quantitative and qualitative optimality of the Special Component Plan.
4. The implementation of the Special Component Plan and performance.

**1. Population of Scheduled Castes:**

This is simple. Part of the Special Central Assistance will be allocated among States on the basis of the Scheduled Castes population, as follows:—

$$\frac{\text{Scheduled Caste population of the State}}{\text{Scheduled Caste population of all States}} \times 100$$

which prepare Special Component Plans.

**2. Backwardness of the States:**

Part of the Special Central Assistance will be allocated on this basis. The measure of backwardness will be similar to that being adopted for the release of Special Central Assistance for the Tribal Sub Plans. The indicator for this will thus be:

$$\frac{\text{Scheduled Castes population in the State}}{\text{Net State domestic product}}$$
**3. *The quantitative and qualitative optimality of the Special Component Plan.***

(i) During the discussions with the State Governments on the Special Component Plan held by the Planning Commission and the Ministry of Home Affairs in the past, it has been emphasised the broad objective is to see that, as a whole, the outlays in the Special Component Plan as a percentage of the total State Plan outlay are in proportion to the population of the Scheduled Castes in the State, while the percentage may vary from sector to sector. Accordingly, a ratio can be worked out; between the Special Component Plan as a percentage of the State Plan and the percentage of Scheduled Castes in the State. This measure of quantitative optimality is familiar to the States and will be one criterion of effort.

(ii) Each State has certain distinct and specific occupational groups in which there are large numbers of the Scheduled Castes—for example, Agricultural labourers, marginal and small farmers, leather workers, fishermen, weavers etc. While stressing the objective of covering 50% families in the Plan period itself, the Prime Minister in her letter had mentioned that “for this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan.

Composite programmes for the families in the different important occupational groups of Scheduled Castes are essential if they are to be helped in any significant manner—these programmes are in a sense the core of the economic development of the Scheduled Castes. Certain categories of Scheduled Castes are obviously below the poverty line and a sophisticated time consuming economic survey would not be required to establish this fact. Such groups mainly, include agricultural labourers, marginal farmers, leather workers, fishermen, handloom weavers and other artisans and urban unorganised labour. If families from these categories are brought into the composite programmes of the type referred to above, it can be reasonably presumed that they will thereby be enabled to cross the poverty line.

With the objective of 50% coverage in the Plan period the target for each year may be indicated in the Special Component Plan along with such composite and comprehensive programmes for families in different occupational categories; the proportion of the Plan coverage of such families against the Plan target of 50% of the Scheduled Caste families in the States will then



be the second yardstick to measure efforts and will constitute qualitative optimality.

It is important not only to show the coverage of families but also simultaneously to ensure that composite and comprehensive programmes for them are taken up. The formulation and implementation of a comprehensive programme in any sector would involve the following steps:—

(a) The identification of the target group families in different occupational categories of Scheduled Castes.

(b) The identification of appropriate programmes of development for these target groups keeping in view their aspirations and aptitudes, and the opportunities available; these would include dairying programmes, other animal husbandry programmes, programmes of comprehensive land development, programmes for leather workers, other artisans etc.

(c) The selection of the areas for taking up these programmes for the target groups. Clusters of these families would have to be identified. This would also involve the assessment of the available opportunities and skills, the infrastructure and the potential of the market etc. Thus for dairying programmes these clusters would be around milch chilling plants; for sheep, goat and pig rearing programmes these would be around existing markets and abattoirs and so on.

(d) An assessment of all the inputs necessary to take up such a programme and a specific listing out of the different agencies, departments and organisations which can provide such inputs. These agencies etc., and their outlays may come under different sectors. Keeping in mind the activities necessary for each scheme an assessment of the input requirements, the responsibilities of each organisation and the outlays necessary to take up the schemes on the scale necessary in each year have to be clearly spelt out. This can be done through the tabulation of the different inputs, activities and agencies etc., along the lines indicated below:

(i) During the discussions with the State Governments on the Special Component Plan held by the Planning Commission and the Ministry of Home Affairs in the past, it has been emphasised the broad objective is to see that, as a whole, the outlays in the Special Component Plan as a percentage of the total State Plan outlay are in proportion to the population of the Scheduled Castes in the State, while the percentage may vary from sector to sector. Accordingly, a ratio can be worked out; between the Special Component Plan as a percentage of the State Plan and the percentage of Scheduled Castes in the State. This measure of quantitative optimality is familiar to the States and will be one criterion of effort.

(ii) Each State has certain distinct and specific occupational groups in which there are large numbers of the Scheduled Castes—for example, Agricultural labourers, marginal and small farmers, leather workers, fishermen, weavers etc. While stressing the objective of covering 50% families in the Plan period itself, the Prime Minister in her letter had mentioned that "for this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan.

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It is important not only to show the coverage of families but also simultaneously to ensure that composite and comprehensive programmes for them are taken up. The formulation and implementation of a comprehensive programme in any sector would involve the following steps:—

(a) The identification of the target group families in different occupational categories of Scheduled Castes.

(b) The identification of appropriate programmes of development for these target groups keeping in view their aspirations and aptitudes, and the opportunities available; these would include dairying programmes, other animal husbandry programmes, programmes of comprehensive land development, programmes for leather workers, other artisans etc.

(c) The selection of the areas for taking up these programmes for the target groups. Clusters of these families would have to be identified. This would also involve the assessment of the available opportunities and skills, the infrastructure and the potential of the market etc. Thus for dairying programmes these clusters would be around milch chilling plants; for sheep, goat and pig rearing programmes these would be around existing markets and abattoirs and so on.

(d) An assessment of all the inputs necessary to take up such a programme and a specific listing out of the different agencies, departments and organisations which can provide such inputs. These agencies etc., and their outlays may come under different sectors. Keeping in mind the activities necessary for each scheme an assessment of the input requirements, the responsibilities of each organisation and the outlays necessary to take up the schemes on the scale necessary in each year have to be clearly spelt out. This can be done through the tabulation of the different inputs, activities and agencies etc., along the lines indicated below:

Thus if a land development programme is to be taken up, the activities would include identification and listing of the land holdings; requirements for the full exploitation of this land (well-sinking, land development, shrub clearance etc.) the credit needs, the underground water potential, requirement for rigs where bore wells are necessary, requirement of seeds, fertilizers, pesticides etc. It will be clear thus that not only have short term input to be provided but also micro-infrastructure investment directly required for a programme and the group of people concerned, has to be taken care of where necessary. The agencies to take up this programme would include the Land Revenue Department, the Block Extension staff specially for agriculture, the Ground Water Department, Irrigation Department, the DCCB and LMBs/LDBs, Financial Institutions, SFDA, IRL, Scheduled Castes Development Corporations etc.

The responsibilities and specific requirements of each agency and for each input would have to be separately assessed; a package which is viable for the target group families in that area identified; and corresponding schemes brought into the Special Component Plan in each sectoral Plan.

Simultaneously the full back up of human resources, required for those programmes, arrangements for concurrent and continuous monitoring and evaluation and timely corrections/remedies have to be built into the programme. The coverage of the Scheduled Caste families through such comprehensive and composite programmes will be the second effort-based index.

(ii) There are several relatively weaker and more exploited groups amongst the Scheduled Castes for example bonded labourers, civic sanitation workers (scavengers and sweepers), ex-criminal castes, nomadic and semi-nomadic communities of the Scheduled Castes etc. They need special efforts on the part of the State. Each State can identify such priority and exceptionally deprived groups amongst the Scheduled Castes. The allocations made by the States in the Special Component Plans for such groups will be the third effort-based index.

#### 4. *Implementation of the Special Component Plan and performance:*

The monitoring of the Special Component Plan implementation has to be concurrent and continuous. This aspect was also stressed at the meeting of the 19th April, 1980. It should, therefore, be possible in the third quarter of each financial year to assess the actual performance of the State in respect of the various targets and outlays as per the State's Special Component Plan with

reference to the above three aspects. A detailed yet simple pro forma for regular monitoring, reporting from different levels in the state, to the State Government and from the State Government to the Central Government and field visits by teams of officers from the Planning Commission and Ministry of Home Affairs will enable and assessment of the performance in concrete and yet qualitative terms. This would give the fourth effort-based criterion for determining the quantum of release to the States. Suitable adjustments if necessary, will be made in subsequent years.

Copy of D. O. letter No. BC. 11013/80/SEBCD-II dated 24th October 1980, from the Additional Secretary, Ministry of Home Affairs, addressed to Chief Secretaries of State.

As you are aware a Working Group for the formulation of the Strategy and Plan priorities for the development of Scheduled Tribes, Scheduled Castes and Weaker Sections of the Society 1980-85 was constituted by the Planning Commission vide their letter No. PC/BC/11-9(Gen.)/80 dated 8th July, 1980. A Sub Group on the development of the Scheduled Castes was set up by the Working Group. Its report was approved by the Working Group in its meeting on 30th September, 1980. A copy of the Report of the Sub-Group approved by the Working Group is enclosed. This report, and in particular the portions relating to the Special Component Plan in the Approach Chapter (Chapter III), and Chapters IV to VII would be useful in the formulation of the Special Component Plan for the Sixth Plan period 1980-85 and for the year 1981-82. As you are already aware, the Planning Commission has specifically requested that the Special Component Plan for the Scheduled Castes should be formulated alongwith the Sixth Plan and Annual Plan exercises now going on [D. O. letter No. PC (P) 1/6/80 dated 6th May, 1980 of the Deputy Chairman and number PC (P) 1/6/80 dated 27th June, 1980 of the Member Secretary refer].

2. It is requested that immediate action may be taken to make the fullest possible use of the recommendations in the Report while formulating the Special Component Plan for 1980-85 and 1981-82.

We would in particular like to emphasise the following points:

(i) Family oriented programmes for the Scheduled Castes should be taken up in the required magnitudes so that 50% of the Scheduled Castes families are enabled to cross the poverty line in the Sixth Plan period as indicated by the Prime Minister in her letter of 12th March, 1980; suitable phasing from year to year may be made.

(ii) These family oriented programmes of economic development should be formulated on the basis of the needs of the Scheduled Castes and should meet the specific problems faced by them; further there should be composite programmes and it should be ensured that all essential linkages are planned for and organized.

(iii) The provision of all minimum and basic amenities should be fully incorporated in the Special Component Plan; these would include drinking water, housing, drainage, link roads, supply of essential commodities etc., and in the urban areas also, all services and facilities for the improvement of slums.

(iv) The educational development of the Scheduled Castes especially at the primary level should be fully reflected in the Special Component Plan; it is necessary that the lag in the education of the Scheduled Castes is removed and they are brought on par with the general population in the Sixth Plan period.

Simultaneously, arrangements for effective implementation, monitoring and evaluation require to be gone into as brought out in Chapter XI of the Report. The Special Central Assistance is to be continued in the Sixth Plan period, and therefore, the implementation of the Special Component Plan is important the effort based criteria makes this particularly so.

We would also request you to let us have copies of the Special Component Plan for 1980-85 and 1981-82 well before the Plan discussions.

**Copy of D. O. letter No. 11014 (i);37.80-SCBCD-II dated November, 1980 for the Minister of State Home Affairs, addressed to Chief Ministers.**

You may recall that the Prime Minister had written on 12th March, 1980 regarding the formulation of an optimal Special Component Plan by the State Government (copy enclosed). The Planning Commission have commenced their Plan discussions on the Sixth Five Year Plan 1980-85 and the Annual Plan 1981-82. Earlier, discussions with the State Government were held on your Special Component Plan 1980-81 and several suggestions were made, which are relevant to the formulation of Plans for 1980-85 and 1981-82.

2. It is important now, and especially since Special Central Assistance to the Special Component Plans has been commenced,

that the State Government prepares an optimal Special Component Plan. This would in particular include the following:—

(a) As emphasised by the Prime Minister in her letter, programmes and outlays for enabling 50% of the Scheduled Caste families to cross the poverty line in the Sixth Plan period. For this composite programmes require to be taken up by every Department and suitable necessary linkages established. Details have been discussed by the officers of the Planning Commission and Ministry of Home Affairs with the State Government officers; double counting of families is to be avoided and adequate flows of income on long-term basis are to be ensured.

(b) New programmes and outlays based on the developmental needs of the Scheduled Castes have to be brought into the Plan by each development department and similarly existing schemes have to be re-oriented, based on the needs of the Scheduled Castes. These must take into account their special problems and social handicaps. This would include not only schemes for economic development, which is central and basic, but also programmes for the provision of facilities like drinking water, housing, electrification, link roads etc., and real access to education.

If this is done in adequate measure, it should be quite easy for the Special Component Plan, as a percentage of the total plan, to at least equal the Scheduled Castes population percentage in State, since much larger outlays than this will be required to meet the genuine and essential developmental needs of the Scheduled Castes. This applies equally to the Sixth Five Year Plan and to the Annual Plan 1981-82.

(c) In order that the programmes for the Scheduled Castes have the desired impact, a cluster-cum-saturation approach may be adopted. Thus the coverage of families should not be in small numbers spread over a large area and many villages, but should be concentrated in selected areas with reference to existing opportunities and extended in phases. This alone will enable the Scheduled Caste families to consolidate their position and ward off any threats to their security in an effective manner. This will also ensure better implementation, provision of common facilities and services, supervision and monitoring.

3. These points have been brought out in detail in the Report of the Sub Working Group on Scheduled Castes, which has already been sent to the State Government.

4. Special Component Plan for 1980-81 is already being implemented. I would urge upon you to have a review of the programmes in every sector and to see that corrective measures wherever necessary, are taken and that successful implementation is ensured. This review may be held through meetings at State Headquarters and also through periodic reporting. But more than that I would suggest that during the tours to the Districts you may kindly consider specifically asking officers of the various Departments about the progress of the programmes for the Scheduled Castes and also inspect some of the schemes taken up in the Special Component Plan. This will have a tremendous impact on the official machinery at all levels, especially the field level.

5. Further, for the Sixth Plan period 1980-85 and for the Annual Plan 1981-82 you may like to call a specific meeting on the formulation of the Special Component Plan to see that these are prepared on the basis of the needs of the Scheduled Castes and that, new schemes are included. In some States the Chief Ministers have also written to their colleagues and to the officers emphasising upon them the urgency and the significance of formulating suitable Special Component Plan.

**Copy of Letter No. 281-PMO/80 dated March 12, 1980 from the Prime Minister addressed to Chief Ministers and Governors of States under Presidents' rule.**

I am writing to convey to you the deep concern of the Government of India about the problems of the Scheduled Castes, and the high priority that we attach to the task of their rapid socio-economic development.

I am writing separately about the measures to be taken to deal with the atrocities or crimes on Scheduled Castes, which have been occurring in large numbers and have sharply increased in the last 3 years. There is a clear nexus between the economic plight of the Scheduled Castes and the atrocities and social disabilities to which they are subjected. For example, many of these crimes are intended to terrorise and cow down the Scheduled Castes when they seek fair wages for agricultural labour or try to cultivate the lands legally allotted to them. A permanent solution to this situation must be based on the rapid economic development of the Scheduled Castes.

The proportion of Scheduled Castes in the poverty population of India is much larger than their proportion of 15 per cent in the total population. They are characterised by below—the poverty-line





Government. The State must take fully advantage of them by preparing programmes and providing matching funds wherever prescribed.

You will hear in greater detail from the Ministry of Home Affairs and the Planning Commission. You should see that the task of the development of the Scheduled Castes receives the highest priority from your State Government and gets the benefit of your personal attention and guidance. Please keep me informed of the action taken and the progress from time to time. A Conference with focus on the progress of the economic development of the Scheduled Castes may be held some time later.

**Copy of D. O. Lr. No. 11014(i)3780-SCBCD-II. dated 11-11-1980 from Sri Yogendra Makwana, Minister of State Home Affairs, New Delhi, addressed to Sri T. Anjaiah, C. M. of A. P., Hyd.**

You may recall that the Prime Minister had written on 12th March, 1980 regarding the formulation of an optimal Special Component Plan by the State Governments (copy enclosed). The Planning Commission have commenced their plan discussion on the Sixth Five Year Plan 1980-85 and the Annual Plan 1981-82. Earlier, discussions with the State Government were held on your Special Component Plan 1980-81 and several suggestions were made, which are relevant to the formulation of plans for 1980-85 and 1981-82.

2. It is important now, and especially since Special Central Assistance to the Special Component Plans has been commenced, that the State Government prepares an optimal Special Component Plan. This would in particular include the following:—

(a) As emphasised by the Prime Minister in her letter, programmes and outlays for enabling 50% of the Scheduled Caste families to cross the poverty line in the Sixth Plan period. For this composite programmes require to be taken up by every department and suitable necessary linkages established. Details have been discussed by the officers of the Planning Commission and Ministry of Home Affairs with the State Government Officers; double counting of families is to be avoided and adequate flows of income on long term basis are to be ensured.

(b) New programmes and outlays based on the developmental needs of the Scheduled Castes have to be brought into the Plan by each development department and similarly existing schemes have to be re-oriented, based on the needs of the SCs. These must take into account their special problems and social handicaps. This would include not only schemes for programmes for the provision of

facilities like drinking water, housing electrification, link roads, etc., and real access to education.

If this is done in adequate measure, it should be quite easy for the Special Component Plan, as a percentage of the total plan, to at least equal the Scheduled Castes population percentage in the State, since much larger outlays than this will be required to meet the genuine and essential developmental needs of the Scheduled Castes. This applies equally to the Sixth Five Year Plan and to the Annual Plan 1981-82.

(c) In order that the programmes for the Scheduled Castes have the desired impact, a cluster-cum-saturation approach may be adopted. Thus the coverage of families should not be in small numbers spread over a large area and many villages, but should be concentrated in selected areas with reference to existing opportunities and extended areas in phase. This alone will enable the SC-families to consolidate their position and ward off any threats to their security in an effective manner. This will also ensure better implementation, provision of common facilities and services supervision and monitoring.

3. These points have been brought out in detail in the report of the Sub Working Group on Scheduled Castes, which has already been sent to the State Government.

4. Special Component Plan for 1980-81 is already being implemented. I would urge upon you have a review of the programmes in every sector and to see that corrective measures wherever necessary, are taken and that successful implementation is ensured. This review may be held through meetings at State headquarters and also through periodical reporting. But more than that I would suggest that during the tours to the Districts you may kindly consider specifically asking officers of the various departments about the progress of the programmes for the Scheduled Castes and also inspect some of the schemes taken up in the Spl. Component Plan. This will have a tremendous impact on the official machinery at all levels, especially the field level.

5. Further, for the Sixth Plan Period 1980-85 and for the Annual Plan 1981-82 you may like to call a specific meeting on the formulation of the Special Component Plan to see that these are prepared on the basis of the needs of the Scheduled Castes and that, the new schemes are included. In some States the Chief Ministers have also written to their colleagues and to the officers emphasising upon them the urgency and the significance of formulating suitable Special Component Plan.

**Copy of D. O. Lr. No. 14011/32/80-SCBCD-III dated 2-1-1981 from Sri P. S. Krishnan, Jt. Secretary (SCBCD), Ministry of Home Affairs, Government of India addressed to Sri S. R. Ramamurthy IAS., C. S. Government of A. P., Hyd.**

The Special Component Plan for 1980-81 was discussed in detail some weeks ago and it was decided that while certain improvements are possible and would be made this will not hold up the implementation of the Special Component Plan already prepared. As you are aware the Special Central Assistance to the Special Component Plan for the Scheduled Castes is also being made available to the States this year for the first time. The manner of its utilisation and its role have been discussed in detail in various meetings and letters, as also in the sub-working group's report on Scheduled Castes, a copy of which is already with you.

2. While the Special Central Assistance is an additive to the State Plan, and it is not released on the schematic pattern, it is nevertheless important to know to which sectors and for what kinds of programmes the Special Central Assistance is being directed. Owing to the late start this year it has not been possible for the Government of India and the State Government to discuss in detail the content of the Special Central Assistance additive to the Special Component Plan of the State. We would, therefore like to have from you particulars of where the Special Central Assistance for 1980-81 is being spent and the details of the kinds of programmes being taken up with the additionality of the Special Central Assistance. This is in no way intended to infringe upon the State Government's direction to utilise the Special Central Assistance within the broad parameters already indicated.

3. The broad indication of the likely quantum of Special Central Assistance to the State has already been given. We presume the State Government has undertaken programmes and schemes to be extend of this magnitude in addition the flows from the State-Plan shown in the Special Component Plan. The details of programmes taken up with the additionality of the Special Central Assistance which you send would, therefore, be obviously of this magnitude, over and above the flows from the State Plan.

4. 50% of the Special Central Assistance has already been released. We hope, therefore, that there will be no problem in meeting the cost inter-alia of new schemes proposed to be funded with the additionality of the Special Central Assistance. We expect that the remaining portion of the Special Central Assistance will also be released to the quickly on receipt of data regarding families etc., from all State Governments. You are aware that one of the

effort based criteria for the allocation of special Central Assistance is performance in implementation. While in the first year this criterion has not been given much weightage for obvious reasons, it is nevertheless necessary that the foundation for the monitoring of the Special Component Plan be laid now. For this the State Government would no doubt have prescribed various progress reports to cover both financial and physical aspects of the implementation of the Special Component Plan. Monitoring and evaluation would also have been built into the system of reporting. We may kindly be furnished, for our information and record, the different formats prescribed by the State Government for reviewing, monitoring and evaluating the Special Component Plan.

5. We would be grateful therefore if.

(a) details of the sectors and programmes and schemes which are being given a thrust through the direct utilisation of the Special Central Assistance are sent to us and,

(b) since the Special Component Plan 1980-81 is already being implemented, the procedures and formats for review/evaluation and monitoring are sent to us.

6. We would be grateful for an early reply.

**Copy of D. O. Letter No. 14011/3280 SCBCD III dated 5th January 1981 from the Joint Secretary (SCBCD), Ministry of Home Affairs, New Delhi.**

The Special Component Plan for 1980-81 was discussed in detail some weeks ago and it was decided that while certain improvements are possible and would be made this will not hold up the implementation of the Special Component Plan already prepared. As you are aware, the Special Central Assistance to the Special Component Plan for the Scheduled Castes is also being made available to the States this year for the first time. The manner of its utilisation and this role have discussed in detail in various meetings and letters, as also in the Sub-working group's report on Scheduled Castes, a copy of which is already with you.

2. While the Special Central Assistance is an additive to the State Plan, and it is not released on a schematic pattern, it is nevertheless important to know to which sectors and for what kinds of programmes the Special Central Assistance is being directed. Owing to the late start this year it has not been possible for the Government of India and the State Government to discuss in detail the content of the Special Central Assistance additive to the

Special Component Plan of the State. We would, therefore, like to have from you, particulars of where the Special Central Assistance for 1980-81 is being spent and the details of the kinds of programmes being taken up with the additionality of the Special Central Assistance. This is in no way intended to impinge upon the State Government's discretion to utilise the Special Central Assistance within the broad parameters already indicated.

3. The broad indication of the likely quantum of Special Central Assistance to the State has already been given. We presume the State Government has undertaken programmes and schemes to the extent of this magnitude in addition the flows from the State Plan shown in the Special Component Plan. The details of programmes taken up with the additionality of the Special Central Assistance which you send would, therefore, be obviously of this magnitude, over and above the flows from the State Plan.

4. 50% of the Special Central Assistance has already been released. We hope, therefore, that there will be no problem in meeting the cost inter-alia of new schemes proposed to be funded with the additionality of the Special Central Assistance. We expect that the remaining portion of the Special Central Assistance will also be released to the State quickly on receipt of data regarding families etc., from State Governments. You are aware that one of the effort-based criteria for the allocation of Special Central Assistance is performance in implementation. While in the first year this criterion has not been given much weightage for obvious reasons, it is nevertheless necessary that the foundation for the monitoring of the Special Component Plan be laid now. For this State Government would no doubt have prescribed various progress reports to cover both financial and physical aspects of the implementation of the Special Component Plan. Monitoring and evaluation would also have been inbuilt into the system of reporting. We may kindly be furnished, for our information and record, the different formats prescribed by the State Government for reviewing, monitoring and evaluating the Special Component Plan.

5. We would be grateful therefore if

(a) details of the sectors and programmes and schemes which are being given a thrust through the direct utilisation of the Special Central Assistance are sent to us and

(b) since the Special Component Plan 1980-81 is already being implemented, the procedures and formats for review, evaluation and monitoring are sent to us.

6. We would be grateful for an early reply.

Copy of D. O. Letter No 11014/45/81-SCBCD-III, dated 15th June, 1981, from Joint Secretary (SCBCD) Ministry of Home Affairs, New Delhi, addressed to the All State Secretaries incharge S.Cs. Welfare.

As you are aware the Special Central Assistance to the Special Component Plans of the States is released partly on the basis of the scale of efforts put in by the States for the development of S.Cs. Both Planning Commission and the Ministry of Home Affairs have been particular that the most deprived and vulnerable groups amongst the S.Cs. should specifically derive benefits from the Special Component Plans. Therefore, one of the criteria for the distribution of the Special Central Assistance is related to the programmes of the State for these specially vulnerable groups, namely sweepers and scavengers, bonded labourers, nomadic, seminomadic and denotified communities amongst the S.Cs. 10% of the Special Central Assistance has been set aside for appointment on this basis.

2. The Special Component Plan for 1981-82 and for 1980-85 have been recently discussed in the Planning Commission. While most of the information required for the SCPs. had been generally given by the States/U.Ts., the particulars in respect of the specially vulnerable groups however, were invariably not available. In some cases where information had been furnished, it was found that the effort and the outlays for the specially vulnerable groups were extremely small.

3. In order to see that these specially vulnerable groups get adequate attention and outlays, as well as to enable us to allocate that portion of the Special Central Assistance which is linked to the size of the effort of the States/U.Ts. for them. We need information on the points listed in the enclosure.

In this connection, as you know, the Special Central Assistance, is an additive to the Special Component Plan of the State and is not linked to any programme or schemes. The only condition with regard to the Special Central Assistance is that it should be spent for programmes of economic development to enable S.Cs. families to cross the poverty line. This condition was introduced because economic development has been recognised as the core of the solution to the problem of the S.Cs. without which it is not possible to make any discernible impact on the conditions of the S.Cs. particularly in the rural areas. However, as you would no doubt agree, in respect of 'sweepers and scavengers', bonded labourers, nomadic, semi-nomadic and denotified communities amongst the SCs. the existing outlays are already so low that it would be only appropriate to ensure that the Special Central Assistance apportioned on the basis of this criterion is in fact spent only on these specially vulnerable groups.

4. You would agree that it is essential that the commencement of much larger and integrated programmes for these vulnerable groups should not be delayed. Therefore, it is important that the Special Central Assistance to be released on the basis of programmes for the specially vulnerable groups is immediately distributed. While we have already indicated the tentative allocation for the Special Central Assistance to the States and have also released approximately half of the amount, we are extremely particular that the specific outlays for the most vulnerable groups amongst the S.Cs. should be made available to the State Government immediately. I would, therefore, request you to kindly ensure that the required information is sent at the earliest, I would also request you kindly to take steps for effective implementation programme in physical as well as financial terms, right from now, if arrangements to that end have not yet been made.

Information needed on the programmes for the specially vulnerable groups.

(a) *'Sweepers and Scavengers'*

- (i) Outlays on programmes for economic development and specifically occupational diversification.
- (ii) Outlays on programmes for housing
- (iii) Outlays on programmes for education
- (iv) Outlays on other programmes including, separately on the conversion of dry latrines.
- (v) Number of families to be enabled to cross the poverty line through occupational diversification

(b) *Bonded labourers*

- (i) Outlays on programmes for economic development
- (ii) Outlays on programmes for housing
- (iii) Outlays on programmes for education (These should be part of a total rehabilitation programme for bonded labourers)
- (iv) State share of outlay under the Centrally sponsored Scheme of bonded labourers:  
State Share
- (v) Total number of bonded labourers to be totally rehabilitated.



(c) *Nomadic, Semi-Nomadic Denotified communities*

- (i) Outlays on programmes for economic development.
- (ii) Outlays on programmes for housing.
- (iii) Outlays on programmes for education (these would be part of a total integrated programme for each of these communities. Each of these communities has its problems and so the problems of each will have to be viewed in an integrated manner as to evolve composite programmes to effectively solve their problems of each of them.)
- (iv) No. of families to be assisted through such composite programmes in crossing the poverty line.

Copy D. O. Letter No. BC. 11014/70/81-SCBCD-III dated 28th December, 1981 from the Minister of State Ministry of Home Affairs, New Delhi, addressed to Chief Minister/Governors.

As you are aware, the Special Central Assistance to the Special Component Plan for Scheduled Castes was introduced in March, 1980 and already Rs. . . . . crores have been released to your State. As has been reiterated on a number of occasions, the additionality of funds accruing to the State from the Special Central Assistance should be used only for income generating economic development schemes and programmes.

2. In this context, I would like to bring to your notice again the directions of the Prime Minister contained in her D. O. letter No. 281-PMO/80 dated March 12, 1980 that at least 50% of Scheduled Caste families in the States should be enabled to cross the poverty line in the Sixth Plan period. As you will readily agree with me the Prime Minister's direction in this regard is paramount and it must be fulfilled. This can be done only if the Special Central Assistance is used for this purpose in an integrated, optimal and cost-effective manner, in conjunction with flow of outlays and benefits from the various sectors of the State Plan (or in other words, in conjunction with the State's Special Component Plan) as well as with resources from other sources like that of the various Corporations (not only the Scheduled Castes Development Corporations), co-operative and commercial financial institutions and so on.

3. The Government of India have made the task of the State Government easier by not imposing any rigid pattern or tying up the Special Central Assistance with any individual schemes and left the State Government complete flexibility in this regard, keeping

in view the local situation and opportunities. The only condition laid down from our side is that the Special Central Assistance should be used for no purpose other than income-generating economic development schemes/programmes so as to enable, arising from the Prime Minister's directions, Scheduled Caste families to cross poverty line. At the same time, the State machinery will have to use this flexibility in a manner which will go to fulfil the Prime Minister's directions.

4. You may, therefore, look into this and see that all the departments keep in view the principles of (a) utilisation of the Special Central Assistance in conjunction with other resources available or that can be made available for income-generating economic development schemes and programmes, and (b) Optimal and cost effective utilisation of the Special Central Assistance, so that the largest possible number of Scheduled Castes families in the various occupational categories are enabled to cross the poverty line with available funds.

5. Incidentally, this will to a considerable extent, go to determine the amount of Special Central Assistance that the State will be able to earn, since half of the Special Central Assistance is allocated to the States on the basis of effort-based criteria which the State Government are aware of.

**Copy of D. O. letter No. BC. 11014/51/81-SCBCD-III dated 14th January, 1982, from the Joint Secretary, Government of India, Ministry of Home Affairs, addressed to Secretaries in charge of SC Welfare departments.**

As you are aware the Special Component Plan 1982-83 discussions are to be held shortly by the Planning Commission. They would be intimating the date of the discussion separately. The series is expected to commence from the 3rd week of January and all States are expected to be completed by the 3rd week of February. As usual, the Ministry of Home Affairs will also be associated with the Planning Commission in the discussion. The draft Special Component Plan 1982-83 document prepared by the State Government has also been received. This is being examined and detailed comments would be sent separately. I am writing how to invite your attention to certain important points which may kindly be kept in mind while preparing the final Special Component Plan 1982-83 after the State Plan and Sectoral outlays for 1982-83 are finalised, and brought out in the Special Component Plan document for 1982-83 and those for future years.

2. We would urge you to ensure that the final Special Component Plan document contains inter alia the following particulars:

(i) Schemewise details both for the statements SCP-I and SCP-II are required to be furnished; it would not be sufficient to give merely sectorwise particulars.

(ii) In the draft document some information regarding the implementation of the Special Component Plan (in physical and financial terms) has been given; however, these have been shown as provisional. We expect that final figures of performance for 1981-82 must be available with the State Government now; these are necessary and may be shown in the Special Component Plan 1982-83.

(iii) Full particulars of the utilisation of the Special Central Assistance released to the State Government so far this would include the token allocation of 1979-80, and the allocations for 1980-81 and 1981-82.

(iv) Details of the proposed utilisation of the Special Central Assistance during 1982-83. While finalising this you would no doubt keep in view the need for ensuring that the Special Central Assistance has the greatest possible impact on income generating programmes for poverty line crossing, as is the intention of this supplemental additionality. This requires careful planning of the utilisation of the Special Central Assistance and exclusively for income-generating economic development schemes-both for the five year period and for the annual period; Keeping in view the Prime Minister's target of enabling 50% of the Scheduled Caste families to cross the poverty-line Shri Makwana's D. O. letter No. BC 11014/70/81-SCBCD-III dated 28-12-1981 regarding optimal and Cost-effective utilisation of the Special Central Assistance in conjunction with State Sectoral Special Component Plans and other sources of funds will have also to be kept in view and ad-hoc distributions of the Special Central Assistance eschewed. The Plan for Utilisation of Special Central Assistance and proposed Utilisation of Special Central Assistance of 1979-80 and proposed Utilisation of Special Central Assistance of 1979-80 (token), 1980-81 and 1981-82 of 1982-83 on the above lines have to be brought-out clearly in the Special Component Plan document for 1982-83.

(v) Full particulars of the coverage of families for 1982-83 may be shown in the Special Component Plan document. This will enable us to decide and intimate to State Government the major of the Special Central Assistance that will be available to the State at the beginning of the financial year 1982-83 itself.

(vi) Particulars of achievements in terms of families enabled to cross the poverty line during the years 1980-81 and during 1981-82. These figures for 1980-81 are essential for releasing the last instalment of the Special Central Assistance for 1981-82. Similarly these figures for 1981-82 are essential for deciding early in financial year part of the Special Central Assistance which is based on this effort-based criterion.

(vii) Particulars in respect of the specially vulnerable groups name 'Scavengers and Sweepers', bonded labourers, and Nomadic, Semi-Nomadic and Denotified communities among the Scheduled Castes. My letter No. BC. 11014/45/81-SCBCD. III dated 15-6-1981 is already available with you and contains the format in which we require this information. This information is the basis for releasing part of the Special Central Assistance based on this effort-based criterion.

(viii) The provision of facilities/services to the Scheduled Castes basties and habitations is an important aspect of the strategy for the development of Scheduled Castes. Full details of the magnitude and dimentions of the total problem in the State in respect of drinking water, street lighting, link roads, sanitation etc., require to be shown in the Special Component Plan document, so that the physical targets and financial outlays may represent systematic and measurable efforts to meet and solve each of these problems and needs in its totality. These data have to be come out clearly in Special Component Plan document of 1982-83.

3. Schemewise comments on the Special Component Plan 1981-82, which was discussed in the Planning Commission earlier this year are available with State Government, both in minutes and in the agenda papers circulated before the meeting. It is requested that these be specifically noted and taken into account in respect of the different schemes of the Special Component Plan 1982-83. We have had instances of the schemes being reproduced in the past without taking into account the earlier discussions at Delhi or in the State. We presume you would have circulated, to the different departments, the schemewise comments on the Special Component Plan 1981-82, with instructions to keep them in view.

4. For your facility I am also enclosing a note (Annexure-I) on the criterial for the quantification of funds for inclusion in the Special Component Plan. States are well aware of them and have been generally following them. However, there may be some Departments/officers in some States who may still be a little unfamiliar. The enclosed note, we hope, would clarify any doubts, if such doubts still remain.

5. Now that the Special Component Plan has become part of the regular Plan exercises of the State, we are anxious that these are effectively implemented. If there are at all any shortfalls in achievement either in physical or financial terms in the Special Component Plans 1980-81 and 1981-82 we would urge you to see that these are made up by suitable provisions in the Special Component Plan 1982-83.

6. This brings another important aspect which has to be fully and specifically covered in the Special Component Plan document 1982-83. This pertains to the arrangements and systems for effective implementation and precise and concurrent monitoring and lacking of timely remedial

measures so as to preclude financial or physical shortfalls. Annexure-II lists out some important points in this regard which should be covered in the write up of the Special Component Plan. The Report of the Working Group on the Development of Scheduled Castes in the Sixth Plan 1980-85 (copies of which are already available with the State Government) may also be referred to.

7 We would also like to emphasise that it is extremely important that the Special Component Plan document should contain all these details; otherwise it becomes difficult for Government of India to release the Special Central Assistance. Absence of these details will also make it difficult for the State to formulate an optimal and meaningful Special Component Plan, geared towards meeting the economic developmental and other developmental needs of the Scheduled Castes, to effectively implement the Plan, and preciously and to concurrently monitor it and take timely remedial measures wherever necessary to preclude financial or physical shortfalls. If the full details are not available at the beginning financial year, it is possible that the State Government may miss out on of the allocations of Special Central Assistance. The Special Central Assistance likely to be released to State in 1982-83 is Rs. As you know and as has been reiterated on a number of occasions, this is to be used only for income generating economic development schemes.

8. We would request you to let us have the final special Component Plan document well in time for the meeting in the Planning Commission

## ANNEXURE I

### Criteria for the quantification of funds into the special component Plan

The following criteria are the criteria for quantification of funds from the General Sectors and their inclusion in the Special Component Plan.

(a) In family/individual-oriented schemes, the beneficiaries can be individually identified. In such programme a percentage of outlays is included in the Special Component Plan corresponding to the planned percentage of Scheduled Castes among the programme beneficiaries.

(b) There are some programmes which are likely to benefit the Scheduled Caste basties as a whole. These include drinking water supply, street lighting, link roads (to/from bastie) and so on. In such schemes, the cost of providing the facility in/to the bastie (not to the whole village) is included in the Special Component Plan.

(c) Where any services/facilities such as primary schools, panchayat Ghars, drinking water wells etc. intended for the entire village, are located in the Scheduled Caste Basti, the entire cost is included in the Special Component Plan, State Governments of Tamil Nadu, Maharashtra, Uttar Pradesh, Madhya Pradesh etc. have issued orders that in future all new community facilities proposed to be provided in a village should be located in the Scheduled Caste bastis. This serves the objective of promoting social integration while removing the scope for discrimination against members of the Scheduled Castes and meeting the needs of the Scheduled Castes as well as of the rest of the village.

(d) There are certain schemes like minor irrigation which benefit a group of individuals. In such cases the entire outlay is quantified in the Special Component Plan, if 51% or more of the command area is comprised within the holdings of Scheduled Castes. Another example is environmental improvement of slums with 51% or more of Scheduled Castes population. Further more, outlays for a assisting co-operation and other such institutions are also included in the Special Component Plan provided at least 51% of the membership of such societies/institutions is from among the Scheduled Castes and benefits will go the Scheduled Caste in no less proportion. In such cases, where the relevant S. C. proportion is less than 51% inclusion in the SCP is not made. It has also to be noted that where benefits clearly flow and can be made to flow to individuals, the criteria at (a) above will apply and not at (d), for example where assistance of Rs. 1,000 per hectare is given for assigned lands, and 51% or more of the beneficiaries of this programme are all the Scheduled Castes, it will not be correct to include cent per cent total expenditure under this programme in the Special Component Plan.

(e) The State Governments make provision in the State Plans for contributing to the share capital of State Land Development Banks, State Co-operative Banks, Co-operative marketing organisations etc. Such organisations are thereby enabled to raise resources from financial institutions for further lending to their Members'. A percentage of outlays for share capital contributions for such institutions corresponding to the planned percentage of landing by such institutions to their SC members, is also quantified in the Special Component Plan.

(f) Wages are not included in the Special Component Plan.

(g) In the matter of general infrastructure located outside the Scheduled Castes basti, like schools, roads, hospitals, etc., a notional arithmetical proportion of the total outlay on the basis of the percentage of the SCs in the area or among the users, is not computed and included in the Special Component Plan.

## ANNEXURE - II

**Remedial measures to be included in the Special Component Plan**  
**Remedial measures to be included in the Special Component Plan**  
**document.**

(a) Arrangements and systems for distribution of family coverage and other physical and financial targets among the different sectoral departments, Heads of departments, district level, block level, and other field level officers and set-ups under each department with clear guidelines for implementation and fixing of responsibilities for implementation.

(b) Communication to the District Magistrates and BDOs of the targets and guidelines referred to at (a) above so as to facilitate district level and Block level co-ordination by District Magistrates/Collectors/Deputy Commissioners and BDOs respectively.

(c) Essential strengthening, especially at district/field level for ensuring satisfactory implementation, monitoring and timely remedial measures.

(d) Implementation, review and Monitoring Committees at State Level, departmental level, district level and other field levels.

(e) Arrangements and systems for ensuring that receipt of data of monitoring are not delayed.

(f) Identification of areas of co-ordination required between the main department implementing a programme and other departments which have also got a role in the programme, and arrangements and systems for such co-ordination.

(g) Arrangements and systems for tie ups between the various concerned departments, the Scheduled Castes Development Corporation and Banks and other financial institutions.

(h) Even where a programme is to be implemented by a single department, especially where they pertain to activities involving production and income generations various internal tie-ups will be required to ensure that all necessary back-ups will be required to ensure that all necessary back-up services and linkages are available to the beneficiary families/groups and clusters of families. Arrangements and systems to provide this have also to be covered.

(i) Arrangements and systems to ensure that a scheme does not merely remain as a static paper scheme but becomes a dynamic programme bringing out the number of families to be covered, the details of the schemes for each, where the families will be, how they will be located,

how the inputs will be arranged, how they will be organised, etc., and the time-and action scheduled for each stage and items of action.

(j) Arrangements to ensure cluster, saturation and team approach.

(k) Whether the State has listed villages in the descending order of the Scheduled Castes population in the villages so that economic as well as other schemes could be concentrated on villages with the largest number of Scheduled Castes families/population and thus maximum number of population/families can be covered with the same effort. Any other type of rational ordering of villages or groups of villages adopted by the State has also to be brought out in the Special Component Plan document.

**Copy of Lr No. 14011/8/79-SCBCD-III, dated 21-1-1982, from Sri P. S. Krishnan, Jt. Secretary to Government of India, Ministry of Home Affairs, New Delhi, addressed to the Finance Secretary, Government of Andhra Pradesh and copy marked to Secretary, Social Welfare, A. P.**

*Sub.*—Spl Component Plan for S.Cs.—Introduction of new sub-heads under relevant functional heads of accounts for recording transactions relating to Accounts and Budget of Central Governments and States/Governments and U. T. Administration.

The Special Component Plans for the Scheduled Castes are now being formulated by all States and Union Territories with a substantial population of Scheduled Castes and by relevant Central Ministries/Departments. The beginning was made in 1979-80 and now the Special Component Plans have become part of the Plans of the States and Union Territories. But under the existing procedure of showing the budget provision under the concerned programme/activities etc, heads of account, it is noticed that there is no effective mechanism for the monitoring of the actual expenditure incurred under the Special Component Plan for the Scheduled Castes and for ensuring that the funds earmarked for the purpose have not been diverted to other schemes in the general sector.

2. The issue has been considered in consultation with the Ministry of Finance, Controller General of Accounts and Comptroller and Auditor General of India and it has been decided that the expenditure in respect of the Special Component Plan for Scheduled Castes will be classified under the existing sub-heads with the Nomenclature "Special Component Plan for Scheduled Castes" to be prefixed thereto, to be opened under the relevant minor heads of account in the Revenue, Capital and Loans and Advances Sections of the Central Government and States/U. T. Governments. It has also been decided that the funds provided under such a sub-head shall not be diverted for use even for the same scheme to



benefit other communities or for reappropriation to other schemes of the Government. A specimen of the Sub-head is given below;

“306-Minor Irrigation (Major Head)--Construction and Deepening of wells and tanks (Minor Head). Special Component Plan for Scheduled Castes--Energisation and Construction of Wells (Sub-Head).

4. The different minor heads under which sub-heads for the Special Component Plans are to be opened are indicated in the Annexure; these are given separately for the Revenue, Capital and Loans and Advances Sections.

4. While the minor heads listed in these annexure does not attempt to cover all those programmes and activities where it will be necessary to have a Special Component Plan, it is quite possible that owing to the different situation in different States and Union Territories, there may be certain other minor heads under which sub-heads for the Special Component Plan require to be opened. The State Governments and Union Territory Administration may in all such cases take action on their own to open the required sub-heads and keep the Ministry of Home Affairs informed.

5. In respect of the programmes of a general nature which could not be identified under any of the existing functional Major/Sub-major heads of Account, the assistance to be provided shall be accounted for under the Major Head 288-Social Security Welfare-C. Welfare of Scheduled Castes” in the Revenue Section and corresponding heads in capital (Major Head 488) and loan (Major Head 688) sections.

6. In respect of Centrally Sponsored Schemes, the following shall be the accounting procedure and the heads to be operated

(a) the grants-in-aid given to the States U. T. Governments shall be accounted for in the books of the Central Government by the concerned Ministry/Department under the sub head “Special Component Plan for Scheduled Castes” to be opened under the functional minor heads keeping in view the provisions of Note (1) as amended by the correction slip No. 35 dated 4/78 below the major head 360-D/361-D-Grants for Centrally Sponsored Plan Schemes. Similar procedure shall be adopted for/release of loans under the Major Heads 760/761-Loans and Advances to States/ U. T. Governments. An illustration for the purpose is given below:

360-Grants-in-aid to State Governments (Major Head)-D-Centrally Sponsored Plan Schemes (Sub-Major Head) Minor Irrigation Investigation and Development of Ground water resources (Minor Head) -Special Component Plan for Scheduled Castes (Sub-Head).

(b) The State Government shall account for the receipt of the grants-in-aid and loans under the major heads 160-Grants-in-aid from Central Government or 604-Loans and Advances from Central Government as the case may be followed by sub-major heads there under viz., D-Grants/Loans for Centrally Sponsored Plan Schemes and the Minor and Sub-heads corresponding to these appearing in the Central books as explained in (a) above.

(c) The actual expenditure/by State/U.T. Governments/incurred against such loans/grants for the benefit of the Scheduled Castes shall also be accounted for under the sub-head specified in para 2 above to be opened under the programme etc., Major and Minor Heads of Account.

7. In respect of U. T. Administration without legislature provision under this scheme shall be made in the relevant demands for grants of Ministries/Departments of the Government of India and shall specify the amounts earmarked under this scheme below the sub-head specified in para 2 above under the concerned programme Major Heads. The U. T. Administrations shall initially incur expenditure under this scheme and shall claim reimbursement from the Government of India by adopting the procedure prescribed in the Ministry of Finance, Department of Expenditure O. M. No. G. 26035/1/78/TA/1660 dated 1st August, 1978 (incorporated in para 8.24 of the Civil Accounts Manual). The actual expenditure to be incurred by them shall be booked distinctly under the sub heads specified in para 2 above for the SCs.

8. Since the Special Component Plans for 1982-83 have been prepared, it should be possible to introduce the new sub-heads in the B.E. for 1982-83. Where it is not possible this may be introduced in the R. E. 1982-83, and subsequent Budget Estimates. As the nomenclature of the sub heads has been prescribed by the Ministry of Finance (Department of Expenditure), Controller General of Accounts on the advise of the Comptroller & Auditor General of India, under Article 150 of the Constitution, there is no need to refer each case to the Controller General of Accounts, Department of Expenditure, Government of India for approval.

## ANNEXURE

Major and minor Heads as corrected vide L.t. No. 140111/8179-SCBCD-III dated 23-1-1982, from under Secretary, Government of India, Ministry of Home Affairs, under which Sub Heads "Special Component Plan for Scheduled Castes" will be opened.

## Revenue Accounts

Major Head/Sub-Major  
Head

Minor Head

- |      |   |   |
|------|---|---|
| 277. | A. Primary (2)<br>Education (1)   | Government Primary Schools<br>Minimum Needs Programme Other Expenditure (3)   |
|      | B. Secondary Education (2)  | Scholarships Text Books (4) Other expenditure   |
|      | C. Special Education (5)  | Adult Education   |
|      | D. Pre-University Education (8)   | Scholarships Other expenditure  |
|      | F. Technical Education  | Scholarships Training Other expenditure   |
| 278. | Art and Culture   | Fine Arts Education (2)<br>Public Libraries (5)<br>Other expenditure  |
| 279. | Scientific services and Research<br>G. Assistance for other Scientific Research | Assistance to Council of Scientific and Industrial Research<br>Assistance to other Scientific bodies<br>other Schemes (5) |
| 280. | Medical<br>A. Allopathy   | Medical Relief (1)<br>Education (2) Training<br>Other expenditure   |
| 281. | Family Welfare  | Maternity and Child health (2)  |
| 282. | Public Health Sanitation and Water supply                                       |   |

|  |   |
|--|---|
| A. Public health and Sanitation.               | Training Health education and publicity Sanitation Services   |
| B. Sewerage and water supply                   | Minimum Needs Programme. Training Other expenditure Sewerage Schemes (5) Urban Water Supply Programmes(5) Rural Water Supply Programmes (5) |
| 283. Housing (1)                               | (2) Minimum Needs Programme   |
| A. General                                     | Other expenditure   |
| B. Housing Schemes                             | Each class of scheme will be assigned a minor head.   |
| 284. Urban Development (1)                     | Minimum Needs Programme   |
| A. General                                     | Other expenditure   |
| 285. Information and Publicity                 | Field publicity Community Radio and Television Other expenditure  |
| 286. Broadcasting(1)                           | Other expenditure (1)   |
| A. All India Radio                             | Other expenditure (2)   |
| 287. Labour and Employment                     | General Labour welfare (2)  |
| A. Labour (1)                                  | Education (7) Other expenditure   |
| B. Employment and Training                     | Training of Craftmen and Supervisors (8) Other expenditure.   |
| 288. Social Security and Welfare.              | Pre-vocational Training Family and Child Welfare  |
| D. Social Welfare (6)                          | Minimum Needs Programme. Other expenditure.   |
| E. Other Social Security and welfare Programme | Other Programmes (8)  |

289. Co-operation (1)
- Education, Research and Training
  - Information and Publicity
  - Credit Co-operatives.
  - Housing Co-operatives.
  - Labour Co-operatives.
  - Farming Co-operatives.
  - Warehousing and
  - Marketing Co-operatives.
  - Dairy Co-operatives.
  - Fisherman's Co-operatives
  - Industrial Co-operatives (2)
  - Other Co-operatives.
290. Social and Backward Areas
- A. Hill Areas.
- Public Works
  - Education
  - Medical
  - Public Health
  - Information & Publicity
  - Co-operation
  - Agriculture
  - Animal Husbandry
  - Community Development
  - Industries
  - Other expenditure
300. Agriculture
- Land Reforms (1)
  - Consolidation of holdings (2)
  - Multiplication and Distributions of seeds (3)
  - Agricultural Forms (4)
  - Manures and Fertilizers.
  - High Yielding varieties
  - Programme Plant Protection
  - Commercial crops (5)
  - Schemes for small and marginal farmers and Agricultural labours
  - Drought Prone area programme.
  - Extension and farmers Training (6)
  - Agricultural Education (7)
  - Agricultural Engineering (8)
  - Agricultural Research (9)

- Assistance to Indian  
Councils of Agricultural  
Research  
Agricultural Economics  
and Statistics.  
Storage and  
warehousing (10)  
Horticulture (12)  
Other expenditure.
306. Minor Irrigation
- Investigation and  
Development of ground  
water resources.  
Construction and  
deepening of wells  
and tanks.  
Tube Wells.  
Other Minor Irrigation works.  
Other expenditure.
307. Soil and Water  
conservation
- Education and Training  
Soil Conservation  
Schemes (1)  
Other expenditure
308. Area Development (1)
- Ayacut Development  
Dryland development  
Development of hill areas  
Development of desert areas
310. Animal Husbandry
- Veterinary Education  
and Training  
Veterinary Services and Animal  
Health (1)  
Cattle development (2)  
Poultry development  
Sheep and Wool  
development  
Piggery development  
Other livestock  
development  
Fodder and feed  
development.  
Other expenditure.

311. Dairy development
- (1) Dairy development Education and Training Assistance to Indian Council of Agricultural Research.  
Each Milk Supply Schemes is to be treated as a minor head (2)
312. Fisheries
- Research Education and Training  
Inland Fisheries  
Off-shore fisheries  
Deep Sea Fisheries (1)  
Processing, Preservation and Marketing  
Mechanisation and improvement of fishing crafts.  
Other expenditure (2)
313. Forests
- Education and Training  
Forest Conservation and Development  
Plantation Schemes (1)  
Farm Forestry (2)  
Forest produce  
Nurseries  
Assistance to Indian Council of Agricultural Research
314. Community development
- B. Community development Programme (3)
- Education  
Agriculture  
Minor Irrigation  
Animal husbandry  
Health and Sanitation  
Nutrition Industries  
Housing Roads  
Multipurpose Programmes Buildings  
Other expenditure
- C. Rural Works Programme (4)
- Water supply and Sanitation  
Agriculture.  
Minor irrigation  
Roads Buildings  
Other expenditure

- Assistance to Indian  
Councils of Agricultural  
Research  
-Agricultural Economics  
and Statistics.  
Storage and  
warehousing (10)  
Horticulture (12)  
Other expenditure.
306. Minor Irrigation
- Investigation and  
Development of ground  
water resources.  
Construction and  
deepening of wells  
and tanks.  
Tube Wells.  
Other Minor Irrigation works.  
Other expenditure.
307. Soil and Water  
conservation
- Education and Training  
Soil Conservation  
Schemes (1)  
Other expenditure
308. Area Development (1)
- Ayacut Development  
Dryland development  
Development of hill areas  
Development of desert areas.
310. Animal Husbandry
- Veterinary Education  
and Training  
-Veterinary Services and Animal  
Health (1)  
Cattle development (2)  
Poultry development  
Sheep and Wool  
development  
Piggery development  
Other livestock  
development  
Fodder and feed  
development.  
Other expenditure.



311. Dairy development
- (1) Dairy development Education and Training Assistance to Indian Council of Agricultural Research.
  - Each Milk Supply Schemes is to be treated as a minor head (2)
312. Fisheries
- Research Education and Training
  - Inland Fisheries
  - Off-shore fisheries
  - Deep Sea Fisheries (1)
  - Processing, Preservation and Marketing
  - Mechanisation and improvement of fishing crafts.
  - Other expenditure (2)
313. Forests
- Education and Training
  - Forest Conservation and Development
  - Plantation Schemes (1)
  - Farm Forestry (2)
  - Forest produce
  - Nurseries
  - Assistance to Indian Council of Agricultural Research
314. Community development
- B. Community development Programme (3)
    - Education
    - Agriculture
    - Minor Irrigation
    - Animal husbandry
    - Health and Sanitation
    - Nutrition Industries
    - Housing Roads
    - Multipurpose Programmes Buildings
    - Other expenditure
  - C. Rural Works Programme (4)
    - Water supply and Sanitation
    - Agriculture.
    - Minor Irrigation
    - Roads Buildings
    - Other expenditure

|      |   |  |
|------|---|--|
| 320. | Industries (1)<br>A. General                | Industrial Education<br>Research and Training<br>Other expenditure.  |
| 321. | Village and Small<br>Industries (1)         | Industrial Estates (2)<br>Small Scale Industries<br>Handloom Industries<br>Handicrafts Industries.<br>Khadi Industries.<br>Coir Industries<br>Sericulture Industries<br>Other Village Industries<br>Other expenditure. |
| 334. | Power Projects<br>A. Hydro-Electric Schemes | Each Hydro-electric<br>scheme will appear as<br>a minor head (1)   |
|      | B. Thermo Electric<br>Schemes               | Each Thermo Electric<br>Power Scheme will appear<br>as a minor head (2)  |
|      | C. Diesel Schemes                           | Each Diesel power<br>scheme will appear as a<br>minor head (3)   |
|      | F. General                                  | Minimum Needs<br>Programme   |
| 337. | Roads and Bridges                           | District and Other<br>Roads (2) Minimum Needs<br>Programme<br>Other expenditure.   |

### CAPITAL ACCOUNTS

Major and Minor Heads as corrected vide Lr. No. 140111/8179—SCBCD-III dated 23-1-1982 from under Secretary, Government of India, Ministry of Home Affairs, under which Sub Head "Special Component Plan for the benefit of Scheduled Castes" will be opened.

#### Major Head

|      |  |   |
|------|--|---|
| 477. | Capital outlay on<br>Education, Art and<br>Culture | Other Expenditure (1)<br>(2)<br>Primary Education (1) |
| 480. | Capital Outlay on Medical<br>A. Allopathy          | Medical relief<br>Other expenditure                   |

481. Capital outlay on Family Welfare Welfare Centre (1)
482. Capital outlay on Public Health, Sanitation & Water Supply Public Health and Sanitation Programmes (1)  
Sewerage schemes (1)  
Urban water supply Programmes (1)  
Rural Water supply programme (1)  
Other Programmes (1)
483. Capital outlay on Housings (4)  
B. Other Housing Schemes minor (2) Each Class of scheme will be a head.
484. Capital Outlay on Urban Development  
A. General (1) Other expenditure (2)
488. Capital Outlay on Social Security and Welfare  
B. Other Social Security and Welfare Programmes Social Security and Welfare and Other expenditure.
498. Capital Outlay on Co-operation. Credit Co-operatives  
Housing Co-operatives  
Labour Co-operatives  
Farming Co-operatives  
Ware-housing and Marketing Co-operatives.  
Dairy Co-operatives  
Fishermen's Co-operatives  
Industrial Co-operatives  
Other Co-operatives..
499. Capital Outlay on Special and Backward Areas (1)  
A. Hill Areas Minor Heads will correspond to various functional Major Heads

- |  |   |
|--|---|
| 505. Capital Outlay on Agriculture (1)   | Seeds (2)<br>Agricultural farms (3)<br>Manures and Fertilizers<br>Plant Protection<br>Commercial Crops<br>Agricultural Education<br>Agricultural Engineering<br>Agricultural Research<br>Storage and warehousing<br>Horticulture<br>Other expenditure |
| 506. Capital Outlay on Minor Irrigation, Soil Conservation and Area Development. | Minor Irrigation<br>Soil Conservation<br>Schemes<br>Areas Development<br>Programme (1)  |
| 510. Capital Outlay on Animal Husbandry (1)                                      | Veterinary Education and Training<br>Veterinary Services and Animal Health.<br>Cattle Development<br>Sheep and Wool Development<br>Other expenditure  |
| 512. Capital Outlay on Fisheries (1)   | Inland fisheries<br>Marine fisheries<br>Processing, Preservation and Marketing.<br>Mechanisation of fishing crafts<br>Other expenditure   |
| 513. Capital Outlay on Forests (1)   | Forest Conservation and Development (2)<br>Plantations<br>Other expenditure   |
| 514. Capital Outlay on Community Development                                     | Community Development<br>Rural works Programme  |
| 521. Capital Outlay on Village and Small Industries (1)                          | Small Scale Industries<br>Handloom Industries<br>Handi-crafts Industries  |

Khadi Industries  
Coir Industries  
Sericulture Industries  
Other Village Industries  
Other expenditure.

537. Capital Outlay on Roads and Bridges (1) District and other roads  
Other expenditure.

### LOANS & ADVANCES

Major and Minor Heads as corrected vide Lt. No. 140111/8179-SCBC D III dated 23-1-1982 from<sup>U</sup> under Secretary, Government of India, Ministry of Home Affairs under which Sub-Heads "Special Component Plan for Scheduled Castes" will be opened.

#### Major Head

- |  |  |
|--|--|
| 677. Loans for Education, Art and Culture                | Primary Education<br>Other Educational Loans (1)   |
| 680. Loans for Medical                                   | Medical Education  |
| 682. Loans for Public Health Sanitation and Water Supply | Public Health and Sanitation Programme<br>Sewerage Schemes<br>Urban Water Supply Programmes<br>Rural Water Supply Programmes<br>Other Loans for Public Health Purposes |
| 683. Loans for Housing                                   | Loans to Housing Boards Corporations etc. (1)<br>Each class of Housing Scheme will be assigned a Minor Head (2)  |
| 684. Loans for Urban Development                         | Urban Development (1)  |
| 685. Loans for Social Security and Welfare               | Social Welfare<br>Other Social Security and Welfare Programmes   |
| 695. Loans for other Social and Community Services       | Labour, Employment<br>Other loans  |

- |   |   |
|---|---|
| 698. Loans for Co-operation                                       | Credit Co-operatives<br>Housing Co-operatives<br>Labour Co-operatives<br>Farming Co-operatives<br>Warehousing and<br>Marketing Co-operatives<br>Dairy Co-operatives<br>Fishermen's Co-operatives<br>Industrial Co-operatives<br>Other Co-operatives |
| 699. Loans for Special and<br>Backward Areas (1)<br>A. Hill Areas | Minor Heads will<br>correspond to various<br>functional Major Heads   |
| 705. Loans for Agriculture  | Seeds<br>Agricultural Farms<br>Manures and Fertilizers<br>High Yielding Variety<br>Programme<br>Plant Protection<br>Commercial Crops<br>Schemes for Small and Marginal<br>Farmers and Agriculture Labour  |

**Copy of D. O. Lr. No 17020/6/82-SC & BCD-II, dated 3-8-1982, from the Home, Minister, New Delhi, addressed to Shri B. Venkataram, Chief Minister of A. P. Hyderabad**

The Prime Minister has already written to you to ensure that the New 20 Point Programme is efficiently executed so as to achieve the desired objectives. As you would have noticed, Point 7 in it is to "accelerate programmes for development of Scheduled Castes and Tribes". It is intended to focus on the Scheduled Castes and Scheduled Tribes the benefits of the programmes and Schemes under various Points from which benefits can and should be channelised to these communities in addition to programmes and schemes devised exclusively for them.

I am writing this letter specifically about the development of Scheduled Castes since the matter needs continuing vigilance. You may recall in this connection the Prime Minister's letter of March, 12, 1980 conveying the deep concern of the Government of India about the problems of Scheduled Castes and the high priority attached to the task of their rapid socio-economic development. She also emphasised the need for quantitatively and qualitatively improving the Special Component Plans, keeping in view the special needs and handicaps of the Scheduled Castes. Shortly thereafter, the Special Central Assistance to the States Special Component Plans was introduced from 30th March, 1980. Now that the new 20-Point Programmes has begun, proper implementation of the Special Component

Plan, with a view to achieving its objectives (listed at Annexure-I) becomes all the more important.

3. As emphasised by the Prime Minister in her above letter, a permanent solution to the problems of Scheduled Castes must be based on their rapid economic development. Accordingly, she laid down a target of enabling 50% of the Scheduled Castes families to cross the poverty line in the Sixth Plan. I can well appreciate that this target is not only challenging but is achievable with our personal interest and guidance. Simultaneously their educational and social development and provision of minimum needs are also important to reinforce the many sided efforts aimed at economic development.

4. Annexure-II given an illustrative list of major programmes which can be taken up for enabling Scheduled Castes to cross the poverty line. The relevant points under the New 20-Point Programmes are also indicated against each item. There are many more possibilities which, I have no doubt are fully known to you and your colleagues responsible for the various State Departments. These programmes can be implemented and the objectives for the development of Scheduled Castes can be achieved by bringing adequate outlays from the State Plan into the Special Component Plan and working out schemes in an integrated manner and ensuring their thorough implementation by the Government machinery at the State, District and Block levels.

5. There are number of Centrally Sponsored Schemes (Annexure-III) of which a number of States are yet to take full advantage, even though from the Centre we have repeatedly offered more assistance to States under these schemes. This position naturally given rise to needless criticism of the government. Your intervention will ensure that the Scheduled Castes of your State do not lose the full benefits of these schemes by administrative default.

6. It is essential to devise suitable system for the formulation implementation and monitoring of the Special Component Plan. These aspects are covered in the Report of the Working Group on the development of Scheduled Castes in the Sixth Plan (1980-85). You will find this Report very useful and it may be very carefully gone through by the officers of the State. Adequate number of copies are already available in the State. For ready reference, I enclose a list of important aspects regarding the implementation of the Special Component Plan Annexure-IV. In addition, I request you to regularly review the financial and physical progress of your State's Special Component Plan and see that timely remedial and corrective measures are taken, wherever necessary, I also enclose a pro forma in Annexure-V in which monitored reports may kindly be communicated by the concerned department to this Ministry quarterly.

7. With your constant interest, drive and guidance, the administration will, I am confident, be able to achieve the targets under the Special Component Plan in the spirit.

With kind regards.

## ANNEXURE I

**Elaboration of some important objectives for the development of Scheduled Castes**

1. Ensuring 50% of the Scheduled Caste families cross the poverty line in the Sixth Plan period. Prime Minister D. O. Lr. of 12-3-1980, and point 7 read with points 1, 2, 3, 4, 6 and 12.

2. Ensuring drinking water source in every Scheduled Caste basti and S. C. urban slum; point 8 read with point 3 (NREP) and point 10 read with point 7.

3. Ensuring that every Scheduled Caste family has a house site in a convenient locality and a reasonable house: point 9 and point 3 (NREP) read with point 7.

4. Ensuring link road for every Scheduled Caste basti: point 3 (NREP) read with point 7.

5. Ensuring electrification of un-electrified Scheduled Caste bastis in all electrified villages and to select a good number of wholly S. C. village in taking up new villages for electrification. In other villages newly taken up, it has to be ensured that the S. C. villages are not left out hereafter, anywhere; point 11 read with point 7.

6. Providing reasonable attendance scholarship and other incentives and facilities for Scheduled Castes children, especially girls, so that all of them come to school and do not drop out: point 16 point 15 read with point 7.

7. Providing adequate number of hostels from secondary school upwards for these communities; point 15 read with point 7.

8. Introducing on a large scale remedial and special coaching for S.Cs. and S.Ts. children at different levels of education: point 7.

9. Low cost conversion of dry latrines into water-sealed closets, so as to eliminate scavenging, on whole town basis while simultaneously retaining existing municipal scavengers in non-scavenging work and retraining and alternative employment for private scavengers.

## ANNEXURE II

**Illustrative list of some major programmes for enabling S. C. families to cross the poverty line.**

(Points refer to the New 20 Point Programme)

(a) Bringing lands of Scheduled Castes under irrigation through new wells and bore wells, group bore wells and surface irrigation wherever there is water. This will make a big difference to the economic as well as social status of this community, largely landless; point 1 read with point 7.



(b) Providing for all road-side cobblers, bunks nearby with tools and equipment and working capital, Point 18 read with Point 7.

(c) Providing all necessary raw-materials, marketing and other support for flayers, tanners, cobblers and save them from middlemen Point 18 read with Point 7.

(d) Income States, the handloom weavers belong to the S. Cs. In other States there are some S. C. Weavers in pockets. Similar provision of facilities and services from them to save them from middlemen is also necessary: Point 18 read with Point 7.

(e) In some States, most of fishermen are from S. Cs. Similar provision of facilities and services for them to save them from middlemen is also necessary: Point 3 read with Point 7.

(f) The traditional data are also from Scheduled Castes in some States. Their skill by upgrading and improvement of income are important: Point 13, 14 and 18 read with Point 7.

(g) Integrated schemes under animal husbandry including Operation flood-II for agricultural labourers along with enforcement of minimum wages: Point 3 and Point 5 read with Point 7.

(h) Complete rehabilitation of bonded labourers, most of whom belong to the Scheduled Castes: Point 6 read with Point 7.

(i) Expeditious implementation of land ceiling act and distribution of surplus land along with irrigation and other development: Point 4 and Point 1 read with Point 7.

(j) For lands of S. Cs. without scope for irrigation, provision of packages of input for efficient dryland agriculture based on latest available technology like that I. C. R. I. S. A. T.: Point 1 read with Point 7.

(k) Self-Employment opportunities for the educated: Point 18 read with Point 7.

### ANNEXURE III

1. Pre-metric Scholarships.
2. Girls Hostels.
3. Book-Banks.
4. Coaching & Allied Schemes
5. Research & Training.
6. Machinery for Implementation of PCR. ACT.
7. Scheduled Castes Finance & Development Corporations.

## ANNEXURE IV

**Some important points regarding implementation, monitoring and Remedial measures to be included in the Special Component Plan document**

(a) Arrangements and systems for distribution of Family coverage and other physical and financial targets among the different sectoral departments, heads of departments, district level, block level, and other field level officers and set-ups under each department with clear guidelines for implementation and fixing of responsibilities for Implementation.

(b) Communication to the District Magistrates and B. D. Os. of the targets and guidelines referred to at (a) above so as to facilitate district level and Block level co-ordination by District Magistrates/Collector:/Deputy Commissioners and B. D. Os. respectively.

(c) Essential strengthening, especially at district/field level for ensuring satisfactory implementation monitoring and timely remedial measures

(d) Implementation, review and monitoring committees at State Level, departmental level, district level and other field levels. At the district level the district Magistrate/Collectors/Deputy Commissioners should be made fully responsible for those tasks.

(e) Machinery and systems for monitoring from grass root level through Blocks, district and State levels to national level and arrangements and systems to ensure prompt furnishing of data monitoring at every level.

(f) Identification of areas of co-ordination required between the main department implementing a programme and other departments which have also got a role in that programme, and arrangements and systems for such co-ordinations.

(g) Arrangements and systems for tie-ups between the various concerned departments, the Scheduled Castes Development Corporation and Banks other financial institutions.

(h) Even where a programme is to be implemented by a single department, especially where they pertain to activities involving production and income generation various internal tie-ups will be required to ensure that all necessary back-up services and linkages are available to the beneficiary families/groups and clusters of families. Arrangements and systems to provide this have also to be covered.

(i) Arrangements and systems to ensure that a scheme does not merely remain a static paper scheme but becomes a dynamic programme bringing out the number of families to be covered, the details of the schemes for each, where the families.

(j) Arrangements to ensure cluster, saturation and team approach

(k) Listing of villages in the State is the decending of the Scheduled Castes population in the villages so that economic as well as other schemes could be concentrated on villages with the largest number of Scheduled Caste families/population and thus maximum number of population/families can be covered with the same effort. Any other type of rational ordering of villages or groups of villages adopted by the State has also to be brought out in the Special Component Plan documents.

(l) Personnel policy and measures so as to make available for departments and agencies, directly pertaining to the Scheduled Castes, the services of competent officers and to provide them necessary orientation, training, continuity and facilities for fulfilling their tasks and targets.

(m) The Special Central Assistance should be utilised in an integrated optimal and cost-effective manner. In conjunction with flow of outlays and benefits from the various sectors of the State Plan as well as with resources from other sources like that of the various Corporations, Co-operative and commercial financial institutions and so on. This should be done with a view to fulfil the objectives of enabling 50% of the Scheduled Caste families to cross the poverty line in the Sixth Plan Period.

## ANNEXURE V

## Pro forma for reporting special component plan Progress

## 1. FINANCIAL PROGRESS

| Sl.<br>No. | Sixth<br>Plan<br>target | Outlay | (Rs. in Crores)       |                       |                      |                       |       | Remarks |
|------------|-------------------------|--------|-----------------------|-----------------------|----------------------|-----------------------|-------|---------|
|            |                         |        | 1981/82/1             |                       |                      |                       |       |         |
|            |                         |        | Expenditure           |                       |                      |                       |       |         |
|            |                         |        | Actual/Estimated      |                       |                      |                       |       |         |
|            |                         |        | April<br>June<br>1981 | July<br>Sept.<br>1981 | Oct.<br>Dec.<br>1981 | Jan.<br>March<br>1982 | Total |         |
| (1)        | (2)                     | (3)    | (4)                   | (5)                   | (6)                  | (7)                   | (8)   | (9)     |

## Special Component

## Plan for Scheduled Castes:

- (a) Flow from State Plan  
(b) Special Central assistance

/1. While sending the first report actual expenditure incurred in 1980-81 may be separately indicated.

- Note:** (i) The Reports may be sent by the end of the month following each Quarter.  
(ii) The first report for the first 3 Quarters of 1981-82 may be sent immediately.  
(iii) The reports may be addressed to the J.S. (SCBCO) M.H.A.

## II. FAMILIES TO BE ENABLED TO CROSS THE POVERTY LINE

| Sl. No. | Unit | Sixth<br>Plan<br>Target | Target | 1981-82/2             |                           |                             |                          |       | Remarks |
|---------|------|-------------------------|--------|-----------------------|---------------------------|-----------------------------|--------------------------|-------|---------|
|         |      |                         |        | Achievements/3        |                           |                             |                          |       |         |
|         |      |                         |        | April<br>June<br>1981 | July<br>September<br>1981 | October<br>December<br>1981 | January<br>March<br>1982 | Total |         |
| (1)     | (2)  | (3)                     | (4)    | (5)                   | (6)                       | (7)                         | (8)                      | (9)   | (10)    |

No. of families targeted to be enabled to cross the poverty line

2. While sending the first report, the scheme-wise breakup of the families to be enabled to cross the poverty line during 1980-81 may be indicated separately, while reporting the figures.
  - (a) double counting should be avoided and
  - (b) only the No. of families given substantial economic assistance for generating sizeable additional income, adequate to cross the poverty line, should be taken into account.
3. The Scheme-wise break up of the families enabled to cross the poverty line may be given along with the lines in Annexure.

## ANNEXURE REFERRY AT PART—II OF THE PRO FORMA

*Scheme:*

No. of families assisted:

1. Minor Irrigation
  - (a) Wells
  - (b) Pump sets
2. Families covered through provision of irrigation to Scheduled Caste lands
3. Families assisted with land development and package of inputs under dry land farming
4. Supply of milch animals
5. Supply of sheep units
6. Supply of bullock carts/camel carts
7. Supply of Fisheries
8. Sericulture
9. Villages & Small Scale Industries
  - (i) Handlooms
  - (ii) Handicrafts
  - (iii) Leather
  - (iv) Provision of banks & Other assistance
  - (v) Others (specify)
10. Horticulture
11. Self employment in tertiary sector
12. Others (specify)

### III. IMPROVEMENT IN SCHEDULED CASTES BASTIES

| Sl.No. | Unit   | Sixth<br>Plan<br>Target | 1981-82/4             |                           |                             |  |       | Remarks |      |
|--------|--|-------------------------|-----------------------|---------------------------|-----------------------------|--|-------|---------|------|
|        |  |                         | Achievement           |                           |                             |  |       |         |      |
|        |  |                         | April<br>June<br>1981 | July<br>September<br>1981 | October<br>December<br>1981 | January<br>March<br>1982   | Total |         |      |
| (1)    | (2)  | (3)                     | (4)                   | (5)                       | (6)                         | (7)  | (8)   | (9)     | (10) |
| 1.     | <i>Water Supply:</i>   |                         |                       |                           |                             |  |       |         |      |
|        | No. of bastis provided with water sources  |                         |                       |                           |                             |  |       |         |      |
|        | (a) through wells  |                         |                       |                           |                             |  |       |         |      |
|        | (b) through piped water supply   |                         |                       |                           |                             |  |       |         |      |
| 2.     | No. of SC. bastis provided street lighting   |                         |                       |                           |                             |  |       |         |      |
| 3.     | No. of basties provided with link roads  |                         |                       |                           |                             |  |       |         |      |
| 4.     | No. of SC. slums (including inter-mixed slums with 51% or more of S.C. Population) covered under environmental improvements. |                         |                       |                           |                             |  |       |         |      |
| 5.     | No. of S.C. families provided with house-sites.  |                         |                       |                           |                             |  |       |         |      |
| 6.     | No. of S.Cs. provided with housing.  |                         |                       |                           |                             |  |       |         |      |
| 7.     | No. of common facilities/services located in S.C. basties:   |                         |                       |                           |                             |  |       |         |      |
|        | (a) Primary schools  |                         |                       |                           |                             |  |       |         |      |
|        | (b) Health Centres.  |                         |                       |                           |                             |  |       |         |      |
|        | (c) Veterinary Centres.  |                         |                       |                           |                             |  |       |         |      |
|        | (d) Community halls.   |                         |                       |                           |                             |  |       |         |      |
|        | (e) Panchayat Ghars  |                         |                       |                           |                             |  |       |         |      |
|        | (f) Others (Specify)   |                         |                       |                           |                             |  |       |         |      |
| 8.     | Narration: No. of beneficiaries No.  |                         |                       |                           |                             |  |       |         |      |
|        |  |                         |                       |                           | 4.                          | While sending the first report the progress achieved under the various items during 1980-81, may be separately indicated |       |         |      |

Copy of D. O. Letter No. BC. 17020/6/81-SCBCD-II, dated 11th May, 1982 from the Home Secretary, Ministry of Home Affairs, New Delhi, addressed to Chief Secretaries of States.

Kindly refer to Home Minister's D.O. letter No. BC-17020/6/82 S.C. & BCD, dated 8-3-1982, addressed to all the Chief Ministers regarding effective implementation of the New 20-Point Programme. A pro forma for reporting the quarterly progress on the Special Component Plans was sent along with that letter (Annexure V thereof).

2. The Planning Commission have informed us that in addition to the quarterly progress report, monthly progress reports will have to be submitted on the New 20 Point Programme to P. M. and Cabinet. The monthly progress report has to be submitted by 12th of the succeeding month.

3. On point No. 7, the monthly progress report will furnish information about the unnerb of Scheduled Caste families to cross the poverty line. In this connection, your attention is invited to para 26.11 of the Sixth Plan Document, which inter alia lays down that Special Component Plans will be formulated as part of various programmes to enable Scheduled Caste families to cross over the poverty line within a short period. This concept is one of the most important elements in the Special Component Plan and has already been explained on numerous occasions in correspondence as well as in meetings. However for your convenience, a note is enclosed at Annexure I which explains it. It may kindly be ensured that the guidelines contained in the note are carefully followed so that correct information is obtained uniformly from all States.

4. It may be noted that this single item for monthly reporting is the same as one of the items for the quarterly report in the pro forma communicated with the Home Minister's D. O. letter of 8th March, 1982. It may be ensured that the monthly figures and upto the total for the corresponding quarterly period in the quarterly pro forma.

5. Since families to be enabled to cross the poverty line have to be helped through different sectors of combination of different sectors and through various departments, a satisfactory monitoring and evaluation system would have to be created. We have emphasised this aspect in various letters and meetings during the past three years, in the Report of the working Group on Development of Scheduled Castes (1980-85) during the Chief Secretaries conference of 1981 and in Home Minister's D.O. Letter of 8th March, 1982, to Chief Ministers. While the Secretary of the nodal Department identified in your state for the Special Component Plan will be responsible for getting the information and sending the periodical reports, I am writing this to you to kindly give your personal attention to this in view of the importance of the special



component plan and the fact that different departments and sectors are involved.

6. As the report for each month is to be submitted to the Planning Commission on 12th of the succeeding month for submission to the P. M. and Cabinet, we request you to kindly send us the figures in the prescribed monthly pro forma at the latest by the 7th of each month. I presume that the report for April, 1982 has already been sent pursuant to the wireless message dated 4th instant of this Ministry.

#### ANNEXURE I

#### Concept of enabling Scheduled Caste families to cross the poverty line

1. The level of annual income (A) defining the poverty line is contained in the Sixth Five Year Plan (1980-85) document.

2. Rough estimates are readily available from various sources (or can be made) of the general base level income (b) as a whole, of each category of Scheduled Caste family engaged in a particular occupation in the State/U.Ts. for example.

Agricultural labourers

Small farmers

Marginal farmers,

Flayers

Tanners

Cobblers

Handloom weavers

Fishermen

Rickshaw-pullers

Stone cutters

Bidi workers and so on.

At this stage what is required is not to assess the precise base level income of each family, but to have an approximate estimation of the general base level income of a family in each of the above, as a whole, calculation of the base level income of each individual family may be required at the later stage of evaluatory studies, but at the stage of monitoring this is not essential. However, if any state can now or later, without impeding the progress of development activity and current monitoring, can also calculate the base level income of each family, there is no objection to it.

3. It is possible to estimate the incremental income (c) that can accrue from each scheme or schemes in each package of assistance given to the families.

4. As States and Union Territories are already aware schemes or packages of schemes are expected to be designed in such a manner that each such scheme and package is capable of generating the desired level of incremental income to bridge the gap between poverty line income (a) and the base level income (b) referred to at 1 & 2 above.

In other words,  $C + B$  should be equal to or more than A.

5. On this basis the number of Scheduled Caste families who have been provided assistance in the shape of schemes or package of schemes which are capable of generating the designed level of incremental income (c) are to be reported in the monthly figures in the pro forma in Annexure-II.

6. In deciding on the scheme or package of schemes to be given to families in a particular occupation of category, in a particular place, it is obviously necessary to keep the market, limits imposed by the market, the focus of the market, the market reach and linkage with the market/marketing assistance. Only families which have been given assistance keeping these essential aspects of success in poverty line crossing should be reported.

7. In some cases there may naturally and inherently be a period of gestation or time lag between reaching the assistance to the beneficiary and the flow of incremental income. The fact of this gestation period need not preclude the reporting of families to whom adequate assistance has reached but care has to be taken that the family thus counted at this stage is not double-counted again when the gestation period is over.

8. The families should not be reported merely on the basis of sanction of subsidy or sanction of margin money or sanction of loan. Families should be counted only after the physical assistance has reached them.

9. In some cases the question of back up services does not arise. For example, rural transport vehicles. In some other cases, back up services and linkages such as supply of raw materials, provision of tools and equipment, introduction of new technology, provision of common work places and service centres and common facilities. Organisation of production, supply of working capital etc., are essential. In the latter case only families which are provided such back-up services and linkages, as are essential, should be counted and reported. In other words, this incorporates the projectised and comprehensive approach to the families which has been commended in various documents and meetings and has generally found acceptance.

10. Families which are given only assistance for small items like, fertilisers, pesticides, high-yielding varieties of seeds, soil conservation or who have been given small poultry units which are incapable of generating the incremental income (c) should not be counted. On the

other hand, families assisted to acquire assets such as land along with its comprehensive development, individual community irrigation wells along with pumpsets, milch animals, bullock carts, poultry goat sheep and piggery units etc., in adequate members/quantum along with back up services where necessary and training where necessary and capable of generating incremental income (C) should alone be counted. An illustrative list of such schemes has also been given at Annexure to Part II of the pro forma sent with Home Minister's D. O. letter of 8th March, 1982.

11. In some cases a training input may not be necessary. In some other cases, a training input for creation of new skill or upgradation of existing skill, is essential for the success of the scheme and for making poverty line crossing possible. In the latter type of cases, families should be counted only when this training has been provided along with the asset

12. There are instances where large avenues of regular employment exist, which are important from the point of view of occupational mobility of Scheduled Castes. They also provide adequate income to enable crossing the poverty line. If such employment is secured by members of the Scheduled Castes in the ordinary course of reservation, without any special effort by the State/U.T. such families should not be counted. But where the State Government or U. T. administration identifies the scope of employment and gap, and takes up a programme for coaching and training of Scheduled Caste candidates to enable them to secure such employment on a large scale.....much larger than would happen in the ordinary course of filling up under reservation rules and selects the candidates for such coaching/training from families below the poverty line, such families can be reported, after they find regular placement.

13. Double counting should be avoided:

(i) When a family is given assistance under different schemes because a single scheme may be incapable of generating the desired level of income it should be counted only once.

(ii) Different members of the family may be given different schemes so that they may together generate adequate incremental income: in such cases also be the family should be counted only once.

(iii) A family may be assisted through two more different agencies like DRDA, Scheduled Castes Development Corporation, Co-operative institutions, KVIC, K.V.L. Board, Handloom Development Corporations, Small Industries Development Corporation, Regional Development Corporation, SFC etc. In such cases also the families should be counted only once.

14. Since IRDP is a major source of assistance for Scheduled Caste families it will be necessary to indicate families with IRDP involvement and families without such involvement. This is provided for in the pro forma.

## ANNEXURE II

**Monthly Progress Report on S.C.P. (1982-83)****FOR POINT 7 OF NEW 20 POINT PROGRAMME**

State/U.T.

Target: Number of Scheduled Caste families proposed to be given economic assistance to enable them to cross the poverty line during 1982-83.

Progress during the month of.....

1. Number of Scheduled Caste Families enabled to cross the poverty line with IRDP involvement/1.
2. Cumulative progress for 1982-83 upto the month of.....
3. Number of Scheduled Caste Families enabled to cross the poverty line without IRDP involvement-1.
4. Cumulative progress for 1982-83 upto the month of.....
5. Total (1 + 3)
6. Total (2 + 4)

1. Please ensure that these figures are consistent with the figures of Scheduled Caste families reported in the monthly reports on IRDP to the Ministry of Rural Development.

**Copy of D. O. Letter No. 11014/54/81-SCBCD-III dated 1st October, 1982, from Sri P. S. Krishnan, addressed to Sri S. N. Achanta, Secretary, S. W. Department, Hyderabad.**

Kindly refer to your D. O. Letter No. 1969-BI/82-1, dated 27th July, 1982, seeking clarification regarding the use of Special Central Assistance (SCA) in the implementation of programmes to enable families belonging to Scheduled Castes to cross the poverty line. We appreciate the effort envisaged by you to fulfil the target laid down in the Prime Minister's letter of March 12, 1980 and the target set in its light for the current year. The following are the views of the Government of India on the various issues arising from your letter.

(i) It may kindly be noted that the flow of 'I.R.D.P.' benefits to the Scheduled Castes is also part of the Spl. Component Plan. In the State's SCP, 50% of the benefits of I.R.D.P., both in terms of

number of beneficiary families and amount of subsidy, has been earmarked for the Scheduled Castes. However, achievement has not kept pace with it as seen from the reports of the past 2 years as well as the current year's monitoring report under point 7 of the new 20-Point Programme. I hope the target of this year under I.R.D.P. will be achieved in full and the back log of the last two years will be made up in this year. This will require issue/reiteration of firm instructions of District Collectors, Project Officers, DRDA., and BDOs., continuous monitoring and review and timely corrections wherever necessary and selection of IRDP clusters based on villages where the Scheduled Caste population is the largest,

(ii) It is true, as mentioned by you, that the scope for assistance to enable individual families to cross the poverty line under some of the other sectors of the Special Component Plan, as formulated now, is limited. However, the scope really available is also not being fully tapped. We suggest that the full scope available in different sectors if fully tapped. The SCP of the State in many sectors others than the IRDP will have to be further removed, as has been pointed out from time to time by the Centre. The Report of the Working Group on the Development of Sch. Castes (1980-85) shows the way. In the Prime Minister's letter of March, 12, 1980 she had emphasised the need to improve the SCP quantitatively as well as qualitatively. In her letter of the same date to the Central Ministers, which may be seen at Annexure-9 of the Working Group Report, she had spelled out three ways of maximising the benefits from general sectors to Scheduled Castes namely:—

- |  |  |
|--|--|
| (a) best possible share from the existing individual family and group oriented programmes; |  |
| (b) re-orientation of existing programmes; and   | } to suit the specific requirements and handicaps of the Sch. castes in different occupational groups. |
| (c) taking up of new need based programmes.  |  |

This also applies to the different sectors of the State Plan and the State's Special Component Plan.

(iii) Regarding the Special Central Assistance, as you are aware, the Government of India have deliberately desisted from laying down a rigid schematic pattern for the use of SCA. This is to help State Governments to have sufficient flexibility to take up the most appropriate schemes for the Scheduled Castes according to the local conditions. The only condition laid down is that the additionality of funds accruing from the S.C.A. should be utilised only for income-generating schemes for the economic development

of SC, families, including directly relevant training (related to pre-identified employment/self-employment avenues and pre-matching of the trainees with such avenues) directly relevant back up, services and directly relevant institutional build up. We presume that what you mean by "subsidy for infrastructure" is "provision for back-up services". In the past, we have suggested to the State Government to use the term 'back-up services' rather than the term 'infrastructure' because there is a possibility of the latter term being misunderstood to mean large constructions while what is required to enable Scheduled Caste families to cross the poverty line is essential back-up services of various types which would also include what may be called micro-infrastructure and local infrastructure required by groups of families to whom family oriented benefits are delivered and not large infrastructural works and constructions. These back-up services are extremely important for the success of family schemes. While the State Government is free to utilise the Special Central Assistance for any purpose subject to the above condition, one important parameter has to be remembered namely that the Prime Minister's target has to be fulfilled and at least 50% of the families have to be enabled to cross the poverty line during the Sixth Plan period by delivering to them income generating assets and/or skills along with all essential back-up services and support. This necessarily requires careful husbanding of the resources from all sources including the Special Central Assistance and using them in a cost effective and optimal manner in conjunction with the resources from the SCP of the States in all sectors, institutional finance, non-plan funds, funds of various sectorial corporations and other possible sources. These aspects have been explained in the D. O. Lr. No. BC-11014/70/81-SC BCD-III dated: 28th Dec. 1981 of the Minister of State (Home). This need for judicious cost effectiveness has also been pointed out in the minutes of the meeting held in the Plg. Commission on the Spl. Component Plan of Andhra Pradesh for 1981-82. We fully agree with you that it is necessary to utilise the Special Central Assistance. In the above manner judiciously taking up schemes with minimum possible unit cost. At the same time, they should be adequate to enable families to cross the poverty line. The unit cost may vary from scheme to scheme and from category to category of the Scheduled Castes. Therefore, it is not possible to lay down a maximum in this regard but nevertheless there has to be careful planning of the SCA. So that, in the totality the Special Central Assistance along with all other resources is adequate to fulfill the Prime Minister's target. We understand that the purpose of your letter is that there should be such careful planning and we fully agree with it and we have been requesting that this be done. We would like to point out that the past average of Rs. 2,284 for Scheduled Caste family representing the total of subsidy, margin

money, institutional finance, mentioned by you, is obviously too low and seems unlikely to be able to generate sufficient instrumental income to enable a Scheduled Caste family to cross the poverty line.

I hope that the above clarifications as well as the Annexure to the Home Secretary's D. O. Letter of 11th May, 1982 the Annexure to the Home Minister's D. O. Letter of 8th March, 1982, and the minutes referred to above will help you to bring about such careful planning and husbanding of all the resources from the Special Central Assistance as well as from the sources within the State.

I may also point out that the number of families assisted to cross the poverty line, both with I.R.D.P. involvement and without I.R.D.P. involvement, as shown under Point 7 of the New 20-Point Programme in the monthly monitoring reports is too inadequate compared to the target which has to be fulfilled. I hope in the coming months the leeway will be made up.

**Copy of D. O. Letter No. 11/JS(TD)PM 82, dated 27th, November, 1982, from the Home Minister, New Delhi.**

The Prime Minister had written in March, 1980 regarding the importance of the development of the Scheduled Castes and Scheduled Tribes. Soon after that, the Special Central Assistance to the Special Component Plan for the Scheduled Castes was introduced; we now have a budget provision of Rs. 600 crores for it in the Sixth Plan. The allocation for the Special Central Assistance to the Tribal sub-Plan has been stepped up to Rs. 470 crores. The New 20 Point Programme includes as Point 7 the objective of accelerated development of the Scheduled Castes and the Scheduled Tribes. Point 7 is intended essentially to focus the benefits which should be channelised to the Scheduled Castes and Scheduled Tribes, in large proportion, from as many as 16 other Points in the 20-Point Programme.

2. In her letter of 4th October 1982, the Prime Minister has conveyed her observations on the implementation and achievements of physical targets of the 20-Point Programme. It has been indicated that the physical targets in 1982-83 are at about the same level or only slightly higher than those achieved in the various schemes in the past year. She has, therefore, exhorted that the programmes should be properly implemented so that through achievement of the target adequate impact can be created. While touching on various programmes like distribution of surplus land, beneficiary-oriented schemes and bonded labour rehabilitation, she has made a

special reference to the coverage of Scheduled Castes and Scheduled Tribes. The main thrust is to be improvement in implementation through various measures like district-wise disaggregation of targets, overseeing through official and non-official committees, monitoring at district and block-levels, strengthening of administrative structure, selection of officers of the right quality, attitude and motivation, intensification of inspection arrangements, etc.

3. The Prime Minister having dwelt in detail on the various facts of implementation in her letter, there are two areas where I request your special attention. First, effective implementation and monitoring of the Special Component Plan for the Scheduled Castes (SCP) and the Tribal sub-Plan (TSP); second, effective quantitative and qualitative improvements in the Special Component Plan and the Tribal sub-Plan with a view to achieving the required objectives.

4. It has come to the notice of the Prime Minister that implementation of the Special Component Plans and Tribal sub-Plans of States is lagging behind. The situation seems to be better in States where the Chief Ministers have been personally reviewing implementation, resolving difficulties and providing necessary drive to the administration. The importance of such personal reviews and direction from you for satisfactory implementation of the Special Component Plan and the Tribal sub-Plan in your State cannot be exaggerated.

5. Corresponding to this, there might be regular reviews by Chief Secretaries since these two Plans involve officers of all developmental and welfare departments and agencies. The Collectors should be placed in charge of the implementation of the Special Component Plan and Tribal sub-Plans within the district and the Project Administrators in-charge of ITDPs and made fully responsible for their success. I have no doubt that disaggregation of these Plans district-wise, in physical as well as financial terms, would have been done. May I however point out that during the visits to States of my officers, it has been found that in some cases officials in the field are not even aware of the Special Component Plan and Tribal sub-plan. I have no doubt that this state of affairs will be soon corrected.

6. You would recall that the Prime Minister had referred to the importance of administrative structure and personnel policy in her letters of March, 1980 as well as the recent letter. There are still some cases of officers dealing with this work being transferred out far too often. I am sure you will like to ensure that this does not happen and that competent and suitable officers are posted and continued for at least three years.



7. The Special Central Assistance (SCA) for the SCP and the SCA for TSP can be important and effective instruments, if used judiciously. It appears, however, that its full impact is not being felt owing to inadequate care being bestowed on its planning and utilisation. Further, in the Sixth Plan period outlays of nearly Rs. 5000 crores for Scheduled Caste development and about Rs. 4000 crores for Scheduled Tribes development are estimated. These are substantial investments. Careful planning and utilisation of SCA in conjunction with other resources of the Special Component Plan and Tribal sub-Plan, including institutional finance, are needed. Monitoring and evaluation should be able to show in clear terms what physical results have flowed from these investments, particularly the extent to which the concerned families have been assisted to cross the poverty-line.

8. Apart from ensuring satisfactory implementation of the Special Component Plan and Tribal sub-Plan already formulated, it is also essential to make necessary improvements in them with a view to achieving the objectives. The two Reports of the Working Groups on the Development of Scheduled Castes and Scheduled Tribes provide valuable guidance in this regard. I request you to kindly see that your Special Component Plan and Tribal sub-Plan are improved in their light, existing schemes re-oriented and new schemes formulated and introduced in line with the specific development needs and handicaps of these two most deprived and weakest sections of our society.

9. I shall be grateful if you let me know the steps being taken on the above aspects to ensure rapid development of the Scheduled Castes and Scheduled Tribes; this is extremely important in the context of the New 20-Point Programme.

**Copy of Letter No. BC17020183--MC (SC and BCD) dated 11th, February, 1983, from the Government of India, Ministry of Home Affairs, addressed to Shri V. Chandramowli, Social Welfare Department, Hyderabad.**

*Sub:—Implementation of the Special Component Plan—Avoiding double counting of beneficiaries—Reg.*

I am desired to refer to the Home Secretary's D. O. letter No. BC-17020182-SC & BCD-II, dated May 11, 1982, addressed to the Chief Secretaries, regarding submission of monthly progress reports on point 7 of the new 20 point programme i. e., the number of S.C. families substantially economically assisted so as to enable them to

cross the poverty line. In the Annexure to that letter in para 13, it was indicated that double counting schemes under the Special Component Plan or under other programmes.

(i) When a family is given assistance under different schemes because a single scheme may be incapable or generating the desired level of income, it should be counted only once.

(ii) Different members of the family may be given different schemes so that they may together generate adequate incremental income, in such cases also the family should be counted only once.

(iii) A family may be assisted through two or more different agencies like D.R.D.A. Scheduled Caste Development Corporation, Co-operative Institutions, K.V.I.C., K.V.I. Board, Handloom Development Corporations, Small Industries Development Corporation, Regional Development Corporation, S.F.C. etc. In such cases also the families should be counted only once.

2. Double counting at the field level cannot be ruled out unless the monitoring agencies at the block level work out the number of S.C. beneficiaries avoiding the duplication mentioned above. It is requested that in the next meeting of the Chief Secretary for reviewing the SCP, the various Heads of Departments may be specially requested to monitor the figures of beneficiaries correctly to avoid double counting. For this purpose, it is further requested that a letter from State Government at an appropriate level, may be issued to all the officers upto the block level so that double counting of beneficiaries may not enter into figures, reported by the State Government to this Ministry, as the achievements under Point 7 of the New 20 Point Programme of the Prime Minister.

3. Receipt of this letter may please be acknowledged.

**Copy of D.O. Lr. No. 11014/184-SCBCD-II, Govt. of India, Ministry of Home Affairs, New Delhi, dated 6-10-1983 addressed to Shri G. V. Rama Krishna, Chief Secretary to Government, Government of A. P.**

As you are aware the Special Component Plan discussions and Annual Plan discussions for 1984-85 will be held shortly by the Planning Commission. They will be intimating the date of the discussions separately. This would be sometimes from the Month of November onwards. Like in the past, we will also be holding separate discussions in the Home Ministry on the Special Component Plan. I am writing now to invite your attention to certain important

points which may kindly be kept in mind in the light of experience gained while preparing the SCP, for 1984-85 for the State Plans and sectoral outlays which will be finalised shortly.

2. The coming financial year happens to be the closing year of the Sixth Five Year Plan period. As such it would be expected that a final stock taking is necessary. I would urge the following points to be emphasised in your SC documents while preparing them.

(i) In the introductory portion it is essential that statistical information is properly presented keeping the 1981 census figures in view. If there are any shortfalls in the achievement in either physical or financial terms they will have to be covered up this year. Hence special emphasis will have to be laid on this.

Scheme-wise details both for the statements SCP-I and SCP-II are required to be furnished. This should be attempted in a systematic manner and it would not suffice if merely sector-wise particulars are displayed.

(ii) It is essential that a brief write-up should also be available about the administrative arrangements and monitoring mechanism available both at the State and District levels so that a clear picture can be put across regarding the proper implementation of SCPs.

(iii) Full particulars (scheme-wise, year-wise expenditure and achievements) regarding the utilisation of Special Central Assistance released to the State Government. This would include unspent balances of 1980-81, 1981-82, 1982-83 and 1983-84 and the allocations made during the current year.

(iv) The details of the proposed utilisation of Special Central Assistance during 1984-85 should be clearly indicated. During the Planning Commission's discussions, it has been highlighted time and again that a project approach is essential showing the target group to be covered, the type of facility which is made available, the income generated and whether the families have crossed the poverty line. It would be appropriate that under each sector of the SCP details of income generation should be clearly indicated. The linkage with the Bank finance should also be indicated.

(v) In the past, it was noticed that a mere mechanical notional quantification had been attempted by just saying 15% or 20% or any other per cent of the total flow in a certain sector having been earmarked for SCs without indicating the benefits accruing to the SCs and the mode in which such benefits are actually to help the SCs to cross the poverty line. This approach gives an incomplete picture, and therefore it is suggested that under each sector such details are properly presented in the SCP document.

(vi) Particulars in respect of specially vulnerable groups namely scavengers and sweepers, bonded labourers, nomadic and semi-nomadic and denotified communities should be properly described in a suitable chapter in the SCs. This information is the basis of releasing part of the SCA based on the effort-based criterion.

(vii) The provision of facilities/services in respect of basti oriented schemes to the SCs. batis and habitations is an important aspect of the strategy for the development of SCs. It has been very often observed, that a mere mechanical or arithmetical quantification is carried out in respect of link roads, bridges, hospitals and educational facilities without any effort to show how these facilities have actually reached the SCs. This may be kept in mind and it is necessary that a detailed write-up should accompany these sectors. Very often owing to lack of information deletion of the schemes becomes necessary, and that consequently curtails the size of the SCPs

(viii) Full particulars of the coverage of the families for 1984-85 may be shown in the SCP document alongwith this, it is essential that particulars of achievement in terms of families enabled to cross the poverty line during the years 1980-81, 81-82, 82-83 and 83-84 are properly furnished. Details of investment per family, the income generated and whether they have crossed the poverty line should accompany these particulars. It should also the endeavour since this is the last year of the Sixth Five Year Plan period that an adequate amount is quantified towards the SCP as this will determine the amount of SCA to be made available as part of the effort-based criterion.

(ix) A separate chapter in the SCP may be included on the implementation of the 20-point Programme with special reference to Point No. 7.

We would request you to let us have the final SCP document plan by the first week of November, 1983 before the discussions commences in the Planning Commission.

**D. O. Lr. No. 11014/184-SCBCD-IV, dt. 7-1-1984 from Govt. of India, Ministry of Home Affairs, Shastri Bhawan, 6th Floor, New Delhi addressed to Sri V. Chandramowli, Secretary Social Welfare, Govt. of A. P., Hyderabad.**

Kindly recall the discussion on the draft Special Component Plan on 16th December, 1983. [As you are aware Planning Commission will hold a meeting to finalise the S.C.P. some time after January.

We would request you to incorporate the various points covered during our discussion. The more important ones are set out below:

#### *Family Coverage:*

1. In Andhra Pradesh if 50% of the SCs. families are enabled to cross the poverty line the figures for the Sixth Plan comes to about 7.5 lakhs. From the information available, 6.38 lakh families were covered till 1982-83; the target for 1983-84 is 2.84 lakhs and for 1984-85 2.50 lakhs. Evidently the State Government wish to exceed the target. However, it would appear that the targets fixed like to examine the figures once again and modify them in the revised document.

2. There is no feed back regarding the impact of the programmes for poverty line crossing. In particular, it is necessary to know whether the assistance has been substantial, and sufficient for generating adequate additional income. Some qualitative assessment may kindly be made and included in the revised document.

3. The estimates of likely returns from different schemes may also perhaps require some further examination. Thus for example mixed farming-dry farming-land development may not really generate Rs. 5,000 per family.

#### *Special Central Assistance:*

1. While we are aware that a very intensive effort is being made in the districts and the Action Plans are being prepared by the Collectors, perhaps there is a need for an overall view and planning of the Special Central Assistance. It would appear that in many cases the Special Central Assistance is being utilised as a simple subsidy under the guise of meeting a viability gap. You may like to take an overall assessment of the position.

2. We had asked for certain detailed information regarding the Special Central Assistance in my letter of May, 1983. This has not yet been received. You would agree that this is essential for the proper monitoring of the programme and we would request that this may be collected and sent at an early date. It should in fact be part of the S.C.P. document.

3. It is important to know in precise terms how the Collectors propose to utilise the Special Central Assistance. On the basis of the examination of the Action Plans an analysis could be made and guidelines suggested to the Districts. This would involve a qualitative assessment and this has become particularly important in Andhra.

Pradesh since large sums of Special Central Assistance remain unutilised and have not even allotted as yet.

*Basti Oriented Programme:*

The total magnitude of the problem in respect of each of the basic facilities like drinking water, link roads, street lighting etc., in S.C. habitations, is not available. Unless this is done, we cannot really assess whether step up of the programme in these sectors is required. This point has been emphasised time and again and it is somewhat surprising that Andhra Pradesh, which has shown the lead in so many ways, is lagging behind. Complete particulars may kindly be brought into the revised Special Component Plan document.

*Special Component Plan—Schemes and Outlays:*

1. We were quite surprised that for 1983-84 there has been a reduction in the S.C.P. outlay—from over Rs. 139 crores to Rs. 121 crores. During the meeting you had agreed to examine schemes in different sectors and see whether this reduction could be made up. As you are aware, this would affect also the amount of Special Central Assistance to be released to the State Government. You may kindly let us have details very urgently.

2. The Special Component Plan for 1984-85 is only Rs. 123 crores which is considerably lower than the Special Component Plan approved in the Planning Commission for 1983-84. There seems to be scope in several sectors for an increase; these may kindly be examined and higher outlays indicated in the revised Special Component Plan.

3. The schemes in the Special Component Plan are more or less identical to those which were included in the previous years. Our comments after analysis of the document for 1983-84 may kindly be seen and appropriate changes made. (our letter no. 11014/183-SCBCD-IV dated 27-4-1983 refers).

4. There seems to be considerable delay in receiving information regarding the expenditure in the Special Component Plan. You may like to look into this aspect. You would agree that proper monitoring is essential, otherwise an impression is created that the Special Component Plan is not being implemented well.

*Specially Vulnerable Groups:*

1. Although particulars of programmes have been given in Vol. III of the Special Component Plan document, full details and outlays which would indicate the effort of the State Government, have not been furnished. This is in spite of the fact that this has been

pointed out to the State Government on several occasions. You would recall that a difficulty had arisen towards the end of 1982-83 and it was possible to release the full Special Central Assistance to Andhra Pradesh only after a very special effort. We would request you to let us have complete information regarding the programmes for specially vulnerable groups both for 1983-84 and 1984-85. If this is not done the allocation of Special Central Assistance to Andhra Pradesh is bound to be reduced.

2. As you are aware the specially vulnerable groups are sweepers and scavengers, bonded labourers, nomadic, semi-nomadic and denotified communities among the SCs. Flayers and tanners are not included in this category. This has been pointed out on several occasions in the past. We find, however, that in the S.C.P. document no notice has been taken of this comment. We would request you to kindly make necessary changes in the revised Special Component Plan document.

#### *Scheduled Castes Development Corporation:*

We were glad that the SCs. Development Corporation has been able to take up a very large programme and has also attracted considerable institutional finance. However, a matter of great concern is the extremely poor and in fact the almost negligible recoveries. We would request you to take immediate steps in this regard.

You would appreciate that the funds released under the Centrally Sponsored Scheme for the share capital of the Corporation are expected to revolve. Andhra Pradesh has already taken a very large amount from Government of India—nearly Rs. 17 crores. Unless there are adequate recoveries, and the share capital becomes a self generating corpus, the programme of the Corporation cannot really improve from year to year. Even in States like Orissa and Tamil Nadu, which started economic development activities very recently, there have been regular recoveries. You may wish to take up a special drive for recoveries immediately.

*NOTE:*

You might also consider some additional staff at the secretariat to monitor and review the implementation of the S.C.P. Greater attention also to the planning of the Special Central Assistance by the Department would then be possible. As you know 1 per cent of the Special Central Assistance can be utilised for staff for monitoring and review.

Kindly let us have your revised special component plan document at an early date.

Copy of D. O. Lr. No. 11013/5/84-CWS dated 25-6-1984 from Ministry of Agriculture, Govt. of India, addressed to Shri Shrvan Kumar, Chief Secretary to Govt. of A.P., Hyd.

The Parliamentary Committee on the Welfare of Sch. Castes and Scheduled Tribes examined the benefits provided to Scheduled Castes and Scheduled Tribes in the co-operative sector. In its report presented to Parliament, and Committee suggested a number of measures for stepping up the flow of assistance from co-operatives to Scheduled Castes and Scheduled Tribes.

2. The detailed recommendations are being forwarded separately to secretary, Co-operation and Registrar of Co-operative Societies and others. The important recommendations having a bearing on Government's approach to co-operative development in the State are briefly listed below:

(i) The share of SCs, and STs. in the loans distributed by agricultural co-operatives should not be less than the percentage in the total population of the concerned State.

(ii) The State Government should provide grant-in-aid to enrol SCs. and STs. as members of co-operatives, loans towards additional share capital, interest subsidy on short-term loan and additional subsidy on medium term and long-term loans sanctioned under IRDP to these Classes.

(iii) The State Governments should encourage setting up of Scheduled Castes co-operatives in areas where there is Scheduled Castes concentration.

(iv) The State Government should lease out forest areas to tribal development corporation on a long-term basis to facilities the marketing of minor forest produce to the exclusion of private traders.

(v) Highest priority should be accorded to labour co-operatives on a large scale and State Government should adopt a policy of awarding all unskilled works up to the specific amounts to labour co-operatives only.

(vi) As fishermen are generally SC, the State Government should encourage organisation of fishery co-operatives and provide assistance to them.

3. To ensure that the co-operative policy and programmes at the State level is oriented to benefit SCs. and STs. the Committee has recommended that "in every State a high level Committee under the



Chairmanship of Chief Minister should be constituted" and the "Sch. Castes, Sch. Tribes MLAs. and MPs. of each State should be associated with High level Committee in the State".

4. I shall appreciate if you could have the above matter examined for early decision at the Govt. level for implementing the suggestions of Parliamentary Committees and for inclusion of special programmes for SCs. and STs. in the Seventh Plan of the States. The decision on the setting up of a high level Committee, referred to above, may kindly be communicated to us at an early date.

Copy of D. O. Letter No. PC/SC/11-8(2)/83, dated 8th February, 1983 from the Minister of State for Planning, Planning Commission, New Delhi, addressed to Chief Ministers of States.

During the last three decades it has been our experience that Scheduled Castes and Scheduled Tribes have not been in a position to get their due share of the benefits and financial outlays in our successive Five Year and Annual Plans. In the search for a Plan mechanism to facilitate adequate flow of benefits and Plan funds to them we evolved the Tribal Sub-plan (TSP) and the Special Component Plan (SCP) for the Scheduled Castes which came into operation respectively from the Fifth Plan and Sixth Plan periods. These two comprehensive Plan mechanisms have helped larger flow of benefits and outlays for these two categories than was possible till then. However, the fact remains that even this improved flow of funds falls short of the legitimate developmental needs of the scheduled tribes and scheduled castes. In most States, even the population-equivalent percentage of the State Plan is yet to become available to their TSPs and SCPs.

2. Further, in the initial period, the SCPs and TSPs were formulated by earmarking benefits and outlays from sectors whose outlays had already been determined and fixed with reference to development needs and priorities of the scheduled castes and scheduled tribes. While these were, no doubt, relevant and useful the magnitude of sectoral outlays in the TSP and SCP were not in keeping with the relative priorities and needs of their development.

3. We are now at the beginning of the Seventh Plan. We have the benefit of the experience of the TSP and SCP in the past Plan period and Point 7 of the 20-Point Programme Elaborate guidelines are contained in the Reports of the two Working Groups on the development of Scheduled Castes and Scheduled Tribes in the Sixth Plan period. As a result of important meetings held in the last few years these two special plans have further evolved. We are now in

a position to apply necessary correctives so that the earmarking and actual flow of physical and financial benefits to the scheduled tribes and scheduled castes can be improved and optimised in the Seventh Plan period. This can be done by following the steps outlines below:

(i) Start with the developmental needs and priorities of STs. and SCs. On account of historic deprivations their needs would require a larger proportion of the State Plan outlay than their population equivalent percentage. At the very minimum the population equivalent proportion of the total State Plan outlay should be set apart for the State TSP and SCP respectively.

(ii) Take up programmes and schemes on the basis of the developmental needs and priorities of the two categories and on that basis distribute outlays among different sectors.

(iii) Issue strict instructions to the departments and heads of departments to prevent diversion of sectoral financial provisions of TSP and SCP to the general sectors in the Plan.

4. I would like to mention here that the Home Ministry and Planning Commission have already reiterated that the percentage of the State Plan Outlay as a whole for TSP and SCP should not be less than the percentage of the population of the scheduled tribes and scheduled castes in the State's population. It has also been emphasised that the programmes and schemes in the TSP and SCP from every sector of the State Plan should directly and concretely benefit individuals or families or groups of families or basties/hamlets of the SCs and of the STs.

5. We are now at the threshold of the Seventh Plan. This is the opportune moment to ensure proper formulation of the Special Component Plan and the Tribe Sub-Plan along the lines indicated above. I request you to devote your special attention to this important aspect of development. If we lose this opportunity, we will have to wait for another five years to do anything substantial for the advancement of these two weakest sections of our society which we are obliged to do according to constitutional provisions and national commitment.

IMPLEMENTATION CENTRE

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