

**COMMITTEE ON THE WELFARE
OF SCHEDULED CASTES AND
SCHEDULED TRIBES
(1982-83)**

(SEVENTH LOK SABHA)

THIRTY-SIXTH REPORT

**MINISTRY OF HOME AFFAIRS AND
PLANNING COMMISSION**

**SPECIAL COMPONENT PLAN FOR SCHEDULED
CASTES
PART—I**

Presented to Lok Sabha on 12.9 1983

Laid in Rajya Sabha on 2.9 1983



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1983/Chaitra, 1905 (Saka)

Price : Rs. 3.60

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(1982-83) (VI L.S.)

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**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND
SCHEDULED TRIBES**

(1982-83)

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INTRODUCTION

I, the Chairman of Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Thirty Sixth Report on the Ministry of Home Affairs and Planning Commission—Special Component Plan for Scheduled Castes—Part I.

2. The Committee took evidence of the officials of the Ministry of Home Affairs, Planning Commission and other Ministries concerned with the subject on 12th and 23rd November, 1982. The Committee wish to express their thanks to the officers of the Ministry of Home Affairs, Planning Commission and other Ministries concerned for placing before the Committee material and information they wanted in connection with the examination of the subject.

3. During the Tours undertaken by Study Groups of the Committee in January, 1983, discussions were held with the officials of the State Governments of West Bengal, Bihar, Uttar Pradesh, Orissa and Andhra Pradesh regarding implementation of Special Component Plan in the respective States. On 11th March, 1983, the Committee decided to present a part Report only, as examination of all issues relating to the Special Component plan had not been completed.

4. The Report was considered and adopted by the Committee on 30th March, 1983.

5. A summary of conclusions/recommendations contained in the Report is appended.

NEW DELHI;

March 31, 1983.

Chaitra 10, 1905 (Saka)

A. C. DAS,

Chairman,

*Committee on the Welfare of Scheduled Castes
and Scheduled Tribes.*

A. INTRODUCTORY

1.1 The Sixth Five Year Plan (1980—85) Document, while commenting on the development of backward classes mentions that:—

“One of the Directive Principles of State Policy in the Constitution enjoins that the State will promote with special care the educational and economic interests of weaker sections of the people, and in particular, of the scheduled castes and scheduled tribes and shall protect them from social injustice and all forms of exploitation. This directive has been reflected in the Five Year Plans which have sought to raise the socio-economic levels of all the people including Scheduled Castes/Scheduled Tribes and other weaker sections. However, three decades of development have not had the desired impact on these socially, economically and educationally handicapped groups. Their problems cannot be resolved through the percolation of general economic growth. The majority of the Scheduled Castes/Scheduled Tribes who form one-fourth of the population, are below the poverty line and also face special problems peculiar to them.”

1.2 It has been further stated that in spite of Constitutional Directives and number of legislative and executive measures by the Government, their situation has not improved appreciably mainly due to the lack of economic support. Although special programmes were formulated in the previous Five Year Plans for their socio-economic development, the basic problem of their poor economic base has remained almost untouched so far. The Sixth Five Year Plan lays special emphasis on measures to solve their problems.

1.3 The Sixth Plan document further states:—

“The major objective of the Sixth Plan (1980—85) is to wage an all-out war on poverty and mobilise all our latent energies for the creation of a more dynamic and more equitable society. This will 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. In view of this, Special Component Plans will be formulated as part of various programmes to enable scheduled castes families to cross over the poverty line within a short period.

The main thrust for the development of Scheduled Castes has to come from every sector of development and by every Department and Agency. The need-based programmes to be formulated for the Scheduled Castes would keep in focus target groups in the occupational categories. The core programme for economic development would lay emphasis on land development and agricultural production animal husbandry including dairy, sheep, goat, poultry, piggery development, leather work, weaving, other cottage and village industries, fisheries and small scale and tiny industries."

1.4 The important objectives of the strategy and approach for the development in Scheduled Castes have been brought out in the Report of the Working Group on the Development of Scheduled Castes (1980—85) and are as under:—

- (a) that at least 60 per cent of the Scheduled Castes families in the country are enabled to cross the poverty line in the Sixth Plan period, through comprehensive and integrated family-oriented programmes of economic development against a 10-year perspective of similarly enabling all the Scheduled Castes families.
- (b) that the lag in the educational levels of the Scheduled Castes is removed, in the Sixth Plan period.
- (c) that a significant and tangible improvement in their working and living conditions is brought about by removing the lag in various social services available to the Scheduled Caste families, and habitations and bastees, in the Sixth Plan period.
- (d) that an element of human resources development, consisting of their constructive and effective organisation and training to develop social awareness and the capability for taking initiatives for, and management of, their own development, is built into every developmental programme and scheme.
- (e) that occupational mobility of the Scheduled Castes should be specifically promoted.
- (f) that middlemen layers, which are responsible for reducing the income of self-employed producers in the primary as well as secondary sectors and even in the tertiary sector are eliminated from every economic activity.
- (g) that women and children among Scheduled Castes are given special attention in the developmental efforts."

1.5 The Report further adds:—

“The important instruments devised for ensuring the development particularly, the economic development of the Scheduled Castes are:—

- (a) The Special Component Plans for the Scheduled Castes of the States and Central Ministries.
- (b) The Special Central Assistance for the Special Component Plans of the States.
- (c) Scheduled Castes Development Corporations in the States and Central Assistance to the States for these Corporations.”

1.6 It has also been stated in the Working Group Report that the effort for the development of Scheduled Castes has to be made in every sector and by every department and agency. It is necessary that in each sector schemes should be taken up on the basis of the needs of the Scheduled Castes, funds earmarked for the Scheduled Castes for such schemes and the flow of benefits quantified.

1.7 The Working Group Report further states:—

“There would evidently be two aspects of the Special Component Plan for the Scheduled Castes:

- (a) Direct flows through family and individual oriented programmes aimed at the economic development of the Scheduled Castes. Here the objective would be to provide income-generating assets and skills to the Scheduled Caste families so that they cease to be dependent upon their exploiters and oppressors for their livelihood.
- (b) Flows to the Scheduled Castes through the provision of services and other facilities. Here it is necessary to have bastees-oriented schemes covering both existing and new bastees (like provision of drinking water, drainage, health services, house sites and housing, electricity) and programmes for extending facilities like education, vocational guidance.

In addition to specific programmes which would help the Scheduled Castes, the Special Component Plan must also indicate modifications to policy and new policy re-orientations made and to be made in the approach and any special concessions provided to ensure their rapid development in a manner viable to the Scheduled Caste beneficiary participants.”

1.8 In her letter No. 281-PMO/80 of March 12, 1980, addressed to Chief Ministers/Governors (Appendix), conveying the deep concern of the Government of India about the problems of the Scheduled Castes and the high priority of the task of their rapid socio-economic development, the Prime Minister, *inter alia*, had stated:

"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 Castes 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."

1.9. In a note furnished to the Committee, it has been stated that during the Sixth Plan, a plan mechanism, called the Special Component Plan, was designed to channelise the flow of benefits and outlays from the general sectors in the Annual Plans and five-year plan of the States for the development of Scheduled Castes. The Special Component Plan strategy is a plan mechanism of earmarking benefits to the Scheduled Castes in physical and financial terms from each sector of the State Plan/Central Plan. The Special Component Plans are thus essentially part of each State Plan and part of each Central Ministry's Plan.

B. IDENTIFICATION OF BENEFICIARIES

2.1 In the Sixth Five Year Plan document, it was envisaged the Special Component Plan will be formulated as part of various programmes to enable Scheduled Castes families to cross over the poverty line within a short period.

2.2. Regarding the criterion for judging whether a family is below the poverty line, the Committee have been informed that, for identification of the poor, Planning Commission constituted "A Task Force on Projection of Minimum Needs and Effective Consumption Demand" in 1977 which defined the poor as those whose per capita consumption expenditure lies below the mid-point of the monthly per capita expenditure class having a per capita daily caloric intake of 2400 in rural areas and 2100 in urban areas. The estimate of caloric intake is derived from food consumption pattern of the corresponding classes and the caloric contents of the food items. This per capita consumption expenditure is then taken as the poverty line. Calorie norms as chosen above are estimated after taking into consideration the age, sex and occupational differentials in the total population. Therefore, it will differ from State to State.

2.3. According to the data given in the Sixth Five Year Plan document, (page 16), the All India (weighted) percentage of population below the poverty line in 1977-78 was estimated at 48.13 (50.82 in rural areas and 38.19 in urban areas). This estimate is derived by using the all-India poverty line of Rs. 65 per capita per month in 1977-78 prices corresponding to minimum daily caloric requirement of 2400 per person in rural areas and the poverty line of Rs. 75 per month corresponding to daily caloric requirement of 2100 in urban areas.

2.4. The Committee desired to know how the officials at the lowest rung such as Gram Sevakas would understand and apply the concept of caloric to determine the poverty line. The representative of the Planning Commission, in reply, has stated during evidence that this has perhaps been converted into income in the rural and urban areas. According to the 1979-80 prices, it is Rs. 76/- per month in the rural areas and Rs. 88/- per month in the urban areas.

2.5. In a subsequent note furnished to the Committee on the concept of poverty line, it has been stated that a Working Group was appointed in August 1982, by the Department of Statistics to evolve an acceptable methodology for identification of the poor through criteria other than only the per capita income/calorie requirement. The origin of this Working Group can be traced to the discussion on the subject in a number of national conferences including the seminar held at Nainital wherein the consensus has emerged that while recognising the importance of nutrition in the determination of poverty, purely calorie approach will not be adequate to describe poverty in its entirety. It has been stressed that there is need to build a composite index which will effectively capture other facts of life as well including incidence of social consumption such as education and health.

2.6 When asked during evidence whether Planning Commission had figures as to how many Scheduled Castes families were below the poverty line, the representative of the Planning Commission has replied as follows:—

“No Sir, we have figures for general purpose but for Scheduled Castes and Scheduled Tribes we have no separate figures. We have the figures for the whole population. The National Sample Survey has not been able to give us figures for Scheduled Castes and Scheduled Tribes.”

2.7. In reply to a question whether any assessment has been made as regards the percentage of Scheduled Caste living below the poverty line at the beginning of the Sixth Plan (1980-81) and at the end of (1981-82), the Committee have been informed that no such assessment has been made. The Thirty-second Round of NSS (National Sample Survey) consumer survey contains information which can provide estimate of Scheduled Castes/Scheduled Tribe below poverty line for 1977-78. This information is being processed.

2.8. In reply to a question whether any list of Scheduled Caste families indicating their occupation, income level etc. is maintained by the Government agencies at the village or taluka or block level and how the Scheduled Caste families who requested to be assisted are identified, the following note has been furnished to the Committee:—

“For selection of beneficiaries under Integrated Rural Development Programme, a house-hold survey is conducted of the families lies in the target group. A household survey scheduled has been prescribed which seeks exhaustive information including particulars of their caste, number of family members, details

of earning members, income level, land owned, cropping pattern, assets owned, indebtedness position, etc. After the survey, the families below the poverty line are selected on the principle that the poorest among the poor is selected first for assistance.

On an average, 600 families are envisaged to be assisted in every block every year, resulting in a total coverage of 3,000 families in each block during the course of Sixth Plan. The list of beneficiaries to be assisted under the programme is displayed in "Gram Sabha" meeting for final selection. The IRD programme is a poverty amelioration programme aimed at the poorest among the poor; Scheduled Caste/Scheduled Tribe families, who constitute a very large proportion of the target group to be covered by the IRD Programme are given high priority. The State Governments and Union Territories have been instructed to ensure that at least 30 per cent of the families selected for assistance under IRD should come from Scheduled Caste/Scheduled Tribe groups. The State Governments have also been requested to ensure that at least 30 per cent of the resources invested under the programme in terms of subsidy and loans goes to the Scheduled Caste/Scheduled Tribe families."

2.9. In reply to a question during evidence on this point, the representative of the Ministry of Rural Development has stated as follows:

"There has not been 100 per cent survey by the National Sample Survey by which poverty percentages of Scheduled Castes| Scheduled Tribes could be available. I tried to explain that our survey is to know the poorest among the poor. We have 600 families per block per year. To those people Patrika is given. We have given guide-lines to the States. The people whose income is below Rs. 3,500/- is considered to be below poverty line."

2.10. The Committee, during evidence, enquired whether a survey of all the poor Scheduled Caste families could first be conducted and fifty per cent among them who were the poorest could be assisted. Of the remaining families, 10 per cent could be covered each year subsequently under the Special Component Plan.

2.11 In reply, the representative of the Planning Commission has stated:—

"If I understand you correctly, Chairman is suggesting another survey on the lines of the National Sample Survey. That survey

is being undertaken. The results will be available to us in one or two years."

2.12. Asked during evidence as to who could decide whether a person was above or below the poverty line and whether the guidelines given in this regard were properly implemented, the representative of the Ministry of Rural Development has stated that the identification of beneficiaries is done by the team under the Block Development Officer. In some cases they get the assistance of the Extension Staff. The final decision is taken by the Block Development Officer for assistance under the Integrated Rural Development Programme.

2.13. Explaining the process further, the representative of the Ministry of Rural Development has added as follows:—

"The household survey is the main thing for the identification of beneficiaries. Since the total number of 600 families is to be identified in a block for a particular year, we have some other guidelines with the result that clusters of villages are chosen in a period every year. It is not as if in a particular year a hundred per cent of the household survey is done and a survey is conducted for all the household in a village at any point of time. Certain group of villages will be chosen for this purpose and the household survey is done on that basis."

2.14. When the Committee pointed out that the identification of the beneficiaries had not been done properly and the really deserving families were left out while others were selected, the representative of the Planning Commission has stated during evidence as follows:—

"These are undesirable practices. They need to be stopped. We can request the State Government to ensure that all these lists may be exhibited and if there are any objections they may be looked into and the poorest among the poor should be selected."

In case you want to take total survey of the families that will be more or less like the survey being undertaken by the National Sample Survey."

2.15. The representative of the Planning Commission has further explained during evidence that probably because of the difficulty in having adequate staff and so on, it is very difficult to know all the families in the block in the first year itself and to identify the poorest of the poor. But this cannot be done because it involves a major exercise and carrying out a survey for the entire block. It is true that those who are coming in

the last will have to wait for 4 to 5 years. But when they get the assistance, they will cross the poverty line.

2.16 As per data given in the Sixth Plan document (page 170), there are about 350 million people in the country who are living below the poverty line. Out of these, around 300 million people (60 million families taking 5 persons in a family on an average) are in the rural areas. These consist largely of the landless labourers, small and marginal farmers, rural artisans and other workers. Precise figures regarding number of Scheduled Castes among them who are below the poverty line are not yet available. Integrated Rural Development Programme started in 1978-79 in 2000 blocks was extended with effect from 2nd October, 1980 to cover all the 5004 blocks in the country. Under this Programme, on an average 600 families are to be assisted every year and at least 3000 families are to be covered in each block during the Sixth Plan period. It has been laid down that at least 30 per cent of the beneficiaries under IRDP should be selected from among the Scheduled Castes and Scheduled Tribes and at least 30 per cent of credit and subsidies should flow to persons belonging to these communities. For identification of beneficiaries under IRDP, a family whose annual income from all sources is below Rs. 3500 is considered to be below poverty line.

The Committee have been informed that for giving assistance under this programme, 600 families are identified in each block per year and in identifying the people to be assisted, the poorest among the poor are selected. Survey for identifying the people in each block is continued from year to year. The Committee feel that it would be desirable to complete 100 per cent survey of all Scheduled Caste families in each IRDP area. For this purpose villages should be listed in the descending order of the Scheduled Caste population in the villages. Thus, villages predominantly inhabited by Scheduled Castes (say, 51 per cent or more of Scheduled Caste families) should be taken up first. List of villages so identified and expected to be covered in each year should be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc. The Committee believe that even with the existing machinery at the block level such a survey can be undertaken and completed expeditiously. Further, in selecting families to be assisted, clusters of villages predominantly inhabited by the Scheduled Castes should be chosen first so that all the persons living in a cluster are covered within the same year. Lists of identified families expected to be covered in each year should also be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc.

2.17 According to the data given in the Sixth Plan document (page 16) the all India (weighted) percentage of population below the poverty line in 1977-78 was estimated at 48.13 (50.82 in rural areas and 38.19

in urban areas). This estimate was derived by using the all-India poverty line of Rs. 65 per capita per month in 1977-78 prices corresponding to minimum daily calorie requirement of 2400 per person in the rural areas and the poverty line of Rs. 75 per month corresponding to daily calorie requirement of 2100 in urban areas. The Committee are of the view that measuring people below the poverty line on the basis of calorie intake below certain prescribed minimum level is not adequate. They, therefore, recommend that the concept of poverty should take into account not only the expenditure on food item but also reflect other essential consumption expenditure, the existing conditions of life and regional variations.

2.18 The Committee agree with the recommendation contained in the Second Report of the Commission for Scheduled Castes and Scheduled Tribes that while identifying families for benefits due weightage should be given to joint families and extended families. In the rural set up sometimes land remains in the name of the head of the household whereas in actual practice there are several persons who share the land. Keeping this in view financial assistance should be given not only to the owner of land but also to others who share the benefits of this land in the undivided family. While rendering assistance to Scheduled Castes families, norm of a typical single family (housband, wife and their minor children) should be the governing criterion.

C. SPECIAL COMPONENT PLANS OF THE STATES AND UNION TERRITORIES

(i) Plan Formulation

3.1 While commenting on the formulation of the State Special Component Plans the Prime Minister had, in her letter dated 12th March, 1980 addressed to Chief Ministers and Governnors of States under Presidents Rules, stated as follows:

“...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.”

3.2 In a note furnished to the Committee it has been stated that the Special Component Plans formulated by the State Governments are discussed in the Planning Commission with State Government representatives and the Ministry of Home Affairs is closely associated with the discussion.

3.3 Necessary guidelines were issued by the Planning Commission *vide* D.O. letter No. PC(P)1/6/1/80 dated 27-6-80 addressed to Chief Secretaries of States/Union Territories. The salient points are given below:

- (a) The Special Component Plan should clearly indicate the number of targeted scheduled caste families below the poverty line which would be assisted to cross over the poverty line at the end of 1980—85 Plan and 1981-82 Plan.
- (b) While the major outlays would come from the beneficiary-oriented divisible schemes under the various sectors, but in order to optimise the Special Component Plans, all schemes under the various sectors would need careful analysis and adaptation to ensure that larger benefits flow to the Scheduled Castes. It may be noted that the Special Central Assistance for development of Scheduled Castes would be substantially linked to the size of the Special Component Plans.
- (c) Need-based programmes for each occupational category of Scheduled Caste may be formulated particularly in sectors like agriculture and land development, animal husbandry, horticulture, fisheries, village and small industries, cooperation, etc. Economic viability of the schemes formulated should be ensured through linkages with credit and marketing structure.
- (d) Programmes to be undertaken by SC Finance and Development Corporations may be separately indicated with financial and physical targets.
- (e) Schemes for training of scheduled castes for skill formation through Krishi Vigyan Kendras, Udyog Vigyan Kendras, Trysem, ITIs, other institutions may be spelt out and targets indicated. These training programmes should be necessarily linked with institutional finance so as to enable the beneficiaries to become self-employed or wage-employed.
- (f) Educational and social services programmes like health, housing, water supply and nutrition may be carefully drawn up indicating necessary targets of SC beneficiaries under each of these schemes.
- (g) Special programmes for SC women and sweepers and Scavengers may also be drawn up separately.
- (h) Benefits derived by scheduled castes under special programmes like SFDA, DPAP, CAD and IRD may be indicated.

H. Quantification of Funds—State Plans

3.4 In a note furnished to the Committee it has been stated that the majority of Scheduled Castes workers in the country are at present engaged

in agriculture and allied activities. Occupation-wise, as recorded in 1971 Census, 52 per cent of the workers were agricultural labourers and 28 per cent cultivators; leather workers, weavers, fishermen, basket, mat and rope-makers are the other major categories. The schemes included under Special Component Plans are, therefore, focussed on the above mentioned occupational categories.

The schemes which would enable the Scheduled Caste families to generate additional incomes and improve their skills and levels of living are being emphasised on State for implementation. The identification of relevant schemes is a continuous exercise with the State Governments at the Annual Plan discussions. The schemes which give direct benefit to individual families, such as crop husbandry programmes, animal husbandry schemes, fisheries, horticulture, cooperation, village and cottage industries schemes, minor irrigation (wells), etc. are given priority. In addition, minimum needs programme, electrification of Harijan Basties, linking of Harijan Basties with main village, drinking water supply, primary schools, adult education and nutrition centres, etc. which benefit the Scheduled Castes, are included in the Special Component Plan for Scheduled Castes if these are located in Harijan Basties.

3.5 The Government of India laid down the following guidelines for quantification of outlays for different sectors in State Plans:

- (a) Wherever 51 per cent of the beneficiaries in any group-benefiting scheme are from the Scheduled Castes and not less than 51 per cent of the benefits go to the Scheduled Caste the entire outlays may be shown in the Special Component Plan.
- (b) Community investments in infrastructures located in the Scheduled Caste Basties/Mohallas may be included in the Special Component Plan.
- (c) Proportion of the investments by the State Governments to different State Corporations and Apex bodies corresponding to the proportion of flow of benefits to the Scheduled Castes from such bodies may be included in the Special Component Plan.
- (d) In respect of tapping the so-called "indivisible sectors" like major irrigation, power and urban development, methods of earmarking outlays under Special programmes like extension of irrigation facilities in the fields of the Scheduled Castes, extension of electric connections to Harijan basties and wells belonging to Scheduled Castes and improvement of slums may be devised.

for quantification of funds from the General Sector and their inclusion in the Special Component Plan:

- (a) In family/individual-oriented scheme, the beneficiaries can be individually identified. In such programmes 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 basties) and so on. In such schemes, the cost of providing the facility in/to the basties (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 Scheduled Caste basties. 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 outlays is quantified in the Special Component Plan if 51 per cent or more of the Command area is comprised within the holdings of the Scheduled Castes. Another example is environmental improvement of slums with 51 per cent or more of Scheduled Castes population. Furthermore, outlays for assisting cooperation and other such institutions are also included in the Special Component Plan provided at least 51 per cent of the membership of such societies/institutions is from among the Scheduled Castes and benefits will go to the Scheduled Castes in no less proportion. In such cases, where the relevant Scheduled Caste proportion is less than 51 per cent, inclusion in SCP is not made. It has also to be noted that where benefits clearly flow and can be made to flow to individuals, the criterion at (a) above will

apply and not at (d), for example where assistance of Rs. 1,000 per hectare¹ is given for assigned lands, and 51 per cent 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 Cooperative Banks, Cooperative 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 Scheduled Caste 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 Caste Basti, like schools, roads, hospitals, etc., a rational arithmetical proportion of the total outlay on the basis of the percentage of the Scheduled Castes in the area or among the users, is not computed and included in the Special Component Plan.

3.7 Home Secretary, Government of India, in his letter dated 11th May, 1982 addressed to the Chief Secretaries of all the States and Union Territories has stated that schemes or packages of schemes are expected to be designed in such a manner that each such scheme and packages is capable of generating the desired level of incremental income to bridge the gap between the poverty-line income and the base level of income of each category of Scheduled Caste family engaged in a particular occupation in the State/Union Territory. In deciding on the scheme or package of schemes to be given to families in a particular occupation or categories, in a particular place, it is obviously necessary to keep the market, limits imposed by 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.

3.8 The following table indicates the number of Scheduled Caste families which were proposed to be covered by the States during 1981-82 in various occupational categories:

Sl. No.	Occupational Category	No. of families
1	Agricultural labourers	6,84,119
2	Cultivators	5,60,902
3	Artisans	76,310
4	Educated Unemployed and skilled Workers	21,371
5	Leather Workers	86,722
6	Weavers & Sericulture	1,04,534
7	Fishermen	48,400
8	Sweepers/Scavengers	25,327
9	Bonded Labourers	20,245
10	Those engaged in Industrial Activities	11,462
11	Others*	2,38,035
		18,86,627

*NOTE: The Category 'Others' includes educated employed, village dais, ricksha pullers etc.

3.9 The Committee have been informed that the number of Scheduled Caste families targetted to be benefited under family oriented schemes, for crossing the line of poverty during 1981-82 and 1982-83 was 18.86 lakhs and 22.89 lakhs (provisional) respectively. Particulars in respect of some basti-oriented and other schemes as furnished by the States are as follows:

Coverage as Reported by States/Union Territories

I. Drinking Water	1981-82 (Anticipated Achievements)	1982-83 (Proposed Targets)
Basties/habitations	14,851	11,300

In a few cases, the State Governments have shown the coverage in terms of Scheduled Caste beneficiaries instead of basties/habitations. The total of such beneficiaries comes to 19,07,715 for 1981-82 and 10,06,615 for 1982-83.

II. Street Lighting	1981-82 (Anticipated Achievements)	1982-83 (Proposed Targets)
Scheduled Caste Basties/habitation	12,543	12,666

III. Link Roads to SC Basties/Habitations	1981-82 (Anticipated Achievements)	1982-83 (Proposed Targets)

IV. Housing	1981-82 (Anticipated Achievements)	1982-83 (Proposed Targets)
No. of Sch. Castes	95,973	96,235
V. Education	1981-82	1982-83
No. of Adults covered/to be covered	2,03,638	3,00,610
Adult Education Centres in SG Basties/habitations	86	3,087
Schools in SG Basties/habitations	846	2,600

NOTE—Reports have not been received from all States/Union Territories. This date has been collected from the particulars furnished by States/Union Territories.

3.10 The Prime Minister, in her letter dated 12th March, 1980 to the States/Union Territories had observed that 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.

3.11 In a note furnished by the Planning Commission, the Committee have been informed that it becomes difficult to provide for bigger outlays for Special Component Plans out of the total State Plans in proportion to the Scheduled Caste population in the respective States because of large outlays required for non-divisible sectors like power, irrigation and transport.

3.12 The Committee have been informed in a note furnished by the Ministry of Home Affairs that 19 States and 3 Union Territories with sizeable Scheduled Caste population have formulated their Special Component Plans. The outlays in the Special Component Plan rose from about Rs. 240 crores in 1979-80 to about Rs. 528 crores in 1980-81 about Rs. 630 crores in 1981-82 and about Rs. 715 crores in 1982-83. The following data has been furnished in this regard :

Year	1979-80	1980-81	1981-82	1982-83
SCP Outlays (Rs. in crores)	240.54	527.75	632.76	714.89 ¹ (Provisional)
Families proposed to be assisted for their economic development (in lakhs)	—	6.7 (Reported by States and Union Territories to have been assisted)	18.00 (Targetted)	23.00 (Targetted Provisional)

3.13 The following table indicates the flow of funds to the Special Component Plan in relation to the total Plan outlay in respect of various States for the years 1980-81, 1981-82 and 1982-83.

Sl. No.	Name of State	(Rs. in crores)											
		1980-81				1981-82 (Provisional)				1982-83 (Provisional)			
		% of SC population	Total Plan outlay	SCP	%age	Total Plan outlay	SCP	%age	Total Plan Outlay	SCP	%age		
1	2	3	4	5	6	7	8	9	10	11	12		
1.	Andhra Pradesh	13.27	451.00	44.10	9.77	531.31	49.29	9.37	605.00	63.67	10.52		
2.	Assam	6.24	178.87	1.74	0.97	210.00	3.07	1.06	238.00	4.31	1.81		
3.	Bihar	14.33	421.00	36.18	8.51	560.00	49.51	8.84	670.00	58.61	8.74		
4.	Gujarat	7.08	502.50	23.82	4.74	632.00	25.06	3.96	760.00	26.56	3.62		
5.	Haryana	18.39	240.50	28.51	11.85	290.00	32.66	11.26	320.00	24.68	7.71		
6.	Himachal Pradesh	23.30	86.00	6.79	7.91	100.00	10.98	10.98	120.00	10.16	8.46		
7.	Karnataka	14.60	252.00	59.95	17.03	419.00	52.23	12.51	475.00	63.59	13.38		
8.	Kerala	9.38	246.00	17.28	7.20	275.00	20.16	7.33	275.00	15.59	5.66		
9.	Madhya Pradesh	13.81	530.62	40.29	7.59	640.43	41.18	6.43	725.00	46.71	6.44		
10.	Maharashtra	12.77	801.24	22.76	2.83	1080.10	42.01	3.94	1392.00	31.01	2.34		
11.	Manipur	1.53	37.00	0.49	1.32	43.00	00.82	1.90	48.00	0.90	1.37		
12.	Orissa	15.07	221.05	15.99	7.23	275.00	28.11	10.61	300.00	..	..

1	2	3	4	5	6	7	8	9	10	11	12
13.	Punjab	24.71	284.00	28.57	10.05	340.34	19.25	5.65	385.00	20.14	5.23
14.	Rajasthan	16.36	325.00	40.10	12.33	340.00	30.68	9.02	340.00	30.73	9.03
15.	Sikkim	4.52	20.24	..	..	23.13	0.27	1.16	25.41	0.41	1.61
16.	Tamil Nadu	17.81	382.62	67.75	17.70	514.00	78.89	15.34	711.00	89.77	12.62
17.	Tripura	12.39	35.00	1.90	5.42	45.00	2.91	6.46	50.00	4.61	9.22
18.	Uttar Pradesh	21.62	850.00	61.12	7.19	1023.00	95.85	9.36	1132.00	121.00	10.69
19.	West Bengal	20.09	672.37	38.51	5.72	638.00	42.44	6.65	490.00	34.10	6.95
20.	Delhi	15.64	120.38	10.44	8.67	164.00	9.60	5.85	200.00	11.91	5.95
21.	Chandigarh	11.30	19.00	..	..	20.00	0.53	2.65	23.77	0.99	4.14
22.	Pondicherry	15.46	13.10	1.55	11.83	14.00	2.26	16.14	18.19	2.60	14.29
23.	Goa, Daman & Diu	1.93	31.25	..	..	34.50	..	..	44.12	0.90	0.67
24.	Jammu & Kashmir	8.26	137.48	..	..	160.00	..	..	168.00	..	..

3.14 An analysis of the funds earmarked under the Special Component Plan for the year 1982-83 as compared to the proportion of Scheduled Caste population in some of the States is given below.

- (i) Bihar—Special Component Plan outlay—8.74 per cent; SC population—14.33 per cent.
- (ii) Haryana—Special Component Plan outlay—7.71 per cent; SC population—18.89 per cent.
- (iii) Himachal Pradesh—Special Component Plan outlay—8.46 per cent; SC population—23.34 per cent.
- (iv) Madhya Pradesh—Special Component Plan outlay—6.44 per cent; SC population—13.81 per cent.
- (v) Maharashtra—Special Component Plan outlay—2.34 per cent; SC population—12.77 per cent.
- (vi) Orissa—Special Component Plan outlay—3.18 per cent; SC population—15.07 per cent.
- (vii) Punjab—Special Component Plan outlay—5.23 per cent; SC population—24.71 per cent.
- (viii) Rajasthan—Special Component Plan outlay—9.03 per cent; SC population—16.36 per cent.
- (ix) Tamil Nadu—Special Component Plan outlay—12.62 per cent; SC population—17.81 per cent.
- (x) Uttar Pradesh—Special Component Plan outlay—10.69 per cent; SC population—21.62 per cent.
- (xi) West Bengal—Special Component Plan outlay—6.95 per cent; SC population 20.09 per cent.

3.15 Taking note of the fact that the percentage of allocation made under the Special Component Plan was not even equal to the percentage of the Scheduled Caste population in various States, the Committee asked during evidence whether it was not desirable that the percentage of outlay under the Special Component Plan should at least be equal to the percentage of Scheduled Castes in the tribal population of the State. The representative of the Planning Commission stated as under:—

“While we are working out the percentage, the point that has to be kept in mind is that about 60 per cent of the outlay goes to what are called the indivisible sectors—transport or communications or power or heavy industry or irrigation, etc. That is why these sectors are totally excluded. They are not taken into account. When we are taking the percentage of the

population as against the total population, we have to take the percentage of total plan. If you take the remaining programmes, then the percentage will be higher than the percentage of the population.....

Let us take UP for instance. In UP the total plan outlay for 1982-83 is Rs. 1132 crores. Out of that for power, industry and transport the outlay is Rs. 693 crores.....

Roughly if you take this, then 60 per cent will be in the non-divisible sectors. Out of the total plan outlay, 60 per cent goes to the non-divisible sectors."

3.16 Clarifying the position further, the representative of the Ministry of Home Affairs stated:

"The point I am trying to make is this that while we are working out the percentage of plan outlay we have to work out the percentage of Scheduled Castes in the total population. Similarly we are working out the percentage of the Scheduled Caste component plan to the total plan. What I am submitting is that in the total plan of the State, about 60 per cent goes to the non-divisible sectors in which the quantification of the benefit to the Scheduled Castes and Scheduled Tribes is not being done, probably cannot be done. . . What I am saying is that the quantification can be done only from the remaining 40 per cent. It is not done out of the 60 per cent. Out of this 40 per cent the quantification which we do is that we take it as percentage of the total plan."

3.17 The Committee pointed out during evidence that the total plan outlay for 1982-83 for Assam was Rs. 238 crores out of which allocation for Special Component Plan was Rs. 4.31 crores which was only 1.81 per cent of the total outlay. The Committee enquired whether some minimum percentage could be fixed for the Special Component Plan based on the percentage of Scheduled Castes population and for that purpose a qualifying clause should be included in the guidelines issued to the States. The representative of the Planning Commission thereupon observed:

"This is a very far-reaching kind of recommendation and I don't have the authority; but I will convey your views to the Planning Commission for their consideration."

3.18 In a note furnished to the Committee by the Planning Commission, it has been stated that in the States where the commitment for indivisible sectors is around 60 per cent or more of the total Plan provision, the States have been able to provide comparatively lesser percentage of the total plan

provision for the Special Component Plans. In these States where the commitment to the indivisible sectors is of a lower order, the State Governments have attempted to provide larger outflows for the Special Component Plans. Although this infrastructural development benefits the entire community including Scheduled Castes/Scheduled Tribes, it is not possible to quantify the benefits flowing to this category in precise terms.

3.19 In a subsequent note furnished to the Committee regarding provision of funds, the Planning Commission have stated that the percentage of Scheduled Caste population in a State is always kept in view, while considering allocations under the Special Component Plan. In view of the huge backlog in the development in this category of the population, every effort is made at the time of the Annual Plan discussions to see that the maximum outlays are provided. There are three categories of programmes under the States Plan:—(i) programmes under non-divisible sectors like Power, Major and Medium Irrigation, Transport and Communication, etc. in the plan from which benefits cannot be quantified separately for scheduled castes even though benefits would accrue to them along with others. (ii) Institutional programmes, e.g. schools, dispensaries, health centres or drinking water wells, etc. The outlays on such schemes can be related to the benefits accruing directly to scheduled castes and therefore are quantified if these are located in Harijan Basties or areas where scheduled castes are in a majority. (iii) The divisible sectors under which programmes/schemes benefiting individual beneficiaries can be identified. The States/UTs have been advised to quantify the flow of funds directly benefiting the Scheduled Caste population from programmes/scheme falling in the last two categories. At the time of the Annual Plan discussions the position is reviewed to ensure that the States provide the maximum outlays for this sector and that such outlays are fully utilised. Efforts are made to devise new schemes and to improve their viability in consultation with the State Government officers.

(iii) Sectoral allocations

3.20 The following details have been furnished to the Committee regarding the sectoral outlays made by the States and Union Territories under the Special Component Plans:—

	Andhra Pradesh	Assam	Bihar	Gujarat	Haryana	Himachal Pradesh
	1	2	3	4	5	6
1. Agriculture	55.80	34.65	70.53	51.53	223.13	70.00
2. Land Reforms	—	—	153.00	13.00	—	2.50
3. Minor Irrigation	86.89	13.00	161.86	25.19	73.60	40.50
4. Soil & Water Conservation	4.80	4.00	—	29.00	7.21	10.00

	1	2	3	4	5	6
5. Area Dev.	—	—	66.50	99.00	187.41	—
6. Animal Husbandry & Dairy Dev.	3.50	13.00	63.00 6.40	8.00	80.66	30.00
7. Agl. Fin. Ins.	—	—	6.40	—	23.00	—
8. Fisheries	1.00	19.00	0.46	—	12.11	2.00
9. Forests	510.00	—	23.00	2.00	3.00	20.00
10. GD Panchayats IRD, DPAP, NREP	510.00	4.00	144.40 1700.00	—	13.95	136.50
11. Cooperation	263.10	25.00	42.56	60.63	165.98	58.00
12. Water & Power Development	475.00	13.00	485.77	400.00	1588.00	112.00
13. Industries & Minerals	131.75	29.00	126.00	252.00	86.92	50.00
14. Transport & Com- munication	100.00	32.00	375.08	100.00	—	262.90
15. Education	100.24	36.00	450.78	14.00	103.94	55.00
16. Medical & Health	115.54	—	54.45	—	51.94	12.00
17. Water Supply & Sewerage	550.00	22.00	511.95	135.00	280.75	180.00
18. Housing	522.04	6.00	99.96	201.96	95.50	6.00
19. Urban Dev.	133.47	—	60.00	16.00	60.00	5.00
20. Information & Publicity	3.00	—	—	—	—	—
21. Labour & Labour Welfare	179.15	—	28.60	23.68	1.20	0.60
22. Welfare of SC/ST	1107.75	50.00	290.00	600.00	150.00	19.00
23. Social Welfare	18.45	1.00	—	15.00	13.37	6.00
24. Nutrition	28.00	5.00	32.00	31.00	40.00	20.00
25. Economic Services	—	—	—	324.92	—	—
TOTAL	4929.48	306.65	4951.30	2506.01	3266.37	1098.50

	Karnataka	Kerala	M.P.	Mahara- shtra	Manipur	Orissa
	1	2	3	4	5	6
1. Agriculture	138.00	88.30	72.75	241.85	2.10	388.45
2. Land Reforms	20.00	24.50	26.00	—	—	67.13

	1	2	3	4	5	6
3. Minor Irrigation .	82'25	50'00	559'00	—	1'00	224'00
4. Soil & Water Conservation .	70'00	23'00	129'00	1'81	—	5'21
5. Area Dev. . .	70'00	185'80	26'00	—	—	18'60
6. Animal Husbandry & Dairy Dev.	24'00	90'42	68'99	47'44	0'50	33'35
7. Agri. Institutional Finance . .	—	—	—	—	—	—
8. Fisheries . .	8'70	8'90	12'00	12'00	3'00	13'30
9. Forests . .	30'00	—	80'00	13'20	2'50	21'80
10. CD Panchayats IRD, DPAP & NREP . .	355'75	138'05	600'00	908'43	5'90	
11. Cooperation . .	113'20	40'00	78'00	99'58	1'80	17'50
12. Water & Power Dev.	1010'00	285'00	981'00	477'75	3'88	981'00 (W) 283'68 (P)
13. Industries and Minerals . .	191'81	62'04	60'00	212'49	5'96	38'77
14. Transport & Communication	—	115'00	71'00	760'00	27'12	75'78
15. Education . .	122'50	12'80	275'16	127'58	5'65	181'18
16. Medical & Health	115'70	28'90	67'00	79'88	1'23	97'23
17. Water Supply & Sewerage . .	761'75	172'00	356'00	521'37	17'50	192'40
18. Housing . .	978'00	171'50	117'00	323'65	0'48	—
19. Urban Dev. . .	130'20	65'00	20'00	243'00	0'25	—
20. Information & Publicity . .	7'50	0'15	2'29	—	—	—
21. Labour & Labour Welfare . .	469'41	5'30	9'20	145'80	—	0'30
22. Welfare of SC/ST	249'44	323'81	380'00	538'99	4'00	111'05
23. Social Welfare . .	150'00	9'40	13'25	—	0'10	9'08
24. Nutrition . .	125'00	176'60	106'50	66'23	0'50	22'50
25. Economic Services	—	—	7'50	—	—	—
TOTAL . .	5223'30	2016'47	4118'14	4211'70	82'47	2811'33

	Punjab	Rajasthan	Sikkim	Tamil Nadu	Tripura
1. Agriculture	208.40	115.02	6.54	227.21	50.00
2. Land Reforms		6.74		5.00	
3. Minor Irrigation	36.70	755.25		67.35	25.00
4. Soil Conservation	28.00	3.95		51.08	18.00
5. Area Development		360.51		748.40	
6. Animal Husbandry & Dairy Dev.	14.00	16.91	1.60	77.04	10.25
7. Agri. Institutional Finance					
8. Fisheries	0.75	1.05	0.03		20.00
9. Forests	2.00	0.36	2.30		
10. GD Panchayats IRD, DPAP, NREP	199.31	1.28 47.15		1742.90	
11. Cooperation	4.00	26.48	0.07	14.75	9.45
12. Water & Power Development	124.00 (P)	262.50 (R) 500.00 (P)	3.50 (RR)	213.22 (W) 169.00 (P)	13.50
13. Industries & Minerals	130.00	109.69	3.12	65.57	20.74
14. Transport & Communication					
15. Education	6.10	159.23	1.86	488.20 43.54 (T)	12.07
16. Medical & Health	131.55			254.48	
17. Water Supply & Sewerage	200.00	419.50		1409.31	14.00
18. Housing	330.20	90.29		369.80	18.00
19. Urban Development	108.00	16.50		108.50	9.00
20. Information & Publicity	1.00	20.00			
21. Labour & Labour Welfare		15.00			
22. Welfare of SG/ST	388.35		6.23	1515.48	50.00
23. Social Welfare		121.95		29.73	1.40
24. Nutrition	8.00		1.76	363.90	20.00
25. Economic Services					
TOTAL	925.17	3068.35	27.01	7989.24	291.41

	U.P.	West Bengal	Delhi	Pondicherry	Chandigarh
1. Agriculture	104.14	756.58	1.32	6.20	0.72
2. Land Reforms	14.00	220.00		6.58	
3. Minor Irrigation	600.00	236.90		1.00	
4. Soil & Water Conservation	138.43				
5. Area Dev.	1640.00	200.00 280.00 } }		2.05 d	1.18
6. Animal Husbandry & Dairy Development	40.00	75.09		0.10	
7. Agricultural Institutional Fin.					
8. Fisheries	3.30				
9. Forests	180.30	71.29		0.08	
10. CD Panchayats IRD, DPAP, NREP	767.27	30.00		19.74	
11. Cooperation	63.05	170.68		3.56	0.30
12. Water & Power Development	641.00 (P)	15.00 (P)	50.00 (P) 80.35 (W)	3.65 2.40 10.00	
13. Industries & Minerals	650.00	119.25	79.24	17.00	3.34
14. Transport & Communication	850.00		110.87	15.00	
15. Education	630.06	640.53	177.70	25.10	11.43
16. Medical & Health	329.55		37.80	1.60	
17. Water Supply & Sewerage	1450.00			10.00	
18. Housing	478.50	50.00	132.75	32.56	12.00
19. Urban Devp.	287.80	77.00		12.00	
20. Information & Publicity		20.00			
21. Labour & Labour Welfare	30.28		1.72	0.90	0.62
22. Welfare of SC/ST	558.97	384.05	94.00	43.80	19.00
23. Social Welfare	12.36		1.80	5.05	
24. Nutrition	94.00		13.46	6.50	4.80
25. Economic Services					

3.21 During evidence the Committee pointed out that in the sectoral allocations made by Bihar an outlay of Rs. 2300 lakhs and Rs. 86 lakhs had been shown for the general plan and for the Special Component Plan

respectively under the head "flood control" and desired to know on what basis such an allocation was made. The representative of the Ministry of Home Affairs stated:

"Actually according to the strict test of schemes to be included in the Special Component Plan, flood control scheme does not conform to the Plan. That is why in 1982-83, it has been excluded."

3.22 When asked to explain the rationale behind showing the National Rural Employment Programme (NREP) under the Special Component Plan, it was explained that the NREP included schemes for creation of community assets and ten per cent of the NREP funds were earmarked for creating those assets which were specifically meant for the use of Scheduled Castes and Scheduled Tribes. This also included construction of houses.

3.23 When the Committee pointed out that the wage component in the National Rural Employment Programme (NREP) which formed 60 per cent of the total allocation should not be charged under the Special Component Plan and only 40 per cent of the total funds spent on raw material which benefited the Scheduled Castes should be shown under Special Component Plan, the representative of the Ministry of Rural Development stated:

"We are spending both the wage component and material component in creating economic activity. We have said that at least 10 per cent should be for Scheduled Castes and Scheduled Tribes. I do not understand how we should take only the material cost."

3.24 When the Committee expressed doubt how an outlay under the head 'Land Reforms' could be included under Special Component Plan, the representative of the Ministry of Rural Development explained that the money was meant for development of land given to Scheduled Caste allottees.

IV. Separate Budget Heads

3.25 The Committee have been informed in a note that the Ministry of Home Affairs has addressed the State Governments to create separate sub-heads for the Special Component Plan in the budgets of the States/ Union Territories under each budget-head; this will help ensure that amounts for Special Component Plans do not get diverted.

3.26 The Planning Commission have stated in a note furnished to the Committee that instructions for separate budget heads for Special Component Plans have been issued to States by Home Ministry in consultation with the Ministry of Finance. In respect of carry-over of unspent balances

of allocated funds to the subsequent years it may be mentioned that as far as Special Central Assistance is concerned, unspent amount of one year is carried over to the next year, within the overall limit fixed for the Plan period. The States are persuaded to utilise fully the outlays fixed for the plan period, with suitable phasing from year to year and the diversions within the Special Component Plan, if any, are allowed after proper justifications. The discipline of utilising the Plan provisions during the same Plan period is insisted upon as a spur to better achievement.

3.27 In reply to a question as to which of the States|Union Territories have opened separate budget heads/sub-heads for outlays under Special Component Plan, the Committee have been informed that the Government of India have in consultation with the Ministry of Finance, Controller General of Accounts and Comptroller and Auditor General of India, issued letters to the States|Union Territories in this regard. Some States have already opened separate sub-heads and others have taken a decision to do so. The position as intimated by the States|Union Territories is as follows:—

States/UTs. which have opened separate sub-heads	States/UTs. which have decided to open separate sub-heads
1. Madhya Pradesh	1. Assam
2. Manipur	2. Bihar
3. Sikkim	3. Punjab
4. Uttar Pradesh	4. Rajasthan
	5. Pondicherry

Association of Non-Officials

3.28 In reply to a question as to whether the representative of Scheduled Castes are associated in any manner at the time of formulation of the Special Component Plans the Committee have been informed that the Planning organisations set up in the States has taken different forms in different States. In some States, District Planning Boards have been set up and MPs/MLAs are represented on these Boards. There is, however, no definite information available with the Planning Commission to indicate whether representatives of Scheduled Castes have been/are being associated in the formulation of Special Component Plans by the State Governments. At the Centre, the Ministry of Home Affairs have been holding meetings with

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the Hon'ble Members of Parliament belonging to Scheduled Castes/Scheduled Tribes and suggestions made at these meetings are given careful consideration and action taken thereon.

3.29 When asked during evidence whether MPs, MLAs and other elected representatives were involved at the district and State levels while formulating the plans, the representative of the Ministry of Home Affairs stated as follows:

"In 1980-81 and 1982 at the district level MLAs are invariably involved as also at different levels."

3.30 When pointed out that the above reply contradicted the written reply of the Planning Commission wherein they had stated that there was no definite information available with the Planning Commission regarding the association of the representatives of Scheduled Castes in the formulation of the Special Component Plan in the States and some of the Members of the Committee themselves were not actually consulted so far on this, the representative of the Home Ministry assured the Committee that a circular to this effect would be issued and there would be no hesitation in this regard.

3.31 Asked during evidence whether any meeting of the MPs of Scheduled Castes was held for this purpose, the representative of the Ministry of Home Affairs stated as follows:

"The Minister himself took a meeting here with all the MPs of Scheduled Castes. Home Minister has also mentioned that the elected representatives of the regions should be involved one way or the other in the matter of not only the performance but also examining that this special component plan schemes are implemented properly. To this extent we will clarify. We will take it up. We are certainly determined to ensure that the elected representatives are associated at different levels.

3.32 During evidence the Committee asked whether MPs, MLAs and people belonging to all shades of opinion were associated with the 20 point programme including point 7 of the 20 point programme *i.e.* to accelerate programmes for the development of Scheduled Castes and Tribes. The representative of the Planning Commission replied:

"About 20-point programme, all States have set up Committees."

3.33 A member of the Committee remarked during evidence that he had never been associated with any of the Committees and he enquired whether instructions would be issued that elected representatives should be involved in the 7th point programme concerning Scheduled Castes/Tribes. In this connection the representative of the Planning Commission stated as under:—

"We take note of this view of the hon. Committee and we will convey this to the Planning Commission. We will try to take

it up with the States that the people's representatives should be involved in the formulation and implementation of the plan."

3.34 In reply to a query during evidence whether planning would be introduced at district level, the representative of the Planning Commission

replied as follows:—

"The Planning Commission has taken a decision to strengthen the district planning machinery. But there is no definite information whether even in those States where the planning at the district level is being attempted, the State Plan is aggregate of all those district plans or not. When the States come to us with a final State Plan, we do presume that they have consulted the district level people. But whether they are able to include all the recommendations of the district level bodies is a different thing."

3.35 During the Study Tour of Study Group II of the Committee in January, 1983 to Bhubaneswar and Hyderabad, the representatives of the Governments of Orissa and Andhra Pradesh, informed the Study Group that no specific instruction was received from the Central Government for directly associating the local MPs/MLAs in the formulation of the Special Component Plan for the State.

3.36 The Committee feel surprised that the Planning Commission have no definite information on the point whether representatives of Scheduled Castes are being associated in the formulation of Special Component Plans by the respective States and Union Territories, even though there have been many discussions with the State Governments regarding Annual Plans in the Planning Commission. The Committee recommend that instructions should be issued to all States/Union Territory Administrations that Members of Parliament and MLAs representing Scheduled Castes should be actively associated in the formulation of Special Component Plan as well as in the implementation of various programmes for the development of Scheduled Castes.

3.37 During evidence the representative of the Planning Commission and the Ministry of Home Affairs had stated that of the total plan outlays of States about 60 per cent was in no-divisible sectors like Power, Major and Medium Irrigation, Transport and Communication etc. As such, the quantification of benefits accruing to Scheduled Castes could be done only from the remaining 40 per cent funds meant for the divisible sectors. The Committee feel that even in non-divisible sectors quantification of benefits can be made with some approximation keeping in view the Scheduled Caste population likely to be benefited. For example, in the case of major and medium irrigation projects, it is possible to work out the area within the command of such projects and the direct benefits likely to

accrue to the Scheduled Caste population within that area. Similarly, in the Power sector, the benefits likely to accrue to the Scheduled Castes by the rural electrification schemes, such as, energisation of irrigation wells, electrification of Scheduled Caste basties, subsidy for provision of domestic connections to the Scheduled Castes can be worked out. In the Roads sector, the benefits likely to accrue to the Scheduled Castes by construction of link roads connecting the Scheduled Caste villages can also be quantified. The Committee are of the view that the benefits resulting from creation of infrastructure and outlay in the non-divisible sectors are largely derived by non-Scheduled Castes and Tribes.

From the data furnished to the Committee it is seen that the percentage of allocation made under the Special Component Plans of various States was much lower than the percentage of Scheduled Caste population in the respective States. The plea of the Government that the percentage of outlays in the Special Component Plans should be related to the percentage of outlay in the divisible sectors is not fully justified. The Committee therefore recommend that the percentage of outlay in the Special Component Plan of a State should not be less than the percentage of Scheduled Caste population in that State.

✓ 3.38 The Committee have been informed that in the divisible sectors, there are two categories of programmes which are included in the Special Component Plan, namely, (i) Institutional programmes, e.g. schools, dispensaries, health centres, drinking water wells etc. The outlays on such schemes can be related to the benefits accruing directly to Scheduled Castes and therefore are quantified if these are located in Scheduled Caste Basties or areas where Scheduled Castes are in a majority; and (ii) the divisible sectors under which programmes/schemes benefitting individual beneficiaries can be identified. According to the criteria laid down by the Government of India, where any primary schools, panchayat ghars, drinking water wells, primary health centres, sub-health centres etc. intended for the entire village are located in a Scheduled Caste basti or in a village predominantly inhabited by Scheduled Castes (51 per cent or more of Scheduled Caste population), the entire cost is to be included in the Special Component Plan. In the Roads sector, the outlay on construction of link roads connecting the Scheduled Caste village or a basti with the main drad is also included. These are only illustrative cases. The provision of such facilities or services is intended to be availed of not only by Scheduled Castes but by all the communities. The Committee are not therefore convinced that mere location of a particular facility in Scheduled Caste basti should be the reason for quantifying the outlay in the Special Component Plan. By inclusion of outlays on such community benefitting schemes, the amounts included in the Special Component Plans have become inflated giving the impression that large sums of money are being spent on the Scheduled Castes whereas benefits have not exclusively flowed to them.

The Committee consider that in the case of such schemes the basis of quantification of funds in the Special Component Plan should be critically reviewed and fresh guidelines issued so as to ensure that the amounts included in the Special Component Plans reflect the benefits which are actually intended to accrue to the Scheduled Castes.

3.39 The Committee have been informed that the Special Component Plans formulated by the State Governments are discussed in the Planning Commission with the representatives of the State Governments. A perusal of the Special Component Plans formulated by the State Governments indicates that sometimes there is a tendency to quantify amounts in certain sectors by mere segregation of funds on the basis of percentage of the total Plan outlay in the respective sectors. The Committee recommend that while scrutinising the allocations shown in the Special Component Plans it should be ensured that the quantification is not done mechanically but is related to the actual benefits likely to accrue to the Scheduled Castes.

3.40 The Committee find that all the States have not yet opened separate budget-heads of accounts/sub-heads for Special Component Plan for Scheduled Castes in spite of the fact that instructions in this regard had been issued to all the State Governments vide Ministry of Home Affairs letter No. 14011/8/79-SCBCD III dated 21st January, 1982. The Committee expect that these instructions will be complied with without delay by all the State Governments. It should also be ensured that the funds meant for the Special Component Plan are not diverted to other schemes in the general sector.

3.41 Some State Governments have started a scheme under which shops are constructed by the Government and allotted to Scheduled Caste persons. A Study Group of the Committee had visited two such shopping complex in January, 1983, one in a village in Kakori Block, District Lucknow (UP) and another in Malihabad Block in District Hardoi, U.P. Another Study Group visited a shopping complex in Ranga Reddy district in Andhra Pradesh. The cost of each shop was Rs. 8000 in Kakori Block and Rs. 9000 in Malihabad Block. Fifty per cent of the cost of such shops is paid as Government subsidy and the balance is repayable free of interest in 10 years time. The Cost of shop constructed in the shopping complex in Ranga Reddy District was Rs. 15000/-. The Committee would suggest that all the State Governments may consider the introduction of similar schemes under the Special Component Plan of their States.

3.42 Some State Governments have introduced a scheme under which Government purchases cultivable land and distributes to identified Scheduled Castes landless agricultural labourers. The Committee would sug-

gest that a similar scheme may be introduced by all the State Governments. At least one acre of land could be distributed to an allottee free of cost if the cost of land is upto Rs. 5000/- per acre. Where purchase of cost of land is higher than this limit, the amount in excess of Rs. 5000/- may be given to the beneficiary as interest free loan which may be repayable in convenient instalments. As far as possible, contiguous area of land should be purchased for distribution so that community irrigation facilities and other benefits may be conveniently made available to the allottees.

D. SPECIAL COMPONENT PLAN—CENTRAL SECTOR

4.1. Special Component Plans for Scheduled Castes are required to be prepared in the Central Sector also. In this connection, a communication was sent vide D.O. No. PC/SW/11-2(5)/77, dated 5th May, 1979 by the Secretary, Planning Commission to all Secretaries of Central Ministries. Relevant extracts from paras 4 and 5 of this communication are reproduced below:—

“For the Scheduled Castes, it has now been decided to prepare 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...where the pattern of expenditure is not amenable to earmarked allocations, the sectoral plan should indicate a share for the Scheduled Castes in the targetted employment, training or other benefit.”

4.2. The Working Group on the Development of Scheduled Castes, in their Report of September, 1980, have observed that every Central Ministry/Department must formulate a Special Component Plan for the Scheduled Castes in their respective sectors, in magnitudes commensurate with the development needs of the Scheduled Castes and so as to help effectively catalyse and help the efforts of the States. In these Special Component Plans, the Central Ministries/Departments should earmark allocations from existing Central schemes, modify existing schemes and reorient them where necessary to suit the problems and situation of the Scheduled Castes and based on the needs of the Scheduled Castes, take up new Central and Centrally Sponsored Schemes. Adequate outlays should be made in the Sixth Plan to accommodate and adequately provide for the new schemes for the Scheduled Castes formulated by the Central Ministries/Departments, as well as Modifications/reorientation/expansion of their existing schemes made in order to meet the developmental needs of the Scheduled Castes.

4.3. The Committee have been informed that the Planning Commission are pursuing the question of identification of schemes and quantification

of outlays for the benefit of Scheduled Castes with different Ministries/Departments since 1979. Some of the Ministries such as Agriculture and Cooperation and Ministry of Education and Culture have identified and quantified outlay for Special Component Plans. These two Ministries did their exercise in 1981-82 itself. Two other Ministries, namely, Ministry of Health and Ministry of Labour have indicated flow of funds to Special Component Plan for 1982-83. It has been stated that the scope for identification is limited in a number of Ministries'/Departments' programmes. Those of the Ministries/Departments which have beneficiary-oriented programmes are stated to have initiated this work.

4.4. During evidence, in reply to a question regarding formulation of schemes for the Special Component Plan by Central Ministries the representative of the Planning Commission informed the Committee as follows:—

“If there is a Central Scheme and if the programme is such that some component plan for the Scheduled Caste can be chalked out, then out of the Central fund the Ministries have tried and attempted it. The Ministry of Agriculture and Cooperation, Education, Health, Labour and Energy have done it. In some Ministries where there is no Central Scheme of this type, they say that their activities are of such nature where special component plan for Scheduled Caste cannot be formulated. We have written to the Ministries and they have replied to us by saying that it is not possible for them to formulate any special component plan. So, it is the Ministry who can really explain as to why it is not possible to have a Special Component Plan.”

4.5. The Committee pointed out during evidence that only five Central Ministries had formulated the Special Component Plans in their respective sectors and desired to know the position regarding other Ministries.

In reply, the representative of the Planning Commission stated:—

“There are five or six Ministries which could attempt but they have not yet prepared. These are Ministries of Industrial Development, Department of Banking, Ministry of Civil Supplies, Department of Textiles, and Ministry of Rural Development. There are some Ministries who say that they cannot prepare. I mention some Ministries like Ministry of Shipping and Transport, Information and Broadcasting, Petroleum, Chemicals & Fertilizers, Space, Supply & Rehabilitation, Food, Department of Mines, Electronics, Tourism & Civil Aviation, Department of Coal, Department of Steel,

Ministry of Communications, Ports & Docks, Department of Ocean Development."

4.6. In reply to a question, the Committee have been informed that the Annual Plans of Central Ministries/Departments indicating flow of funds for Scheduled Castes and Scheduled Tribes, are discussed in the Planning Commission at which the representatives of the Ministry of Home Affairs are also present. During the Plan discussion for 1982-83 some of the Ministries had attempted to identify schemes which have a bearing on the development of Scheduled Castes. However, such identification of schemes and quantification of funds was not satisfactory in all cases. Therefore, the Ministries/Departments have been requested to further look into the exercises. Ministry of Home Affairs was also requested to have dialogue with the Central Ministries/Departments and identify schemes from which flow of funds for Special Component Plans can be clearly indicated.

4.7. Asked during evidence whether the Planning Commission or the Ministry of Home Affairs examined independently the basis of the statement of the Central Ministries that they could not prepare the Special Component Plan, the representative of the Planning Commission replied:

"These replies which we have now received, we will discuss them in the annual plan discussion."

4.8. The Committee were informed during evidence that the Secretary, Planning Commission had again addressed a letter to the Secretaries of the different Ministries asking them to find out the areas of the Special Component Plan and to indicate specifically the flow of fund out of their plan while coming for the 1983-84 plan discussion. Some Ministries had done it where it was comparatively easier for them to do so.

The Committee were further informed that the Central Ministries had been requested to include a paragraph regarding Special Component Plan in their Annual Plan for 1983-84.

4.9. The statements given in Appendices II, III and IV indicate the outlays for the Special Component Plan out of the total Plan provision of the Ministries of Health, Education and Energy (Department of Power) for the year 1981-82. From these statements it is seen that the Ministry of Education had allocated 12.07 percent of its total outlay under the Special Component Plan, while the Department of Power in the Ministry of Energy had allocated 0.89 percent of its total plan provision for the year 1981-82. The Ministry of Health had earmarked about 7.8 percent of their total outlay for the Special Component Plan for the year 1981-82.

4.10 Referring to the statement regarding quantification of funds for Special Component Plan of the Ministry of Health, the Committee enquired during evidence how the expenditure incurred on Village Health Guide and Malaria Control programme could be included under the Special Component Plan for Scheduled Castes.

In reply, the representative of the Ministry of Health stated:—

“We have supplied the figure of quantification. The benefits will flow to the Scheduled Castes families. We have tried to identify the inflow of funds. So far as malaria is concerned, there is a very large programme of rural malaria eradication programme and therefore we have tried to identify that way. It is not a question of poverty line.”

4.11. When the Committee enquired how a tablet or an Injection helped a person to come out of the poverty line, the representative of the Planning Commission replied:—

“This is not the concept. It is in the social sector. Those are economic programmes. There are other programmes also out of which benefits do flow to the Scheduled Castes and Scheduled Tribes.”

In this connection, the representative of the Ministry of Home Affairs stated as follows:—

“If I have understood correctly, the suggestion is that such type of assistance to individuals should be deleted from the Special Component Plan. We feel that items like malaria control, control of blindness and similar programmes should be deleted from this.”

4.12. During evidence, the Committee enquired how expenditure on “education” could be included under the Special Component Plan as it was the responsibility of Government to spread education for all including the Scheduled Castes.

In this connection, the representative of Ministry of Education stated as follows:—

“So far as adult education is concerned we kept 20 per cent as our target for Scheduled Caste/Scheduled Tribe. I am glad to inform you that during 1981-82 we have reached our target of 20 per cent. That is how the schemes have been identified in the Special Component Plan.

In regard to scholarship, there is one Rural Talent Scholarship meant for the rural people. Four General Scholarships are given for every Community Development Block. Where Community Development Block is of the Scheduled Castes, a separate scholarship over and above these four scholarships is given. It is classified under Special Component Plan."

4.13 So far only five Central Ministries, namely, Ministry of Agriculture and Cooperation, Ministry of Education and Culture, Ministry of Health and Family Welfare, Ministry of Labour and Ministry of Energy (Department of Power) have identified and quantified outlays for Special Component Plans. The Committee have been informed that "scope for identification is limited in a number of Ministries|Department' programmes." Those of the Ministries|Departments which have beneficiary oriented programmes have already initiated this work." The Planning Commission had vide letter No. PC|SW|11-2(5)|77 dated 5th May, 1979 asked all the Central Ministries to quantify flow of funds for the Special Component Plan in the Annual Plan for 1979-80. In the Prime Minister's letter dated 12th March, 1980 to the Central Ministers, it was clearly stated that "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." The Committee regret to point out that several of the Ministries|Departments have not prepared Special Component Plans in their respective sectors although three years of the Sixth Plan are already over. Further, the few Ministries which quantified some amounts, have included items which do not directly benefit the Scheduled Castes. The Committee expect that every Central Ministry|Department whose activities have or can have a bearing on the development of Scheduled Castes will at least now identify the schemes which directly benefit the Scheduled Castes and quantify outlays for the Special Component Plan in their respective sectors.

4.14 The Planning Commission and the Ministry of Home Affairs must also ensure that there is no further delay in the formulation of Special Component Plans by the Ministries. Those Ministries which are unable to do so should give satisfactory reasons for the same. The amounts quantified by the Central Ministries for inclusion in the Special Component Plans should be scrutinised by the Planning Commission before giving approval.

4.15 The Committee recommend that the Annual Reports of the Central Ministries|Departments should include details regarding their respective Special Component Plans and the achievements made in assisting the Scheduled Caste families under the various schemes.

E. SPECIAL CENTRAL ASSISTANCE

5.1 In a note furnished to the Committee it has been stated that the Special Central Assistance is an additive to the State Plans and programmes for Scheduled Castes. It is not tied to specific schemes on the schematic pattern. It is meant for the totality of the States' efforts for the development of the Scheduled Castes. The additionality accruing to the States from the Special Central Assistance is to be used by them only for income-generating economic development schemes (including directly relevant training, directly relevant back-up services and institutional build up and arrangements for implementation, supervision, monitoring and evaluation) in conjunction with the outlays in their respective Special Component Plans so as to assist the economic advancement of the maximum possible number of Scheduled Caste families below the poverty line. The Special Assistance is expected to help in making the various programmes and schemes of State Governments for the development of the Scheduled Castes more meaningful, comprehensive and need-based, and to fill the gaps which the flows from the Central and State Plans are not in a position to fill. The intention is to provide the required thrust to programmes relevant for the development of the Scheduled Castes particularly in core sectors like animal husbandry, agriculture, minor irrigation and village and cottage industries.

5.2 In reply to a question, the Committee have been informed that the apportionment of Special Central Assistance to the States/Union Territories is made on the basis of the following criteria:

- (a) On the basis of Scheduled Caste population and on the relative backwardness of a State (inverse of State per capita domestic product).....50 per cent
- (b) The percentage of the Scheduled Caste families in the State covered by composite economic development programmes in the plan to enable them to cross over the poverty line..... 25 per cent.
- (c) The percentage of the Special Component Plan to the Annual Plan as compared to the Scheduled Caste population percentage in the States.....10 per cent.
- (d) Programmes for specially vulnerable groups, among the Scheduled Castes, namely civic sanitation workers (sweepers and scavengers), bonded labourers, nomadic and Vimuktara-jati communities of Scheduled Castes10 per cent.
- (e) Implementation of the Special Component Plan..... 5 per cent.

5.3 The Committee have been informed that the States/Union Territories have the discretion to decide the schemes for which Special Central Assistance should be utilised in conjunction with State Plan resources. The only condition laid down by the Ministry of Home Affairs is that the Special Central Assistance should be used only for income-generating schemes of economic development. This has also been explained to State Governments on various occasions. In a letter to the States, Minister in the Ministry of Home Affairs has summed up the manner in which the Special Central Assistance should be utilised, so as to have the maximum impact. The copy of this letter is at Appendix V. Since the Special Central Assistance is an additive and since it is used along with the State own resources, it is possible to monitor the utilisation of the Special Central Assistance only along with the Special Component Plan as a whole. As part of the Annual discussion on the Special Component Plan of each State in the Planning Commission in which Ministry of Home Affairs are associated, the allocation and utilisation of the Special Central Assistance is also reviewed.

5.4 The following details have been furnished to the Committee regarding release of Special Central Assistance to States/Union Territories during the years 1980-81 and 1981-82.

(Rs. in lakhs)

Sl. No.	States/UTs.	1980-81			1981-82		
		Population and Backwardness criteria	Effort based criteria	Total	Population and Backwardness criteria	Effort Based criteria	Total
1	2	3	4	5	6	7	8
1	Andhra Pradesh	335.00	399.00	734.00	370.00	370.36	741.00
2	Assam	54.00	43.00	97.00	60.10	39.26	99.30
3	Bihar	523.00	490.00	1013.00	578.90	388.49	967.32
4	Gujarat	105.00	115.00	220.00	116.00	124.78	240.71
5	Haryana	102.00	128.00	230.00	113.00	128.78	241.71
6	H.P.	45.00	41.00	86.00	50.40	55.55	105.88
7	Karnataka	242.00	325.00	567.00	266.50	384.27	650.70
8	Kerala	115.00	147.00	262.00	127.20	133.12	262.25
9	M.P.	344.00	278.00	622.00	380.10	367.44	747.47

1	2	3	4	5	6	7	8
10	Maharashtra	349.00	296.00	645.00	385.90	257.94	648.77
11	Manipur	1.00	3.00	4.00	1.10	0.96	2.11
12	Orissa	196.00	163.00	359.00	217.70	310.90	528.53
13	Punjab	178.00	19.00	377.00	196.30	337.43	533.66
14	Rajasthan	247.00	281.00	528.00	273.00	230.86	503.79
15	Sikkim				0.50	0.56	1.62
16	Tamil Nadu	422.00	531.00	956.00	466.20	398.21	864.34
17	Tripura	12.00	9.00	21.00	11.80	17.20	28.93
18	U.P.	1163.00	1043.00	2206.00	1285.50	1536.23	2821.66
19	West Bengal	503.00	500.00	1003.00	556.00	388.49	944.42
20	Delhi	34.00	29.00	63.00	36.70	21.45	58.08
21	Pondicherry	3.00	4.00	7.00	4.90	5.54	10.3
22	Chandigarh	..	..	..	1.50	0.1	2.3
		4973.00	5027.00	10000.00	5500.00	5500.00	11000.00

It will be seen from the above statement that the Special Central Assistance released to the States/Union Territories during the years 1980-81 and 1981-82 amounted to Rs. 100 crores and Rs. 110 crores respectively. The provision for 1982-83 is Rs. 120 crores. The total allocation under Special Central Assistance during the Sixth Plan period is Rs. 600 crores.

5.5 Special Central Assistance is treated as an additive to each State Plan outlay with reference to the totality of the programmes for the development of Scheduled Castes. This assistance is not tied to specific schemes. The Committee have been informed that the Special Central Assistance has helped in motivating the State Governments to put in larger outlays from their respective State Plans into their Special Component Plans. The Committee would suggest that emphasis should be on utilisation of this assistance for infrastructure development schemes, research oriented programmes, training of staff and programmes of similar nature for which the resources of the State Governments in their State Plan outlay may not be adequate. ..

At the time of the Annual Plan discussion with the Planning Commission/Ministry of Home Affairs, actual utilisation of Special Central Assistance with reference to individual schemes during the previous financial

year should also be looked into. This exercise will help in the proper appraisal of achievements made and distribution of Special Central Assistance amongst the States and Union Territories for the following year.

F. IMPLEMENTATION, MONITORING AND EVALUATION

(a) Implementation

6.1 The Committee have been informed that the need for speedy and proper implementation and monitoring of the schemes and programmes in the Special Component Plans has been impressed on the State Government on various occasions like the Annual meetings on the Special Component Plan of each State in the Planning Commission (in which the State representatives, Planning Commission and the Ministry of Home Affairs participate), visits to the State by Minister of State and officers of the Ministry of Home Affairs and the Chief Secretaries Conference of July, 1981. The Government of India are of the view that essentially it is the responsibility of the administrative machinery in each sector, at State, District and Block levels, to ensure satisfactory implementation of the schemes which are included in the State's Special Component Plan in each sector. With a view to give a particular focus on the Special Component Plan, Committees to review implementation have been set up at the State and District level by several States|Union Territories. The need for posting suitable personnel for implementing programmes for the development of the Scheduled Castes and the adoption of a clear personnel policy has been and is continuously being emphasised upon the States|Union Territories. The participation of the Scheduled Castes beneficiary families in the selection and implementation of Schemes|Programmes has also been suggested.

6.2 In reply to a question, the Committee have been informed that the Special Component Plans for Scheduled Castes have been launched in the States only recently i.e. from the Sixth Five Year Plan and there are likely to be shortfalls in outlays in initial years. The State Governments are gearing up their implementation machinery and monitoring system. It is earnestly hoped, and it would be Central Government's endeavour to see that the outlays are fully utilised in the remaining years of the Sixth Five Year Plan.

6.3 A total flow of Rs. 4204 crores from different sectors towards Special Component Plans of the various States was envisaged during the Sixth Plan period. During the first two years of the Sixth Plan, i.e. 1980-81 and 1981-82, about Rs. 1100 crores would have been spent. The flow of funds during 1982-83 is estimated at Rs. 700 crores. The flow from State Plans to the Special Component Plans would have to be about Rs. 2400 crores during the remaining two years of the Sixth Plan. When asked whether this amount was expected to become available, the representative of the Planning Commission has stated:—

"The plans for the next two years are yet to be formulated by the States. These targets are before us and we will impress upon the States to implement them."

He further added:

"All I can say is that during our annual plan discussions this year and next year, we will try to see that the States step up, wherever it is possible, to provide the maximum amount for the Special Component Plans."

6.4 Asked during evidence whether the performance for 1980-81 was discussed while formulating the Annual Plan for 1981-82 and whether the Planning Commission was satisfied with the flow of finance during 1980-81 under Special Component Plan, the representative of the Planning Commission replied as follows:—

"I would not say that but the figures themselves show. When the programme started in 1980-81, the targetted families were only six lakhs and seventy three thousand. In the next year, 1981-82, the target was more than eighteen lakhs and the actual achievement was a little more than eighteen lakhs almost three times. So, this is how the programme has picked up and this is as a result of the emphasis that we have been laying upon the Home Ministry and the Planning Commission during the annual plan discussions and also establishing the mechanism and getting the ideas cleared about how this flow of funds is to be armarked, how schemes are to be made. Then we also reviewed whether the flow of finance which were projected has actually taken place. And as far as the number of assisted families is concerned, the figures show the target is 50 per cent in the Plan period and it appears the target is going to be achieved."

6.5 Regarding orientation courses for officers concerned with the implementation of Special Component Plan, the Committee have been informed that it has been reported by Some States that such courses for officers at different levels have been commenced.

6.6 Regarding orientation courses for officers engaged in implementation of Special Component Plan, the representative of Ministry of Home Affairs has stated during evidence:—

"According to the reports received from different States, the following States have introduced orientation course for officers, They are Andhra Pradesh, Assam, Bihar, Kerala, Madhya Pradesh, Maharashtra, Orissa and West Bengal. Information has not been received so far from Gujarat, Himachal Pradesh, Delhi, Goa, Daman and Diu. In States like Haryana, Kar-

nataka, Manipur, Rajasthan, Tripura, UP, Chandigarh and Punjab, this matter is under consideration."

6.7 Asked whether any time limit had been fixed for the completion of the orientation courses, the representative of the Ministry of Home Affairs replied that their thinking was that it would be a continuous process.

6.8 When the Committee pointed out that some of the States had not replied at all in this regard, the representative of the Ministry of Home Affairs stated that they were taking up the matter with those States.

6.9 Regarding the setting up of high powered Committees for the implementation of Special Component Plans, the representative of the Planning Commission stated during evidence as follows:—

"It is a special component plan, Sir, After all we go by the report. We have requested the State Government to set up a high powered Committee. Chief Minister himself is heading that committee. Some of the reports would be coming. In Karnataka, district level committees for the Special Component Plans have been set up with the Deputy Commissioner as the Chairman. They are meeting once two months and the official committee at the State level was meeting once a quarter."

6.10 When a Member of the Committee from Karnataka remarked that in his district no Committee was there for the Special Component Plan, the representative of the Planning Commission assured the Committee that the matter would be taken up with the Government of Karnataka and other States that the implementation of Special Component Plan did not seem to be in the way they had reported.

(b) Monitoring & Evaluation

6.11 In a note furnished to the Committee it has been stated that at the official level, Committees have not set up for reviewing the programme under the Chairmanship of the Chief Secretaries. These Committees are holding periodical meetings for conducting reviews. At the regional level, the Divisional Commissioners are heading Committees and monitoring the programme in some States.

At the district level monitoring functions are entrusted to the District Collector who is assisted by the District Social/Harijan Welfare Officer. Some States have provided additional Officers at the District level and Block level to assist the Collector/District-level Committee in monitoring and reviewing the implementation of the schemes. In U.P., an Additional District Development Officer (Harijan Welfare) is provided in each District. Similarly, in Maharashtra 26 new posts of Social Welfare Officers

have been created at the District-level for monitoring of the Special Component Plan. In Bihar, Additional B.D.O.s are being posted in Blocks having scheduled caste concentration for accelerating the pace of implementation of these programmes.

6.12 The Committee have been informed that a quarterly progress report has been prescribed regarding the progress in the implementation of the Special Component Plan. Home Minister has written to the State Chief Ministers in this regard in the context of the New 20-Point Programme. It has been stated that these reports are examined in the Ministry of Home Affairs and follow-up action is also suggested from time to time.

6.13 Regarding the flow of the quarterly statements from the States, it was stated during evidence as follows:—

“Although it does not flow regularly, yet an attempt is being made to get this information and by this we are keeping in touch with the pace of implementation.”

6.14 In reply to a question as to whether a monthly report indicating the number of Scheduled Caste families enabled to cross the poverty line is being regularly received from the States, it has been stated that these reports had been prescribed as part of the monitoring of Point 7 in the New 20 Point Programme and are being received with increasing regularity from the States/Union Territories. It is no doubt difficult to calculate in precise terms the base level of income and the incremental income for families assisted by different programmes. The practical approach has been, however, to substantially assist Scheduled Caste families in low income occupational groups and to ensure regular incremental income streams. Thus, while the objective is to enable the Scheduled Caste families to cross the poverty line, the approach has been not to get involved into calculations of exact levels of income etc. of each family as that may hold up the top priority practical task of delivering substantial assistance to Scheduled Caste families for assist and skill development, but instead concentrate on programmes for occupational categories which are obviously below the poverty line. The methodology which is practically possible at the present stage and will be useful to Scheduled Caste families is to compute the general base level income as a whole for each category of Scheduled Caste families engaged in a particular occupation and the need to design schemes or packages of schemes in such a manner that each scheme and package of schemes is capable of generating the desired level of incremental income to bridge the gap between such level income and the poverty line income. The States/Union Territories are required to furnish their reports on this basis.

6.15 During evidence, the Committee pointed out that the prescribed progress report form should not merely indicate the target, allotment of funds and the amount spent but it should also contain information about the income generated and the number of Scheduled Caste families which had actually derived the benefits.

6.16 In reply, the representative of the Planning Commission stated as follows:—

“This information is necessary to know whether the results we want, have been achieved. But this will require the building up of an information system which can undertake an almost continuous survey of all the families under different schemes every year, and then collect all this information and pass it on to the State and higher levels. This is definitely the approach that should be adopted, but a little time will be needed.”

6.17 In this connection, the representative of Ministry of Rural Development stated as follows:—

“Our view is that monitoring in terms of increased income, must be made. We have requested the States to make sample studies. We have received some reports from States like Rajasthan, Gujarat and Tamil Nadu to indicate that a large percentage of the families have obtained incremental incomes, but certainly not to the level of being able to cross the poverty line. There have been cases also where 5 per cent to 10 per cent of the assets have not been productively utilized.”

He further added that:

“As regards the benefit which has actually flown to him and the incremental income that he would have got from the assistance received will be assessed for the subsequent years. So far, the information in this shape is only available in some States. I am not sure whether any assessment of this type has been made or a second kind of survey i.e. whether the families which had been given assistance have actually increased their income by the expected level and whether they have crossed the poverty line.”

6.18 In a note furnished by the Planning Commission it has been stated that it is too early to assess the success or otherwise of the schemes undertaken by different States in different sectors. However, the States are being requested to assess the number of families assisted through different programmes.

6.19 Further explaining the point, it has been stated that a critical evaluation of the achievement of the first two years in raising the economic status of the Scheduled Castes is desirable. But it has to be borne in mind that the Special Component Plan has been launched from 1980-81 only and that the concept of the Special Component Plan was not clear to many State Governments till 1981-82. However, it has been suggested to the State Governments to have their Special Component Plans evaluated.

6.20 Regarding evaluation, the Committee have been informed that under the Integrated Rural Development Programme an identity-cum-monitoring card known as 'Vikas Patrika' has been introduced. This card is expected to indicate the assistance provided to the beneficiary through the IRD programme and the incremental income of the beneficiary over a period of time. The 'Vikas Patrika' also provides for recording information on assistance received from other sources.

All States and UTs have been requested to introduce the 'Vikas Patrika' and the 13 States of Andhra Pradesh, Bihar, Gujarat, Harayana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Maharashtra, Orissa, Punjab, Sikkim, Tamil Nadu and Uttar Pradesh have already introduced 'Vikas Patrika'. It has been reported that the States of Kerala, Rajasthan, Tripura, West Bengal and the Union Territory of Arunachal Pradesh are in the process of circulating the 'Vikas Patrikas'. Information in respect of other States and Union Territories is not known.

The 'Vikas Patrika' has been modified by some States and UTs to suit local condition and to facilitate monitoring the benefits received by the identified families through other Central/State Sector schemes, etc. As regards the effectiveness of the system of 'Vikas Patrikas', no definite feedback based on any study is available at this stage. Since the programme of IRDP was extended to the whole country only in October, 1980, and the 'Vikas Patrikas' have been introduced only in recent months, the effectiveness of this card is yet to be assessed. It is expected that the 'Vikas Patrika' would serve as an identity card for the beneficiary to enable him to get preferential access to various facilities and services.

6.21 In reply to a question during evidence, the Committee were informed that the Vikas Patrika distributed by the State Governments was an exhaustive document. It gave all the basic information which was required in regard to the particular family and the information as to whether the person belonged to the Scheduled Castes and the Scheduled Tribes was also incorporated in the Patrika. It was being issued to all the identified beneficiaries.

6.22 On this, the Committee drew the attention of the Ministry of Rural Development to the identity cards issued to the beneficiaries in

Pondicherry which the Committee had an occasion to see. It was found that the form devised for giving assistance under IRD programme and the identity card were not comprehensive enough.

6.23 In reply the representative of the Ministry of Rural Development stated:

“We have tried to make the Vikas Patrika as comprehensive as possible. But as has been observed, if there are gaps in the information, the valuable comments of the Committee can be considered by the Ministry of Rural Reconstruction for giving fresh guidelines to the States.”

6.24 In this connection, the representative of the Planning Commission, however, observed:—

“I would like to add that this would involve a survey of all these families every year. It is going to be stupendous task and I do not suppose there is any machinery at present at the village or block level capable of conducting this kind of continuous survey.”

6.25 The main objective of development programmes in the Special Component Plan is to enable at least 50 per cent of the Scheduled Caste families to cross the poverty line during the Sixth Plan period. No precise data is available as regards the number of Scheduled Castes families who may have crossed the poverty line by investments made in income-generating assets and improvement of skills undertaken by different sectors. However, information is available about the number of Scheduled Caste and Scheduled Tribe families who were assisted under Integrated Rural Development Programme Schemes. The data shows that in 1980-81, 6.64 lakhs Scheduled Caste/Tribe families and in 1981-82, 9.82 lakh Scheduled Caste/Tribe families were given assistance under different IRDP schemes. These figures however do not take into account the number of families who received assistance under individual schemes or under package programmes and have been counted more than once.

Under the Special Component Plan, various family oriented schemes have been introduced by the various departments for the economic development of Scheduled Castes to enable them to cross the poverty line. These schemes are being implemented in sectors like Integrated Rural Development Programme, village and cottage industries, minor irrigation, fisheries, allotment of house sites etc. A beneficiary may be financially assisted by the one or more of such schemes or by a package of schemes. In order to ensure that the data regarding number of families assisted under various schemes gives a correct picture, instructions have been issued to all the

States by the Secretary, Ministry of Home Affairs vide letter No. BC-17020/6/82-SCBCD-II dated 11th March, 1982. It has been prescribed that the families which are given assistance for small items like fertilizers, pesticides, high yielding variety of seeds, small poultry units incapable of generating incremental income should not be counted. Families assisted to acquire assets such as land, individual/community irrigation wells alongwith pump sets, milch animals, bullock carts, poultry, goat, sheep and piggery units etc. in adequate numbers/quantum should be counted. The instructions prescribed that double counting is to be avoided in the following manner:—

- (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 the family should be counted only once.
- (iii) A family may be assisted through two or more different agencies like DRDA, Scheduled Castes Development Corporations, Cooperative Institutions, Khadi and Village Industries Commission, Khadi and Village Industries Board, Handloom Development Corporation, Small Industries Development Corporation, Regional Development Corporation, SFC etc. In such cases also the families should be counted only once.

From the information furnished to the Committee, it is seen that in the first three years of the Sixth Plan the flow from different sectors to the Special Component Plans of the States would be around Rs. 1800 crores and Special Central Assistance of the Ministry of Home Affairs would be about Rs. 330 crores. Scheduled Caste families have also been assisted under the programmes of Central Ministries and the Scheduled Caste Development Corporations. Finance has also been made available through various loan schemes in the commercial banking sector and the cooperative sector for various programmes being implemented under the Special Component Plan. However, no data is available to assess how far the assistance provided to the Scheduled Caste families has resulted in actually raising their income level.

The Committee are not happy that with such large investments having been made under the various sectoral programmes, no critical evaluation studies have been made about the actual achievements. They wish to point out that mere counting of number of families and that too on a data base which has not been perfected, is not adequate. The Committee therefore

recommend that a quick evaluation should be made in selected blocks in each State to assess the extent to which the assistance made available under various schemes has resulted in raising the income level of Scheduled Caste families and enabled them to cross the poverty line as also sustain it thereafter. The evaluation studies should be carried out by specialised agencies. On the basis of results of such studies, the programmes being implemented should be suitably modified so that the objective of taking at least 50 per cent of the families above the poverty line during the Sixth Plan period is achieved.

6.26 It has been desired in the Prime Minister's letter dated 12th March, 1980, that a clear-cut personnel policy consisting, inter alia, of orientation of officers of Departments concerned with development of the Scheduled Castes and their careful selection, training and continuity of tenure should be evolved. The Committee would suggest that the training aspect as well as posting of competent and trained staff in the various development blocks and at the district and State level should be given greater emphasis so that the various programmes may be implemented successfully.

The existing administrative machinery in the States should also be perfected with a view to continuous monitoring of various programmes.

6.27 Under the Integrated Rural Development Programme an Identity-cum-monitoring card known as "Vikas Patrika" has been introduced. This card usually contains columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation, etc. Some States have already introduced "Vikas Patrika" while a few others are considering its introduction. The Committee feel that the identity cards which may be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These may contain various details such as:—

- (i) Family particulars
- (ii) Level of Education
- (iii) Description of House site and House.
- (iv) Records of Rights copy and inclusion and exclusion (Khata, Plot, particulars of land, class of land and extent of land).
- (v) Livestock (Description of cattle, goats, sheep and birds etc. and the number).
- (vi) Moveable properties (worth above Rs. 50/-).
- (vii) Annual income and source of income.
- (viii) Bank Loans.
- (ix) Loans from cooperative societies.
- (x) Loans from other sources.

(xi) Assistance from Government (Agricultural operations)

(xii) Assistance from Government (other sources).

(xiii) Miscellaneous (such as special events, marriage, cyclone, drought etc.)

Item Nos. (viii) to (xii) should include particulars of credit, debit and balance.

In cases where assistance is provided by the Government the particulars may be entered and authenticated by the disbursing agencies.

The Committee recommend that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committee are of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries including Scheduled Castes/Scheduled Tribes, to find out what further assistance is required and to know the impact of the various schemes on the economic development of the beneficiaries.

G. SCHEDULED CASTES DEVELOPMENT CORPORATIONS

7.1 Regarding role of Scheduled Castes Development Corporations, the Commissioner for Scheduled Castes and Scheduled Tribes had in his 27th Report (1979—81) observed as under:—

"Simply earmarking the outlays in the general sectors for the benefit of the Scheduled Castes, as envisaged in the concept of Special Component Plans, may not be sufficient in creating the necessary impact on the economy of the Scheduled Castes, because the norms in the majority of the schemes in the general sectors of development do not suit the Scheduled Caste persons, the majority of whom belong to the poorest sections of population. The main factors which inhibit implementation of schemes undertaken for the benefit of the Scheduled Castes are (a) meagre flow of institutional credit to the Scheduled Castes on account of their inability to arrange margin money and to provide guarantee to avail of institutional finance, (b) lack of integration or coordination among the different agencies and organisations who are implementing the different schemes for the benefit of Scheduled Castes and (c) non-availability of inputs like raw materials, improved technical knowledge or skills for increasing the productivity of the traditional crafts among the Scheduled Castes and lack of marketing facilities to ensure remunerative prices for the finished products of the Scheduled Castes artisans and craftsmen. This called for the need for an organisation which could intervene at crucial points and wherever

any impediments occurred this agency could come forward with suitable assistance as a guarantor, promoter and by providing missing inputs by way of contribution to margin/seed money and making other advances through the institutions concerned. With this end in view, Scheduled Castes Development Corporations have been set up in 18 States/Union Territories viz., Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Punjab, Orissa, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Himachal Pradesh and Chandigarh."

7.2 In a note furnished to the Committee by Ministry of Home Affairs it has been stated that the Scheduled Castes Development Corporations (SCDC) in the States are envisaged to inter-face between Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. The Corporations also provide margin money loan assistance to these families, thereby helping to increase the flow of funds from financial institutions to Scheduled Caste families. These Corporations have been set up in 17 States. Under a Centrally sponsored Scheme, Grants are given by the Central Government to the State Governments for investment in the share capital of the Corporations in the ratio of 49 : 51. The amounts released for this purpose by the Government of India increased from Rs. 0.50 crores in 1978-79 to Rs. 12.24 crores in 1979-80 and to about Rs. 13 crores in 1980-81. A provision of Rs. 13.25 crores had been made for 1981-82 and the approved outlay is Rs. 13.50 crores for 1982-83.

The Centrally Sponsored Scheme has been modified from July, 1981 to include assistance for promotional activities like surveys and training and for staff particularly for supervision, recovery, monitoring and evaluation.

7.3 Regarding the main functions of the Scheduled Castes Development Corporation, it has been stated that the Corporations are envisaged to perform the role of a catalyst. They also meet part of the investment required for acquiring an income-generating asset through the provision of margin money loan. This helps in two ways, firstly in encouraging the financing institutions and particularly the commercial banks to come out on a larger scale to assist the Scheduled Castes and secondly by making the schemes more viable for the Scheduled Caste participants.

7.4 Regarding association of the Scheduled Caste representatives with the working of these Development Corporations, the Committee have been informed that in the staffing pattern guidelines, sent by the Ministry of Home Affairs to the States it has been suggested that District level

Committee may be constituted for the work of the Scheduled Castes Development Corporations. It has been emphasised that this Committee should have as members, social workers, public representatives and representatives of local bodies, who can make an effective contribution to the development of Scheduled Castes and representatives from voluntary agencies of good record of service and integrity and that at least two of the above should be from the Scheduled Castes. At the State level also, it has been suggested that social workers and public representatives with a record of service in respect of Scheduled Castes be included in the Board of Directors.

7.5 As regards the performance of the Scheduled Castes Development Corporations in various States, the Committee have been informed that the Centrally Sponsored Scheme of grants to States for assistance to the Scheduled Castes Development Corporations commenced only in March, 1979. This has helped in giving a thrust to the activities of the Corporations in general. Given the background of different Corporations and the fact that several have only recently been constituted, the performance has varied from Corporation to Corporation. It has been stated that an overall assessment shows that several Corporations which were working at very modest levels have extended their activities and increased the scope of their programme substantially.

Keeping in mind the fact that the overwhelming proportion of the Scheduled Castes are from among the agricultural labourers, sharecroppers, tenants, marginal and small farmers, leather workers and other artisans, fishermen, weavers etc. in the rural areas, the Corporations have directed attention particularly to the rural areas. Several Corporations are also bringing about linkages with the IRDP, commercial banks and cooperative financing institutions in the rural areas as well. At the same time, considering the magnitude of the problem, there is much more which remains to be done and the effort of the Corporations is to improve their programmes and performance from year to year.

7.6 The Committee have been informed that after the commencement of the Centrally Sponsored Scheme of grants to States for assistance to Scheduled Caste Development Corporations, certain guidelines have been issued. The conditions regarding the terms of loans, limits and requirements of margin money/seed money, beneficiary's contribution etc. are by and large left to the Corporations to decide. Since it has been emphasised that every scheme should have an element of institutional finance, all the schemes of the Corporations are expected to be bankable. It is not envisaged that the Corporations should act as financial institutions: they are, therefore, not expected to give direct loans. The Scheduled Caste Development Corporations are, moreover, expected to take up only those schemes which have a non-recurring cost not exceeding Rs. 12,000/.

As regards eligibility for assistance from the Corporations, the conditions set out in terms of the Centrally Sponsored Scheme are as follows:—

- (i) An income limit of Rs. 3500/- and Rs. 4300/- per family for rural and urban areas respectively are prescribed as eligibility criterion for beneficiaries for assistance based on the poverty line figures defined by Planning Commission, subject to suitable modifications from time to time taking into account fluctuations in the price index;
- (ii) Agricultural labourers, marginal farmers, small farmers, sharecroppers and tenants and non-agricultural labourers employed in sectors other than large and medium scale industries shall be presumed to be within the above eligibility criterion without the need for any income certificate. In the case of educated unemployed (Matric and above), who do not belong to the above categories, the income limit for Post-matric Scholarships, will apply.

7.7 It has been stated that the Corporations in the States have worked out different methods and procedures for processing its applications, securing bank finance and understanding and arrangements with Banks for assisting each other in recoveries etc. It will be appreciated that with varying conditions in the country, it is not possible to have a uniform procedure or pattern for the grant of assistance under the aegis of the Corporations. Several States have reported difficulties in securing bank finance; specific instances are taken up with the Ministry of Finance in their Banking Division and also individually with the Banks concerned by the States. In some States, the problem has been reduced with an increase in the activities of the Corporation and on account of the experience gained in the Banks and Corporations working together.

7.8 Regarding the role of the Scheduled Castes Development Corporations in relation to Integrated Rural Development Programme (IRDP), it has been stated that the Scheduled Caste Development Corporations are expected to have a close working arrangement with the IRDP. The activities of the Corporations and the IRDP are complementary and it is important that each should supplement the other. There is no overlapping between the IRDP and the programme of the Corporations. The subsidy from the IRDP and the margin money loan from the Corporation together are expected to secure a greater flow of institutional finance for the family-oriented programmes for the Scheduled Castes. Wherever there has been a close linkage between the IRDP and the activities of the Corporation, the coverage of Scheduled Caste families for poverty line crossing has been better.

7.9 In reply to a question, the Committee have been informed that no detailed assessment of the functioning of the Corporations and of the impact of the different Schemes taken up by the Corporations has been made so far. However, it has been suggested to the State Governments and the Corporations that they may carry out case studies in respect of some of the important schemes. A Cell has recently been set up by the Agricultural Finance Corporation at New Delhi to assist the Government of India in monitoring in respect of the programmes taken up by the Scheduled Castes Development Corporations. The AFC is a consortium of all Nationalised Banks and it is hoped that many of the difficulties particularly regarding the flow of institutional finance from banks, would be resolved through this association of the A.F.C.

7.10 Scheduled Caste Development Corporations have been set up in 17 States in different years during the period 1971 to 1980. The Corporations in Punjab and West Bengal have been set up under the Acts of the respective State Legislatures whereas other Corporations have been set up under the Companies Act or Cooperative Societies Act. The Corporations set up in Karnataka and West Bengal are for both Scheduled Castes and Scheduled Tribes whereas other Corporations are for Scheduled Castes only.

Under a Centrally Sponsored Scheme introduced in March, 1979, grants are given by the Central Government to the State Governments for investment in the share capital of the Corporations in the ratio of 49:51. The Scheme was modified in July, 1981 to include assistance for promotional activities like surveys and training for staff, particularly for supervision, monitoring and evaluation. Grants given to the Corporations during the years, 1979-80 and 1980-81 amounted to Rs. 12.24 crores and Rs. 13.00 crores respectively. A provision of Rs. 13.25 crores had been made for 1981-82 and the approved outlay is Rs 13.50 crores for 1982-83. The total Sixth Plan outlay is for Rs. 65 crores.

According to the conditions of eligibility for assistance from the Corporations, an annual income limit of Rs. 3500 and Rs. 4300 for a family in rural and urban areas respectively has been prescribed. Agricultural labourers and marginal farmers, share-croppers, and tenants, and non-agricultural labourers employed in sectors other than large and medium scale industries are presumed to be within the above eligibility criterion without the need for income certificate. In the case of educated unemployed (Matric and above) who do not belong to the above categories, the income limit for post-matric scholarships applies.

The main function of these Corporations is to provide margin money assistance to Scheduled Caste families thereby helping to increase the flow of funds from the financial institutions to the Scheduled Caste families.

The Corporations are envisaged to interface between the Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. They are expected to take up only those schemes which have a non-recurring cost upto Rs. 12,000. The schemes sponsored by them are expected to have an element of institutional finance from the commercial banking sector and the cooperative sector. They do not function as lending institutions for giving direct loans.

In the course of on-the-spot visits of the Committee to some States, the Committee had been informed by the officials of the State Government that many of the schemes prepared by the Corporations were rejected by the banks on the ground that those were not viable schemes. In several other cases, there were delays in sanctioning bank finance and releasing the loan amount. All this hindered the progress of schemes sponsored by the Corporation and the labour involved in preparing viable schemes of economic development and identifying the beneficiaries became infructuous. Further some banks expressed difficulties in maintaining accounts of margin money loans sanctioned by the Corporations and of the recoveries effected. The Committee feel that the policy of the Government that these Corporations should not function as lending institutions needs to be reviewed. They are of the view that these Corporation should perform dual functions, namely, to provide margin money loans for bankable schemes and also to provide direct loans for viable schemes sponsored by them. This would eliminate the delays that are experienced by them in getting bank finance sanctioned for the schemes which are prepared by them and where beneficiaries have also been identified. Where direct loans are sanctioned, the Corporations themselves will release the margin money and the loan amount and take all necessary steps for effecting recoveries and monitoring accounts therefor. Additional financial requirements of the Corporations as a result of enlargement of their functions should also be provided by the Central Government and the concerned State Government.

7.11 In the guidelines sent to the State Governments it has been emphasised that District Level Committee may be constituted for the work of Scheduled Caste Development Corporations and social workers and public representatives with a record of service to Scheduled Castes should be included as members of the District Level Committee and also in the Board of Directors at the State level. The Committee recommend that Scheduled Caste MLAs or other MLAs concerned from the District should also be associated with the District level Committee. In the Board of Directors of the Corporation also, there should be representation of Members of Parliament from the State. This will help in ensuring that the interests of Scheduled Caste beneficiaries are well looked after at various levels and schemes which are suitable to their requirements are actually implemented.

7.12 The Committee note that Agricultural Finance Corporation has set up a Cell to assist the Central Government in monitoring the programmes taken up by Scheduled Castes Development Corporations. The Committee need hardly stress that Ministry of Home Affairs as the nodal Ministry for the Welfare of Scheduled Castes, must ensure that these Corporations functions efficiently.

NEW DELHI;

March 31, 1983

Chaitra 10, 1905 (S)

A. C. DAS,

Chairman,

*Committee on the Welfare of Scheduled
Castes and Scheduled Tribes.*

APPENDIX I

(Vide Para 1.8 of Report)

No. 281-PMO/80

New Delhi,

March 12, 1980

Dear,

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 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 their 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 states, 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 Castes 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 Castes 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 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 sometime later.

Yours sincerely,

Sd/-

(INDIRA GANDHI)

Chief Ministers and Governors of the States
under President's Rule
(List attached)

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 share-croppers, 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 these engaged in so called 'unclear 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 intergation.

P.M.'s letter No. 281-PMO/80, dated the 12th March, 1980

1. Shri, C. P. N. Singh, Governor of Uttar Pradesh, Lucknow.

2. Shri Prabhu Das Patwari, Governor of Tamil Nadu, Madras.
3. Shri Jaisukhlaj Hathi, Governor of Punjab, Chandigarh.
4. Shri Raghukul Tilak, Governor of Rajasthan, Jaipur.
5. Shri C. M. Poonacha, Governor of Madhya Pradesh, Bhopal.
6. Shri Bhagwat Dayal Sharma, Governor of Orissa, Bhubaneswar.
7. Smt. Sharda Mukherjee, Governor of Gujarat, Gandhinagar.
8. Shri A. R. Kidwai, Governor of Bihar, Patna.
9. Shri I. P. Singh, Governor of Assam, Shillong.
10. Shri Sadiq Ali, Governor of Maharashtra, Bombay.
11. Shri Ram Lall, Chief Minister of Himachal Pradesh, Simla.
12. Shri R. Gundu Rao, Chief Minister, Karnataka, Bangalore.
13. Shri E. K. Nayanar, Chief Minister, Kerala, Trivandrum.
14. Shri Nripen Chakraborti, Chief Minister of Tripura, Agartala.
15. Shri Jyoti Basu, Chief Minister, West Bengal, Calcutta.
16. Shri Bhajan Lal, Chief Minister, Haryana, Chandigarh.
17. Dr. M. Channa Reddy, Chief Minister, Andhra Pradesh, Hyderabad.

APPENDIX II

(Vide para 4.9 of Report)

Special Component Plan- Ministry of Health

(Rs. in lakhs)

	1981-82			Anticipated Expenditure
	Total Plan Provision	Special. Component Plan	Percentage	
1. Village Health Guide . .	1950.30	292.50	14.99	282.30
2. Multipurpose Workers .	517.22			60.24
3. Malaria Control (Rural)	4776.69	588.81	12.31	668.41
4. Control of Blindness .	264.00	52.22	19.78	40.22
5. T. B. Control	143.45	34.77	6.97	50.25
6. Filaria Control .	77.00	3.05	3.96	1.73
7. S.T.D. Control .	20.00	2.60	13.00	
8. Diarrheal Disease Control .	3.30	0.17	5.15	0.17
9. 120 DGHS Scholarship scheme	10.00	1.00	10.00	0.36
10. Collaborative studies in Nuclear Medicines	12.50			
11. Other Research including research on Diseases to which ST/SOS are generally prone.	11.00	5.12	46.54	4.10
12. Strengthening of health information system and monitoring	10.14			
13. Control Council of Research in Homeopathy	33.00			
14. C.G.R. in Ayurvedia and Siddha.	118.80	27.32	22.99	27.32
15. C.G.R. in Unani Medicines	62.00	9.00	14.51	9.00
16. Grant to under-Graduate Colleges of ISM/Homoeo run by Vo. organisations. Estt. of Book Banks for SC/ST.	15.00	1.80	12.00	1.80

APPENDIX—III

(Vide para 4.9 of Report)

SPECIAL COMPONENT PLAN—MINISTRY OF EDUCATION

(Rs. in lakhs)

	1981-82			Anticipated Expenditure S.C.P.
	Total Plan Provision	Special Component Plan	Percentage	
1	2	3	4	5
1. School Education .				
Universalisation of Elementary Education, Non-formal Education, Experimental projects for non-formal education for children of 9-14 age group.	380.00	76.00	20.00	76.00
2. Adult Education				
(i) Rural Functional Literacy Projects.	650.00	162.00	24.92	162.00
(ii) Assistance to voluntary organisation.	120.00	30.00	25.00	30.00
(iii) Shramik Vidyaapeeth .	20.00	2.00	10.00	2.00
Total: . . .	790.00	194.00	24.55	194.00
3. School Education:				
NGERT Programmes on Research and Training.	175.00	6.00	3.42	6.00
4. University and Higher Education UGC	3400.00	500.00	14.70	500.00
5. Scholarships:				
National Scholarships of the Secondary stage for talented children for Rural Areas.	130.00	30.00	23.07	30.00
6. Sports and Physical Education				
Sports & Physical Education Scheme.	246.00	17.80	7.23	17.80
7. Youth Services				
Nehru Yuvak Kendras	60.00	6.00	10.00	6.00
8. Technical Education .	8661.00	117.46	4.41	117.4
Grand Total . . .	7842.00	947.26	12.07	947.26

APPENDIX IV

(Vide Para 4.9 of Report)

SPECIAL COMPONENT PLAN-MINISTRY OF ENERGY
(DEPARTMENT OF POWER)

1981-82

(Rs. in lakhs)

	Total Plan Provision	Special Compo- nent Plan	Percentage age	Antici- pated Ex- penditure
1	2	3	4	5
<i>Rural Electrification Corporation</i>	16842.00	150.00	0.89	377.00

APPENDIX V

(Vide Para 5.3 of Report)

D.O. No. BC.11014/70/81-SCBCD.III

Govt. of India/Min. of Home Affairs.

dated the 28th Dec. 1981.

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 per cent 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 Caste Development Corporations), Cooperative and commercial, financial institutions as 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 the 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, kindly 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 Caste 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.

Yours sincerely,

Sd/- Yogendra Makwana.

(All Chief Minister of State)

APPENDIX-VI

(Vide Para 5 of Introduction)

SUMMARY OF CONCLUSIONS/RECOMMENDATIONS CONTAINED IN THE REPORT

Sr. No.	Reference Para Number in the Report	Summary of Conclusions/Recommendations
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1	2	3
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1. 2.16

As per data given in the Sixth Plan document (Page 170), there are about 350 million people in the country who are living below the poverty line. Out of these, around 300 million people (60 million families taking 5 persons in a family on an average) are in the rural areas. These consist largely of the landless labourers, small and marginal farmers, rural artisans and other workers. Precise figures regarding number of Scheduled Castes among them who are below the poverty line are not yet available. Integrated Rural Development Programme stated in 1978-79 in 2000 blocks was extended with effect from 2nd October, 1980 to cover all the 5004 blocks in the country. Under this programme, on an average 600 families are to be assisted every year and at least 3000 families are to be covered in each block during the Sixth Plan period. It has been laid down that at least 30 per cent of the beneficiaries under IRDP should be selected from among the Scheduled Castes and Scheduled Tribes and at least 30 per cent of

credit and subsidies should flow to persons belonging to these communities. For identification of beneficiaries under IRDP, a family whose annual income from all sources is below Rs. 3500 is considered to be below poverty line.

The Committee have been informed that for giving assistance under this programme, 600 families are identified in each block per year and in identifying the people to be assisted, the poorest among the poor are selected. Survey for identifying the people in each block is continued from year to year. The Committee feel that it would be desirable to complete 100 per cent survey of all Scheduled Caste families in each IRDP area. For this purpose villages should be listed in the descending order of the Scheduled Caste population in the villages. Thus, villages predominantly inhabited by Scheduled Castes (say, 51 per cent or more of Scheduled Caste families) should be taken up first. List of villages so identified and expected to be covered in each year should be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc. The Committee believe that even with the existing machinery at the block level such a survey can be undertaken and completed expeditiously. Further, in selecting families to be assisted, clusters of villages predominantly inhabited by the Scheduled Castes should be chosen first so that all the persons living in a cluster are covered within the same year. Lists of identified families expected to be covered in each year should also be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc.

1977-78 was estimated at 48.13 (50.82 in rural areas and 38.19 in urban areas). This estimate was derived by using the all-India poverty line of Rs. 65 per capita per month in 1977-78 prices corresponding to minimum daily calorie requirement of 2400 per person in the rural areas and the poverty line of Rs. 75 per month corresponding to daily calorie requirement of 2100 in urban areas. The Committee are of the view that measuring people below the poverty line on the basis of calorie intake below certain prescribed minimum level is not adequate. They therefore recommend that the concept of poverty should take into account not only the expenditure on food items but also reflect other essential consumption expenditure, the existing conditions of life and regional variations.

The Committee agree with the recommendation contained in the Second Report of the Commission for Scheduled Castes and Scheduled Tribes that while identifying families for benefits due weightage should be given to joint families and extended families. In the rural set up sometimes land remains in the name of the head of the household whereas in actual practice there are several persons who share the land. Keeping this in view financial assistance should be given not only to the owner of land but also to others who share the benefits of this land in the undivided family. While rendering assistance to Scheduled Caste families, norm of a typical single family (husband, wife and their minor children) should be the governing criterion.

The Committee feel surprised that the Planning Commission have no definite information on the point whether representatives of Scheduled

Castes are being associated in the formulation of Special Component Plans by the respective States and Union Territories, even though there have been many discussions with the State Governments regarding Annual Plans in the Planning Commission. The Committee recommend that instructions should be issued to all States/Union Territory Administrations that Members of Parliament and MLAs representing Scheduled Castes should be actively associated in the formulation of Special Component Plan as well as in the implementation of various programmes for the development of Scheduled Castes.

3-37

During evidence the representative of the Planning Commission and the Ministry of Home Affairs had stated that of the total plan outlays of States about 60 per cent was in non-divisible sectors like Power, Major and Medium Irrigation, Transport and Communication etc. As such, the quantification of benefits accruing to Scheduled Castes could be done only from the remaining 40 per cent funds meant for the divisible sectors. The Committee feel that even in non-divisible sectors quantification of benefits can be made with some approximation keeping in view the Scheduled Caste population likely to be benefitted. For example, in the case of major and medium irrigation projects, it is possible to work out the area within the command of such projects and the direct benefits likely to accrue to the Scheduled Caste population within that area. Similarly, in the Power sector, the benefits likely to accrue to the Scheduled Castes by the rural electrification schemes, such as, energisation of irrigation wells, electrification of Scheduled Caste basties, subsidy for provision of domestic connections to the Scheduled Caste can be worked out. In the Roads

sector, the benefits likely to accrue to the Scheduled Castes by construction of link roads connecting the Scheduled Caste villages can also be quantified. The Committee are of the view that the benefits resulting from creation of infrastructure and outlay in the non-divisible sectors are largely derived by non-Scheduled Castes and Tribes.

From the data furnished to the Committee it is seen that the percentage of allocation made under the Special Component Plans of various States was much lower than the percentage of Scheduled Caste population in the respective States. The plea of the Government that the percentage of outlays in the Special Component Plans should be related to the percentages of outlay in the divisible sectors is not fully justified. The Committee therefore recommend that the percentage of outlay in the Special Component Plan of a State should not be less than the percentage of Scheduled Caste population in that State.

6.

3.38

The Committee have been informed that in the divisible sectors, there are two categories of programmes which are included in the Special Component Plan, namely, (i) Institutional programmes, e.g. schools, dispensaries, health centres, drinking water wells etc. The outlays on such schemes can be related to the benefits accruing directly to Scheduled Castes and therefore are quantified if these are located in Scheduled Caste Batches or areas where Scheduled Castes are in a majority; and (ii) the divisible sectors under which programmes/schemes benefitting individual beneficiaries can be identified. According to the criteria laid down by the

Government of India, where any primary schools, panchayat ghars, drinking water wells, primary health centres, sub-health centres etc. intended for the entire village are located in a Scheduled Caste basti or in a village predominantly inhabited by Scheduled Castes (51 per cent or more of Scheduled Caste population), the entire cost is to be included in the Special Component Plan. In the Roads sector, the outlay on construction of link roads connecting the Scheduled Caste village or a basti with the main road is also included. These are only illustrative cases. The provision of such facilities or services is intended to be availed of not only by Scheduled Castes but by all communities. The Committee are not therefore convinced that mere location of a particular facility in Scheduled Caste basti should be the reason for quantifying the outlay in the Special Component Plan. By inclusion of outlays on such community benefitting schemes, the amounts included in the Special Component Plans have become inflated giving the impression that large sums of money are being spent on the Scheduled Castes whereas benefits have not exclusively flowed to them. The Committee consider that in the case of such schemes the basis of quantification of funds in the Special Component Plan should be critically reviewed and fresh guidelines issued so as to ensure that the amounts included in the Special Component Plans reflect the benefits which are actually intended to accrue to the Scheduled Castes.

7.

3-39

The Committee have been informed that the Special Component Plans formulated by the State Governments are discussed in the Planning Commission with the representatives of the State Governments. A perusal of the Special Component Plans formulated by the State Governments indicates that sometimes there is a tendency to quantify amounts in certain

sectors by mere segregation of funds on the basis of percentage of the total Plan outlay in the respective sectors. The Committee recommend that while scrutinising the allocations shown in the Special Component Plans it should be ensured that the quantification is not done mechanically but is related to the actual benefits likely to accrue to the Scheduled Castes.

8.

3.40

The Committee find that all the States have not yet opened separate budget-heads of account/sub-heads for Special Component Plan for Scheduled Castes in spite of the fact that instructions in this regard had been issued to all the State Government vide Ministry of Home Affairs letter No. 14011/8/79-SCBCD III dated 21st January, 1982. The Committee expect that these instructions will be complied with without delay by all the State Governments. It should also be ensured that the funds meant for the Special Component Plan are not diverted to other schemes in the general sector.

9.

3.41

Some State Governments have started a scheme under which shops are constructed by the Government and allotted to Scheduled Caste persons. A Study Group of the Committee had visited two such shopping complex in January, 1983, one in a village in Kakori Block, District Lucknow (UP) and another in Malihabad Block in District Hardoi, U.P. Another Study Group visited a shopping complex in Raneja Reddy district in Andhra Pradesh. The cost of each shop was Rs. 8000 in Kakori Block and Rs. 9000 in Malihabad Block. Fifty per cent of the cost of such shops is paid as Government subsidy and the balance is repayable free of interest in

10 years time. The Cost of a shop constructed in the shopping complex in Ranga Reddy District was Rs. 15000/- . The Committee would suggest that all the State Governments may consider the introduction of similar schemes under the Special Component Plan of their States.

10.

3.42

Some State Governments have introduced a scheme under which Government purchases cultivable land and distributes to identified Scheduled Caste landless agricultural labourers. The Committee would suggest that a similar scheme may be introduced by all the State Governments. At least one acre of land could be distributed to an allottee free of cost if the cost of land is upto Rs. 5000/- per acre. Where purchase of cost of land is higher than this limit, the amount in excess of Rs. 5000/- may be given to the beneficiary as interest free loan which may be repayable in convenient instalments. As far as possible, contiguous area of land should be purchased for distribution so that community irrigation facilities and other benefits may be conveniently made available to the allottees.

11.

4.13

So far only five Central Ministries, namely, Ministry of Agriculture and Cooperation, Ministry of Education and Culture, Ministry of Health and Family Welfare, Ministry of Labour and Ministry of Energy (Department of Power) have identified and quantified outlays for Special Component Plans. The Committee have been informed that scope for identification is limited in a number of Ministries/Departments' Programmes. Those of the Ministries/Departments which have beneficiary oriented programmes have already initiated this work. The Planning Commission had vide letter No. PC/SW/11-2(5)/77, dated 5th May, 1979 asked all the Central Ministries to quantify flow of funds for the Special Component Plan in the

3

Annual Plan for 1979-80. In the Prime Minister's letter dated 12th March, 1980 to the Central Ministers, it was clearly stated that "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." The Committee regret to point out that several of the Ministries/Departments have not prepared Special Component Plans in their respective sectors although three years of the Sixth Plan are already over. Further, the few Ministries which quantified some amounts, have included items which do not directly benefit the Scheduled Castes. The Committee expect that every Central Ministry/Department whose activities have or can have a bearing on the development of Scheduled Castes will at least now identify the schemes which directly benefit the Scheduled Castes and quantify outlays for the Special Component Plan in their respective sectors.

The Planning Commission and the Ministry of Home Affairs must also ensure that there is no further delay in the formulation of Special Component Plans by the Ministries. Those Ministries which are unable to do so should give satisfactory reasons for the same. The amounts quantified by the Central Ministries for inclusion in the Special Component Plans should be scrutinised by the Planning Commission before giving approval.

The Committee recommend that the Annual Reports of the Central Ministries/Departments should include details regarding their respective

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12.

4.15

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Special Component Plans and the achievements made in assisting the Scheduled Caste families under the various schemes.

Special Central Assistance is treated as an additive to each State Plan outlay with reference to the totality of the programmes for the development of Scheduled Castes. This assistance is not tied to specific schemes. The Committee have been informed that the Special Central Assistance has helped in motivating the State Governments to put in larger outlays from their respective State Plans into their Special Component Plans. The Committee would suggest that emphasis should be on utilisation of this assistance for infrastructure development schemes, research oriented programmes, training of staff and programmes of similar nature for which the resources of the State Governments in their State Plan outlay may not be adequate.

At the time of the Annual Plan discussion with the Planning Commission/Ministry of Home Affairs, actual utilisation of Special Central Assistance with reference to individual schemes during the previous financial year should also be looked into. This exercise will help in the proper appraisal of achievements made and distribution of Special Central Assistance among the States and Union Territories for the following year.

6.25

The main Objective of development programmes in the Special Component Plan is to enable at least 50 percent of the Scheduled Caste families to cross the poverty line during the Sixth Plan period. No precise data is available as regards the number of Scheduled Castes families who may have crossed the poverty line by investments made in income generating assets and improvement of skills undertaken by different sectors. However, infor-

mation is available about the number of Scheduled Caste and Scheduled Tribe families who were assisted under Integrated Rural Development Programme Schemes. The data shows that in 1980-81, 6.64 lakh Scheduled Caste/Tribe families and in 1981-82, 9.82 lakh Scheduled Caste/Tribe families were given assistance under different IRDP schemes. These figures however do not take into account the number of families who received assistance under individual schemes or under package programmes and have been counted more than once.

Under the Special Component Plan, various family oriented schemes have been introduced by the various departments for the economic development of Scheduled Castes to enable them to cross the poverty line. These schemes are being implemented in sectors like Integrated Rural Development Programme, village and cottage industries, minor irrigation, fisheries, allotment of house sites etc. A beneficiary may be financially assisted by the one or more of such schemes or by a package of schemes. In order to ensure that the data regarding number of families assisted under various schemes gives a correct picture, instructions have been issued to all the States by the Secretary, Ministry of Home Affairs vide letter No. BC-17020/6/82-SCBCD-II dated 11th March, 1982. It has been prescribed that the families which are given assistance for small items like fertilizers, pesticides, high yielding variety of seeds, small poultry units incapable of generating incremental income should not be counted. Families assisted to acquire assets such as land, individual/community irrigation wells alongwith pump sets, milch animals, bullock carts,

poultry, goat, sheep and piggery units etc. in adequate numbers/quantity should be counted. The instructions prescribed that double counting is to be avoided in the following manner:—

- (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 incomes; in such cases also the family should be counted only once.
- (iii) A family may be assisted through two or more different agencies like DRDA, Scheduled Castes Development Corporations, Cooperative Institutions, Khadi and Village Industries Commission, Khadi and Village Industries Board, Handloom Development Corporations, Small Industries Development Corporation, Regional Development Corporation, SFC etc. In such cases also the families should be counted only once.

From the information furnished to the Committee, it is seen that in the first three years of the Sixth Plan the flow from different sectors to the Special Component Plans of the States would be around Rs. 1800 crores and Special Central Assistance of the Ministry of Home Affairs would be about Rs. 330 crores. Scheduled Caste families have also been assisted under the programmes of Central Ministries and the Scheduled Caste Development Corporations. Finance has also been made available

through various loan schemes in the commercial banking sector and the cooperative sector for various programmes being implemented under the Special Component Plan. However, no data is available to assess how far the assistance provided to the Scheduled Caste families has resulted in actually raising their income level.

The Committee are not happy that with such large investments having been made under the various sectoral programmes, no critical evaluation studies have been made about the actual achievements. They wish to point out that mere counting of number of families and that too on a data base which has not been perfected, is not adequate. The Committee therefore recommend that a quick evaluation should be made in selected blocks in each State to assess the extent to which the assistance made available under various schemes has resulted in raising the income level of Scheduled Caste families and enabled them to cross the poverty line as also sustain it thereafter. The evaluation studies should be carried out by specialised agencies. On the basis of results of such studies, the programmes being implemented should be suitably modified so that the objective of taking at least 50 per cent of the families above the poverty line during the Sixth Plan period is achieved.

It has been desired in the Prime Minister's letter dated 12th March, 1980, that a clear-cut personnel policy consisting *inter-alia* of orientation of officers of Departments concerned with development of the Scheduled

Castes and their careful selection, training and continuity of tenure should be evolved. The Committee would suggest that the training aspect as well as posting of competent and trained staff in the various development blocks and at the district and State level should be given greater emphasis so that the various programmes may be implemented successfully.

The existing administrative machinery in the States should also be perfected with a view to continuous monitoring of various programmes.

6·27

Under the Integrated Rural Development Programme an Identity-cum-monitoring card known as "Vikas Patrika" has been introduced. This card usually contains columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation, etc. Some States have already introduced "Vikas Patrika" while a few others are considering its introduction. The Committee feel that the identity cards which may be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These may contain various details such as:—

- i) Family particulars.
- ii) Level of Education.
- iii) Description of House site and House.
- iv) Records of Rights copy and inclusion and exclusion (Khata, Plot, particulars of land, class of land and extent of land).
- v) Livestock (Description of cattle, goats, sheep and birds etc. and the number).

- vi) Moveable properties. (worth above Rs. 50/-).
- vii) Annual income and source of income.
- viii) Bank Loans.
- ix) Loans from cooperative societies.
- x) Loans from other sources.
- xi) Assistance from Government (Agricultural operations).
- xii) Assistance from Government (other sources).
- xiii) Miscellaneous (such as special events, marriage, cyclone, drought etc.).

Item Nos. (viii) to (xii) should include particulars of credit, debit and balance.

In cases where assistance is provided by the Government the particulars may be entered and authenticated by the disbursing agencies.

The Committee recommend that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committee are of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries including Scheduled Castes/Scheduled Tribes, to find out what further assistance is required and to know the impact of the various schemes on the economic development of the beneficiaries.

Scheduled Caste Development Corporations have been set up in 17 States in different years during the period 1971 to 1980. The Corporations in Punjab and West Bengal have been set up under the Acts of the respective State Legislatures whereas other Corporations have been set up under the Companies Act or Cooperative Societies Act. The Corporations set up in Karnataka and West Bengal are for both Scheduled Castes and Scheduled Tribes whereas other Corporations are for Scheduled Castes only.

Under a Centrally Sponsored Scheme introduced in March, 1979, grants are given by the Central Government to the State Governments for investment in the share capital of the Corporations in the ratio of 49:51. The Scheme was modified in July, 1981 to include assistance for promotional activities like surveys and training for staff, particularly for supervision, monitoring and evaluation. Grants given to the Corporations during the years 1979-80 and 1980-81 amounted to Rs. 12.24 crores and Rs. 13.00 crores respectively. A provision of Rs. 13.25 crores had been made for 1981-82 and the approved outlay is Rs. 13.50 crores for 1982-83. The total Sixth Plan outlay is for Rs. 65 crores.

According to the conditions of eligibility for assistance from the Corporations, an annual income limit of Rs. 9500 and Rs. 4300 for a family in rural and urban areas respectively has been prescribed. Agricultural labourers small and marginal farmers, share-croppers, and tenants, and non-agricultural labourers employed in sectors other than large and medium scale industries are presumed to be within the above eligibility criterion without the need for income certificate. In the case of educated unemp-

loyed (Matric and above) who do not belong to the above categories, the income limit for post-matric scholarships applies.

The main function of these Corporations is to provide margin money assistance to Scheduled Caste families thereby helping to increase the flow of funds from the financial institutions to the Scheduled Caste families. The Corporations are envisaged to interface between the Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. They are expected to take up only those schemes which have a non-recurring cost upto Rs. 12,000. The schemes sponsored by them are expected to have an element of institutional finance from the commercial banking sector and the cooperative sector. They do not function as lending institutions for giving direct loans.

In the course of on-the-spot visits of the Committee to some States, the Committee had been informed by the officials of the State Government that many of the schemes prepared by the Corporations were rejected by the banks on the ground that those were not viable schemes. In several other cases, there were delays in sanctioning bank finance and releasing the loan amount. All this hindered the progress of schemes sponsored by the Corporation and the labour involved in preparing viable schemes of economic development and identifying the beneficiaries became infructuous. Further some banks expressed difficulties in maintaining accounts of margin money loans sanctioned by the Corporations and of the recoveries effected. The Committee feel that the policy of the Government that these Corpora-

tions should not function as lending institutions needs to be reviewed. They are of the view that these Corporations should perform dual functions, namely, to provide margin money loans for bankable schemes and also to provide direct loans for viable schemes sponsored by them. This would eliminate the delays that are experienced by them in getting bank finance sanctioned for the schemes which are prepared by them and where beneficiaries have also been indentified. Where direct loans are sanctioned, the Corporations themselves will release the margin money and the loan amount and take all necessary steps for effecting recoveries and monitoring accounts therefor. Additional financial requirements of Corporations as a result of enlargement of their functions should also be provided by the Central Government and the concerned State Government.

In the guidelines sent to the State Governments it has been emphasised that District level Committee may be constituted for the work of Scheduled Castes Development Corporations and social workers and public representatives with a record of service to Scheduled Castes should be included as members of the District level Committee and also in the Board of Directors at the State level. The Committee recommend that Scheduled Caste MLAs or other MLAs concerned from the District should also be associated with the District level Committee. In the Board of Directors of the Corporation also, there should be representation of Members of Parliament from the State. This will help in ensuring that the interests of Schem-

duled Caste beneficiaries are well looked after at various levels and schemes which are suitable to their requirements are actually implemented.

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The Committee note that Agricultural Finance Corporation has set up a Cell to assist the Central Government in monitoring the programmes taken up by Scheduled Caste Development Corporations. The Committee need hardly stress that Ministry of Home Affairs as the nodal Ministry for the Welfare of Scheduled Castes, must ensure that these Corporations function efficiently.