

Social Justice and Empowerment

3.1 Development and empowerment of scheduled castes (SCs), scheduled tribes (STs), other backward classes (OBCs), minorities, disabled and other social groups in order to bring them at par with the rest of society is a commitment enshrined in the Constitution. This is to be done by adopting the approach of 'social justice' to ensure equal rights, access to benefits and resources and 'empowerment' to enable them to develop their potential and capacities as agents of social change, through the process of planned development.

SOCIALLY DISADVANTAGED GROUPS

3.2. The socially disadvantaged groups include the SCs, OBC and minorities. The SCs number 166.64 million (16.2 per cent) and minorities 189.4 million (18.42 per cent) according to the 2001 Census. The OBCs, as per a Government of India notification of 8 September 1993, include castes and communities which are named in both the list contained in the Report of the Backward Classes Commission (Mandal Commission) and in the list of individual state governments. In the absence of specific Census data, it is difficult to put an exact figure on the OBC population. The Mandal Commission had estimated them as 52 per cent of the country's total population.

COMMITMENTS OF TENTH PLAN

3.3. The Tenth Five-Year Plan is committed to empowering the socially disadvantaged groups. The stated objectives were:

- Creating an enabling environment that is conducive for these groups to exercise their rights freely, enjoy their privileges

and be able to lead a life with confidence and dignity.

- Ensuring removal of disparities, eliminating exploitation and suppression and providing protection to the disadvantaged groups.
- Ensuring that developmental benefits reach the unreached through equitable distribution.
- Ensuring the involvement of the socially disadvantaged groups in the process of planning not merely as beneficiaries but also as participants in the formulation of need-based programmes/projects, as well as their implementation, supervision and monitoring.
- Accelerating the on-going process of improving the socio-economic status of the disadvantaged groups through effective implementation of various policies and programmes and thus bring them at par with rest of the society.

3.4. Concerted efforts are being made both at the governmental and non-governmental levels, through effective implementation of various welfare and developmental policies and programmes, towards achieving:

- Social empowerment, especially through educational development.
- Economic empowerment, through employment and income generation activities and alleviating poverty.
- Social justice, through effective implementation of the existing legislations and other measures for preventing and protecting the disadvantaged groups from atrocities,

exploitation, discrimination and social disabilities.

3.5 In order to ensure optimum utilisation of funds, efforts were made through a zero-based budgeting exercise to rationalise programmes and reduce the 31 on-going schemes of Ninth Plan to 13 schemes (four Central sector and nine Centrally sponsored schemes) in the Tenth Plan.

SOCIAL EMPOWERMENT

3.6. Education is the basic requirement and the most effective instrument of social empowerment. Effective implementation of the Centrally sponsored scheme of Post-Matric Scholarship (PMS) to SC Students – involving 100 per cent financial assistance to states over and above their earlier committed liability – has been accorded high priority during the Tenth Plan period. The scholarships are awarded to all eligible SC students to pursue their education beyond matriculation and in other professional courses based on a means test, and covers payment of tuition and compulsory fees besides maintenance allowance. Under the existing funding pattern, the expenditure incurred at the end of one Plan period is met by the states as their committed liability. The expenditure over and above this committed liability is met under the Plan head by the Centre.

3.7 The scheme was revised in 2003. One, courses were regrouped and the existing maintenance allowance increased. Two, the income ceiling of parents of SC students was hiked. Three, the Book Bank for SC students scheme was merged into the scheme. Fourth, charges pertaining to study tour, thesis typing/printing charges were enhanced.

3.8 About 2 million SC students were provided scholarships during 2002-03 and 2003-04 and an additional 200,000 students are likely to be covered in 2004-05. During the first three years of the Tenth Plan, an amount of Rs.681.39 crore (43.7 per cent) has been released to states/Union Territories for the scheme.

3.9 Most of the states find it difficult to meet the commitment of non-Plan liability

because of resource constraints. This is a serious problem because not only will the coverage of the scheme increase every year but the rates of scholarships are also likely to be increased periodically. The other dimension of the problem is that the states are not disbursing the stipend in time. A suitable mechanism needs to be put in place to ensure timely allocation of funds by the Centre to the states and disbursement of scholarships by the states each month from the beginning of the academic year.

3.10 Various evaluation studies conducted by, among others, the Babasaheb Ambedkar National Institute of Social Sciences, Madhya Pradesh (2000), Tata Institute of Social Sciences (1999), Centre for Research Action and Training (2000), have suggested that increase in the maintenance allowance be linked with the movement of the consumer price index for industrial workers; special incentives be given to the staff of educational institutes; the eligibility criterion of annual income of parents be raised; and rented rooms be provided to outstation students who do not get hostel facility etc. As the scheme has been found to be making a significant impact on the educational attainment of SCs, the reports have recommended that this benefit should be extended to some other economically backward communities, including minority communities. There is a need to enhance the opportunities to SC & ST student to pursue higher studies especially M.Phil and Ph.D in view of the changing economic and labour market scenario demanding higher qualifications for senior placements/jobs. To this effect, a national fellowship scheme for SC & ST students needs to be formulated and expeditiously operationalized/implemented. The details of outlays and expenditure pertaining to the schemes relating to the educational development of SCs, OBCs and the minorities are given in Annexure 3.1.

3.11 The scheme of Pre-Matric Scholarships for children of those engaged in unclean occupations is being implemented with the objective of weaning these children away from menial occupations, especially manual

scavenging. Since 1st April 2003, when the scheme was revised, scholarships have been given at the rate of Rs.40 per month for day scholars in Classes I-V, Rs.60 for Classes VI-VIII and Rs.75 for Classes IX-X. The rate of scholarships for hostellers is Rs.300 for Classes III-VIII and Rs.375 for Classes IX-X.

3.12 About 700,000 children will be covered under the scheme by 2004-05. A sum of Rs.27.41 crore was released (31.5 per cent of total Plan outlay) for the scheme during the first three years of the Tenth Plan. A similar scheme of 'Merit Based Scholarships' is being implemented to encourage higher education among OBCs and students from the minority communities pursuing studies at pre-matric and post-matric level.

3.13 The Centrally sponsored scheme of 'Hostels for SC, OBC and Minority Students' studying at the high school, college and university level is meant to reduce the high drop out rates and increase retention rates among SCs, educationally backward OBCs and minorities. A total of 839 hostels (695 for SCs and 144 for OBCs) have been constructed during the first three years of the Plan, benefiting 50,996 additional SC and OBC hostellers. This involved an expenditure of Rs.165.94 crore, which was 47.8 per cent of the Tenth Plan total outlay of Rs.347 crore. However, evaluation studies show that infrastructure facilities are quite poor in most of the hostels; maintenance of the buildings is not up to the mark and that states are not providing matching grants or releasing funds in time.

Table 3.1.1
Literacy rates of SCs and STs: The gains and gaps between 1991 and 2001

Indicators	1991					2001				
	Rates			Gap		Rates			Gap	
	Total	SC	ST	SC	ST	Total	SC	ST	SC	ST
Total Literacy	52.2	37.4	29.6	-14.8	-22.6	64.8	54.7	47.1	-10.1	-17.7
Male	64.1	49.9	40.7	-14.2	-23.4	75.3	66.6	59.2	-8.73	-16.1
Female	39.3	23.8	18.2	-15.5	-21.1	53.7	41.9	34.8	-11.8	-18.9
Gross Enrolment Ratio										
Classes I - V	(1997-98)					(2001-02)				
Total	89.7	92.4	90.7	+2.7	+1.0	96.3	93.00	96.3	-3.3	+0.9
Boys	97.7	102.3	102.9	+4.6	+5.2	105.3	103.1	106.9	-2.2	+1.6
Girls	81.2	81.6	78.3	+0.4	+2.9	86.9	82.3	85.1	-4.6	-1.8
Classes VI- VIII	(1997-98)					(2001-02)				
Total	58.5	48.9	43.2	-9.6	-15.3	60.2	69.6	70.3	+9.4	+10.1
Boys	66.5	75.8	53.0	+9.3	-13.5	67.8	80.3	82.1	+12.5	+14.3
Girls	49.5	37.6	32.9	-11.9	-16.6	52.1	57.7	57.3	+5.6	+5.2
Drop-out Rates (Classes I - VIII) (1997-98)										
(1997-98)						(2001-02)				
Total	60.5	66.6	74.7	+6.1	+14.2	54.7	60.7	69.5	+6.1	+14.9
Boys	58.3	63.6	75.4	+5.3	+17.1	52.9	58.6	67.3	+5.7	+8.7
Girls	63.5	71.0	80.9	+7.5	+17.4	56.9	63.6	72.7	+6.7	+9.1

Source: 1. Selected Educational Statistics, 1998-99 and 2001-02 Department of Education, Government of India, New Delhi.

2. Education in India 2001-02, Department of Education, Government of India, New Delhi 2003.

3.14 The scheme of Coaching for SCs, OBCs and other Weaker Sections is being implemented as a Centrally sponsored scheme through states, Union Territories and non-government organisations (NGOs) to provide pre-examination training to students to enable them to compete in the civil services and other competitive examinations. Only 15.2 per cent (Rs.14.83 crore) of the the Tenth Plan outlay of Rs.97.55 crore was spent in the first three years of the Plan period. During Ninth Plan (1997-2002) also, only 60.5 per cent (Rs.23.41 crore) of the Plan outlay of Rs.38.71 crore was utilised.

3.15 The Maulana Azad Education Foundation (MAEF), was set up in 1989 in order to promote education among educationally backward minorities, The Foundation formulates and implements various educational programmes, including establishment/expansion of schools, residential schools/colleges for girls, provision of laboratory/infrastructure facilities, establishment of computer/vocational centres for women etc. by extending grants-in-aid to NGOs. The approved corpus of the MAEF is Rs.100 crore but it was provided only Rs.70 crore up to the Ninth Plan. The Core Committee on zero-based budgeting exercise, set up in the Planning Commission during the Tenth Plan, decided to weed out the scheme after providing the remaining Rs.30 crore for the corpus. However, the Cabinet Committee on Economic Affairs has not cleared this proposal and Rs.3.75 crore has been provided as an interest amount on the pending Rs.30 crore during Annual Plan 2002-03 and 2003-04. The foundation supported 97 NGOs during the first two years of Tenth Plan against the target of 148 NGOs for the first two years.

3.16 There has been a perceptible increase in the literacy rate of SCs/STs between 1991 and 2001. The gap between the general population and SCs/STs in literacy rates continues to be wide (Table 3.1.1). The gap in the drop-out rates remains more or less the same for SCs though it has marginally increased in the case of STs, in spite of a number of educational schemes being implemented for

them. There is a need to develop a suitable strategy for bridging this literacy gap.

ECONOMIC EMPOWERMENT

3.17 Economic empowerment of the weaker sections of SCs, OBCs and minorities is being carried out through promotion of employment and income generating activities. Special Central Assistance (SCA) for Special Component Plan (SCP) for SCs is being extended as 100 per cent grant to states/Union Territories on the basis of SC population, relative backwardness, implementation strategies etc. The scheme is meant to fill the critical gaps and missing inputs for family-oriented income-generating schemes and supporting infrastructure development with a special focus on below poverty line (BPL) families. However, 36 per cent of SC persons in rural areas and 39 per cent in urban areas are still below the poverty line. Although the percentage of SCs and STs living below the poverty line has fallen, the gap between the poverty rates of the general population and SC/ST population continues to be very high in both rural and urban areas. This is primarily because, according to the 2001 Census, 45.61 per cent of SCs and 36.85 per cent of STs are landless agricultural labour, having neither any productive assets nor access to sustainable employment and minimum wages.

3.18 Special financial institutions – National Finance and Development Corporations for Weaker Sections – have been set up to provide term loans, bridge loans, margin money, micro-credit, employment and income generating and skill up-gradation schemes exclusively for the disadvantaged groups. These include: National Scheduled Caste Finance & Development Corporation (NSFDC); National Safai Karamchari Finance & Development Corporation (NSKFDC); National Minorities Development and Finance Corporation (NMDFC) and National Backward Classes Finance & Development Corporation (NBCFDC).

3.19 In addition, there are state-level Scheduled Castes Development Corporations

Table 3.1.2
Outlay and expenditure of Finance Corporations during Tenth Plan
 (Rs. crore at 2001-02 constant prices)

Name of Scheme	Tenth Plan Outlay	Annual Plan 2002-03		Annual Plan 2003-04		Annual Plan 2004-05		Likely expenditure in 2002-05	
		Outlay	Expenditure	Outlay	Expenditure	B.E	R.E	Amount	%age
National Finance Development Corporations for Weaker Sections	478.20	64.71	68.56	61.47	38.77	104.72	108.94	216.27	45.22
Scheduled Caste Development Corporations	150.00	24.11	24.11	45.80	44.99	44.09	44.09	113.19	75.46

Source: Ministry of Social Justice & Empowerment, Government of India, New Delhi.

(SCDCs). The NSFDC and SCDCs provide skill and entrepreneurial training to unemployed youth, extend micro-credit funding for self help groups (SHGs) at reduced interest rates, margin money loans and subsidy to the SC beneficiaries especially those living below the poverty line. At present, SCDCs are functioning in 25 states/Union Territories. There is a need for priority lending to SCs, OBCs and minorities.

3.20 The authorised share capital (Central government share) of the four Corporations is Rs.2,200 crore, of which paid up capital by the end of Annual Plan 2003-04 was Rs.1101 crore (50 per cent). During the Tenth Plan, Rs.478.2 crore has been allocated for the four Corporations as Central capital share, of which Rs.216.27 crore has been released benefiting 1,58,851 SC families, 32,679 safai karamachari families, 1,66,512 backward classes beneficiaries and 51,487 minority beneficiaries.

3.21 A critical assessment of the working of all these Corporations has highlighted the fact that though the recovery rate of loans has been improving, the Corporations continue to remain heavily dependent on government assistance, though they were expected to become self-reliant within two to three years of their establishment. The Ministry of Social Justice & Empowerment has recently got an evaluation done of the NSFDC and NSKFDC. This has shown that the following major

changes are required for effective functioning of these Corporations:

- improving the loan recovery position through close monitoring and supervision;
- reducing the administrative expenditure to 8-10 per cent of income;
- leveraging of funds from banks and financial institutions; and
- selection of suitable, viable and need-based activities for the beneficiaries by imparting necessary training and skill etc. and backward and forward linkages with the market..

3.22 The SCDCs need to be activated to take up identification of suitable beneficiaries, imparting skills and training through entrepreneurship development programme and recovery of loans, as they are the channelising agencies of the four corporations.

3.23 As agriculture is the main occupation of SCs and STs, there is an urgent need for land reforms, besides providing irrigation facilities and developing the land suitably for cultivation. The National Common Minimum Programme (NCMP) has sought the provision of minor irrigation to all lands belonging to SCs/STs. It is, therefore, necessary to develop a well-conceived programme to cover all lands, including SC lands, with minor irrigation through an effective and achievable project

approach. Schemes implemented by the Ministry of Agriculture and the Department of Water Resources like the Accelerated Irrigation Benefit Programme (AIBP) may be integrated with the programmes of the Ministry of Social Justice & Empowerment for this purpose.

SOCIAL JUSTICE

3.24 The Protection of Civil Rights (PCR) Act, 1955, and the SC and ST (Prevention of Atrocities) Act, 1989 (POA Act) are two important legislations to address the problems of social discrimination, prevalence of social evils like untouchability and the increasing cases of exploitation and atrocities against disadvantaged groups. The POA Act provides for special courts/mobile courts for on-the-spot trials and prompt disposal of cases.

3.25 A Centrally sponsored scheme, Implementation of PCR Act and POA Act, was initiated in 1955 to ensure effective implementation of these Acts. Under the scheme, financial assistance is provided for strengthening the administrative, enforcement and judicial machinery related to these legislations, publicity and relief and rehabilitation of the affected persons. As the practice of untouchability still prevails, either directly or indirectly, there is a need for stringent enforcement of the existing legislations along with spreading awareness. The Tenth Plan outlay for the scheme was Rs.170 crore, of which an expenditure of Rs.76.56 crore (45 per cent) was incurred during the first two years. A total of 22 special courts under the PCR Act, and 137 exclusive special courts under the POA Act have been set up in the last two years. According to the *Crime in India 2003* report, the number of cases of crimes against SCs dropped from 33,507 cases in 2002 to 19,351 cases in 2003.

3.26 Top priority has been accorded to efforts for achieving the national goal of complete eradication of manual scavenging by the end of Tenth Plan (2007). The programme has two components – conversion of dry latrines into water-borne latrines and training

and rehabilitation of scavengers (whose number is estimated at 6,76,000) and to provide them alternative and dignified occupations. The first component of the scheme is being implemented by the Ministry of Urban Employment and Poverty Alleviation. The National Scheme of Liberation and Rehabilitation of Scavengers and Their Dependents has been transferred to the Ministry of Urban Employment and Poverty Alleviation in 2003-04 to ensure its effective implementation. In 2002-03, Rs.29.78 crore was provided for training 19,000 scavengers and rehabilitating 24,000.

3.27 The 2001 Census figures show that while the literacy rates among some minorities (Christians, Sikhs and Buddhists) are higher than the national average of 64.8 per cent, the literacy rate among Muslims, at 59.1 per cent, is below the national average. The educational status of Muslim women, with a literacy rate of 50.1 per cent, is lower than that of Muslim men, among whom the literacy rate is 67.6 per cent. The social and economic empowerment of minorities requires emphasis to be laid on technical, vocational training especially for women and girl children and modernisation of Madrasas. In the Tenth Plan, the Area Intensive and Madarasa Modernisation Programme of the Ministry of Human Resource Development, may be utilised for the educational development of the educationally backward minorities. In addition, for the educational uplift of the Muslims, particularly of the girl child, it is important to ensure that in the localities with concentrations of population of the community primary schools are established in adequate numbers, with buildings, equipment and teacher-pupil ratio according to the prescribed standards. This should be done in the course of implementation of Sarva Shiksha Abhiyan during the remaining period of the Tenth Plan.

SPECIAL STRATEGIES OF SPECIAL COMPONENT PLAN

3.28 The SCP for SCs and the Special Central Assistance (SCA) to SCP are two innovative strategies to ensure additional flow of funds/benefits for SCs. The SCP, introduced

in 1979-80, involves earmarking population-proportionate funds from the general development sectors for the overall development of SCs to raise them above the poverty line. The SCA to SCP is extended to states as 100 per cent grant to fill the critical gaps in family-based income-generating schemes with supporting infrastructure development. So far 14 Central ministries/departments and 27 states/Union Territories have been earmarking funds under SCP. States/Union Territories have been advised to prepare specific project reports for utilisation of SCA, linking it with the loan component under NSFDC for helping the BPL SC families in a intensive manner. The Central Standing Tripartite Committee (CSTC) reviews the implementation of SCP and Tribal Sub-Plan (TSP) and guides the nodal Ministries of Social Justice and Empowerment and Tribal Affairs in ensuring earmarking of funds by the service-oriented Ministries/Departments on the basis of the SC/ST population. Three categories of Central ministries have been identified: regulatory ministries, ministries whose services are divisible

in nature and ministries/departments whose services are not divisible in nature.

3.29 Table 3.1.4 shows that both the Centre and state governments have not earmarked adequate SC/ST population-proportionate funds under their SCP and TSP, as required. However, the flow of funds in the states is comparatively better than that of the Central ministries/departments. During the first two years of the Tenth Plan, only a few states like Assam, Haryana, Punjab, Sikkim, Tamil Nadu and Uttaranchal, have earmarked funds under SCP in proportion to their respective SC population percentage.

RESOURCE POSITION

3.30 The government has been implementing 13 schemes for the well being of SCs, OBCs and minorities towards the fulfilment of its Tenth Plan commitments. An outlay of Rs.6,526 crore, including Rs.2,313.40 crore as SCA to SCP, has been earmarked in the Tenth Plan for this sector. The pace of

Table 3.1.3
Flow of funds through SCP, TSP and SCA to SCP and TSP during 2002-04

(Rs.crore)

Items	Annual Plans (2002-04)		Percentage Col. 4 to col.3
	Outlay	Flow to SCP/TSP	
(1)	(2)	(3)	(4)
Special Component Plan (SCP) for SCs			
- Flow from Central Plan in respect of 14 Ministries/Deptts. (During 1997-2000)	5478.89	1646.02	10.63
- Flow from State Plan (in respect of 24 States/U.Ts)	1817.39	214.36	11.80
Tribal Sub-Plan (TSP) for STs			
- Flow from Central Plan in respect of 7 Ministries/Deptts (During 2002-03)	18796.00	930.88	4.95
- Flow from state Plan (in respect of 9 states/Union Territories. (During 2002-03)	31174.87	3325.90	10.67
Special Central Assistance (SCA) to SCP and TSP			
- SCA to SCP (Outlay & Release)	763.60	818.00	107.20
- SCA to TSP (Outlay & Release)	997.00	960.89	96.30

Source: Ministry of Social Justice and Empowerment and Ministry of Tribal Affairs, Government of India, New Delhi.

progress made during the first three years of the Tenth Plan is quite slow. The actual expenditure of first two years (2002-04) and anticipated expenditure of third year (2004-05) adds up to Rs.2,696.45 crore, which is only 41.32 per cent of the Plan allocation, leaving a balance of Rs.3829.55 crore for the remaining two years of the Tenth Plan. It is expected that about 60 per cent of the Tenth Plan allocation should have been utilised by the end of the third year. There is a shortfall in utilisation Plan outlay to the extent of 18.8 per cent in the SC sector, 12.6 per cent in the OBC sector and 19 per cent in the minority sector.

ISSUES OF CONCERN

3.31 Assessing the qualitative and quantitative impact of the programmes of the Ministry of Social Justice & Empowerment is difficult in the absence of information on the

physical and financial targets and achievements for many of the schemes. The Ministry is not in a position to fix any physical targets for many of the schemes like Post-Matric Scholarships, Hostels for Boys and Girls, SCA to SCP etc. as they are either demand-driven (as per the state proposals) or the matching resources have to be allocated by the states in their budget. This problem is more acute in the state sector schemes and Centrally sponsored schemes. States do not allocate funds for Centrally sponsored schemes like Coaching and Allied, Construction of Hostels, Pre-Matric Scholarships etc. which involve varying degree of state government funding, as a result of which the facilities/services available under these schemes do not reach the beneficiaries.

3.32 There are several SC settlements that are located on the outskirts of the main habitations and are segregated from them. Many

Table 3.1.4
Outlay and expenditure of Ministry of Social Justice and Empowerment in the Tenth Plan
(Rs.in crore at 2001-2002 constant prices)

Category	Tenth Plan	Annual Plan 2002-03		Annual Plan 2003-04		Annual Plan 2004-05		Annual Plan 2005-06	Likely Exp. (2002-05)	Percentage (Col.10 to Col.2)
		BE	Expd.	BE	Expd.	BE	RE			
1	2	3	4	5	6	7	8	9	10	11
1. SCs	5786.00	929.70	784.88	872.22	799.49	868.92	798.15	837.01	2382.51	41.18
(i) Regular Schemes	3472.60	564.22	366.32	512.71	440.55	507.19	523.48	451.99	1330.35	38.31
(ii) SCA to SCP	2313.40	365.48	418.56	359.51	358.94	361.73	381.62	421.01	1159.12	50.10
II. OBCs	450.00	73.77	75.97	64.50	56.01	63.98	81.44	64.34	213.42	47.43
III. Minorities	290.00	37.99	24.49	49.45	19.82	65.83	74.65	46.19	118.96	41.02
Total - A (BCW)	6526.00	1041.47	885.34	986.17	875.31	998.72	935.79	983.54	2696.45	41.32
I. Disabled	1465.40	221.31	187.13	205.18	157.90	220.99	170.58	213.15	516.61	35.10
II. Social Defence & Others	538.60	96.91	78.78	89.27	71.91	95.99	83.22	91.37	233.90	43.72
Total -B (SW)	2004.00	318.23	265.90	294.45	229.81	316.98	253.80	304.02	749.51	37.40
Grand Total	8530.00	1359.69	1151.24	1280.61	1105.12	1315.7	1189.57	1288.07	3445.96	40.40

* Excludes Rs. 40 crore which has been transferred to Ministry of Urban Affairs & Poverty Alleviation for the implementation of the scheme 'Eradication of Manual Scavenging'.

Source: Ministry of Social Justice & Empowerment, Government of India, New Delhi.

of these SC settlements do not have access to basic services such as safe drinking water, approach roads, health facilities, sanitation, etc. Efforts are, therefore, needed to ensure that all the marginalised and deprived settlements, especially in the remote and inaccessible areas, are provided with the basic services.

3.33 It is necessary to involve the corporate sector and NGOs to complement the government's efforts to ensure the welfare and development of disadvantaged groups. The NGOs/voluntary organisations have been implementing projects which are of direct benefit to the target groups with grants-in-aid/financial assistance from the government. They include construction of hostels, mobile medical units, balwadi/crèche, vocational training centres, employment-cum-income generating activities, coaching etc.

3.34 Successful and credible NGOs should be encouraged to reach target groups in the inaccessible and remote areas and in areas where voluntary action is either minimal or absent. Their efforts should be directed not just towards the welfare and development of these disadvantaged groups but also to encourage them to participate in the development process and raise their voice against violence, atrocities and exploitation. However, a system of involving only accredited NGOs with impeccable credentials needs to be evolved to ensure proper utilisation of resources. A Central bureau for screening and accrediting NGOs needs to be set up.

SOCIAL WELFARE

3.35 The social welfare groups, include persons with disabilities (loco-motor, visual, hearing, speech and mental disabilities); social deviants who come in conflict with law (juvenile delinquents/vagrants, drug addicts, alcoholics, sex workers, beggars etc); and the other disadvantaged groups, which includes older persons, children in distress such as street children, orphaned/abandoned children etc. While the Census has figures on the population of disabled and the aged, there is no data on to the size of other groups. According to the 2001 Census, the disabled

are estimated at 21.90 million or about 2.2 per cent of the total population and about 75 per cent of the disabled are in rural areas. The aged (60+) number 70.6 million, accounting for 6.9 per cent of the total population.

PERSONS WITH DISABILITY

3.36 The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995 (PWD Act), which came into force in 1996, aims to empower persons with disabilities with a right to demand an enabling environment in which they can enjoy protection of rights, equal opportunities and full participation in developmental activities. The Act has a special focus on rehabilitation of the rural disabled.

3.37 However, state governments have not made much headway in the effective implementation of the Act, with some states not even having constituted the mandatory State Coordination Committees (SCC). Where they have been constituted, no meetings have been held.

3.38 To ensure adequate financial support, the Tenth Plan advocated the introduction of a Component Plan for the Disabled in the budget of all the concerned ministries/departments to ensure regular flow of funds for schemes/programmes for empowerment of the disabled. The Ministry of Social Justice and Empowerment had expressed its difficulty in implementing this suggestion. There is, however, ample scope in the PWD Act to ensure that both Central and state governments pay adequate attention to persons with disabilities.

3.39 Not much progress has been made in two other thrust areas of the Tenth Plan: to develop and implement disabled-friendly policies in the public and private sectors and to develop a social security scheme for the old and the disabled on the lines of the old-age pension.

3.40 There are six National Institutes for people with disabilities: the National Institute

for Visually Handicapped, Dehradun; the National Institute for the Orthopaedically Handicapped, Kolkata; the Ali Yavar Jung National Institute for the Hearing Handicapped, Mumbai; the National Institute for the Mentally Handicapped, Secunderabad; the National Institute for Rehabilitation, Training and Research, Cuttack; and the National Institute for Physically Handicapped, New Delhi. All these institutes offer a variety of long term training programmes – three-year degree courses in physiotherapy, occupational therapy, mental retardation, education of the deaf, communication disorders – as well as shorter period degree and diploma courses in these disciplines as well as in prosthetic and orthotic engineering and audiology, speech therapy and teachers training for the blind.

3.41 At present, the National Institutes are paying more attention to building up technical manpower through degree and diploma courses. However, their role in the area of research and development and up-gradation of services in the states has been very limited and this needs to be strengthened in order to develop cost-effective aids and appliances. The activities of these National Institutes also need to be evaluated from time to time so as to diversify/modify training programmes and to make them more relevant to the available job opportunities and from the point of view of their usefulness, coverage and cost effectiveness.

3.42 The Integrated Scheme to Promote Voluntary Action for Persons with Disability scheme is the result of the amalgamation of four similar Ninth Plan schemes with the common objective of promoting voluntary efforts for the welfare and development of persons with disabilities. This re-cast umbrella scheme not only incorporates all the components of the earlier schemes but also proposes to cover new areas like legal aids and legal counselling; support facilities for sports, recreation, excursions, creative and performing arts; promotion of research in various developmental areas, establishment of well equipped resource centres, etc. The scope of the revised scheme has been increased so that any voluntary organisation working for ameliorating the plight of the disabled is funded.

3.43 The presence of voluntary organisations in some states like Punjab, Haryana, Uttar Pradesh, Bihar and Jharkhand is very poor. There is an urgent need to promote credible voluntary organisations in these areas.

3.44 The Ministry of Social Justice and Empowerment facilitates delivery of various rehabilitation services to persons with disability by extending financial, technical and administrative support to public institutions and voluntary organisations so that they can enlarge the scope of vocational and professional opportunities, income generation opportunities and promote formal as well as non-formal employment through placement services. The funds are provided to the voluntary organisations for running rehabilitation centres for leprosy-cured persons, manpower development in the field of mental retardation and cerebral palsy, visual impairment and hearing impairment and special schools for the major areas of disability and for any other specific activities.

3.45 Although the Disability Division of the Ministry has a well-developed system of monitoring its schemes, programmes and institutions/organisations, there is need to further strengthen the system with more vigilance involving state governments and independent private institutions to keep check on misuse of the funds. A total 1,323 NGOs have been assisted under the Promotion of Voluntary Action for Persons with Disabilities scheme to benefit 4,67,000 persons and Rs.211.30 crore released (42 per cent) as grant to NGOs in the first three years of Tenth Plan.

3.46 The Assistance to Disabled Persons for Purchasing/Fitting of Aids and Appliances scheme, popularly known as ADIP, has a direct impact on the lives of indigent disabled persons through the supply of durables, standard sophisticated aids and appliances. Voluntary organisations, Red Cross Societies, the National Institutes and the Artificial Limbs Manufacturing Corporation (ALIMCO), Kanpur, are provided grant-in-aid for the purchase, fabrication and distribution of aids and appliances. Under the scheme,

implementing agencies get 100 per cent non-recurring financial assistance for those aids that do not cost more than Rs.6,000. The fund utilisation and coverage of beneficiaries under the scheme indicate satisfactory progress. Against the outlay of Rs.354 crore in the Tenth Plan, the actual expenditure in the first three years will be Rs.165.46 crore, (46.67 per cent of outlay) and 5,12,000 beneficiaries were covered.

3.47 ALIMCO was set up in 1976 for developing, manufacturing and supplying artificial limbs and rehabilitation aids to the disabled. In spite of a strong element of subsidy built into its products, ALIMCO was, at one time, running into losses. However, over the last three years, it has significantly improved its operations, achieving substantial increase in turnover and cutting its cash losses. The value of production has gone up to Rs.41.41 crore in 2003-04 from Rs.34.33 crore in 2001-2002 and the value of sales from Rs.38.9 crore in 2003-04 from Rs.31.94 crore in 2001-02. Against the Tenth Plan outlay of Rs.20.50 crore, Rs.2.13 crore has been spent in the first year and there is no budgetary support provided for Plan outlay thereafter as the Corporation is able to generate internal resources to sustain its operations.

3.48 Some of ALIMCO's products are costlier compared to items manufactured by other agencies. However, the quality, efficiency and durability of ALIMCO products are better than the others and product range is much larger and varied than any other single manufacturing unit in the country. The products of ALIMCO include orthoses, prostheses for upper and lower extremities, spinal braces, traction kits, wheel chairs, crutches, three wheelers and special tools and equipment required for fitment of prosthetic and orthotic assemblies by limb fitting centres. There is an urgent need to evaluate the functioning of the Corporation to assess how it caters to the needs of poorer segments of the disabled and optimise the cost of production of various aids and appliances.

3.49 The Rehabilitation Council of India (RCI) was set up in 1986 to regulate and monitor

the training policies and programmes for persons with disabilities, prescribe minimum standards of education and training for various categories of professionals dealing with persons with disabilities, regulating these standards in all training institutions country-wide to bring uniformity, recognising institutions/universities running courses in the field of rehabilitation, recognising foreign degree/diploma/certificates awarded by universities/institutions on a reciprocal basis, promoting research in rehabilitation and special education, maintenance of a Central Rehabilitation Register and related matters.

3.50 In addition to its normal activities, RCI has been engaging itself in the training of special educators and medical professional / personnel. Not only is this outside RCI's mandate but it also overlaps with the activities of other National Institutes and agencies. Regulating the training of rehabilitation professionals by itself is a huge task and the Council should confine itself to the mandate given to it under the existing provisions.

3.51 The National Handicapped Finance Development Corporation (NHFDC) was set up in 1997 to promote economic empowerment of persons with disabilities through financing of self-employment ventures and assisting beneficiaries in the upgradation of technical and entrepreneurship skills. During the first two years of the Tenth Plan, 1,0028 individuals and 98 NGOs, including micro-finance groups, were benefited. The NHFDC operates through the State Channelling Agencies (SCAs) nominated by the respective states governments, which number 46 at present. The Corporation has been doing satisfactory work as the number of individual beneficiaries has gone up from 2,913 in 2001-02 to 5,564 in 2003-04. However, there is need to reduce the administrative costs, which are about 3 per cent of the annual disbursement and to improve the loan recovery position. As of 25 November 2004, the Corporation had outstanding loans to the tune of Rs.5.77 crore.

SOCIAL DEVIANTS

3.52 The Prevention and Control of Juvenile Maladjustment scheme provides full

coverage of services in all districts as contemplated under the Juvenile Justice Act, 1986 (JJ Act) as amended in 2000. Many states are not able to avail funds under this Centrally sponsored scheme because of their inability to contribute a matching share of 50 per cent. Although, the utilisation of the funds has been satisfactory (89.5 per cent in 2002-03 and 102 per cent in 2003-04), more than 72 per cent funds were utilised by only five states – Andhra Pradesh, Madhya Pradesh, Maharashtra, Tamil Nadu and Uttar Pradesh. Maharashtra alone received more than 35.5 per cent of the total funds released under the scheme in 2002-03 and 45.31 per cent in 2003-04, which shows a huge inter-state disparity in utilisation of funds. The major gaps in the implementation of the Act have been inadequate and poor quality juvenile justice infrastructure, low priority given by the state governments and lack of trained manpower. The scheme was revised in 1998 and renamed Integrated Programme for Juvenile Justice. A Juvenile Justice Fund has been set up to bring about qualitative improvements in the infrastructure.

3.53 The Prohibition and Prevention of Drug Abuse scheme was launched in 1985-86 as a Central Plan scheme to educate the community and create awareness about drug abuse; provide motivational counselling, treatment and rehabilitation of drug addicts, ensure their social re-integration and to promote community participation and public cooperation for drug demand reduction. A total of 373 NGOs were assisted and 369 de-addiction centres set up in 2002-03 and 295 NGOs assisted and 315 de-addiction centres established up to March 2004 in 2003-04. However, 57.6 per cent (170) of the 295 NGOs assisted in 2003-04 were located in just seven states and 124 of these are in four states – Maharashtra (45), Uttar Pradesh (40), Kerala (21) and Manipur (18). Similarly, out of the 315 de-addiction centres set up in 2003-04, 136 are in four states alone. Thus, the scheme has not been able to assist the needy groups and reach remote areas. Out of 46 counselling centres, there are only eight in the North-East, an area that deserves special attention. The scheme should be redesigned and activated.

OTHER DISADVANTAGED GROUPS

3.54 The Assistance to Voluntary Organisations for Welfare of the Aged, initiated in 1992-93 was revised in 1998 to make it more flexible. The new scheme, An Integrated Programme for Older Persons, was designed to meet the diverse needs of the aged including reinforcement and strengthening of the family and awareness generation on issues related to the aged. As many as 863 old age homes/day care centres/mobile medicare units are operational under the scheme. Financial assistance to 322 old age homes, 273 day care centres, 56 mobile medicare units was given in 2003-04. Of the Tenth Plan outlay of Rs.104 crore, Rs.47.05 crore was spent during first-three years of the Plan which shows utilisation of 45.2 per cent of the approved outlay.

3.55 The government announced a National Policy for Older Persons in January 1999 and an Action Plan 2000-05 to operationalise this policy was initiated in 2001. However, implementation of the action plan has been inordinately delayed. In order to translate the Policy into action and ensure equitable coverage, cost-effective operation and better convergence of programmes, emphasis needs to be laid on utilising available institutions, government/semi-government machinery, panchayati raj institutions (PRIs) and local bodies. Currently, there are very few NGOs working in the rural areas for the welfare and development of the aged. The elderly population in interior rural/backward areas remains neglected and there is, therefore, a need to mobilise human and financial resources for the community in a big way. The scheme for older persons should be implemented by PRIs because it falls under the domain of functions assigned to them by the 73rd amendment to the Constitution. Further, PRIs are the most appropriate levels where existing programmes for the elderly can converge.

3.56 The Integrated Programme for Street Children scheme assists a wide range of initiatives, which cover providing shelter, nutrition, health-care, sanitation and hygiene, safe drinking water, education, recreational facilities and protection against abuse and

Box 3.1.1
Commitment of the Tenth Plan

The Tenth Plan commitments for the well-being of the older persons were to be achieved through:

- effective implementation of the National Policy on Older Persons in extending support for financial security, health care, shelter, welfare, protection and other needs of the older persons;
- strengthening and expanding the NGO network with the objective of reaching the most needy on a priority basis;
- ensuring financial security, through various pension schemes, financial preparation for old age, productive aging, income generation activities, etc.;
- extending Zilla Aadhar facilities to all districts;
- identifying the salient features for an appropriate legislation on old age protection.

exploitation. The objective of this programme is to prevent destitution of children who are without homes and family ties and facilitate their withdrawal from the streets. The main services under the scheme include establishment of 24-hour drop-in-shelters, non-formal education, vocational training, placement, capacity building and general awareness. Since its inception in 1998 as many as 2,50,740 street children have been benefited through 214 voluntary organisations in 24 States/Union Territories.

3.57 One of the important initiatives taken for the welfare of the children was the establishment of a Childline service, which is a 24-hour toll-free telephone service (1098) that can be accessed by children in distress or by adults on behalf of these children to seek emergency assistance and for referring the child to an appropriate organisation for long-term follow-up care. The objective of the Childline is to attend to children in difficulties and facilitating their rehabilitation through providing a platform for networking among government and non-government agencies in the area of child welfare and sensitising those working in the police, judiciary, hospitals, etc. on child protection issues. Childline is presently functional in 55 cities and has responded to more than 48.79 lakh calls between its inception in 1998 and December 2003. An outlay of Rs.85.90 crore has been allocated for the Tenth

Plan period but only Rs.39.10 crore (45.5 per cent) has been spent in the first-three years, indicating a shortfall of 14.5 per cent.

3.58 Despite the continuous efforts of the government, street children continue to be in a precarious situation. Coordinated efforts are required for implementation of the Integrated Programme for Street Children and for extending its reach in order to attend to problems and needs of these children. The programme has so far benefited 1,040 children against the target of 1,200 for first two years of Tenth Plan. In addition, 840 children have been benefited under the Sishu Grih scheme, which is a part of this scheme.

RESOURCE POSITION

3.59 In order to fulfil the Tenth Plan commitments, the government has been implementing 16 schemes (15 as Central sector and one as a Centrally sponsored scheme) for the care of the disabled as well as in the social defence and other disadvantaged groups segment. There are 10 Central sector schemes for the welfare of disabled during the Tenth Plan with an outlay of Rs.1465.40 crore (Annexure- 3.2) and the main schemes include Schemes for Funding National Institutes, AIDP, Scheme to Promote Voluntary Action for Person with Disabilities, NHFDC and Implementation of the PWD Act, 1995. Out

of the outlay of Rs.1465.40 crore for the disability sector, Rs.1319.80 crore (about 90 per cent) has been earmarked for these five schemes and, therefore, the progress of the expenditure would largely depend on the progress made in these. Similarly, an outlay of Rs.538.60 crore has been earmarked during the Tenth Plan for social defence and other disadvantaged groups, of which Rs.453.40 (84.20 per cent) is for four schemes – Assistance to Voluntary Organisations for Providing Social Defence Services, Assistance to Voluntary Organisations for Programmes Related to the Aged, Grant-in-aid for Welfare of Children in Difficult Circumstances and Schemes for Prevention and Control of Juvenile Social Maladjustment.

3.60 The pace of progress made during the first three years of the Tenth Plan in both the disability and social defence sectors has been slow (Annexure 3.1.2). In the disability sector, the anticipated expenditure for the first three years of the Tenth Plan has been estimated at Rs.456.61 crore (31.20 per cent) against a total Central sector outlay of Rs.1465.40 crore, leaving a balance of Rs.1008.8 crore (68.8 per cent) for the remaining two years of the Plan. The shortfall of 28.8 per cent (considering 60 per cent as ideal expenditure for three years) is mainly due to poor performance of two schemes – Implementation of the PWD Act (Rs.15.92 crore expenditure against Rs.154 crore outlay) and College of Rehabilitation Science (Rs.1.00 crore expenditure against Rs.53.73 crore outlay). However, action is being taken to get these two programmes launched during 2004-05.

3.61 Similarly, in the social defence and other disadvantaged groups sector, only Rs.228.56 crore (42.4 per cent) of an outlay of Rs.538.60 crore has been spent, leaving a balance of Rs.310.04 crore (57.6 per cent) for next two years and there is a short fall of about 17.6 per cent. There has been slow progress on expenditure in six schemes relating to social defence and other disadvantaged groups. The overall performance in terms of financial achievements in the social welfare sector during the first three years of the Plan has been

somewhat low. As against an outlay of Rs.2004 crore, only Rs.685.21 crore (34.2 per cent) has been spent, resulting in a shortfall of 21 per cent for the sector.

ISSUES OF CONCERN

3.62 The progress of implementation of the PWD Act by the states has not been very encouraging. The expenditure under the Implementation of PWD Act scheme has been only 10.82 per cent of the approved Tenth Plan Outlay in the first three years of the Plan.

3.63 Due to the changing demographic and socio-economic scenario, the numbers of the older population will increase. As a priority step, the Action Plan 2000-05 to operationalise the National Policy on Older Persons, 1999 should be prepared expeditiously.

SCHEDULED TRIBES

3.64 According to the 2001 Census, the total population of STs is 84.3 million, which constitutes 8.20 per cent of the country's population. Of these about 1.32 million (1.57 per cent) belong to Primitive Tribal Groups (PTGs).

3.65 As in the case of the SCs, the Tenth Plan objective of empowering the tribals is being achieved through a three-pronged strategy of social empowerment, economic empowerment and social justice. The Core Committee on zero-based budgeting carried out an extensive exercise to rationalise the 25 Plan schemes (16 Central sector schemes and 9 Centrally sponsored schemes) in the Ninth Plan and brought down the number to 14 (10 Central sector schemes and 4 Centrally sponsored schemes).

SOCIAL EMPOWERMENT

3.66 The flagship scheme of Post-Matric Scholarships, which is akin to the Post-Matric Scholarship scheme for SCs, was revised in 2003 on similar lines. Till 2004-05, 2 million tribal students availed of scholarships. The likely expenditure during the first three years of the Tenth Plan is Rs.182.67 crore, which is

47.7 per cent of the outlay of Rs.383.09 crore (Annexure 3.3).

3.67 The Ashram Schools in Tribal Sub-Plan (TSP) area scheme was launched in 1990-91 to promote educational development in tribal areas through the creation of residential facilities, especially focusing on ST girls and children of PTGs, migrant and nomadic STs. The scheme is being implemented in 21 states and two Union Territories. Against the Tenth Plan outlay of Rs.78.30 crore, the likely expenditure during the first three years is Rs.20.50 crore. Recent evaluation studies show that Ashram school buildings and infrastructure facilities are not maintained or utilised properly.

3.68 The Educational Complexes in Low Literacy Pockets scheme for the development of girls and women's literacy was introduced in 1993-94 in 136 districts of 14 states, where the literacy rates among ST females are less than 10 per cent. The scheme is being implemented through NGOs, institutions set up by government and autonomous bodies as well as registered cooperative societies. The likely expenditure during the first three years of the Tenth Plan is Rs.18.21 crore, which is 40.7 per cent of the outlay of Rs.44.74 crore. A total of 320 educational complexes were established in the first two years.

3.69 The Construction of Hostels for Scheduled Tribe Boys and Girls scheme was started during the Third Plan. A separate scheme for Construction of Hostels for Scheduled Tribe Boys was launched in 1989-90 and both the schemes were merged into one scheme during the Tenth Plan. The basic objective of the scheme is to provide hostel accommodation to tribal students so as to enable them to continue their studies. During the first three years of the Tenth Plan, the likely expenditure is Rs.41.95 crore, which is 30.9 per cent of the outlay of Rs.134.24 crore. Evaluation studies have noted that school buildings are not maintained properly and the state governments do not provide adequate facilities to the hostellers.

3.70 Seventy-five PTGs are living in very fragile conditions and without access to basic

minimum services. Some are even facing the threat of extinction. The Central sector scheme for the development of PTGs is being implemented in 15 states/Union Territories through Integrated Tribal Development Projects (ITDPs)/Tribal Research Institutes (TRIs) and NGOs. A baseline survey on the situation of PTGs and action towards for their overall development (including literacy, agriculture, health, housing) have been initiated. During the first three years of the Tenth Plan, a sum of Rs.47.29 crore was utilised, which is 42.3 per cent of the total outlay of Rs.111.87 crore, by implementing 1,172 projects against the target of 2,900 projects.

3.71 A scheme of Grant-in-aid to Voluntary Organisations working for the STs was launched in 1953-54 to undertake developmental activities in the fields of education, health and sanitation in addition to need-based economic activities to supplement the efforts of the government, especially in the interior tribal areas. Coaching and Allied scheme is also playing an important role in preparing eligible ST candidates for competitive examinations being conducted by the Union Public Service Commission (UPSC), State Public Service Commission, Staff Selection Commission etc. Special incentives are also being given to NGOs/voluntary organisations who are doing exemplary work, like the Ramakrishna Mission Ashram. The Ministry could utilise only Rs.81.74 crore during the first three years of the Tenth Plan, which is 45 per cent of the total outlay of Rs.178.98 crore (Annexure 3.1).

3.72 In spite of the various educational and vocational training programmes in operation, the literacy rate, enrolment rate, health and other indicators of the tribal population remains poor as has already been seen in Table 3.1.1. There is a need for special efforts to identify the loopholes in the programmes, especially in delivery systems, and redesigning the schemes wherever necessary.

ECONOMIC EMPOWERMENT

3.73 Cultivation is the main occupation of 45 per cent of the tribals and 37 per cent of

them are agricultural labourers, according to the 2001 Census. Forty-six per cent tribals in rural areas and 35 per cent in urban areas were living below the poverty line, according to 1999-2000 figures. Various schemes to empower the tribals through employment and income generating activities and food security are being implemented through the National Scheduled Tribes Finance & Development Corporation (NSTFDC), Tribal Cooperative Marketing Development Federation of India Ltd. (TRIFED) and State Scheduled Tribes Finance & Development Corporations (STDCs).

3.74 The NSTFDC was set up in April 2001 under the the nodal Ministry of Tribal Affairs. This is an apex institution providing financial assistance to the eligible STs for self-employment and income generating activities. The authorised share capital of NSTFDC is Rs.106.87 crore. The corporation has launched a new scheme, Adivasi Mahila Sashaktikaran Yojana, to provide concessional loans, particularly to women beneficiaries. The corporation, in close coordination with National Bank for Agricultural & Rural Development (NABARD), had identified thrust areas for the economic development of STs. During the first two years of the Tenth Plan, NSTFDC has advanced loans amounting to

Rs.178.13 crore for income-generating activities and for working capital benefiting 8,67,740 tribal beneficiaries.

3.75 TRIFED was set up in 1987 with the objective of providing marketing assistance and remunerative prices to STs for their minor forest produce and surplus agricultural produce vis-a-vis value addition, in order to protect them from exploitation by private traders and middle men. TRIFED was given Rs.33.63 crore during the Tenth Plan, of which the likely expenditure is Rs.16.65 crore, while Rs.78.31 crore was given as grant-in-aid to STDCs, of which the likely expenditure is Rs.25.72 crore.

3.76 TRIFED'S work has been mostly related to the purchase of minor forest and agriculture produce from tribals and marketing this, instead of being a facilitator in the value addition of the produce and developing marketing/ credit linkages. It is beset with administrative/managerial problems and is making heavy losses. The Mid-Term Appraisal of the Ninth Plan had also undertaken a critical analysis of the Finance Corporations and TRIFED and it was suggested that business and managerial reforms be undertaken so as to make these bodies effective financial

Table 3.1.5
Outlay and expenditure under the schemes for economic development of STs in the Tenth Plan
(Rs. Crore) at 2001-02 constant price

S. No	Name of the Scheme	Tenth Plan	ANNUAL PLAN							
			2002-03		2003-04		2004-05		Total (2002-05)	
			B.E.	Exp.	B.E.	Exp.	B.E.	R.E.	Likely Exp.	Col.10 %age of col. 3
1	Investment in TRIFED and price support	33.63	5.80	5.74	5.62	5.61	8.83	5.30	16.65	49.51
2	Grant-in-Aid to STDCs for Minor Forest Produce	78.31	13.50	14.46	16.82	4.21	15.87	7.05	25.72	32.84
3	NSTFDC. and grant-in-aid to STDCs.	178.99	30.85	33.94	35.05	16.43	34.61	31.31	81.68	45.63
Total - I (CS)		290.93	48.23	54.15	56.56	26.25	59.31	43.66	124.06	42.64

Source: Ministry of Tribal Affairs, Government of India, New Delhi.

instruments in empowering the disadvantage groups. Evaluation studies have been undertaken to revitalise the Corporation and improve its functioning. Necessary changes need to be carried out in line with the suggestions to improve its performance.

3.77 The Establishment of the Village Grain Bank scheme was launched in 1996-97, with a view to setting up Grain Banks in remote, inaccessible tribal areas and drought-prone areas in order to provide a measure of food security. The scheme is being implemented in Andhra Pradesh, Jharkhand, Gujarat, Kerala, Madhya Pradesh, Manipur, Orissa, Tamil Nadu, Uttaranchal, West Bengal, Tripura and Maharashtra. The scheme is being revised in order to expand its coverage and to provide more grains per family besides supporting the cost of transportation and storage of grains. As against the target of 15,838 Village Grain Banks in the Tenth Plan, only 1,483 Banks benefiting 3,44,769 families could be set up during the first three years of the Plan period, with an expenditure of Rs.10.30 crore (4.5 per cent of outlay). The rapid evaluation of the scheme conducted by the Ministry of Tribal Affairs during the Tenth Plan indicates that the Grain Banks are operating effectively only at few places and that there is a serious problem of recovery of loan from the borrowers. However, the Village Grain Banks being operated through the NGOs are performing well. This points to the need to encourage involvement of the NGOs working in tribal areas especially to attend to the remote and inaccessible pockets.

SOCIAL JUSTICE

3.78 Constitutional guarantees ensure justice to the tribals. The Protection of Civil Right Act 1955 (PCR Act) and the Scheduled Castes/Scheduled Tribes (Prevention of Atrocities) Act 1989 (POA Act) are two important legal instruments to protect the tribals from all kinds of social discrimination like untouchability, exploitation and atrocities. The POA Act provides for special courts/mobile courts for speedy trial and disposal of the cases. Nineteen states have appointed special cells/squads/officers to ensure effective implementation of the Act.

3.79 In order to enable the tribals to participate in the decision-making process, provisions of the Panchayat (Extension to the Scheduled Areas) Act, 1996, has been extended to the Scheduled Areas empowering them to formulate Plans, implement and monitor schemes.

TSP, SCA TO TSP AND GRANT-IN-AID

3.80 The two special strategies of TSP for STs and SCA to TSP have been receiving special attention right from their initiation in Fifth Plan. SCA to TSPs is extended to states as an additionality to their Plan in the form of 100 per cent grant to fill the critical gaps especially in family-based income activities for BPL tribals. The Central Tripartite Committee set up in the Planning Commission reviewed

Box 3.1.2

The Panchayats (Extension to the Scheduled Areas) Act

The Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA 1996) is a landmark legislation ensuring the involvement of tribals in their empowerment process not only as active participants, but also as effective decision makers, implementers, monitors and evaluators. The PESA Act, 1996 provides specific powers and responsibilities to gram sabhas to ensure the effective participation of the tribals in their development in harmony their culture. This Act extends panchayats to the tribal areas of nine states — Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Maharashtra, Madhya Pradesh, Orissa and Rajasthan — which intends to enable tribal society to assume control over their own destiny to preserve and conserve their traditional rights over natural resources.

the implementation SCP and TSP of 14 Central ministries/departments and suggested the state governments set up such Tripartite Committees at the state level to review the functioning of SCP and TSP.

3.81 SCA guidelines were revised in 2003 to extend financial assistance for the development of forest villages, irrigation facilities, SHGs/ community-based employment-cum-income generation activities etc All Central ministries and state governments have to earmark funds at least in proportion to the population percentage of the tribals in the country and the states respectively. Going by the information available, 25 Central ministries and 23 states/ Union Territories are earmarking funds under TSP. An amount of Rs.1351.23 crore (54.17 per cent) has been released to different states/ Union Territories as SCA during the first three years of the Plan.

3.82 Under Article 275 (1) of the Constitution, grants from the Consolidated Fund of India are extended annually to various state governments having Scheduled Areas. The guidelines for releasing the grant have been revised to extend financial assistance to forest villages, model schools, expansion and integration of minor irrigation schemes etc. During the first three years of the Tenth Plan, Rs.816.52 crore has been released (54.4 per cent

of total outlay) to different states/ Union Territories.

RESOURCE POSITION

3.83 In order to fulfil the Tenth Plan commitments to empower the tribals, 14 Central and Centrally sponsored schemes were implemented with allocated funds to the tune of Rs.5,754 crore. The likely expenditure in the first three years is Rs.2,747.24 crore, which is 47.7 per cent of total outlay against the expected 60 per cent for the three years. However, the expenditure for the Central sector scheme and Centrally sponsored schemes is only about 32 per cent and 34 per cent respectively (Table 3.1.6).

TRANSFER OF CSS SCHEMES TO STATES

3.84 The Ministry of Tribal Affairs has suggested that the following schemes can be transferred to state governments without impairing their efficiency:

- Grants-in-aid to NGOs for STs including coaching and allied schemes and award for exemplary service.
- Educational Complex in low literacy pockets for development of women literacy in tribal areas.

Table 3.1.6
Outlays and expenditure of Ministry of Tribal Affairs for Tenth Plan at 2001-02 constant prices.
(Rs. crore)

Category	Tenth Plan	Annual Plan (2002-03)		Annual Plan (2003-04)		Annual Plan (2004-05)		Annual Plan 2005-06	Likely Expd. during 2002-05	Expd. During 2002-05 (%)
		BE	Expd	BE	Expd	BE	RE			
CS schemes	924.64	138.87	117.92	149.10	77.68	154.33	102.24	104.82	297.84	32.21
CSS schemes	829.36	140.78	79.30	121.98	90.80	126.98	111.55	224.24	281.65	33.96
SCA to TSP	2500.00	482.16	481.76	464.57	431.20	438.27	438.27	610.57	1351.23	54.05
G.I.A under Art. 275(1)	1500.00	289.3	289.3	280.43	236.21	291.01	291.01	319.14	816.52	54.43
Total	5754.0	1051.1	968.27	1016.08	835.89	1010.58	943.07	1174.78	2747.24	47.74

Source: Ministry of Tribal Affairs, Government of India, New Delhi.

- Schemes of upgradation of merit of ST students.

3.85 Since tribal areas are normally contiguously located, the state governments can adopt an area-based approach. The case for this is strengthened by the fact that the schemes have limited budgetary allocation, adopting this approach would put state governments in a better position to achieve effective implementation and control of these schemes as per the local needs. These schemes may be transferred to the states along with the 'Hostel for ST Students' scheme which is also facing the problem of timely allocation of funds and matching grants by the state governments.

ISSUES OF CONCERN

3.86 Since the enunciation of the late Prime Minister Jawaharlal Nehru's Panchsheel programme for tribal development, there has been no clear national tribal policy which could act as a roadmap for the welfare and development of tribals. The Tenth Plan recognises the need for formulating a comprehensive policy for tribals. A draft National Tribal Policy has been prepared by the Ministry of Tribal Affairs and has been circulated amongst the experts, administrators and Ministries for their comments. It is expected to be finalised by the end of 2005.

3.87 There are about 5,000 forest villages predominantly inhabited by the tribals, especially the PTGs, which lack basic minimum services. There is need to undertake development of these forest villages in coordination with the Ministry of Environment and Forests. Efforts have already been initiated to prepare comprehensive projects for their development, initially in Assam, West Bengal, Madhya Pradesh, Gujarat and Chattisgarh where 80 per cent of the forest villages are located. The funds available under SCA to TSP and Article 275(1) of the Constitution need to be utilised for this.

3.88 The PTGs live in the inaccessible pockets of forests, with declining sources of sustenance. A national plan of action for tribe-

specific comprehensive development needs to be expeditiously formulated and administered.

3.89 The economic and livelihood activities of tribals are rooted in the forests where they live. However, they are being denied their traditional rights over forest land and over forest produce because of the development of sanctuaries, national parks and other environmental restoration projects. The National Forest Policy, 1988 stipulates certain measures to involve tribals in forest department activities. The NCMP has also envisaged restoring the traditional rights of the tribals on forest produce, including tendu leaves. Minor forest produce has been now clearly defined to include all the bio-mass of non-timber forest produce and the Ministries of Environment & Forests and Tribal Affairs are working jointly to bring necessary legislations to confer ownership rights to the tribals living in forests. Action on this is required.

3.90 Tribals are being alienated from their lands due to acquisition of this land for public purposes, fraudulent transfers, forcible eviction, mortgages, leases and encroachments. The Ministry of Rural Development has estimated the extent of alienation of tribal land at the beginning of the Tenth Plan in different states: Andhra Pradesh (2.79 lakh acres), Madhya Pradesh (1.58 lakh acres), Karnataka (1.3 lakh acre), Gujarat (1.16 lakh acres). Settlement cases are not being disposed of easily. Thus, there is an urgent need to plug the loopholes in the administrative procedures and to restore the land alienated so far. Development of tribal land and augmentation of minor irrigation facilities through implementation of various schemes will boost the agricultural operations leading to increase in the income of the tribals.

3.91 Shifting cultivation is still being practised by about 600,000 tribals especially in the north-eastern states. The Ministry of Agriculture has a scheme for the control and transformation of shifting cultivation and this requires to be implemented properly.

3.92 Tribals have been displaced in large numbers on account of various large developmental projects like irrigation dams,

hydro-electric and thermal power plants, coal mines and mineral-based industries. A National Policy on Relief and Rehabilitation of Project Affected Families (PAFs) has been notified on 17 February 2004 with a relief package of 17 parameters to be fulfilled before permitting dislocation. This needs to be effectively implemented in tribal areas.

3.93 Though it is mandatory to allocate population-proportionate funds under TSP, most state governments/Union Territories and ministries are not doing so. The Planning Commission has taken up the matter by constituting a Central Standing Tripartite Committee and directions have been given to the nodal Ministries of Social Justice & Empowerment and Tribal Affairs, but progress on this front is very tardy. There is also an urgent need for making the TSP and Schedule V areas co-terminus with the development and protection of tribals and raising the level of administration in scheduled areas. The allocation of funds in the TSP areas also need to to be monitored and programmes implemented with the active involvement of the tribals as per the provisions of PESA Act, 1995 so that, the funds are allocated and utilised for the intended purposes.

3.94 The 73rd and 74th amendments to the Constitution have paved the way for the

involvement of panchayat raj institutions (PRIs) in the planning and implementation of schemes/programmes. All the state governments have enacted their state legislations in pursuance with the PESA Act, 1996. However, they are required to amend all the relevant Acts/Rules to bring them in conformity with the provisions of PESA to ensure effective participation of tribals in various developmental programmes.

3.95 The problems of nomadic and semi-nomadic tribes are distinct and there is no authentic data on them. As they do not have permanent residency due to their mobility, suitable welfare and development programmes need to be devised for their benefit.

3.96 The involvement of NGOs/voluntary organisations is are being sought to supplement the government's efforts in the implementation of the various schemes of educational, health, vocational training, hostels, ashram schools, TSP and Article 275(1) of the Constitution. Though some of the reputed NGOs/voluntary organisations are doing exemplary work, of late, spurious organisations have emerged. There is a need for standardisation of procedures in the identification of NGOs and awarding the programmes/schemes to the eligible one.

THE WAY FORWARD

SOCIALLY DISADVANTAGED GROUPS

- Put in place a mechanism to ensure timely disbursement of scholarships to SC/ST students
- Formulate and expeditiously operationalise/ implement a national fellowship scheme for SC/ST students for pursuing higher education, especially M.Phil and Ph.D programmes.
- Ensure that all the marginalized and deprived settlements, located on the outskirts of the main habitations, are provided with basic services.

- Involve the NGOs and corporate sectors in complementing the government's efforts for the welfare and development of the disadvantaged groups.
- Set up a Central bureau for screening and accrediting NGOs.

SOCIAL WELFARE

- Evaluate the activities of the various National Institutes for persons with disabilities from time to time and modify their training programmes to make them more relevant to available job opportunities.

- Promote credible voluntary organisations in states where their presence is weak.
- Evaluate the functioning of ALIMCO to assess how it caters to the needs of the poorer segments of the disabled population.
- Prepare, on priority basis, the Action Plan to operationlise the National Policy on Older Persons.

SCHEDULED TRIBES

- Utilise funds available under SCA to TSP and grants under Article 275 (1) of the Constitution for providing minor irrigation facilities to the tribals and for the development of forest villages predominantly inhabited by tribals on a priority basis.
- Work towards ensuring that tribals are not denied their traditional rights over forest land and forest produce, including tendu leaves through enactment of suitable legislation conferring ownership rights to the tribals living in forests.

- Enact suitable legislation to confer ownership rights to tribals living in forests. Plug loopholes in administrative procedures relating to restoration of alienated tribal lands.
- Ensure effective implementation in tribal areas of the National Policy on Relief and Rehabilitation of Project Affected Families.
- Monitor the allocation of funds in the TSP areas and implement programmes with the active involvement of the tribals.
- Devise suitable welfare and development programmes for the nomadic and semi-nomadic tribes.
- Standardise procedures for the identification of NGOs to weed out spurious ones.

MINORITIES

- Establish primary schools in localities with concentrations of Muslim population during the remaining period of the Tenth Plan, with buildings, equipment and teacher-pupil ratio according to the prescribed standards.

Annexure 3.1

Outlay and Expenditure for Educational Development Schemes for SCs, OBCs and Minorities
(Rs.in crore at 2001-02 constant prices)

Sl. No.	Name of the Scheme	TENTH PLAN 2002-07 Agreed Outlay	ANNUAL PLAN						Total - (2002-05)	
			2002-03		2003-04		2004-05		Likely Expdr.	Col. 10 as a %age of col. 3
			B.E.	Actual Expdr.	B.E.	Actual Expdr.	B.E.	R.E.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
I. CENTRAL SECTOR SCHEMES (CS)										
1	Setting up of Residential school for SC students studing in Class VI to XII	0.00	0.00	0.00	9.35	0.00	7.94	0.01	0.01	0.00
2	Maulana Azad Education Foundation	30.00	0.00	0.00	28.04	3.51	0.88	0.88	4.39	14.62
3	Dr.B.R.Ambedkar Foundation	5.00	0.96	0.96	0.93	0.93	0.88	0.88	2.78	55.62
Total - I (CS)		35.00	0.96	0.96	38.32	4.44	9.70	1.77	7.18	20.51
II. CENTRALLY SPONSORED SCHEMES (CSS)										
4	PMS and Book Banks for SC Students	1558.00	265.19	151.90	247.71	247.70	281.79	281.79	681.39	43.73
5	Pre-Matric Scholarships for children of those families engaged in unclean occupations	87.00	13.98	4.94	13.55	13.66	14.11	8.82	27.41	31.51
6	Hostels for SC & OBC boys & girls	347.00	59.31	54.48	54.22	61.65	56.70	49.81	165.94	47.82
7	Coaching & Allied scheme for SCs, OBCs & other weaker sections	97.55	15.09	6.89	6.45	4.01	7.05	4.41	15.31	15.70
8	Merit Based Scholarships for SC students	346.50	40.50	2.94	60.76	1.73	22.05	1.76	6.43	1.86
9	Merit Based Scholarships for OBC & Minorities students	289.5	55.83	45.48	38.32	38.32	37.70	37.76	121.55	41.99
Total - II		2725.55	449.90	266.63	421.01	367.06	419.40	384.35	1018.04	37.35
Total - (CS + CSS)		2760.55	450.87	267.60	459.34	371.50	429.10	386.12	1025.22	37.14

Source: Ministry of Social Justice & Empowerment, Government of India, New Delhi.

Annexure 3.2

Outlay and Expenditure in the Social Welfare Sector of Tenth Plan (2002-07)
(Rs.in crore at 2001-02 constant prices)

Sl. No.	Name of the Scheme	TENTH PLAN 2002-07 Agreed Outlay	ANNUAL PLAN						Total - (2002-05)	
			2002-03		2003-04		2004-05		Likely Expdr.	Col. 10 as a %age of col. 3
			B.E.	Actual Expdr.	B.E.	Actual Expdr.	B.E.	R.E.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
A. DISABILITY SECTOR										
1	Scheme for Funding to National Institutes	210.80	30.86	26.89	39.91	33.32	37.92	30.21	30.21	14.33
2	Assistance to Disabled Person for Purchasing/ Fitting of Aids & Appliances	354.50	53.04	54.97	53.28	51.41	59.08	59.08	165.46	46.67
3	Scheme to Promote Voluntary Action for Persons with Disabilities	503.00	69.43	72.88	73.85	66.41	79.37	72.04	211.33	42.01
4	National Handicapped Finance and Development Corporation	97.50	14.46	9.64	9.35	0.00	9.70	0.88	10.53	10.79
5	Implementation of the Persons with Disabilities (PWD Act), 1995	154.00	31.34	10.13	21.03	3.30	29.10	2.50	15.92	10.34
6	Others five schemes	145.60	21.60	12.66	8.88	4.63	6.88	5.91	23.20	15.93
	Total - A	1465.40	220.73	187.17	206.30	159.08	222.05	170.62	456.65	31.16
B. SOCIAL DEFENCE										
7	Assistance to Vol. Orgns. For providing Social Def. Services	158.50	27.48	27.19	26.64	23.51	28.35	26.42	77.12	48.66
8	Grant-in-aid for Welfare of Children in Difficult circumstanc	85.90	18.32	12.73	13.37	11.39	14.99	14.97	39.10	45.51
9	Assistance to Vol. Orgns. for programmes related to Aged Social Def. Services	104.00	19.58	15.91	18.70	14.77	19.40	16.37	47.05	45.24
10	Scheme for prevention & Control of Juvenile Social Maladjustment	105.00	15.43	13.82	14.96	15.32	18.60	18.55	47.69	45.42
11	Others	85.20	16.68	8.58	14.49	5.74	13.67	3.28	17.60	20.66
	Total - B	538.60	97.49	78.24	88.15	70.73	95.01	79.59	228.56	42.44
	Total - (A + B)	2004.00	318.23	265.41	294.45	229.81	317.05	250.21	685.21	34.19

Source: Ministry of Social Justice & Empowerment, Government of India, New Delhi.

Annexure 3.3

Outlay and Expenditure for Educational Development Schemes for Scheduled Tribes
(Rs.in crore at 2001-02 constant prices)

Sl. No.	Name of the Scheme	TENTH PLAN 2002-07 Agreed Outlay	ANNUAL PLAN						Total - (2002-05)	
			2002-03		2003-04		2004-05		Likely Expdr.	Col. 10 as a %age of col. 3
			B.E.	Actual Expdr.	B.E.	Actual Expdr.	B.E.	R.E.		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
I. CENTRAL SECTOR SCHEMES (CS)										
1	Grant-in-Aid to NGOs for Coaching ST Students	178.98	30.86	29.79	29.91	25.14	29.98	26.81	81.74	45.67
2	Vocational Training Centres in Tribal Areas	67.12	11.57	6.08	7.48	4.84	7.50	5.29	16.21	24.15
3	Educational Complexes in low Literacy Pockets	44.74	7.71	5.79	7.48	5.37	7.50	7.05	18.21	40.69
4	Village Grains Bank	231.00	19.29	8.86	28.04	1.00	28.66	0.44	10.30	4.46
	Total - I (CS)	521.84	69.43	50.51	72.91	36.35	73.63	39.59	126.46	24.23
II. CENTRALLY SPONSORED SCHEMES (CSS)										
1	Scheme of PMS, Book Banks and Upgradation of Merit of ST Students	383.09	66.05	51.97	52.80	62.81	80.66	67.89	182.67	47.68
2	Scheme of Hostels for ST Students	134.24	23.14	13.02	22.43	16.97	21.16	11.46	41.45	30.88
3	Ashram Schools in TSP Areas	78.30	13.50	9.16	13.09	6.05	12.35	5.29	20.50	26.18
4	Research & Mass Education, Tribal Festivals and Others	58.73	10.13	5.15	6.54	4.98	7.50	4.59	14.73	25.07
	Total - II	654.36	112.82	79.30	94.87	90.80	121.67	89.24	259.34	39.63
	Total - (CS+CSS)	1176.20	182.25	129.81	167.78	127.15	195.30	128.84	385.80	32.80

Source: Ministry of Tribal Affairs, Government of India, New Delhi.