

INTRODUCTION

1.1 Status of Scheduled Castes:

The Scheduled Castes population in A.P during the decade 1991-2001 increased from 1, 05, 92,066 to 1, 23, 39,496, increasing its share to 16.19% of total population. As per 2001 Census, among all the States, A.P occupies fifth rank in terms of total population and in size of S.C. population; the State stands fourth after U.P., West Bengal and Bihar.

Scheduled Castes continued to be the most vulnerable of the groups along with the S.Ts. S.Cs are not only subjected to the extreme economic exploitation, but also very much socially oppressed, with the disability of untouchability continuing to take its toll, with even serious atrocities being committed on them, besides various kinds of discriminations being showered on these groups. The rate of dependence of S.Cs on others for their survival because of their extremely low asset base, substantial part of them are continuing as agricultural/bonded labourers. They are engaged in unclean and obnoxious occupations like scavenging, flaying and tanning, which have taken away the essential urge for self development from them. Reinculcation of that urge in them would need tremendous efforts through massive inputs of effective education, skill generation and creation of adequate economic endowment for them in the areas considered respectable and dignified, which would enable them to become adequately self reliant. Even among the educated scheduled castes, they are discouraged from certain professions, occupations in the service sector, like hotel and tourism owing to social exclusion and discrimination

The efforts to develop S.Cs economically educationally and socially have been significant, but the investments have not been that adequate to develop them and bring them on par with the others of the society. The dependent economic position apart, the SCs largely continue to be illiterate, the literacy in them is only in the order of 53.5%. The literacy in S.C women in the State is 37.6%. However in certain backward districts like Mahabubnagar, the literacy of S.C women is as low as 15.54 in the rural areas according to 2001 census.. The level of social services which S.Cs as a direct target group in the infrastructure availability in the areas like health and

education is low. The IMR is still high in Andhra Pradesh. The S.Cs are more vulnerable because they suffer from malnutrition and are prone to various other deadly diseases/ailments.

In spite of several development plans for the past 60 years, if we see the plight of Scheduled Castes, still they are suffering from inequalities and majority of them are in the clutches of extreme poverty. Though there has been some progress in the development of Dalits to some extent, they are not yet on equal footing with the mainstream on any development indicator. The following status of Scheduled Castes reveal the urgency of the need for reviewing the existing strategies for the development of Dalits:-

- Majority of S.C families in the Rural areas are poor and 70 percent of them are below the poverty line and dependent on daily wage earnings.
- The literacy levels among Scheduled Castes are lower than the general categories and even among the literates, their educational levels are very low with limited access to better employment opportunities.
- Health standards of S.C.s especially women and children are very low with high rate of malnourishment, and Infant mortality below one year compared to others.
- Most of the Rural Scheduled Castes are wage earners, still dependent on agriculture and with low literacy combined with no skills, are unable to raise their incomes, in spite of various developmental programmes taken up for the welfare during the last 60 years.
- In terms of access to drinking water, source of lighting, ownership of assets, the Scheduled Castes continue to be at a disadvantaged position.
- They suffer from social inequalities and still in certain parts of the state the Scheduled Castes are Socially oppressed with the practice of untouchability.
- Serious atrocities being committed on them and the crime rate against the Scheduled Castes is 23.7 per cent in AP, which is more than the crime rate at National level.

Experiences in the last few years show that in Andhra Pradesh the gap between the general population and Scheduled castes has become still wider, although there is an improvement in the literacy levels, which is apparent from various development indicators discussed in chapter II. Hence there is a need to bridge the gap with proper institutional mechanism and working out appropriate strategies for their development.

The state was lagging behind many other major Indian States in terms of Social and Human development. Though there was some progress in their development, Dalits were still lagging behind the other communities, and the gaps between scheduled castes and others persisted. Overall development of these social groups in bridging the gaps in various development indicators will increase the relative performance of the State at All India level.

1.2 Constitutional Provisions

i) Economic Safe Guards

Articles 23, 24 and 46 provided the frame work for SCs and STs, and provide scope for Government to take-up special programmes for extending educational opportunities and making institutional arrangements for economic development of SCs and STs, including earmarking of funds as in the Special Component Plan, initiated in 1978 and establishing special institutions for financing developmental and other activities for the development of SCs.

ii) Educational and Cultural Safe Guards

Articles 15(4) empowers the State to make special provisions for advancement of socially and economically backward classes and the SCs and STs, like reservation of seats in educational institutions, and Article 29(1) and Articles 350(A), provide for conservation of language and script, which are relevant for STs who have a distinct language / dialect.

1.3 Impact of globalization on Dalits:

It is observed that globalization had reversed the decade long declining trend of poverty (Teltumbde, 2000). Many surveys and studies independently corroborated the significant rise in poverty figures after the launch of globalization. Similarly the unemployment rates which were found to be declining between 1977-78 and 1993-94, started increasing in the post-liberalization period.

¹The pro-rich bias of globalization has aggravated the existing inequalities. In India, the data on consumption expenditure showed that the share of the bottom 30 per cent people, which was growing consistently up to 1990-91, has a sudden reversal soon after the reforms were launched. Thus each micro-move of globalization can be discerned to be directly hurting poor people. Dalits being more vulnerable with more number of illiterate and unskilled work force, they were naturally being hit the hardest. A survey carried out by the NCAER along with the International Development Research Centre of Canada also drew similar conclusions. Yet another study by the International Food Policy Research Institute (IFPRI) has noted that while overall economic growth has been impressive, since the start of the reforms in the early 1990s, this has not had a positive impact on rural poverty. The influence of reforms on Dalits are apparent because their educational backwardness, discrimination in employment and Socio-cultural suppression. Privatization which is the pivotal component of the Economic Reforms, will eliminate the very basis of the reservation policy in its present form.

³According to the new economic policy, market is given the supreme position in the allocation of resources to various sectors and groups. It is generally claimed that those sectors and groups, which are found to be efficient and competitive would alone survive and those which are weak would perish in the market. When this market strategy is translated into practice, it would be clear that those sections and sectors, which have been given importance in the policy formulation and implementation, will get strengthened. They alone would stand in the competitive

² “Globalization: Assessing Impact on the Dalits of India” -Anand Teltumbde(2003)

³ “Caste Based Reservations and Human Development in India” – Dr. K.S.Chalam

world now. And those sections / sectors which are given help or subsidy for sustenance would not be in a position to compete in the market. It means that the reservation groups will have to face a greater challenge than others.

⁴In fact, Dalits face economic discrimination in the Indian market that is in the labour, land output and input market, and in social services such as education and health. Without any projection against discrimination in the market and in the private sector, Dalits are in the process of losing access to their sources of income and livelihood, including education. Dalits are therefore, concerned about threatened by the globalization process which halts the progress for them (Jogdand, 2003)

Data relating to annual growth rate of the state reveal that there is in decline in the contribution of the agricultural sector to the GSDP, which has far reaching implications for Dalits. The tertiary sector grew fast from 29.18 per cent of GSDP in 1960-61 to 57.7 per cent in 2012-03 and it is projected that it will provide more than 60 per cent of GSDP in the State in the coming years. The Dalits, however have very little access to this sector and due to the lack of opportunities in other sectors, they always fall back on the primary sector, which is shrinking.

1.4 Dalits Remained Mostly Agricultural Labourers:

Though the economy of Andhra Pradesh is undergoing transformation, the condition of the SCs appears to have remained the same. The proportion of agricultural labourers among SCs to total main workers, was found to be 57.40 per cent in 1971, 68.2 per cent in 1981 and was increased to 72.0 per cent in 1991 and 64.21 per cent in 2001. It seems the proportion of agricultural labourers is increasing in proportion to the growth of population of SCs except for 2001, with some decrease. But the transformation of the economy and advantages of the liberalization did not help the Dalits, as more numbers are still continuing as agricultural labourers.

Perhaps the only solution to combat the ills that impact Dalits, owing to the Globalization, could be to provide adequate opportunities to Dalits, facilitating them to compete with others on equal footing. This could happen only when inequalities --

* 4 Thorat, Aryama and Negi – 2005

in our society are removed and equip the new generation of Dalits with ample opportunities in modern education, health and infrastructure. This process requires appropriate planning for the development of Dalits, supported by adequate financial resources to achieve the goals set for the development of S.C.s, to bring them on par with the general categories. If this is not done consciously, the disparities between Dalits and others will grow, disturbing the harmony of the society.

1.5 Certain Lacunae in implementation of SCP:

The National Commission for S.Cs and S.Ts in its sixth report for the years 1999-2000 and 2000-2001, referred to the drastic cuts in the Special Component Plan outlays and expenditure at the stage of utilization of outlays.

It was observed by the National Commission that the State Government has provided an outlay of 9.95 per cent towards SCP in 1999-2000, as against its S.C. population of 15.98 per cent and the expenditure was still less i.e only 34 per cent of the SCP outlay for that year. In the year, 2001-02 the SCP expenditure was further reduced to 2.17 per cent of the total Plan outlay of the State. The Commission further observed that the implementation of SCP was completely neglected and that there was no monitoring of SCP after its announcement in the Budget Speech. Even the amounts so allocated have not been utilized and large outlays were allowed to lapse without benefiting the target group.

The preparation of Special Component Plan by the state has remained as mere paper exercise, at the time of preparation of budget only to submit it to the Planning Commission every year for approval of State Plan. Further for release of Special Central Assistance to SCP by the Central Government, the expenditure under Special Component Plan is one of the criteria for allocation of SCA to the states, proportionately The State has been preparing the Special Component Plan document every year just by collecting the figures from the respective departments, for these two reasons. The high level committees constituted for review of Special Component Plan rarely take up monitoring SCP seriously. In Andhra Pradesh, during the years 1983-1987, the implementation of Special Component Plan was fairly impressive, because of the involvement of the then Principal Secretary, Social Welfare, Sri S.R. Sankaran, who reviewed the implementation with district collectors

by convening meetings of all the concerned departments even at field level visiting the schemes implemented for SCs,STs on regular basis. Subsequently performance of the special Component Plan was never satisfactory for the following reasons.

- The main objective of the Special Component Plan of reduction of Poverty levels among Scheduled Castes, within 6th and 7th Plan period and subsequent periods is totally neglected and never implemented in true spirit.
- The required 16.2 percent of budget flows under SCP, out of the Plan outlays never happened and the expenditures under SCP to the total Plan outlays were still lesser than the allocations.
- The real needs of Scheduled Castes, according to the local conditions were never assessed for the over all development of S.C.s and there was no clear cut Perspective Plan for the over all development of Scheduled Castes prepared at any time.
- In general it is believed that the development of Scheduled Castes is the responsibility of Social Welfare Department and there was no convergence of various developmental programmes under different sectors, meant for all round development of S.C.s.
- Various guidelines issued by the Planning Commission like pooling the funds, reprioritization of Schemes, Non-Lapsability of SCP funds etc were not implemented, as a result there was a huge short fall of SCP expenditure on Plan outlay to the tune of Rs. 6879.40 crores since IX Plan alone.
- So far the Plan outlays and expenditure figures of SCP are being collected from various departments and no attempts have been made, whether these expenditures shown in the Sub Plan really helped in ameliorating the conditions of Scheduled Castes in the State.

The main recommendations of the Committee of Governors (Dr. P.C.Alexander) were not implemented. According to the recommendations of the Committee, Social Welfare Department should be designated as the Nodal Department and should be given full autonomy in the selection of schemes, allocation of funds and re-appropriation of funds from one scheme to the other within overall allocation.

1.6 Revised Guidelines of SCP:

Keeping in view the short falls in the implementation of SCP, the Planning Commission communicated revised guidelines to all the states for effective implementation of SCP. The Planning Commission, in September 2005, wrote to all the Chief Ministers, drawing their attention to SCP and TSP which are policy instruments designed to ensure the fulfillment of constitutional guarantees for the S.C and S.T communities and also through a D.O. letter No. M-13054/2/2005-BC dated 12-01-2006 addressed to all Chief Secretaries of the states by the Adviser, Planning Commission of India.

The revised guidelines laid down the manner of formulation of the Special Component Plan, by the Planning Commission are as follows:

- 1) It may be ensured that funds under SCP should be earmarked at least in proportion to the SC population percentage out of the total Plan Outlay and the Secretary, Social Welfare Department, who will function as Secretary, Finance to reappropriate and reallocate the funds to various line Departments and implementing agencies, after re-prioritizing the schemes/ programmes under various sectors, keeping in view, the schemes that directly benefit them which include educational, health, infrastructure, vocational training, skill development, and small and marginal farmers.
- 2) The State Government was advised that the unspent balances of SCP, if any may be transferred to the Scheduled Castes Finance Development Corporation (APSCCFC), so that S.C. beneficiaries may utilize this amount for necessary schemes. If the State Government can not utilize the ear marked SCP amount in a year, **the equivalent amount may have to be compensated by allocating as an additional allocation during the next year Annual Plan Budget.**

In Andhra Pradesh, there was a lot of discussion on Special Component Plan in the Legislature, Media and the public after the issue of revised guidelines. However this debate has yet to take into a concrete shape of proper implementation of SCP in a better manner, so that the main objective of over all development of scheduled castes is fulfilled, and reducing the gaps in various development indicators between S.C.s and others.

1.7 Perspective Sub-Plan for Development of Scheduled Castes:

To overcome the short fall in the implementation of SCP till now, the only alternative would be to work out a specific time bound Action Plan to achieve the objective of over all development of Scheduled Castes, under S.C Sub-plan within a time frame, as envisaged by the Planning Commission of India. The guidelines issued by the Planning Commission for implementation of S.C. Sub-Plan shall be strictly adhered to and the approved Sub-Plan by the Nodal Agency shall be presented to the legislature along with the Plan Budget every year to legitimize the Sub-Plan.

The Perspective Plan of SCSP / TSP should envisage all-round development of SCs over a period of next 10 years, with an integrated approach, by preparing a need based Sub-Plan, in order to bring S.C.s on par with the general categories. The needs of the SCs have been identified by assessing the gaps in various development indicators, compared to the general categories, basing on the authentic data available and the schemes required to raise the standards of S.Cs in the sectors of Education, Health and Infrastructure, have been identified along with budget requirements. The funds meant for the development of SCs, implemented by various agencies of the Special Component Plan will be channelised through Nodal agency to the respective line Departments, in case of the departments which can not spend amounts directly to benefit Dalits.

Thus the SCP outlays worked out for the next 10 years, would be adequate to implement the proposed perspective plan to raise the living standards of the SCs, to bring them on par with the general categories. This would go a long way in removing the disparities between the Scheduled Castes and other categories, while improving the overall performance under various development indicators of the State at National level.

While working out the present perspective Sub-Plan, emphasis is given to the schemes in the following sectors with the outlays worked out:

1. Education: Quality Education at primary and Secondary levels
2. Health, Primary Health Care
3. i)Economic Development

- ii) Employment Generation
- iii) Training and Skills up gradation
- 4. Poverty Alleviation: Livelihoods improvement
- 5. Infrastructure : Drinking water, internal and approach roads, drainage and sanitation, Electrification
- 6. Housing, Weaker section housing
- 7. Irrigation : Minor Irrigation
- 8. Land Purchase & Land Development
- 9. Agriculture, horticulture & Animal Husbandry
- 10. Industries & Business : SME sector.
- 11. Capacity Building, Human Resources building
- 12. Assistance to Voluntary Organizations

Detailed Schemes with financial involvement under the above sectors have to be worked out in detail including district wise allocations and physical targets for each scheme the total Plan outlay of the major departments in the sectors mentioned above will constitute 90% of the Sub-Plan. All the remaining departments have either negligible amounts under SCP or their schemes do not directly benefit Dalits. In all such cases, their schemes will be reviewed by the Nodal Agency and their Plan outlays will be pooled up and released under the reprioritized schemes to benefit the Dalits directly.

Chapter-2

Profile of Scheduled Castes in Andhra Pradesh:

Andhra Pradesh State is the 5th largest State in India having a population of 84.6 million (2011 census). The population of Scheduled Castes is 12.33 million according to 2001 census, registering 16.19 per cent of total population of the State. Out of them about 82.82 per cent of the Scheduled castes are living in Rural areas. The sex ratio among the Scheduled Castes in A.P., is 981, which is above the general State average of 978. The literacy rate of Scheduled Castes is 53.52 (2001 Census), as against the general literacy of 61.11 per cent of A.P state. While the Scheduled castes comprise over 16.19 per cent of the State's population, their proportion among poverty groups is much larger. Seventy per cent of the workers among Scheduled castes are agricultural labourers, seventeen per cent are cultivators, mostly small and marginal farmers. All the primary leather workers are from Scheduled castes. The unclean occupations of scavenging, flaying and tanning are done by Scheduled Castes. Even in Urban areas, a large proportion are rickshaw pullers, Cart pullers and other un-organized wage earners are from the Scheduled castes. More than two thirds of labourers including child labourers under bondage, are from Scheduled Castes.

2.1. Distribution of Households by Size Class of Land Possessed

Land possessed by a household serves as a good indicator of the economic status of the household, at least in the rural areas. To examine the variation in this respect among different social groups in rural India, the distribution of households by the size class of land possessed, as obtained from the survey, are presented for different social groups in Table 2.1. The distribution of households by size class of land possessed for various social groups is shown in Table 2.2 for the rural areas of each state/union territory.

Land possessed by different social groups : Table 2.1 shows that in rural India, among the social groups, the proportion of households possessing land less than 0.001 hectares, during 2004-05, was the highest for ST households (nearly 4 per cent). The corresponding proportion for SC households was about 3 per cent and for OBC and *others* category of households around 2 per cent each. The survey results also show that the proportion of households possessing land of size 4.01 hectares or more was

maximum for *other* category of households (6 per cent), followed by the OBC (4 per cent), ST (about 3 per cent) and SC households (1 per cent).

Table – 2.1 Distribution of households of different social groups by size class of land possessed

all-India					rural
size class of land possessed (hectares)	ST	SC	OBC	Other s	all (incl. n.r.)
(1)	(2)	(3)	(4)	(5)	(6)
0.000	36	27	16	20	22
0.001-0.004	120	176	115	90	123
0.005-0.40	308	546	429	415	438
0.41-1.00	239	147	195	185	187
1.01-2.00	163	67	128	134	120
2.01-4.00	106	27	76	99	75
4.01 & above	29	10	40	57	36
all	1000	1000	1000	1000	1000

(Source: NSSO's Survey 2004-05)

2.2. Distribution of Households by Size, Class of Land Cultivated by different Social

Groups:

The distribution of rural households in India by size class of land cultivated is given in the Table 2.2. The statement shows that during the agricultural year 2003-04, about 43 per cent of the rural households cultivated land less than 0.001 hectare. The corresponding proportions for SC, OBC, *others* and ST category of households were 57 per cent, 41 per cent, 38 per cent and 34 per cent, respectively. The proportion of households cultivating larger holdings of size 4.01 hectares and above was the highest among *other* category of households (about 5 per cent), followed by OBCs (about 3 per cent). Between the ST and SC categories of households, the proportion of households operating such large holdings was a little higher among the households belonging to the STs (2 per cent) than among those belonging to the SCs (1 per cent).

Table 2.2 - Per thousand distribution of households of different social groups by size class of land cultivated

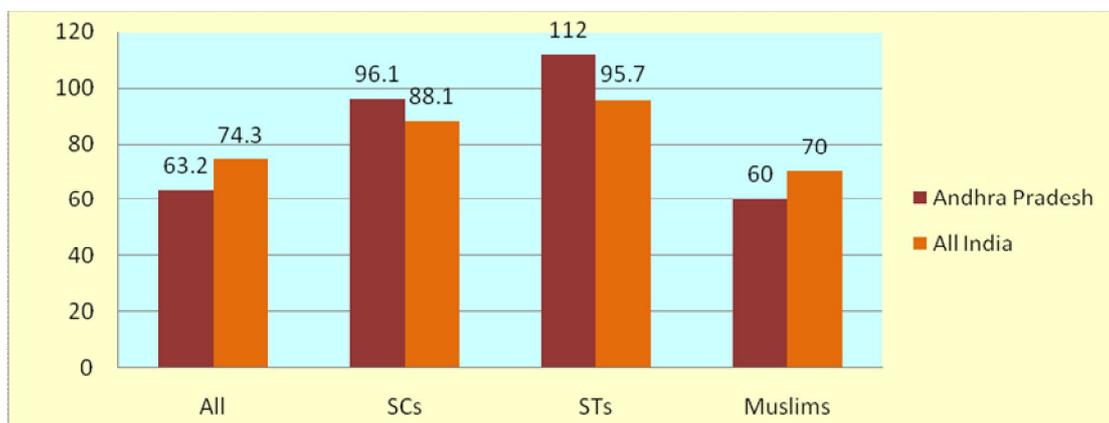
all-India size class of land cultivated (hectares)	rural				all (incl. n.r.)
	ST	SC	OBC	Others	
(1)	(2)	(3)	(4)	(5)	(6)
0.000	336	574	407	377	428
0.001-0.004	3	4	3	2	3
0.005-0.40	172	204	188	190	190
0.41-1.00	225	130	180	168	171
1.01-2.00	154	58	120	130	113
2.01-4.00	88	23	69	84	65
4.01 & above	21	7	32	49	30
all	1000	1000	1000	1000	1000

(Source: NSSO's Survey 2004-05)

2.3 Health

The select health indicators of human development like, infant mortality and under weight children (0-5 years) of Andhra Pradesh are shown in the Chart V and VI below. Even though there was remarkable improvement of Human Development Index in Andhra Pradesh (0.572) during the past decade, there is a need to improve further to catch with other southern states. The targets for Human Development Indicators for XII Plan period need a realistic assessment. The allocations in the State Plan outlays in the Health and Education sectors need thorough review of the existing Health and Educational programmes.

Chart 1 Under Five Mortality Rate, Andhra Pradesh and India 2005-06



The IMR of children less than one year has come down to 34 in A.P., as against 54 for all India according to IHDS 2004-05 data.

Chart 2 : Percentage of Underweight Children (0-5 years), 2005-06, Andhra Pradesh and India



(Source: - NFHS3).

The Infant Mortality Rate among S.Cs is 66 per1000 live births, compared to 36 in respect of others, is an indicator of inequalities in health status of S.Cs. The decline in the fertility rate is associated with the increasing rate of Family Planning. The per cent age of ever married women in the age group of 15-49 among S.Cs, who had accepted family welfare measures has increased from 59.6 to 67.6 per cent between 1998-99 and 2005-06.

Table No: 2.3 Selected Health Parameters across Social Groups in Andhra Pradesh

Indicators	NFHS II 1998-99					NFHS III 2005-06				
	SC	ST	OBC	Other	Total	SC	ST	OBC	Other	Total
1. TFR	2.51	2.75	2.26	2.00	2.25	1.80	2.50	1.82	1.54	1.79
2. IMR	95	104	70	47	71	66	78	53	36	53
3. Family Planning	52.2	48.5	61.3	63.6	59.6	65.6	62.8	68.2	69.0	67.6
4. Vitamin A	14.4	4.8	11.2	19.2	14.0	23.2	15.5	20.7	18.0	20.0
5. Immunization	60.7	-	59.3	62.3	58.7	80.0	-	95.5	96.7	93.2
6. No. ANC Checkup	8.1	25.9	7.2	2.9	7.3	5.0	14.6	3.8	0.0	4.1
7. Delivery at home	32.7	62.4	24.5	13.1	25.4	14.1	57.9	18.8	12.8	19.9
8. HW Visit	22.8	26.4	17.8	12.1	17.4	-	-	-	-	-

Note: 1. TFR- Total Fertility Rate; **IMR** – Infant Mortality Rate; **ANC** – Antenatal Care; **BMI** –Body Mass Index; **HW-** Health Worker; **2.** It is to be noted that the reference period for IMR in NFHS II was three years preceding the survey and for NFHS III it was five years; **3. Vitamin A** – percentage of 12-35 months children who had at least one dose of vitamin A during the last six months; **4. Immunization** – percentage of 12-23 months children who had all vaccinations including BCG, Measles and three doses each of DPT and Polio vaccines (excluding Polio 0); **5.** For 2005-06 the figures are estimated by the authors using NFHS III provisional raw data.

Women from Scheduled Castes have relatively poor nutritional status, with lower Bio Mass Index (19.5) compared to 22.2 for others and the percentage of S.C. Women whose BMI was below 18.5 was the highest among S.Cs with 42.6 per cent compared to 22.4 per cent for others.

Table No 2.4 : Nutritional Status of Social Group in Andhra Pradesh

Indicators	NFHS II 1998-99					NFHS III 2005-06				
	SC	ST	OBC	Other	Total	SC	ST	OBC	Other	Total
1. Mean Height	149.9	151.3	150.9	152.3	151.	151.1	151.1	151.1	153.1	151.7
2. % , 145cm	16.7	9.4	70	47	71	78	12.0	66	36	53
3. Mean BMI	19.4	19.1	61.3	63.6	59.6	62.8	20.4	65.6	69.0	67.6
4. % BMI < 18.5	44.8	44.2	11.2	19.2	14.0	15.5	36.8	23.2	18.0	20.0
5. % with Anemia	56.0	48.6	59.3	62.3	58.	-	67.9	80.0	96.7	93.2
Nutritional Status of Children under the age of 3 years										
Weight for age	SC	ST	OBC	Other	Total	SC	ST	OBC	Other	Total
6. % below – 3SD	14.2	7.5	12.5	4.8	10.3	7.9	14.9	9.8	5.3	8.9
7. % below – 2SD	43.4	45.9	39.1	29.7	37.7	30.8	51.6	29.1	21.8	29.7
Height for age										
8. % below – 3SD	20.7	18.5	15.1	10.1	14.2	7.9	14.9	9.8	5.3	8.9
9. % below – 2SD	44.6	49.4	39.8	32.3	38.6	42.3	50.4	39.6	28.4	38.5
10. % with Anemia	79.6	68.2	71.4	69.7	72.3	76.0	89.6	81.1	75.7	79.6

(Source: NFHS II (1998-99) and NFHS III (2005-06)).

Note: 1. B.M.I- Bio-mass Index 2. SD- Standard Derivation.

Anemia is another indicator of nutritional status, which usually results from a deficiency of iron, vitamin B or other nutrients. Percentage of S.C women suffering from anemia is 64.9 per cent compared to the general women having 58 per cent of anemic women.

The nutritional status is an important aspect and the S.C children who are undernourished (% below-2 SD) is 30.8 per cent and severely undernourished (% below 3SD) are 7.9 per cent as against 21.8 per cent and 5.3 per cent for others respectively.

The other indicators of health status is access to health care provided at the time of delivery, the deliveries at home have been significantly reduced from 32.7 per cent (1998-99) to 14.1 per cent (2005-06). The percentage of children covered under Immunization is still 80 per cent for S.C. children and not reached 100% as in the case of children belonging to others.

The National Health Policy (1983) gave top priority to providing health population coverage were relaxed in order to provide better health care to Scheduled Castes and Tribes. Mobile dispensaries and camps were organized wherever feasible for providing better health services at the door step. The data available indicates that the S.C.s are at a disadvantageous position in terms of health care facilities.

INDICATORS FOR TWELFTH PLAN:

The Twelfth Plan document prepared by the Planning Commission focused on national health outcome goals, which target health indicators. The national health goals, which would be aggregates of State wise goals are as following:

1. Reduction of Infant Mortality Rate (IMR) to 25: At the recent rate of decline of 5 per cent per year, India is projected to have an IMR of 36 by 2015 and 32 by 2017. An achievement of the MDG of reducing IMR to 27 by 2015 would require further acceleration of this historical rate of decline. If this accelerated rate is sustained, the country can achieve an IMR of 25 by 2017.

2. Reduction of Maternal Mortality Ratio (MMR) to 100: At the recent rate of decline of 5.8 per cent per annum India is projected to have an MMR of 139 by 2015 and 123 by 2017. An achievement of the Millennium Development Goal (MDG) of reducing MMR to 109 by 2015 would require an acceleration of this historical rate of decline. At this accelerated rate of decline, the country can achieve an MMR of 100 by 2017.

3. Reduction of Total Fertility Rate (TFR) to 2.1:

India is on track for the achievement of a TFR target of 2.1 by 2017, which is necessary to achieve net replacement level of unity, and realise the long cherished goal of the National Health Policy, 1983 and National Population Policy of 2000.

4. Prevention, and reduction of under-nutrition in children under 3 years to half of NFHS-3(2005–06) levels: Underweight children are at an increased risk of mortality and morbidity. At the current rate of decline, the prevalence of underweight children is expected to be 29 per cent by 2015, and 27 per cent by 2017. An achievement of the MDG of reducing undernourished children under 3 years to 26 per cent by 2015 would require an acceleration of this historical rate of decline. The country needs to achieve a reduction in below 3 year child under-nutrition to half of 2005–06 (NFHS)

levels by 2017. This particular health outcome has a very direct bearing on the broader commitment to security of life, as do MMR, IMR, anaemia and child sex ratio.

5. Prevention and reduction of anaemia among women aged 15–49 years to 28 per cent: Anaemia, an underlying determinant of maternal mortality and low birth weight, is preventable and treatable by a very simple intervention. The prevalence of anaemia needs to be steeply reduced to 28 per cent by the end of the Twelfth Plan.

6. Raising child sex ratio in the 0–6 year age group from 914 to 950: Like anaemia, child sex ratio is another important indicator which has been showing a deteriorating trend, and needs to be targeted for priority attention.

7. Prevention and reduction of burden of Communicable and Non-Communicable diseases (including mental illnesses) and injuries: State wise and national targets for each of these conditions will be set by the Ministry of Health and Family Welfare (MoHFW) as robust systems are put in place to measure their burden.

8. Reduction of poor households' out-of-pocket expenditure: Out-of-pocket expenditure on health care is a burden on poor families, leads to impoverishment and is a regressive system of financing. Increase in public health spending to 1.87 per cent of GDP by the end of the Twelfth Plan, cost-free access to essential medicines in public facilities, regulatory measures proposed in the Twelfth Plan are likely to lead to increase in share of public spending. The Twelfth Plan measures will also aim to reduce out-of-pocket spending as a proportion of private spending on health.

The prospective Plan for S.C. & S.T sub-plans should fix the targets coinciding with the national targets for all the categories and additional inputs and funds flow from the sub plan must be ensured to reduce the gaps between the SC/ STs and other categories.

2.4 Education:

While literacy Rates of SCs have been increasing, the gap between the literacy rate of the SCs and the general population has also been brought down over the years. While the gap stood at 12.72 in 1961, 13.92 in 1971, 12.29 in 1981, and 12.50 in 1991, it was reduced to 7.58 in 2001 indicative of the level of the degree of success

of the programmes. The Gap between the literacy rate of SC population and general population is lower in Andhra Pradesh as compare to All India Level.

Table - 2.5 Literacy Rates & Gap between SCs and General Population in AP & All India

year	All India			Andhra Pradesh		
	SC	General	GAP	SC	General	GAP
1961	10.27	27.86	17.59	8.47	21.19	12.72
1971	14.67	33.80	19.13	10.65	24.57	13.92
1981	21.38	41.22	19.84	17.65	29.94	12.29
1991	37.41	52.21	17.20	31.59	44.09	12.50
2001	54.7	65.38	10.68	53.52	61.10	7.58

(Source: census reports)

It must be realized that mere literacy is not sufficient and access to higher educational institutions is an important element of development. Even though the literacy rate of Scheduled Castes are enhanced to 53.5 per cent in 2001, if we analyse the educational levels and the quality of education being given to the Scheduled Caste children, is far from satisfactory.

Even though there is an improvement in gross enrolment ratio, the overall drop out rate at upper primary and secondary educational levels is still very high especially in respect of the weaker section children belonging to SCs, STs and OBCs. During 2009-10, dropouts figured as 15.8 per cent at Primary, 26.44 per cent for Upper Primary and 53.36 per cent at Secondary levels.

Table 2.6 : School Dropout Rates in Andhra Pradesh

Year	Class I-V			Class I-VII			Class I-X		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8	9	10
2007-08	19.10	18.48	18.79	33.26	35.23	34.24	62.30	64.00	63.13
2008-09	16.14	15.15	15.65	34.39	35.41	34.89	60.12	61.38	60.73
2009-10	16.34	15.24	15.80	26.38	26.50	26.44	52.73	54.02	53.36

(Source: School Education Department)

- Extreme poverty of the S.C. parents make them to engage their children as child labour.
- Majority of them are enrolled in government schools, which have poor facilities with low performance.

- Older girls are required to stay at homes to take care of younger siblings, when mothers are away at work.
- Early marriage of girls.
- Low quality of education in government schools in general

Table 2.7 Educational Levels of All SCs in AP as per 1991 & 2001 Census

Category	1991	2001
Literate without educational level	35.04	4.62
Primary	31.90	32.03
Middle	13.51	10.63
Secondary	11.46	11.96
Higher Secondary	4.48	5.83
Technical diploma	0.54	0.9
Graduation & above	2.92	3.67

(Source: Census Reports of 1991 and 2001)

Overall 11.96 per cent of scheduled castes have completed up to secondary level and 8.40 per cent of the Scheduled Castes have pursued Post Matric courses, many of them availing Post Matric Scholarships. From the above, it is clear that the percentage of Scheduled Castes who are at higher secondary stage, graduation and technical courses are 5.83 %, 3.67% and 0.9% respectively. In absolute numbers, the number of scheduled castes who completed higher secondary (Intermediate), graduation and above technical courses are, 7, 23,094, 4, 52,859 and 1,11,055 respectively. There is a need for improvement in higher education and technical courses, as these courses would be able to provide adequately better employment to the scheduled caste youth. Hence the importance of Post-Matric Scholarships to S.Cs is imperative in order to improve their educational levels.

A decline in the size of public spending on education in proportion to the GDP indicates progressively decreasing priority of education in Andhra Pradesh, the spending on education as a proportion of the total budget, the allocation for general education amounts to 12.88 percent of the total state budget of 2011-12, with per capita spending of Rs. 953 per annum. The expenditure on SSA as percentage of approved outlay for the period was less than 80 percent and it was to the tune of 61.4 per cent in the state for 2009-10.

With regard to public spending on education, it is important to assess the quality of spending in education, i.e., focusing adequately on training/capacity building, monitoring and evaluation, strengthening the community and critical institutional mechanisms. The prevalent unit costs in most of the Government schemes need to be enhanced and more realistic to ensure quality.

The wide gaps in the per capita expenditure between Government/Local Body Schools and Institutions like Navodaya Schools/Central; Schools, need to be reduced by strengthening Government run Schools, by enhancing the per capita expenditure as these institutions cater to the needs of the children of poor people who cannot afford to admit their children in the public schools and better institutions which are mostly run by the private Managements.

Vocational education for children at upper primary level could be included in the plan for education, which would help them develop their entrepreneurial skills and these school drop outs at later stage can earn higher wages for their livelihood as skilled workers.

The following measures deserve consideration during XII Plan to improve the educational standards.

- Total allocation to education sector should be 6% of the total GSDP. Per capita expenditure of school children to be enhanced from the existing 953 per child per annum to at least three times on par with the expenditure of Navodaya schools for providing quality education.
- Quality education at the primary and secondary school level must be ensured in all government schools by starting more number of Navodaya type model schools either residential or non-residential in the rural areas under special component plan. Private schools do not cater to the needs of SC, ST children. Hence government should take the responsibility of providing quality education to the poor children on par with other private Institutions and earmark sizable amounts under Sub-Plans for this purpose to improve the coverage of SC, ST children under quality education.

- Teacher absenteeism must be curbed by infusing community pressure, parents committees and implementing strict vigilance.
- Teacher Learning Material (TLM) prepared by Doordarshan, educational CDs may be supplied to all the upper primary schools. Adequate yearly recurring grant towards TLM should be provided to the Government Schools.
- 100% electrification of schools to be ensured and construction of school buildings, provision of toilets and drinking water facilities to be ensured in the XII Plan.
- Achieve near-universal enrolment in secondary education, with the GER exceeding 90 per cent by 2017;
- Raise the GER at the higher secondary level of 65 per cent by 2017.
- Ensure quality secondary education with relevant skills including basic competency in mathematics, science, languages and communication;
- Implement common curricula and syllabi of nationally acceptable standards for Science, Maths and English in all schools in the country.
- Develop life skills including skills of critical and constructive thinking, use of ICT, organisation and leadership, and community services.

2.5 Rural Drinking Water Supply (RWS) and Sanitation:

The RWS Scheme was taken with the objective of delivery of adequate, safe and potable drinking water to all rural people with special focus of sustainability of sources/schemes. The scheme also covers sanitation facilities to all the rural habitations. During the year 2009-10, 5374 habitations were covered by spending an amount of Rs. 913.46 crores. During 2010-11, 8942 works were taken up at a cost of Rs. 2,714.51 crores covering 17,536 habitations to sustain the programme 596 water storage structures, 1354 check dams, 4000 drain water harvesting structures and 32 sub surface lakes are taken up under NREWP converging with NREGS costing Rs. 227.23 cores.

Even though 65th NSSO report shows coverage of 91.5 percent of households in A.P. having an improved source of drinking water supply, on a casual visit to the villages show that the RWS schemes implemented do not cover 100 percent households in the village and households of dalitwadas in particular.

Chart 3 : Percentage of Households with Improved Source of Drinking Water Facility, Andhra Pradesh and India, 2008-09

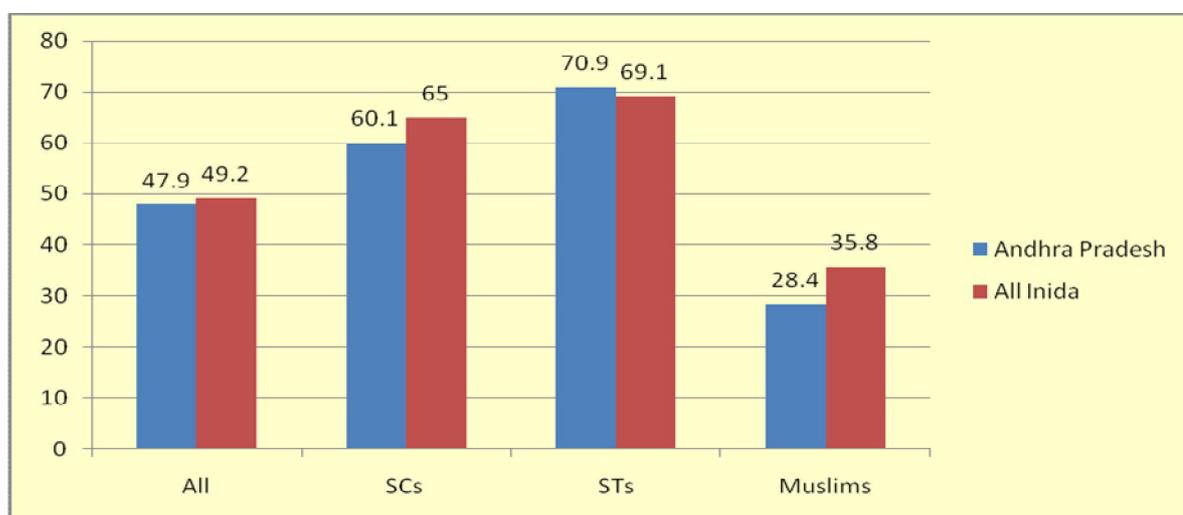


(Source: 65th NSSO Round)

2.6 Total Sanitation Campaign (TSA)

During 2009-10, 2,38,305 ISLs, 2242 school toilets and 764 Anganwadi Schools were constructed. During 2010-11, 1,81,077 Individual Sanitary Latrine, 1324 School toilets and 257 Anganwadi toilets were constructed. However the usage of toilet facility is woefully low in the rural areas and there need for creating awareness among rural people on sanitation and to ensure 100 per cent coverage of house holds as this is linked to ensures primary health care.

Chart 4 : Percentage of House Holds with No Toilet Facility Andhra Pradesh, India 2008-09



(Source: 65th NSSO Rou)

Chapter-3

Scheduled Castes Sub-Plan (SCSP) & Tribal Sub-Plan (TSP)

The basic philosophy of Special Component Plan, emphasizes efforts for integrated and all round development of Scheduled Castes, aiming at eradication of socio-economic discrimination. 16.2 per cent of the Plan funds are required to be earmarked by each department for development of SCs in proportion to their population of the state. The main objective is to bridge the gap between dalits and non-dalits under various indicators in order to ensure equity and equal opportunities to dalits on par with other sections of the society.

Special Component Plan came into existence with the initiative of the then Prime Minister of India, Smt. Indira Gandhi. In April 1975, the conference of state ministers adopted a resolution calling for the quantification of efforts made and benefits from schemes in each general section for development of SCs and S.T.s. In the fifth five year Plan, the main thrust of development was focused by the general sectors. Each department had to examine the schemes in the general sector and quantity benefits that should be available to scheduled castes and Scheduled Tribes.

The concept of Sub-Plan as a strategy of development of SCs and STs has been introduced by the Planning Commission of India during the year 1975-76. The main philosophy of the Sub-Plans is to bridge the gap between SCs, STs and the general categories, in literacy, educational levels, health, economic development and in removal of social disparities. As the Plan funds are essentially meant for overall development of the people, allocation of proportionate funds equal to the population of these groups, will ensure in bringing down the disparities between SC's, ST's and the general categories and helps in total integration of these groups with the society, which is also a constitutional requirement.

At the National level, the working group on Scheduled Castes and other Backward Classes prepared medium term plan (1978-83) and elaborated the sub-plan approach as a strategy for development of SCs, adopted by the Planning Commission to ensure optimal benefits to Dalits from the total plan. In June 1980, Dr. Manmohan

Singh, Member Secretary , Planning Commission wrote to state Governments suggesting certain guidelines while formulating special component plan for the sixth five year plan (1980-85), although the seeds of special component plan were sown in 1975-76.

3.1 Implementation of SCSP during different Plan Periods:

National Commission for SCs and STs in its sixth report for the year 1999-2000 and 2000-2001, referred to drastic cut at the stage of utilization of outlay in the states of Andhra Pradesh and Punjab and large under utilization of SCP funds in certain states. A.P. has provided an outlay of 9.93% towards SCP as against its S.C population of 15.98 per cent at that time and the expenditure was still less i.e. only 34 % of SCP outlay for that year. In the next year (2000-01), SCP outlay was reduced to Rs.217.18 crores, which was just 2.64 per cent of the states total Plan outlay. The Commission observed that in many states, these cuts of SCP are regular features and as a result, the expenditure is substantially short of the outlays announced in the Budget Estimates. The report of the National Commission for SCs/STs reveals that in almost all the States, "the implementation of SCP is completely neglected and that there is no monitoring of SCP after announcement of SCP in the Budget speech." Even the amount so allocated has not been utilized and large outlays for SCP remain unnoticed in many States.

The Planning Commission reviewed the implementation of SCP in 24 states and UTs and issued revised guidelines for the formulation, implementation and monitoring of SCP in 2005. The Deputy Chairman, Planning Commission, while writing to all Chief Ministers on 6th September, 2005, drew the attention to SCP and TSP which are policy instruments designed to ensure the fulfillment of constitutional guarantees for the SC and ST communities special component was also renamed as Scheduled Castes Sub-Plan (SCSP).

The revised guidelines issued by the Planning Commissioner were based on Governor's Committee Report on SCP chaired by Sri. P.C. Alexander, the then Governor of Maharashtra. The key features of the SC sub-plan of Maharashtra state,

have been recommended for adoption by other states. These features are as follows:

- Social Welfare Dept., shall act as a Nodal agency with full control over funds allocated for SCP.
- The proportional percentage of funds allocated under Special Component Plan in a year have to be pooled up and reallocated to the needy schemes which will have direct impact on the development of S.C.s/ S.Ts as identified by the nodal agency.
- The SCSP funds need not be allowed to lapse at the end of a financial year, as governments are in the habit of releasing most of the funds at the fag end of financial year.

3.2 Implementation SCSP in AP

Andhra Pradesh is one of the pioneering States in implementing the programmes for SCs and STs. The State had taken the initiative in implementation of Special Component Plan in the Sixth Plan period. When the SCP was ushered in by the Planning Commission in 1979-80, A.P. Government was ready with its plan framework and special programmes and strategy for SCs. During sixth plan period the allocation under SCP was 12% of the total plan outlay. However in subsequent Plans especially in the ninth plan the allocation was reduced to 7.35 per cent of the Plan outlay in the state.

In 1981, Government of AP constituted a high level committee with the Chief Secretary as chairman, Secretaries Planning, Finance and Panchayat Raj as members and the Principal Secretary, Social Welfare as convener to monitor and to make suggestions and recommendations for implementation of SCP. Government have also constituted a district level cell with District Collector as Chairman, representative of Lead Bank and district officers as members. It is significant that while elsewhere in the country the proportion of SCP allocations to state Plan outlays were barely 7.6% during 6th Plan period and 8.27 % during seventh five year Plan, AP allotted 12 % during sixth Plan and 11.1 % during seventh Plan. A.P. had not only paid attention to the allocation of funds for SCSP, but also to the procedures for

implementation and monitoring of schemes during eighties. However during 8th and 9th Plan periods the thrust on SCP was diluted with lesser allocations in the state.

The Indian Institute of Economics made a study on special compute plan in 2006 study reveals that the flows of benefits from schemes implemented by the State, are not minimal and have certainly improved the levels of land ownership, literacy and public employment of the members of the SC community. However, what has been achieved is not anywhere near what was aimed at and ever worsened there was a distinct change in mood and mode of implementation agencies in the Eighth and Ninth Plan.

The gradual decline witnessed in the 90's can be at least partly attributed to

- (i) The change in plan priorities for allocation of funds with sectors like Power and Transport, securing higher share of available resources.
- (ii) Resource constraints evident with adverse fiscal position marked by increasing Revenue and fiscal deficit in the State Budget.

The State was getting into a debt trap with a sharp rise in Debt Service obligations. About this time the State Government with the limited resources at its disposal also considered it important to woo investment in high technology areas like Information Technology and Bio- Technology. This resulted in a relative neglect of the rural areas which had SCs and STs in large numbers and the welfare sector.

(iii) The State Government's commitment to policies of liberalization and market orientation advocating withdrawal of State from many fields, with resultant dilution of social purpose. National Level Evaluation Study by NCSC/ST points out that official machinery in A.P was marked by apathy and lack of commitment. The vision projected for the State did not appear to adequately cover the welfare and development of the weaker sections.

(iv) The Economic development programmes for SCs which were institutional credit linked with basic programme support from Government, got weakened with the

cooperative and commercial banks shifting gears, and citing high level of non-performing assets and poor recovery of loans in weaker section credit.

(v) Farmers in the rural areas particularly those belonging to the weaker sections faced a series of droughts and the credit structure failed when its help was most needed by the farmers and the weaker sections of society.

(vi) A significant finding of our review is that the Nineties was marked by a change in the occupational pattern of Scheduled Castes. Between 1991 and 2001, the number of cultivators and agricultural labourers belonging to the SC community declined significantly while those in the marginal workers category increased by 82%, - a grim commentary on the combined impact of adverse economic factors and inadequate Governmental response on the Scheduled Castes.

(vii) Creation of new organisations like Society for Elimination of Rural Poverty and launching of new programmes like Janmabhoomi, Velugu with their own agenda of action and target groups.

(viii) The not so well advised measures of curbing public expenditure resulting in compression of staff strength in the mid Nineties starved the field machinery which faced a depletion of extension and field staff with adverse impact on welfare sector schemes and even productive sectors like Agriculture.

The state Government has enhanced the per cent age of SCP allocations from 15% to 16.2% in proportion to the population of S.C.s according to 2001 census from the year 2006-07 onwards.

In the X Five Year Plan (2002-07) an amount of Rs. 1646 crores i.e. 10.63% of finds were allocated from 14 central ministries and in respect of 22 states and U.T.s, an amount of Rs. 42,308 crores i.e. 12.2% of were allocated under SCSP. In the 11th Five Year Plan (2002-12) it was specifically mentioned in the Plan document to focus on the development of the most backward and vulnerable sections among Dalits and Scheduled Tribes and especially focusing on their education advancement.

Status of allocation of funds under SCSP 1980-2014 in Union and State Budgets

Five Year Plans	Centre		States/UTs	
	Amount	%	Amount	%
6 th Five Year Plan	No Allocation	No Allocation	3614.66	7.67
7 th Five Year Plan	1070.17*	1.08*	7368.05	8.28
8 th Five Year Plan	1269.57	3.36	22420.33	11.26
9 th Five Year Plan	1646.00	10.63	45038.08	11.22
10 th Five Year Plan (first two years (2002-04))	5478.89	10.63	1817.39	11.80
*Includes both SCSP and TSP				

The basic objective of XII Five Year Plan is the faster and inclusive growth. Inclusive growth is different from poverty reduction, where the focus is on re-distributing wealth and making transfers through public expenditure activities. In poverty reduction, the vulnerable sections and the poor are passive recipients of donation. In inclusive growth, the objective is to enable the poor with the opportunities to empower them in order to achieve an all round development.

3.3 Decentralized Plans :

Even though the 73rd, 74th Constitutional amendments mandated decentralized planning, and the guidelines issued by the Planning Commission for XI Plan, focus on decentralized planning, the process was not yet percolated down to the District, Mandal and Village levels. The decentralized governance shall be made the central feature of the XII Plan in letter and spirit, while clarifying the concept, status and roles of various players and institutions in decentralized governance. The existing development process through sectoral schemes and programmes which will have a limited outcome, has to be replaced by an integrated plan taking into account the resources covering sectoral activities and those implemented through local governments. The constitution of District Planning Committees (DPC), have to be reviewed while reconstituting them consisting of expertise and technical support to draw district level and village level plans to make the planning and implementing process to be effective. The village and district plans to be communicated to District

and Panchayat levels and orientation programmes need to be organised at various levels to make the people participate in the planning process.

'Gramasabhas' which presently play a passive role need to be strengthened defining the roles and responsibilities in planning, implementation and monitoring of most of the local level interventions by all tiers of the government. There is a need to strengthen the village level planning of SC sub-plan and development with participatory approach while strengthening community development wing of local bodies and also taking the help of reputed NGOs.

The twelfth plan goals should provide a distinct road map for providing universal health care at rural habitation level. Focus should be on providing protected water supply to 100 percent SC habitations, combined with improved sanitation which could prevent major ill healths, gastro-intestinal disorders caused by water borne and other communicable diseases and thus contribute to reducing infant mortality. Similarly retention of SC, ST children and the girls in particular in the schools by providing quality education combined with introduction of vocational education at school age could greatly contribute to the skilled man power in the country which ultimately raises the per capita income and the growth rate. Instead of diversifying on too many issues, the focus should be on limited sectors with over all coverage and the focus on more on infrastructure development, which is woefully short in this country by making a larger chunk of allocation out of the Plan along with human resources development.

Since efforts are to be made during the twelfth plan period to bridge the gap between the SCs/STs and the rest of the population with emphasis on providing quality education and skills development, utilizing the funds under **S.C. and S.T. Sub-Plans**.

3.4 SCSP and TSP Allocations in Andhra Pradesh Budget 2013-2014:

A. Statutory Status SCSP and TSP:

Andhra Pradesh is the first state to enact "Andhra Pradesh Scheduled Castes Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilization of Financial Resources) Act No.1 of 2013. The Act is to ensure, accelerated development of Scheduled Castes (SCs) and Scheduled Tribes (STs) with emphasis on achieving equality focusing

on economic, educational and human development along with ensuring the security and social dignity and promoting equity among Scheduled Castes and the Scheduled Tribes, by earmarking a portion of total Plan outlay, in proportion to the population of SCs / STs.

The Act envisages that schemes included in SCSP / TSP should secure direct and quantifiable benefits to Scheduled Caste individuals or Scheduled Caste households or Scheduled Caste habitations and should bridge the gaps in development indicators between SCs / STs, when compared to state averages.

B. Implementation Mechanisms

The Act also ensures effective institutional mechanisms for the implementation of the Scheduled Castes Sub-Plan (SCSP) / Tribal Sub-Plan (TSP). Accordingly, a **Nodal Agency** for implementation of the Scheduled Castes Sub-Plan (SCSP) is constituted under the **Chairmanship of Minister Social Welfare**. The Social Welfare Department is designated as the Nodal Department for Scheduled Castes Sub Plan. The Nodal Agency for SCSP recommend the schemes that fulfill the norms, specifically of the direct and quantifiable benefits and bridging the gap in development indicators, for inclusion in the Annual Plan proposals of the respective departments and aggregated for placing before the State Council for Development of Scheduled Castes and Scheduled Tribes for consideration and approval as pre-budget process. This marks a drastic departure from the earlier practice of assigning notional allocations to each department on an arithmetic basis to one of allocations that secure direct and quantifiable benefits and can bridge the gap of development in different sectors as identified by the Nodal Department with a view to ensure equity, social justice and empowerment of the Scheduled Castes through the SCSP. As a result, some departments would have zero allocation under SCSP while some departments may have more than 16.2% depending upon the needs of Scheduled Castes and STs for the programmes implemented for their benefit.

The Government constituted the **State Council for Development of Scheduled Castes and Scheduled Tribes** under the **Chairmanship of Chief Minister** to exercise conferred powers and to perform functions formatters relating to Scheduled Castes Sub-Plan and Tribal Sub-Plan. The State Council advises the State government on all

policy matters relating to SCSP / TSP and suggests measures for proper planning, implementation of the schemes by the departments and approval of Annual SCSP proposals of the Departments. Scheme wise proposal of each department are to be furnished by Nodal Agency to the Planning Department for review and approval by the State Council.

An exclusive Finance Secretary in Finance Department is nominated by the Finance Department for performing functions related to budget implementation and allocation within the overall ways and means position of the state.

An administrative and Technical Support Unit (ATSU) will be created at Nodal Departments to assist respective Nodal Agency performs functions and duties assigned to it. Provision has also been made for creating a Sub-Plan Research Centre at Centre for Economic and Social Studies – CESS which will strengthen the Nodal Department of Social Welfare in identification of gaps in development indicators, conduct research on equity and other related issues along with monitoring and evaluation of the SCSP.

The State Council has identified nine departments for establishing Sub Plan support Unit to strengthen Scheduled Castes Sub-Plan. It is proposed to set up Sub Plan Support Units in Rural Development, Housing, Agriculture (one for entire sector), Education (one for entire sector), Drinking Water (one for entire sector), Health, Women and Child Development, Roads (including PR and R & B) and Planning Department.

District Monitoring Committees will be constituted in each district with the District Collector as its Chairman and responsible for implementation of the Scheduled Castes Sub-Plan in the district. It will be convened by District Social Welfare Officer. Provision is also made for strengthening State, District and Sub-District units through providing necessary staff, guidelines, training for staff for the effective implementation and monitoring of the SCSP.

In view of the identified objectives, framework and institutional arrangements as detailed above, various units involved in preparation of SCSP in its first budget exercise has tentatively made department wise scheme wise and program wise allocations.

3.5 Allocations under SCSP in AP Budget 2013-14:

Government issued orders that the SCSP outlay shall be 16.2% of the total Plan outlay for the year 2013-14, in proportion to the total population of Scheduled Castes in the state (as per Census 2001). The funds available under Scheduled Castes Sub-Plan are not allotted to the departments based on any arithmetic allocation of funds but allocation is focused more on investing in sectors / habitations that will bridge the gap in development and enable direct quantifiable benefits to the Scheduled Castes as recommended by the Nodal Agency. Allocations of departments range from those with less than 16.2%, more than 16.2%, equal to 16.2% and those with no outlays, depending on the need. There are some departments that will have no allocations as these do not confer any specific / non-specific quantifiable or even indirect benefit to SC / ST beneficiaries. These departments with –Nil- allocation under SCSP would vary from year to year depending upon the development needs of the Scheduled Castes.

These allocations are to be consistent with the Annual and Five Year Plans and the priorities set by the State as communicated by the Planning Department ensuring minimum 1/3rd allocations as capital expenditure and focusing on sectors need to be accorded highest priority like health, rural water supply, education and special emphasis on SC individuals, households, area (habitation), infrastructure and economic activity. More specifically, the accounting of SCSP benefiting SCs is divided into two kinds of schemes – the schemes that secure direct and quantifiable benefits and those that are non-divisible in nature

3.6 Schemes Securing Direct and Quantifiable Benefits

The Nodal Agency for SCSP shall appraise Scheduled Castes Sub-Plan Schemes submitted by the departments for ensuring conformity to the provisions of the Act namely

- For schemes exclusively benefiting Scheduled Caste individuals or Scheduled Caste households, 100% of scheme cost shall be allocated and accounted for under Scheduled Castes Sub-Plan fund ;

- For schemes benefiting Scheduled Caste habitations, 100% of scheme cost shall be allocated and accounted for under Scheduled Castes Sub-Plan fund. In case of other habitations the cost shall be allocated and accounted for under Scheduled Castes Sub-Plan in proportion of the population of the Scheduled Castes ;
- For general schemes, included in the Sub-Plans, benefitting Scheduled Caste individuals or Scheduled Caste households, along with others, the scheme cost shall be allocated and accounted for under Scheduled Castes Sub-Plan, in proportion to the Scheduled Caste beneficiaries covered or the actual amounts spend on Scheduled Castes.
- In respect of non-divisible infrastructure works a portion of the scheme cost as may be determined by the Government shall be deemed to have been attributed for Tribal Sub-Plan;
- The Government has fixed for the year 2013-14 that 3% of the scheme cost shall be deemed to have been attributed for Tribal Sub-Plan for non-divisible infrastructure works.

The Government vide G.O Ms.No.9 Plg (XXII) department dated 23-2-2013 fixed 16.2% of Annual Plan to be earmarked for SCSP for the year 2013-14 in proportion to the SC population of Andhra Pradesh. Accordingly, Rs. 52, 955.28 crore has been taken as the base for arriving at the SCSP outlay for 2013-14 which will be revised as per provision Section 3 of the Act. The total plan outlay of the SCSP derived at 16.2%, comes to an allocation of Rs. 8,578.75 crore.

Keeping in view the given norms of allotment and the recommendations of the Nodal Agency and State Council, the outlay of the Scheduled Castes Sub-Plan for the year 2013-14 is worked out to be Rs.8, 584.83 crores. The outlay includes Rs.1181.74 crore for the Tribal Welfare Department, Rs.2,170.28 crores for the Social Welfare Department, Rs. 5,406.00 crores for 41 departments under the budget head "789" and the deemed allocation of Rs. 1,008.55 crores attributes @7% of cost for non-divisible infrastructure works in 8 departments.

Balance departments have zero allocation under SCSP as per current proposal which may change during the year. Additional number of beneficiaries, households and area/habitations for each scheme under will be identified as the year progresses.

The SCSP for 2013-14 has identified major Departments which would directly contribute to achieving the objectives of the development of Scheduled Castes as rightly identified by the Sub-Committee on SCSP /TSP. The key focus has been made essentially on 6 key Departments namely the Social Welfare, Rural Development, MA & UD, Women and Child Welfare, Minor irrigation, Industries Department, Housing and Infrastructure amenities. These departments would target the education needs, the economic support needs, the needs of the rural and the urban poor and target specific programmes through a strategy to target the poorest of the poor, in alleviating poverty. Some of the important schemes of the Social Welfare Department include providing an accelerated impetus to the educational infrastructure including hostels, expanding the scope of scholarships to Pre-Matric and overseas students besides upgrading Residential Schools with requisite infrastructure. The Rural Development Department would focus its activities primarily through the Society for Elimination of Rural Poverty and also target social security measures. The un-finished houses under "Indiramma Housing Programme" would be specifically targeted by the State Housing Corporation under the SCSP through enhanced allocations of the unit cost.

3.7 Allocations for 2013-14

The total allocations under SCSP of A.P. state for 2013-14 is to the tune of Rs 9844.54 crores which is inclusive of Centrally Sponsored Schemes constituting Rs 1259.71 crores the state component of Special Component Plan is Rs 8584.83 crores, as against the Plan outlay of Rs 52,955 crores. The SCSP outlay includes the budget allocation of Rs 2170 crores allocated to Social welfare Department and Rs 5406 crores allocated to 41 other departments under SCSP budget head "789" . This allocation includes deemed allocations of Rs 1008.55 crores attributed @ 7% of cost of non-divisible infrastructure works of 8 departments.

Major allocations under SCSP of the departments during 2013-14 are shown below:

1. Minor Irrigation	Rs 750.00 crores
2. Agriculture	Rs 350.00 cr
3. Housing	Rs 600.00 cr
4. SERP	Rs 250.00
5. Health & FW	Rs 240.17 cr
6. Rajiv Vidya Mission	Rs 262.94 cr
7. School Education	Rs 190.05 cr
8. Planning	Rs 160.00 cr
9. Rural Water Supply	Rs 200.00 cr
10. Medical Education	Rs 150.00 cr
11. A.P.S.I.D.C.	Rs 106.15 cr
12. Horticulture	Rs 100.00 cr
13. Rural Roads	Rs 100.00 cr
14. Commissioner, R&D	Rs 75.00 cr
15. Municipal Administration	Rs 422 .82 cr

The S.C. Sub Plan has been given the statutory support which will ensure allocation of funds to the SCSP in the coming years according to the population percentages of SCs and STs in the state.

3.8 Some Lacunae

- No specific provisions in the Act with regard to reallocation of SCSP funds to needy schemes and to make the SCSP funds non lapseable, according to the guidelines issued by the Planning Commission.
- 7% allocation of funds to non-divisible pool is against the philosophy SCSP and this procedure should be dispensed with. SCSP funds should be allocated to the schemes which directly benefit the SCs and where the development is measurable.

- The Secretary to Government, Social welfare dept need to be the Nodal authority for SCSP with delegation of powers for re-appropriation to needy and prioritized schemes, as recommended by P.C Alexander's Committee Report, which was incorporated in the guidelines of the Planning Commission. These guidelines are based on the implementation of SCSP by Maharashtra Government. In A.P. the Finance dept is being strengthened to look after the SCSP . This will not help in effective implementation of SCSP and will be a stumbling block in implementation .
- After the approval of the State Plan, district wise segments of SCSP have to be communicated to the districts. Basing on the district level allocations made by different departments, the District SCSP plans have to be worked out, assessing the local needs. No such mechanisms have been worked out by adopting decentralized planning norms with focus on village/habitat level development.
- Rules under the new Act of SCSP have not yet been formulated. Provisions of the Act are not fully implementable till the Rules are notified in the Gazette.

3.9 TSP Allocations

The Government vide G.O Ms.No.9 Plg (XXII) department dated 23-2-2013 fixed 6.6% of Annual Plan outlay to be earmarked for TSP for the year 2013-14 in proportion to the ST population of Andhra Pradesh. Accordingly, for the proposed Annual Plan outlay of Rs. 52955.28 crore for 2013-14, TSP outlay for 2013-14 is proposed to be Rs. 3495.05 crore which will be revised as per proviso Section 3 of the Act.

Keeping in view the given norms of allotment, and the recommendations of the Nodal Agency and State Council, the outlay of the Tribal Sub-Plan for the year 2013-14 is worked out to be Rs.3666.60 crores. The outlay includes Rs.1181.74 crore for the Tribal Welfare Department, Rs.3337.17 crores for 45 departments under the budget head "796" and the deemed allocation of Rs.329.42 crores attributed @3% of cost for non-divisible infrastructure works in six departments.

3.10 Recommendations of Task force (Govt. of India) to Review guidelines on SCSP & TSP:

The task Force to Reviews guidelines on SC Sub Plan and Tribal Sub-Plan, set up by the Planning Commission, headed by Dr. Narendra Jadhav, member, Planning

Commission gave their Report on 25th November 2010. These revised guidelines are applicable for implementation of SCSP/TCP by Central Ministers / Departments.

Earmarking : The 62 Central Ministries/Departments addressed as above, are, *inter alia*, required to :

- a) earmark funds under SCSP/TSP from the Plan outlay, at least in proportion of percentage of SC and ST population in the country, which was 16.2% and 8.2% respectively, as per census, 2001.
- b) place the funds earmarked for SCSP under a separate Minor Head '789' and for TSP under Minor Head '796' below the functional major Head/Sub-Major Heads to ensure their non-divertibility to any other scheme.

Criteria for Categorization of Outlay/Expenditure under SCSP: The guidelines lay down the following criteria in this regard:

- a) Only those schemes should be included under SCSP/TSP which ensure **direct benefits** to individuals or families belonging to scheduled Castes and Scheduled Tribes
- b) Outlay for area oriented schemes directly benefiting scheduled castes hamlets/villages having more than 40% scheduled Castes and Scheduled Tribes population shall be included in SCSP & TSP.

Monitoring Mechanism:

(i) A dedicated unit may be constituted in every Central Ministry/Department for the welfare and development of SCs (and STs) as nodal unit for formulation and implementation of SCSP (and TSP). The nodal unit should be responsible for ensuring that the funds will be allocated to the sectoral unit in the Departments to implement the schemes directly relevant for SC (and ST) development

(ii) A Central Tripartite Committee (CTC), constituted in the Planning Commission in 1999 under the Chairmanship of Member (BCW), to review the implementation of SCSP (and TSP) and to resolve policy issues in respect of Central Ministries / Departments and State Governments. A copy of the Planning Commission's Office Order dated 16.1.2006 constituting the CTC is enclosed as **Annexure-II**.

3.11 Status of Implementation of Existing Guidelines:

Implementation of the above guidelines has remained inadequate. Hardly any Ministry is showing its SCSP/TSP outlays under a separate Budget Heads. Some Ministries are showing a notional earmarking, but the criterion followed in doing so is not uniform and transparent. Also, in the absence of this outlay being shown under a separate minor head (789 or 796, as the case may be), such notional earmarking does not have much significance, nor is its non-divertibility ensured. In the absence of separate earmarking and budgeting of funds under SCSP/TSP by Central Ministries/Departments, it is not possible, as of now, to quantify the total amount allocated and/or spent by the Central Government under SCSP/TSP. The SCSP and TSP strategies thus remain substantially un-implemented at the level of the Central Ministries/Departments mainly due to lack of an effective mechanism in this behalf.

Some indication of Central Government allocation on schemes of SCs and STs is available from Statement 21 of the Expenditure Budget (Volume I). This statement gives information about allocations under schemes that are substantially meant for SCs/STs, in the following two parts:-

- i. Schemes in which there is 100% provision for SCs/STs, and
- ii. Schemes where at least 20% of the allocation is earmarked for SCs/STs.

The above Statement 21 of the Expenditure Budget clubs allocations for SCs and STs. From Part A of the statement, which details schemes in which there is 100% provision for SCs/STs, it appears that, other than allocations under the schemes of the Ministries of SJ&E and Tribal Affairs, only a miniscule allocation is exclusively for SCs/STs.

Planning Commission has been insisting upon Central Ministries/Departments to properly implement its guidelines regarding SCSP/TSP. Response of the Central Ministries/Departments has however not been encouraging. The Parliamentary Committee on the Welfare of SCs & STs, during oral evidence of Secretaries of Planning Commission and the Ministry of Social Justice & Empowerment on the

working of SCSP, on 10th September, 2009, and during oral evidence of Secretaries of Planning Commission and the Ministry of Tribal Affairs on the working of TSP on 11.01.2010 and 09.02.2010, had also expressed serious dissatisfaction at the non-implementation of SCSP/TSP guidelines by Central Ministries/Departments.

In view of the lack of progress in implementation of SCSP and TSP by Central Ministries/ Departments, the Ministers of SJ&E and Tribal Affairs vide letters dated 14.11.2009 and 8.10.2009 respectively conveyed certain concrete suggestions to the Deputy Chairman

Category 1 : Heads under which central assistance is voted as Transfers to State Governments under Demand No. 35 of the Ministry of Finance

Category II : Heads under which it is voted as central assistance to State Plans under the Demand for Grants of the respective Ministries.

3.12 Proposed Criteria for categorizing Plan Expenditure under SCSP &TSP

Plan outlay and expenditure falling under the following two broad categories will be eligible for being classified in SCSP/TSP:-:

- (i) Expenditure on Poverty Alleviation and individual beneficiary oriented schemes, e.g. MNREGA, IAY, NRLM, SGSRY, PMEGP etc., and
- (ii) Expenditure on other schemes which is incurred in:
 - a) SC and ST concentration areas respectively, i.e. in the villages, blocks and districts having more than 40% SC/ST population respectively, and largely benefiting such villages, blocks and districts, and
 - b) In other areas, but which demonstrably benefits SCs/STs respectively.

The **extent** to which plan expenditure in the above mentioned categories may be classified under SCSP/TSP may be determined on the basis of:-

- (i) The extent of coverage of SCs / STs respectively, in poverty alleviation and beneficiary-oriented schemes (actual coverage in the case of ongoing schemes, and estimated coverage, in the case of new schemes),
- (ii) (a) all plan expenditure under other schemes in SC/ST concentration areas respectively to the extent its benefits go to such areas only, and

(b) Plan expenditure in 'other schemes' in non-SC/ST concentration areas, to the extent the schemes demonstrably benefit SCs/STs respectively.

Wherever flow of benefits of a scheme to SCs/STs, to some extent, is not in doubt but its quantification, based on hard data, is difficult, the appropriate extent for each such project/institution/scheme may be determined by the Central Tripartite Committee.

Following from the above broad principles, detailed criteria for categorization of plan expenditure under SCSP/TSP and the extent to which this may be done, with reference to some major schemes.

Classification of Ministries according to their obligation to earmark their plan outlay/expenditure under SCSP/TCP.

Category	Nature of the Ministries/ Departments falling in the category	Extent of Obligation to Earmark Funds under	
		SCSP	TSP
I	Ministries/Departments, which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than SCs (or STs), implementing large infrastructure projects, whose benefits to SCs/STs may be difficult to quantify, or largely engaged in policy making and running central organizations without any significant beneficiary orientation may not be obliged to earmark plan funds under SCSP and TSP. However, they will be encouraged to formulate and implement schemes aimed at benefiting SC/ST, and SC/ST concentration areas.	Nil	Nil
II	Ministers / Departments, which mainly		

	belong to category I but which also implement some beneficiary oriented schemes, may be expected to earmark less than 15% and 7.5% of their Annual Plan outlay under SCSP and TSP respectively.	0-15%	0-7.5%
III	Ministries / Departments, which mainly implement beneficiary oriented schemes in the primary sector (agriculture, animal husbandry etc), higher education, skills development etc may be required to earmark 15 to 16.2% of their plan outlay under SCSP and 7.5 to 8.2% under TSP (15% or 7.5% will, for example, apply to plan expenditure on institutions having 15% or 7.5% reservations for SCs and STs respectively)	15 – 16.2%	7.5 – 8.2%
IV	Ministers / Departments, which are implementing Poverty Alleviation and Social Sector programmes/schemes of major relevance for the development of SCs/STs, may be required to earmark more than 16.2% of their plan outlay under SCSP and 8.2% under TSP.	> 16.2%	>8.2%

3.13 High lights of SCSP and TSP in the Union Budget (2013-14):

Dalits and Adivasis have been suffering from twofold discrimination of social exclusion and economic exploitation for many years and this also continues now. This year again, as per the SCSP and TSP, meant to be a mechanism for the economic empowerment of SCs and STs. However the quantum of allocation to the necessary sectors and the nature of schemes continue to be flagrantly violated by central government departments ever since the SCSP / TSP came into existence.

Allocation and Denial

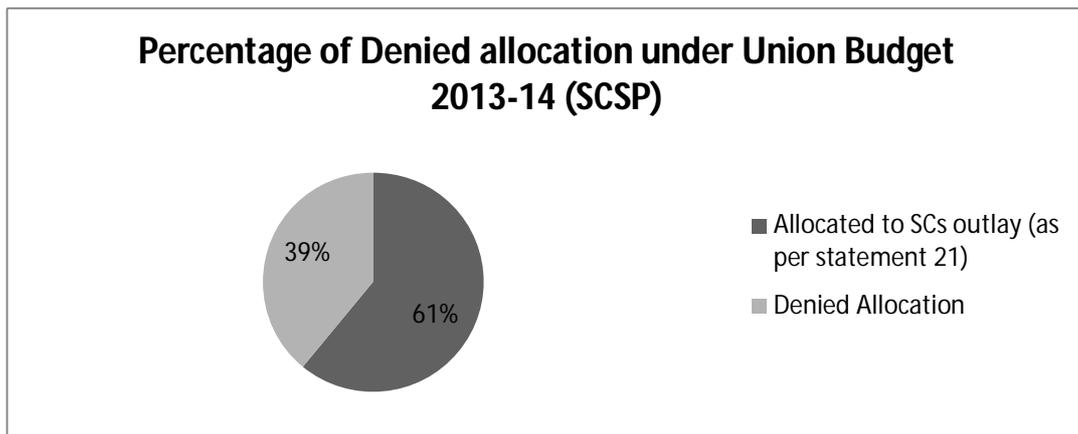
Denied Allocation in SCSP and TSP in 11th Five Year Plan (200-12)-Rs in Crore

Financial Year	Total Plan Budget	Due as per TSP	TSP Allocation (% to Total Plan)	Missing Amount	Due as per SCSP	SCSP Allocation (% to Total Plan)	Missing Amount
2007-08 (RE)	1,58,491	12,996.3	7,447.0 (4.7%)	5,549.3 (3.5%)	25,675.5	12,367.7 (7.8%)	13,307.8 (8.4%)
2008-09 (RE)	1,83,528	15,049.3	8,771.0 (4.8%)	6,278.3 (3.4%)	29,731.5	14,727(8%)	15,004.5 (8.2%)
2009-10 (RE)	2,33,386	19,137.7	8,600.6 (3.7%)	10,537.0 (4.5%)	37,808.5	15,905.7 (6.8%)	21,902.9 (9.4%)
2010-11 (RE)	2,84,284	23,311.3	10,363.3 (3.6%)	12,948.0 (4.6%)	46,054.0	23,153.2 (8.1%)	22,900.8 (8.1%)
2011-12 (RE)	3,27,396	26,846.5	17,959.0 (5.5%)	8,887.4 (2.7%)	53,038.2	29,917.5 (9.1%)	23,12.7 (7.1%)
Total	11,87,085	97,341.0	53,141.0	44,200.0 (3.7%)	1,92,307.7	96,071.1 (8.1%)	96,236.7 (8.1%)

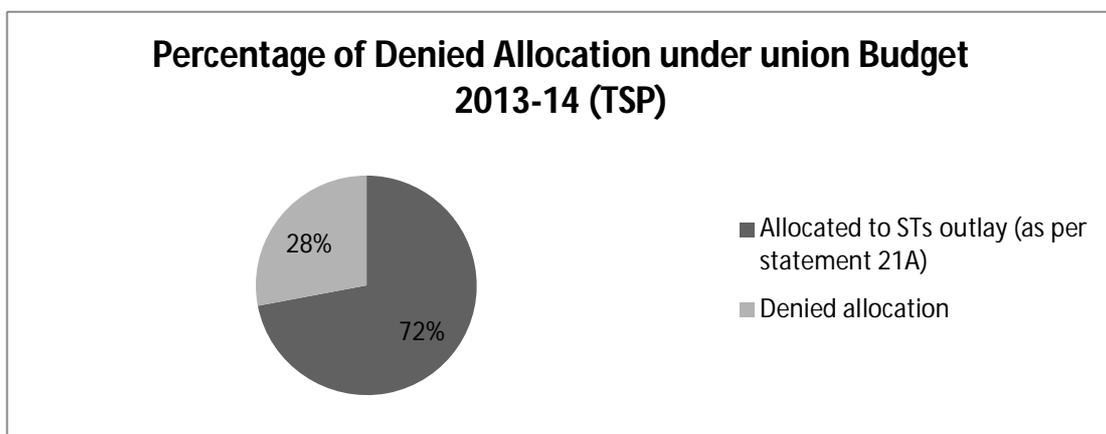
(Source : Union Budget 2007-08, 2012-13)

- ❖ FY 2013-14 Total Plan Expenditure Budget of Union government is Rs.4,19,068 crores. Amount allocated for Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) is Rs.Cr.41, 561 and Rs.Cr.24,598 which accounts to 9.92% (SCSP) and 5.87% (TSP).
- ❖ Denied budget allocation, Rs. Cr. 26327 (39%) in SCSP and Rs. Cr. 9765 (28%) in for TSP. As per policy guidelines SCSP and TSP should be at least in proportion of percentage of SC and ST population (16.2 for SCP and 8.2 for TSP).
- ❖ This year's budget for SCSP and TSP shown a minor increase of 0.43% and 0.32% respectively comparing with last year budget i.e. 2012-13, whereas, overall budget shown the growth of 29.4 percent.
- ❖ 25 Ministries / department have allocated for SCSP and 32 for TSP for this year. Under TSP, 53 new schemes with the budget of Rs.760.89 crores and similar number of new schemes under SCSP.

- ❖ Ministry of Tribal Affairs, Drinking water and sanitation, Rural department, School education and literacy, health and Family welfare has shown an increase in the budget. (Details on the last page).
- ❖ In 2013-14 under SCSP, only 12 Ministries / Departments had made allocations for SC Women amounting to 29% of the total SCSP. It is found that ministries / departments, like Home Affairs, Drinking water and Sanitation, Telecommunication, Sports and Youth Affairs, Culture, Earth Science, which also contribute to women's development have yet to make specific SC Women focused programmes. A similar trend is also observed under TSP.
- ❖ * The author was a former Director, Indian Institute of Economic & presently working as Chief Consultant of A.P. Study Circle, Hyderabad.



Source: Expenditure Budget 2013-14, Volume I, Statement 21



Source: Expenditure Budget 2013-14, Volume I, Statement 21 A

3.14 Vote on Account Budget 2014-15 (Union Budget)

The Vote on Account Budget presented by Mr P.Chidambaram, Minister Finance proposed allocation of Rs48,638 crores and 30,726 crores to SC Sub-Plan and Tribal Sub-Plan respectively. Apart from this it was also announced that a Venture Capital Fund to provide concessional finance to Scheduled Caste will be set up by IFCI with an initial capital of ` 200 crore which can be supplemented every year.

The Plan allocation for 2014-15 has been proposed to be Rs 5,55,322 crore which is same as of B.E of 2013-14. Accordingly an allocation of Rs 89,962.16 crores ought to have been allocated under S.C.Sub-Plan and Rs44,425 crores for TSP in proportion to their population share of the total population. This has not been made according to statutory requirements. At least when the regular Budget is introduced after elections this needs to be rectified. If we further examine the revised Budget estimates of 2013-14 the Plan Expenditure is revised to Rs 4,75,532 crores with a shortfall of 79,790 crores which will have an adverse affect on implementation of many development programmes meant for SCs and STs.

3.15 Recommendations of National Advisory Council

- 1. Earmarking SC, ST Fund:** The Planning Commission indicates the tentative plan size to each ministry for the purpose of preparation of Plans for inclusion in the Budget estimates. The fresh guidelines should mandate SCSP/TSP funds from Plan outlays at least 6 months before the commencement of next financial year.
- 2. Initiating a proactive Planning Process:** Central Ministries or State departments need to undertake a planning process to come up with SC/ST Sub-Plans. The Planning process should start with an assessment of current status of SCs, STs on select development parameters and estimate the gaps in various development indicators between SCs, STs and general categories. The ongoing programmes of various ministries have to be critically evaluated to assess whether the programmes have the potential to accelerate the pace of development of SCs, STs. The implementation strategies too needs to be evaluated and judged whether SCs, STs are effectively reached or covered

under the programmes. The concerned stakeholders need to be consulted to take their input while formulating SC,ST Sub-Plan.

3. Appraisal of SCSP/TSP Sub-Plans prepares by the Departments: The Sub-Plans formulated by the Ministries/Departments need to be appraised by Planning Commission to ensure that the schemes included in SC,ST Sub-Plan fulfil the criteria fixed. The appraisal process need to assess on the following parameters critically examining.

- Whether the proposed scheme bridge the gap?
- Whether benefits quantifiable?
- Whether implementing agency has the institutional capability for effective implementation?
- The Monitoring mechanism?
- Evaluating process ?

The SC/ST Sub-Plan that pass through the appraisal alone should be included in the Annual Sub-Plan.

4. Re-appropriation : SC/ST Sub-Plan funds position should be reviewed in the mid-year and should be facilitated to re-appropriate to needy schemes of other departments for effective use of the resources.

Chapter-4

Way Forward:

The S.C.Sub-Plan is an important strategy adopted in closing the gap between SC/STs and the rest. This initiative purports to direct the Plan funds towards all round development of these marginalized sections. A.P.Government has taken the initiative to bring in a new legislation in the form of "A.P.S.C. Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilization of Financial Resources) Act 2013.

Even though the strategy of Sub-Plan was introduced way back in 1975-76 by the Planning Commission, it suffered in the process of implementation and as a result the impact in achieving the desired objectives could not be perceived to the desired levels. A long term perspective Plan for all-round development of dalits/S.Ts is required to be drawn up by pooling up the resources under S.C. S.T. Sub Plans over a specific period of not less than 10 years. A project based approach to reduce the gaps in various indicators under health, education, Skills development and infrastructure by adopting an integrated approach with well built monitoring mechanism. The following are some important aspects to take forward the **S.C. and S.T. Sub-Plans:**

Effective implementation of the SC / Tribal sub-plans is the only way to achieve the goal of social equity, and justice that will reduce the differences among people and to establish a harmonious society. Sub-plan, even though came into existence during 6th plan period, it was limited to mere reporting of figures rather than a realistic implementable Plan. Eminent bureaucrat like Mr. S.R. Sankaran who had the vision of developmental plan for SCs / STs, could reach out to dalits to some extent in Andhra Pradesh. However, owing to lack of clear cut political will to implement the sub-plan, the process has suffered a severe jolt over a period of time.

The awareness among dalits on sub-plan as on now has been much better than ever before, and there is a need to educate them further in implementation by adopting participatory approach for implementation of SCSP / TSP. The community needs to be involved in formulating sub-plan at District and village levels, emphasizing their role in the planning and implementation process. For this purpose the roles of different stake holders and the implementation process should be clearly defined,

while framing the Rules under the Act (SC / ST sub-plan of A.P.) The following action points are to be kept in mind for effective implementation of SC / ST sub-plans, during XII Plan and in the subsequent years.

Rules under SC/ST Sub-Plan Act:

In respect of the State of Andhra Pradesh where an enactment has been made for SC / ST sub-plan by the State legislature, it is necessary to issue relevant Rules under the Act immediately to enable the Act to come into force effectively.

Perspective Planning:

- A Perspective Plan for the development of SCs / STs over a period of next ten years may be worked out for the State, while pooling up all the resources of Plan funds under SC / ST sub-plan that would be available in the next ten years. If required, the backlog unspent amounts under sub-plan may also be added to the Perspective Plan. The Perspective Plan should be realistic and need based prepared with the help of experts / reputed Institutes.
- The Perspective Plan may be based on various parameters of indicators under education, health and infrastructure and while identifying the gaps under various indicators between SC / STs and general categories. The present levels of status of these indicators can be assessed based on authentic figures of CSO and the latest human development indicators.
- The schemes required to bridge the gaps between dalits/STs and general categories may be assessed and discussed with various stakeholders before finalization. The outdated schemes not useful for the development of SCs / STs may be dispensed with.

Nodal Authority:

The State level Nodal Authority in A.P. is presently headed by the Chief Minister or the Minister of Social Welfare. According to the Maharashtra pattern of SC sub-plan, the funds under sub-plan have to be pooled up and re-appropriated to the needy schemes by the Secretary, Social Welfare. These powers were given to protect the interests of Dalits and Tribals for whom Social Welfare department exists. Powers of re-appropriation of state funds are generally exercised by the Finance Department and these powers have been proposed by the Planning

Commission specifically transferred to Social Welfare department, as far as SCP / TSP are concerned for effective implementation. This process is being implemented by Maharashtra government effectively. It is a general practice in most of the states that the budgets meant for weaker sectors are the least priority and these funds are likely to be diverted to major projects by putting curbs in release during the end of the year as it happens every year. If these instructions of the Planning Commission are not implemented in true spirit, the implementation of SCP / TSP will suffer without saying.

Decentralized and integrated Planning and functional autonomy:

The guidelines for the decentralized district level planning, allocation of resources of at least 30% to district bodies by most of the States are yet to follow this.

Integrated planning of the sectoral department's programmes and execution of common programmes at the district and project level through pooling of resources and single line administration advocated in tribal areas is not working effectively though it is in place in some States like A.P. More financial and executive powers need to be given to the implementing agencies at the District/Project level functionaries with infrastructure and supporting mechanism for timely execution of projects.

Non-lapsability of Sub-Plan funds:

A mechanism should be evolved to make the SCSP / TSP funds to be non-lapsable and should be spent only to the activity / scheme for which funds are allocated under sub-plan.

Sub-Plan at District and Village level:

- District level Perspective Plans of SC / ST sub-plans may be worked out by involving experts, planners and social scientists, based on village level needs.
- After approval of the Perspective Plans at State and District levels, Annual SC / ST sub-plans may be prepared every year carved out of the Perspective Plan. These annual sub-plans may be prepared and submitted to the nodal agency at least 6 months before the commencement of the next financial year (October). These figures of sub-plan department-wise at state level may be included by the

departments concerned at the time of preparation of budgets for presentation in the Legislatures.

- After appropriation bill is approved by the State legislature, the district segments of Plan allocations of the year shall be communicated department-wise by the respective Heads of Departments to the District Collectors / District nodal authority for SC / ST sub-plan. The District level annual SC / ST sub-plans shall be prepared before June for implementation by the nodal agency.

Identification of Schemes/beneficiaries:

As most of the socio-economic schemes under SCP and TSP are targeting BPL families, the listing and identification of the beneficiaries need to be more transparent, which needs regular up-gradation for implementation and monitoring. Cluster approach may be adopted for identification of beneficiaries and over a period of time i.e. within 3 to 5 years all the eligible beneficiaries in a Mandal/Block need to be fully covered under the programmes of SCP/TSP as per the perspective plan drawn up.

Multidisciplinary Planning & Monitoring Cell:

Creation of **multidisciplinary planning cell** in the Nodal Department to identify the specific needs of SCs in different districts of the State and formulate schemes suited to the resource endowment and socio –economic environment of that district, is very much essential. The emphasis must be on physical planning rather than mere financial allocation and on prescription of a time frame for implementation taking into account the seasonal conditions. It must be noted that in its submission to the National Commission for Scheduled Castes, (July,2005), it was admitted that” there is no special machinery for formulation and implementation of SCP. There is need to take steps to strengthen the existing set up by introducing appropriate software for collecting the outlays/ schemes etc., at the time of formulating Annual Plan.”

The Monitoring Cell which will directly function under Nodal Authority for implementation of Sub-Plan, shall be responsible for Planning, budget clearances as per the approved Sub-Plan and monitoring the implementation, both at District and State level, at least once in a month, with the help of special software package prepared for the purpose .

Effective Monitoring mechanism:

Monitoring mechanism observed is weak in the States and is expected to be done by the nodal Department and there is no proper and regular monitoring mechanism for the overall SCP and TSP programmes /schemes at state; district and village level. ITDA review meetings are irregular and routine in nature. Tribal Advisory Committees (TAC) meetings in Scheduled Area which are mandatory are not regular. An effective monitoring mechanism is required for proper implementation of SCP/TSP.

MIS and maintenance of Assets:

There are no proper data regarding the sources of funds, utilization, physical coverage, type of schemes at the State, District, ITDA, Mandal, Village level. The demographic, socioeconomic conditions data of SCs and STs at State, District, Block and village level though available now is not accessible to the implementing authorities/agencies for formulating schemes and its implementation. A separate SCP/TSP cell need to be created at State level for proper MIS which should maintain all the statistical information about the SCs and STs data schemes/programmes.

Evaluation:

A state level evaluation team with experts need to be constituted to evaluate the schemes under SC / ST sub-plans once in a year to get a feed back on the implementation and to make corrections if any for next year's sub-plans.

Personnel Postings in scheduled areas and Scheduled Caste areas:

Development of efficient and young officers at the ITDA and SCP areas, Districts need to be ensured for the effective implementation of SCP and TSP programmes with proper incentives/disincentives for the posting and functional efficiency for the success of the strategies and schemes. If required initial induction training at TISS may be organized.

Capacity Building:

A state level Plan for enhancing capacity building of the officials working for SC / ST sub-plans need to be created and strengthened. A state level Institution needs to be created under sub-plan for human resources development and evaluation of SC / ST schemes.

The role of NGOs:

NGOs are involved in most of the states in STs and SCs development activities. Their role e need to be charted out by the State to supplement the effort of the state administration keeping in view the recently announced National Policy of Voluntary Sector to increase the Civil Society role. Their involvement in the Social Audit and effective monitoring of Government programmes also should be encouraged. However, the credentials of NGOs and their activities need also to be ascertained before giving them responsibility.

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