



GOVERNMENT OF KERALA
KERALA STATE PLANNING BOARD

**THIRTEENTH FIVE-YEAR PLAN
(2017-2022)**

**WORKING GROUP ON
SCHEDULED CASTES DEVELOPMENT
REPORT**

DECENTRALISED PLANNING DIVISION

KERALA STATE PLANNING BOARD
THIRUVANANTHAPURAM

MARCH 2017

PREFACE

In Kerala, the process of a Five-Year Plan is an exercise in people's participation. At the end of September 2016, the Kerala State Planning Board began an effort to conduct the widest possible consultations before formulating the Plan. The Planning Board formed 43 Working Groups, with a total of more than 700 members – scholars, administrators, social and political activists and other experts. Although the Reports do not represent the official position of the Government of Kerala, their content will help in the formulation of the Thirteenth Five-Year Plan document.

This document is the report of the Working Group on Scheduled Castes Development. The Chairpersons of the Working Group were Dr Venu V. IAS and Professor P. Sivanandan. The Member of the Planning Board who coordinated the activities of the Working Group was Professor V. K. Ramachandran. The concerned Chief of Division was Smt. N. Prasanna Kumary.

Member Secretary

FOREWORD

The State Planning Board has constituted working groups for different sectors / areas of development for the formulation of long term strategy for XIII Five-Year Plan pertaining to each sector concerned. The working group on Scheduled Caste Development was constituted for suggesting strategies and guidelines for the Thirteenth Five-Year Plan under the leadership of Dr V. K. Ramachandran, hon'ble Vice chairman and member of the working group on Scheduled Caste Development co-chaired by Dr. Venu V. IAS, Principal Secretary to Government, SC/ST Development Department and Professor P. Sivanandan, Centre for Development Studies, Thiruvananthapuram. The structures of the committee and its terms of references are given in Appendix.

The committee had 4 sittings on 29.09.2016, 01.11.2016, 22.11.2016, 29.11.2016. In the second and third meetings the members of the committee expressed their views and strategies on various areas and fields of Scheduled Caste Development and presented reports on policies and strategies. These reports were discussed in detail in the working group meetings.

The fourth meeting finalized the draft report and approved it for submission to the State Planning Board. It is the co-operation, commitment and valuable contributions and suggestions of the working group members which made this report in its present form.

We place on record our gratitude to the members of the working group, and the Staff of the Decentralized Planning division, State Planning Board for their hard work and co-operation for bringing out this Report in time.

Professor P Sivanandan
Co-Chairperson

Thiruvananthapuram
14.03.2017

Dr. Venu. V. IAS,
Co-Chairperson & Principal Secretary to Government
SC/ST Development Department

CONTENTS

Chapter 1 Introduction	1
Chapter 2 Population Profile and Socio-Economic Status of Scheduled Castes	3
Population Profile.....	3
Occupational Pattern.....	3
Socio Economic Status	4
Chapter 3 Review of Scheduled Caste Sub Plan	6
Introduction.....	6
Peoples Plan Campaign and Scheduled Caste Sub Plan	7
Review of Five-Year Plans	7
Highlights of Schemes under Implementation by the SC Development Department during XII Plan	10
Other Schemes.....	13
Annual Plan 2016-17 of SC Development Department.....	14
Chapter 4 Revamping of Institutions for Scheduled Caste Development.....	15
Socio Economic Status	15
Employment.....	16
Education.....	17
Health	18
Scheduled Caste Sub Plan in Kerala	18
Suggestions for Restructuring and Revamping of the Department.....	20
Chapter 5 Entrepreneurship And Skill Development.....	22
Chapter 6 Formulation of SCSP Act for Kerala	23
Chapter 7 Implementation and Monitoring.....	26
Chapter 8 Vision for Scheduled Caste Development during XIII Five-Year Plan.....	27
Major Challenges for Scheduled Caste Development.....	28
Chapter 9 Summary and Recommendations	31
Major challenges of Scheduled Caste Development	31
Summary/Observations on Schemes	32
Recommendations	33
Annexure 1.....	36
Annexure 2.....	39
Annexure 3.....	41
Annexure 4.....	42
Annexure 5.....	44
Annexure 6.....	46

CHAPTER 1
INTRODUCTION

1. In the context of formulation of XIII Five-Year Plan for Kerala, State Planning Board has constituted a working group, for Scheduled Caste Department, to prepare a policy frame for the Plan. Till the late 1970's the development of the scheduled caste was assumed to take place through the general growth process entrusted by constitutional safeguards, reservation and welfare schemes. With the launching of the decentralized planning, a paradigm shift in the approach for SC development has occurred. Consequently, both the SC Development Department and the Local Governments were strengthened by earmarking substantial amount of plan funds. The system enabled the Department with larger resource to widen the scope of its development schemes. The local governments were also similarly equipped to prepare and implement local plans for SC development and fill up the gaps in their attainments.

2. The method of planning and implementation of schemes on this line have been in practice in the State for nearly four decades now. Given the massive devolution of resources for SC Development for such a long period, it is legitimate to expect tangible progress, leveling up social differences and reach up to the level of mainstream society. But all indicators show that the gaps remain stark and the goal of equal opportunities is yet to be realized. Poverty level among the SC is 32 percent; twice the level of the State average, their deprivation index is 46 percent against 30 percent in general. Land reforms, for which the State claimed pioneering role, had given them some land for settlement purpose, mostly in colonies, but not enough for livelihood pursuits. The average area owned per person living in settlements is only 2.52 cents and the number of those staying outside owning no land or house is quite high. However, despite these livelihood deficiencies, the increased level of social and political awareness enabled them to seek education. But their level of attainment could not go much far beyond literacy or lower/middle levels for the majority, terminal education lag behind and dropout rates higher at secondary level onwards. Among those who aspired for and acquired higher education under great stress, high level of unemployment prevails. In fact among the SC communities approximately half of them still do not have access to secondary and higher education facilities within reasonable distance. With regard to their health status, poverty, malnutrition and insanitary living conditions perpetuate chronic and terminal diseases among all age groups and accentuate morbidity among the work force, badly affecting their income and survival prospects. Similarly the problem of drinking water is acute; more than 60 per cent of households experience the shortage. Many of them occupy congested and dilapidated houses with little scope for expansion, renovation or environmental protection on their own.

3. Studies on the impact of development initiation in Kerala show that even after the launching of Special Components in Plans, the pace of scheduled caste development schemes remains slow and lag behind the main stream level despite higher devolution of SCSP funds for schemes initiated and executed by the department and the local governments. The perspective plan 2030 makes certain crucial observations in this connection while addressing the inequalities the scheduled castes are subjected to. It has found that caste based

inequalities has not subsided, the labour market seems segmented, vicious cycle of weak economic and social status reinforce each other and to redeem them from misery and exploitation, a major push (The “Big Push” theory approach) needs to be given to economic programmes. The aim is to create a society in which everyone enjoys social and economic empowerment and lives with dignity. The manifesto (2016) of the Left Democratic Front makes several commitments and suggests comprehensive programmes for empowering them such as provision of cultivable land, infrastructure, support for quality education, food security, etc. which are essential to improve their social and economic conditions. It ensures to form monitoring committees for spending the funds earmarked, to incorporate people’s views on development, to take over ‘excess lands’ including purambok and lease expired plantation lands and to distribute these lands approximately to 22000 landless families. It is also recommends, to take strict action against illegal encroachment of government lands and to distribute such lands to public purposes and for rehabilitation of land less labourers. Apart from these attempts by the Government, an alternate approach for effective execution of development schemes under SCSP is advanced by social leaders and experts. They suggest formulation of an Act which will empower an Authority for evolving need based schemes, regulating allocation of funds, implementing programmes with commitment and to proceed with legal actions to book erring interests. The Act passed by the States of Karnataka, Telungana and Andhra Pradesh could serve as models.

4. The working group for Scheduled Caste Development has made detailed consultations with experts and solicited suggestions from stakeholders during the preparation of this report. The report is based on these deliberations which comprises mainly the high lights on population profile and socio economic status of scheduled caste, appraisal of Scheduled Caste Sub Plan, suggestions for revamping institutions under Scheduled Caste Development, entrepreneurship and skill development of SC’s, formulation of SCSP Act for Kerala, vision on Scheduled Caste Development, implementation and monitoring etc. The statistical data on SC population, funds earmarked for plan allocation and expenditure incurred under SCSP are also given as annexures.

CHAPTER 2
POPULATION PROFILE AND SOCIO-ECONOMIC STATUS OF SCHEDULED CASTES

5. Traditionally the Scheduled Castes are the most deprived community in all spheres of socio economic development. Realizing these facts the central as well as state governments have many initiatives for the constitutional protection of their interests and to improve their living conditions. Reservation of membership of Scheduled Caste in the elected bodies, starting from the lower level, the local governments, has been statutorily ensured. A separate component in the Five-Year Plans has been introduced for faster improvement of the social, educational and economic development towards the end of nineteen seventies. However, the delivery system could not get sufficiently stimulated to attain parity with mainstream development.

Population Profile

6. The Scheduled Caste in Kerala constitutes 9.1 per cent of the total population (2011 census). Their representation at the all India level is 16.60 per cent. The literacy rate of Scheduled Caste in the State is 88.70 per cent whereas at the national level it is 66.07 per cent.
7. The Scheduled Caste population in Kerala is 30.39 lakh as per 2011 census. According to the amendment to the constitution in 2006, there are 53 communities among the Scheduled Caste. The settlement pattern of Scheduled Caste in the State is entirely different from other parts in the country. Major share of the Scheduled Caste in the State live as scattered along with other people. The highest distribution of Scheduled Caste is in the Palakkad District (13.29%) followed by Thiruvananthapuram (12.27%), Kollam (10.80%), Thrissur (10.67%) and Malappuram (10.14%). These five districts accommodate 57.17 per cent of the total Scheduled Caste in the State. In Palakkad District 14.37 per cent of the total population is Scheduled Caste. In Pathanamthitta the representation is 13.74 per cent. In the districts like Idukki, Kollam, Thiruvananthapuram and Thrissur the population of Scheduled Caste is more than 10 per cent of the total population. The Vedar, Vettuvan, Nayadi, Kalladi, Arundhathirar/ Chakkiliar are the vulnerable communities among Scheduled Caste. They constitute 3.65 per cent of the SC population in the State.

Occupational Pattern

8. While about 27.93 per cent of total population are main workers as per 2011 Census, the corresponding figure for SC population is 32.93 indicating that a moderately higher proportion of the Scheduled Caste are workers. The ratio of female workers belonging to Scheduled Caste is around one and half times higher than that of the general population. It is also noteworthy that the increase of workers among general population was marginal (2%) during 2011 compared to 2001, but relatively higher (3%) in the case of Scheduled Caste during the period. The increase in the proportion of main workers, both male and female, is not a welcome change as it is indicative of growing unemployment, underemployment and deprivation among the population.

9. An analysis of the available data indicates excessive dependence of Scheduled Caste on agriculture (29.9 %) as labourers for their livelihood as against only 14.18 per cent among the total population. The category of services, is the source of income for three fourth of the total population, while this sector offers livelihood for two third of the Scheduled Caste population as well. This occupational pattern shows that the Scheduled Caste population is also closely following the rest of the population in terms of occupational structure.

Socio Economic Status

10. The following are the salient features of the socio economic status of Scheduled Caste according to the survey conducted jointly by the Scheduled Caste Department and the local governments in 2011 (Scheduled Castes Habitats and Families in Kerala. SC Development Department May 2013).
 1. Basic amenities like road, electricity, drinking water etc. are poor in most of the Scheduled Caste habitats.
 2. One fourth of the SC population constitutes children in the age group of 6-21. They are the potential group for promotion of education.
 3. Majority of the SC population (58%) is between the age group of 22-59 which provide large space for human resource development programmes.
 4. About 10% of the SC population is 60 years and above. They would require palliative care and welfare programmes for hassle free living.
 5. The average area of land possessed by them is 2.52 cents per person. The proportion of land less households among the scheduled Caste is higher compared to the rest of the population. Therefore the land distribution programme being undertaken in the State needs effective monitoring and special attention given to provide the landless and land poor with viable extent of land for livelihood purpose.
 6. Majority of the Scheduled Caste houses are dilapidated, unfit for residence, having inadequate spaces and facilities, incomplete, without sanitary latrines (30%) and un-electrified (14.51%). In addition to this, there are houseless families sharing living space with others or moving as nomads. Housing may be taken up as a priority agenda of planning.
 7. Majority of the employed persons are engaged in the service sector as wage labourers and in non-productive and non-profitable occupations. Their share as entrepreneurs or as owner cultivators is very low. This is the reason for the low income and poor economic status of Scheduled Caste families.
 8. The level of unemployment among the educated is high. Forty nine per cent of Scheduled Caste in the age group of 15-59 is unemployed.
 9. While the State is known for having attained almost full literacy level, the scheduled Caste lags behind with 11 per cent less attainment. The literacy programme for the Scheduled Caste has to be intensified.
 10. The proportion of Scheduled Caste students completing higher secondary and professional education is low. This problem needs effective interventions to help their upward mobility potential.
 11. Dropout among them is very high. Appropriate intervention is required to make them qualify on par with others in educational attainment.

12. Hostel accommodation and other study support facilities have to be provided to every student among them.
 13. About 7 per cent of the population constitutes un wed mothers, widows and divorcees. They require destitute care programmes.
11. The development strategies for the Scheduled Caste envisaged for the XIII Five-Year Plan should address these problems to evolve effective solutions.

CHAPTER 3
REVIEW OF SCHEDULED CASTE SUB PLAN

Introduction

12. Earlier Five-Year Plans did not provide much emphasis for a separate component plan for the development of Scheduled Caste. The concept of Scheduled Caste Sub Plan received more focus with the formation of Scheduled Caste Development Department in 1980. Initially the Plan outlay for Scheduled Caste Development was on the basis of scheduled caste population and the allocation included notional flow of fund to sectors like drinking water, electricity, irrigation projects etc. Usually the Plan allocation was significantly insufficient and the schemes implemented were irrelevant for the development of this vulnerable community. Absence of need based schemes and high degree of leakage of fund were common phenomenon in the formulation and implementation of the scheduled caste development schemes.
13. It was in this background that the implementation of Scheduled Caste Development schemes was decentralized to the district levels from 1983-84 onwards. District Level Working Group for Scheduled Caste Development was formally constituted. The working group was the designated agency for the proper monitoring of the Scheduled Caste Sub Plan at the district level implemented by the line departments.
14. The system for allocation of Scheduled Caste Sub Plan up to 1996-97 was earmarking of fund to the development departments under the head of account of the department concerned. Even though detailed guidelines and instructions were issued for formulation and implementation of schemes, the actual needs and aspirations of the target group, the Scheduled Caste, have not been reflected in the schemes implemented. Moreover, the gap between allocation and expenditure was more alarming. In order to rectify these defects, the system of pooling of SCSP fund was introduced during 1996-97. Under the system a portion of plan allocation to SC Development Department is kept undivided for release to development departments for implementation of specific schemes. But the new methodology has not worked effectively due to the absence of project based approach and non-flexibility for re-allocation of fund to needy sectors. Consequently, the Corpus Fund was introduced during 2002-03 with an objective of a project based approach for their development. The new approach envisaged human resource development including education and training, provision of minimum needs like housing, drinking water, electricity, health etc. and economic development schemes. The scrutiny, appraisal and approval of projects under Corpus Fund are entrusted to the State level working group. The broad objectives of the approach include:
 1. Economic Development : Beneficiary oriented programmes for raising income and asset generation.
 2. Infrastructure Development : Drinking water, link roads, house sites, house construction, electricity etc.
 3. Human Resource Development : Education, Health care, Vocational Training Centres etc.

Peoples Plan Campaign and Scheduled Caste Sub Plan

15. Historically, the IX Plan of the State was begun with people's campaign which envisaged that the local governments would prepare their local plans in a scientific, participatory and time bound manner. While one third of the State plan allocation was earmarked to local governments, approximately double the share (67 percent) of SCSP fund was set apart to local governments. This fund was expected to be utilized for implementation of projects drawn up by the local governments. The SCSP funds are distributed between urban and rural local governments on the basis of population ratio. The devolution of rural share of SCSP between the grama panchayats, block panchayats and district panchayats is in the ratio of 60:20:20. Thus 60 percent of the rural share of SCSP is given to grama panchayats whereas the block panchayats and district panchayats receive 20 percent each. The salient features of decentralization of SCSP under the people's campaign are highlighted below to:
1. Ensure direct participation of Scheduled Caste in the Planning and implementation of projects for their benefits.
 2. Facilitate significant improvement in the effectiveness of projects.
 3. Enable the discontinuation of the system of notional flow of fund to SCSP.
 4. Disallow re-appropriation of fund from Scheduled Caste Sub Plan.
 5. Evolve separate set of guidelines for the formulation of projects under Scheduled Caste Sub Plan.
 6. Provide for a separate task force (working group) in all the local governments for preparation of SCSP projects.
 7. Provide special training for the elected representatives (scheduled Caste) and officers on formulation and implementation of SCSP projects.
 8. Deploy Social animators (SC promoters) in all local governments for coordinating the development activities at the field level, and
 9. Restructure the administrative machinery of the Scheduled Caste Development by redeployment of staff to block panchayats, municipalities and corporations for monitoring the implementation of Scheduled Caste Sub Plan at the lower levels.

Review of Five-Year Plans

16. With the introduction of decentralization of Scheduled Caste Sub Plan, the strategy of implementation of development schemes for scheduled Caste has been bifurcated into two streams, namely ; (1) through the SC Development Department and (2) the local governments. Accordingly the total plan fund devolved to scheduled Caste development has been earmarked as plan allocation to the department and the local governments. The division of the total fund is based on a notional share of one third to the department and two thirds to local governments. The allocation is utilized for implementation of schemes under various broad sectors such as education, health, housing and economic development. Under SCSP, the local governments have a major role in the socio economic transition of the people through identification and implementation of beneficiary oriented projects. A brief discussion on the implementation of SCSP both by the department and local governments during the Five-Year Plans is given below:

IX Five-Year Plan (1997-2002)

17. The total allocation to IX Five-Year Plan was Rs 15,755.00 crore. Of this, Rs 1607.15 crore was set apart for scheduled caste development (SCSP) which was 10.20 per cent of the total plan allocation. It is a policy matter that at least 10 percent of the State plan outlay gets earmarked for scheduled Caste to commensurate the Plan size with the proportion of their population. However, the allocation during the IX Plan was slightly higher than the proportion of SC population which was 9.92 per cent (1991 census). As against the total allocation of Rs 1607.15 crore under SCSP Rs 988.00 crore (61.48%) was plan grant to local governments. The general consensus during the people's campaign was that two third of SCSP fund could be devolved to local governments for formulation and implementation of local plans. However the actual flow during the IX Plan was less 61.5 percentage points.
18. The Plan expenditure by the SC Development Department during the first annual plan of IX Plan was 94 percent. This has declined to 79 percent during 2000-01 and rose to 83 percent during 2001-02. Except for the last two annual plans the department had spent more than 90 per cent of its allocation for development schemes. The average expenditure of the department during the IX Plan was 89 percent only. During the first year (1997-98) of the IX Plan, the local governments have utilized 94 percent of their plan fund under SCSP. In the subsequent years it varied between 48 per cent (2001-02) and 77 per cent (1999-00) and the overall utilization of SCSP fund by the local governments during IX Plan was only 72 percent which is below the performance level of the SC Development Department.

X Five-Year Plan (2002-07)

19. During the first annual plan (2002-03) of X Plan 11.62 percent of state plan outlay was given to SCSP. This was reduced in subsequent years and reached to 7.72 percent by the terminal year of X Plan. During the X Plan period the allocation of SCSP was 9.36 percent of the State plan. The SCSP allocation during the X Plan was lower than the allocation during the IX Plan (10.20%) and also less than the proportion of SC population to general population because the percentage of SC population according to the 2001 census was 9.81. Besides, the share of SCSP devolved to local governments has reached 71.59 percent compared to 61.48 percent during the IX Plan. The allocation was higher than the stipulation of 67 percent laid down in the guidelines for decentralized planning.
20. The overall expenditure of SC Development Department during the first annual plan of X Plan was 82 percent of outlay. This has marked 83 percent in the terminal annual plan. The expenditure during other years lowered around 51 to 54 percentages and consequently the total expenditure of the department during X Plan was only 64.40 percent. Compared to the IX Plan achievement of 89 percent the performance of the departmental schemes during X Plan was not encouraging.
21. The utilization of SCSP fund by local governments during the first annual plan (2002-03) of X Plan was alarmingly low (37.55%). But, it reached to 87.34 percent by the end of X Plan.

The overall expenditure of local governments under SCSP during X Plan, namely 64.80 percent, was less than the achievement of 72 percent in the previous Five-Year Plan. It may be noted that the level of plan expenditure during X Plan both by the department and the local governments were more or less equal.

XI Five-Year Plan (2007-12)

22. As stated earlier, the representation of scheduled Caste in the general population was 9.81 percent (2001 census). Keeping this in view, the share of SCSP to total allocation of annual plans during the XI Plan has been kept at 9.81 percent of state plan, except during 2010-11 when the allocation reached 9.84%. The share of SCSP to local government during XI Plan worked out to 60.45 percent which was only slightly lower than the share during IX Plan (61.48%).
23. The overall performance of the SC development department had improved considerably during XI Plan. The expenditure during the annual plans was impressive. In the annual plan 2009-10, the Plan expenditure of the department was recorded as 100.90 percent. The total expenditure of the department during XI Plan was 90.90 percent of the allocation.
24. The availability of SCSP fund to local governments has increased substantially during XI Plan mainly due to the carryover of unspent balance. Consequently the total availability of SCSP fund was Rs 3671.63 crore as against the allocation of Rs 2704.85 crore. The increase was Rs 966.78 crore which constitutes more than 36 percent of the allocation. At the same time the expenditure of local governments was only 64.12 percent which was less than the Plan expenditure by local governments during the X Plan.

XII Five-Year Plan (2012-17)

25. The approach of the XII Five-Year Plan (2012-17) is people centric based on the needs of the target group and aimed at improving the status of each individual and group of people. The vision is development with care and compassion and the mission is to attain the priorities set for the XII Plan. The focus is on bottom-up approach. The major objective of the Plan is inclusive growth, particularly improvement of economic and social status of the target group. The mandatory instruction that the allocation under SCSP may at least be proportionate to the SC population has been fully satisfied. Contrary to the earlier Five-Year Plans, major share of SCSP allocation (51.25%) during the XII Plan has been earmarked for schemes implemented through the SC Development Department.
26. The Plan expenditure of the SC Development Department during the first four annual plans of XII Plan has registered at 79.70 percent of allocation. It has to be noted that the Plan expenditure during the annual plan 2012-13 reached 94.49 percent. Perhaps this may be the highest achievement of the department since 18 years of plan implementation. In this context, it may be remembered that the Plan expenditure of SC Development Department during 1998-99 was actually 96.71 percent. But this phenomenon has to be compared with the Plan size of both the annual plans. During 1998-99, the outlay was only Rs 125.30 crore

whereas the Plan provision for 2012-13 has increased to Rs 549.75 crore. It would be the result of an enlargement of the bundle of development activities undertaken by the department.

27. The utilization of SCSP fund by the local governments during the first four annual plans of XII Plan works out to 65.64 percent. The expenditure under SCSP by the local governments during the annual plan 2013-14 was around 73 percent.
28. As happened in the XI Plan, during XII Plan also the local governments were under heavy pressure of implementation of SCSP projects mainly due to the following reasons:
 1. More than 29 percent was carry over fund of previous annual plans.
 2. Delay in finalization of guidelines for XII Five-Year Plan.
 3. More time required for completion of planning under decentralized planning like constitution of working group, convening of gramasabhas, development seminar, project preparation, approval of plan documents etc.

Highlights of Schemes under Implementation by the SC Development Department during XII Plan

29. The programmes implemented by the SC Development Department consist of schemes under the broad sub sectors such as education, health care, land and housing, human resource development and other allied activities. Highlights of schemes under implementation during the XII Plan are discussed below:

Educational Development

30. Altogether 26 schemes are being implemented by the department. The Plan fund earmarked for the educational development schemes during the first four annual plans of the XII Plan is Rs 762.69 crore which constitute 22.01 percent of the total allocation of the department. The expenditure during the period works out to 69.33 percent. In this context it has to be noted that the Plan expenditure of the department during the first four annual plans has recorded as 82.16 percent. The performance under educational development is far below the average. During the first two annual plans (2012-2014) the expenditure was above the allocation while during the annual plan 2015-16, the expenditure has declined drastically to 19 per cent.

Land and Housing

1. The scheme for providing land to landless families envisages purchase of land to the landless families. The department and the local governments together implement the scheme. The Plan fund earmarked by the department during the first four annual plans of XII Plan works out to 15 percent (Rs 519.68 crore) of the budget provision of Rs 3464.59 crore. Approximately 100 percent of the allocation has been spent during the period. It is estimated that the number of beneficiaries of the scheme is 23,407 during four years.

2. The scheme for house to houseless provides living houses. During the first four annual plans of XII Plan 18000 houses have been sanctioned by the department. The outlay earmarked for the sub sector is Rs 555.00 crore which is 16 percent of the SCSP provision of Rs 3464.59 crore. The expenditure has exceeded the allocation which necessitated re-appropriation of budget allocation.
31. During the annual plan 2015-16, the financial assistance for housing given to individual beneficiary has been enhanced from Rs 2.00 lakhs to Rs 3.00 lakhs. An alarming feature of housing scheme is the increasing trend in the number of incomplete houses. It is necessary to have a detailed review of the various procedures involved in house construction both under contractor system and in beneficiary participation system.
32. The local governments also implement the schemes for housing and land to landless. The unit cost provided for housing by the department and the local governments are not identical. This anomaly is being rectified.

Assistance for Marriage of Girls

33. Under the scheme, assistance is given to the families of poor girls towards the expenses of their marriage. Priority is given to the daughters of widows, unwed mothers, impoverished parents etc. The number of beneficiaries of the scheme during the four years of XII Plan period is 31,633. That is around 8000 families have benefited in a year. The expenditure of the scheme exceeds the allocation and the remedy is to enhance the provision significantly. At present the shortage of fund is met through the process of re-appropriation of budget provisions.

Development Programme for Vulnerable Communities

34. The vulnerable communities include Vedan, Vettuvan, Nayadi, Kalladi and Arundhathiar/Chakkiliar. Their population is 3.65 percent of the total SC population (Survey report 2008). The scheme includes assistance for purchase of land and construction of houses, improvement of infrastructure, connectivity, communication, education, health care, drinking water etc. During the first three annual plans, 1162 beneficiaries have been assisted under the scheme.
35. As the target amount set apart for the scheme is nominal, the scheme may be conceived on a project basis so that sustainable assistance can be provided to all eligible families of vulnerable group during the XIII Five-Year Plan.

Corpus Fund

36. The Corpus Fund intends to provide finance for filling critical gap in the SCSP provision made under various schemes on project basis with emphasis on human resource development, basic needs, economic development etc. One thirds of the provision will be allocated to districts on population proportion basis. Schemes/projects up to Rs 25.00 lakh will be cleared by the District Level Committee for SC. Projects above Rs 25.00 lakh will be cleared by State Level Working Groups/ Special Working Groups. The following are the activities permissible under corpus fund.
37. Approximately one fourth (24.08%) of the Plan provision of the SC Development Department has been earmarked towards Corpus Fund during the first four annual plans of XII Plan. The expenditure under the sub scheme for four years works out to 67.33 percent and in 2014-15 it was only 44.58 per cent of the allocation. The expenditure of the department during the four year period is 82.16 percent.

Pooled Fund

38. The system provides for earmarking certain amount of SCSP as pooled fund for taking up schemes adopting a project approach. This gives scope to get wide range of schemes with varied objectives and physical targets which put together will enable the overall development of the target group. The projects proposed by development departments and approved agencies are considered for Pooled Fund allocation. It is significant to note that during the annual plan 2012-13 the allocation of Rs 50.00 crore was fully spent for projects. During the next annual plan with similar allocation, nearby half of the amount could be spent. While during third annual plan (2014-15) the allocation was reduced to Rs 20.00 crore and around one fourth of the amount spent. Further during the fourth annual plan the allocation was drastically reduced to Rs 5.00 crore to cover the expenditure. In short the expenditure of the pooled fund shows a poor performance hardly benefitting the largest population.

Kerala State Development Corporation for SC and ST

39. The Kerala State Development Corporation for Scheduled Caste and Scheduled Tribes Limited was incorporated in the year 1972 as a Company under the Companies Act, 1956. The Corporation with its Registered Office at Thrissur functions through 14 Regional Offices by implementing various income generating and other welfare programmes designed to suit the varying needs and aspirations of entrepreneurs and resourceful members from SC/ST communities.
40. Schemes being implemented by the Corporation can be broadly grouped into the following categories based on the source of finance and the nature and purpose of assistance.
1. Sole Lending Scheme. (Income generating schemes of the Corporation)
 2. Schemes implemented in association with the National Scheduled Caste Finance and Development Corporation (NSFDC)

41. As a lending agency which enables to generate income to the enterprising, but poor, SC/ST members could not attain much of its targets, only 50 percent is its outreach. A revamping of the structure of the corporation, the fund made available, the rules and regulations stipulated for lending and the schemes selected for lending etc. have to be seriously considered to make this institution a 'helping hand' to the poor SC/ST members.

Other Schemes

Self-Sufficient Village Scheme

42. Self-sufficient village scheme is intended to give thrust to the overall development of SC colonies having 50 or more SC families. For this scheme 436 colonies have been identified. The scheme is implemented in a phased manner. Out of the selected colonies activities are under implementation in 220 habitats.

Vijnanavadis

43. The scheme aims to provide library, reading room, computer with internet facility, newspapers, journals and periodicals and necessary furniture to SC colonies. Steps have been initiated to start Vijnanavadis in 587 grama panchayats of which, 67 grama panchayats have been started so far. Construction of Vijnanavadis in 472 grama panchayats are progressing and steps have been taken to set up the facilities in the remaining grama panchayats.

Self-Employment Scheme

44. Assistance is given for self-employment projects for promoting new ventures among SCs, in the ratio of 1:2 as subsidy and loan for taking up productive, service, market oriented projects.

Primary Education Aid

45. During 2014-15, a new scheme namely; "Primary Education Aid" was started to assist the SC students studying in I to IV standards.

Homoeo Health Centres

46. 29 new homoeo health centres were started functioning under SC development department in the SC colonies where no other health centres are functioning.

Assistance for Seeking Employment Abroad

47. The department provides assistance to the job seekers who are willing to go abroad for employment. During 2013-14 and 2014-15, 68 and 201 beneficiaries respectively have got assistance from the scheme.

Cyber-Sri

48. Cyber-Sri is a joint venture of Scheduled Caste Development Department and C-DIT, providing advanced IT training. The department accorded administrative sanction for starting a new cyber-Sri sub centre at Harippad, Alappuzha district for training SC students in emerging and advanced areas of Information Technology.

A model Project for Flat Construction

49. A flat for SC families is being constructed under IHSDP, as a joint venture project of SCDD and Palakkad Municipality at Sanghuvarathode Colony in Palakkad District.

Treatment Grant from the Relief Fund of the Minister for Scheduled Caste Development

50. Assistance is provided for treatment of serious disease like cancer, heart, kidney and liver ailments and other serious illness. Relief assistance is also given for meeting causality, natural calamity, fire accidents etc.

Annual Plan 2016-17 of SC Development Department

51. An amount of Rs 2354.40 crore has been provided for SC Development under State Plan in the Annual Plan 2016-17. Out of this, Rs 1315.50 crore has been earmarked for Scheduled Caste Development Department (55.87%) and Rs 1038.90crore for Local Governments (44.13%). The share under SCSP to local governments has declined drastically during the annual plan 2016-17.
52. The major share of the SCSP allocation of the department (34.73%) is earmarked for the schemes under the sub sector “Umbrella Scheme” (Land, Housing and other development schemes). Second priority is given for educational development (28.89%) followed by Corpus Fund (18.64%) and rural development schemes (4.40%). Besides, 0.31 percent of SCSP fund is earmarked for transferred schemes.

CHAPTER 4
REVAMPING OF INSTITUTIONS FOR SCHEDULED CASTE DEVELOPMENT

54. Scheduled Caste has historically suffered social disabilities and educational and economic deprivation leading to backwardness in all spheres of development. Recognizing that these socially and economically disadvantaged groups of people require special care, to bring them up on par with the rest of the society, independent India had devised a two-pronged strategy in the pursuit of their upliftment. First is the Constitutional and legal protection to safeguard their interests and to guard against exploitation and the other is inclusion of separate components in Five-Year Plans for supplementing their developmental needs.
55. The earlier five Year plans envisaged that the benefits of economic development resulting from the investments in agriculture, irrigations, education, health, industry and other sectors would in course of time trickle down to the Scheduled Caste also. As it did not have its desired effect, a new strategy during Sixth Five-Year Plan was evolved.
56. The strategy of SCSP followed since 1979-80, aimed at (i) Economic Development through beneficiary oriented programmes for rising their income and creating assets (ii) Schemes for infrastructure development through provisions of drinking water supply, link roads, house sites, housing etc. (iii) Educational and Social development activities like establishment of primary schools, health centres, vocational centres, community halls, work places for women etc.
57. The Government of Kerala initiated several steps including the reorganization of its administrative set up and attempted to integrate the sub plan components in to the State Five-Year Plans. Consequent to the 73rd and 74th amendments to the constitution and especially after the enactment of Kerala Panchayat Raj Act and Kerala municipality Act of 1994, the three tier system of Local Self Government Institutions (LSGIs) were accorded a major role in the socio economic transition of the people in general and of the Scheduled Caste in particular. The report on 'Scheduled Caste Habitats and Families in Kerala' May 2013 published by the Scheduled Caste Development Department provides the basic data on their present living conditions.

Socio Economic Status

58. The total number of SC families both in habitats and other area is estimated as 564329 in the State.
59. It is revealed that 25154 (4.46%) SC families are absolutely landless. The total areas of land possessed of the 5.64 lakh families are estimated as 60061.09 acres. The average holding of a family is 10.64 cents
60. The salient features of their population, according to age composition are the following:-
 1. The children below 5 years constitute 170764 (7.19 %) and they are the potential group for pre-nursery/nursery education

2. The estimated number of children in the age group 06-14 is 331937. They represent 13.97 percent of the population. They are expected to pursue school education.
3. The children in the age group of 15-17 are expected to be students of higher secondary course. Their strength works out to 104021 (4.38 %)
4. Persons in the age group of 18-21 years are the potential group for higher education at the level of graduation, post-graduation, professional courses etc. Their number is 158085 (6.65%).
5. The population in the age groups 22-59 works out to 1374105 (57.82 %). They are the potential group for human resource development programmes.
6. The population above 60 years of age (senior citizens) among Scheduled Caste is 237577 (10%). Of them, 153351 persons are above 65 years age. This group represents 6.45 per cent of the estimated population of Scheduled Caste. They would require frequent assistance on geriatric care and other support systems.

Employment

61. The workforce among the Scheduled Caste population, that is, the age group of 15-59 are 163,621 of them 831,629 persons (50.83%) are engaged in various occupations. However only about 6.08 percent of the workers of SC communities are engaged in permanent employment. The workers in agriculture and allied sectors constitute 20.71 percent of the total workers. The labourers in non-agriculture sector constitute 15.63 percent and provisional employees and self-employees constitute 5.71 percent and 3.56 percent respectively.

Table 1 *Distribution of workers in the age group of 15-59, Kerala, 2013*

Sl.No.	Category	Total Workers	% to Total workers
1	Permanent Employees	50501	6.08
2	Provisional Employees	47472	5.71
3	Self -Employees	29595	3.56
4	Labourers		
	(i) Non Agricultural sector	129947	15.63
	(ii) Agriculture and Allied sector	172211	20.71
	(III) Other Sectors	351434	42.26
	Sub Total	653592	
5	Other Occupations	50469	6.05
	Total	831629	100

Source: Scheduled Caste Habitats and Families in Kerala (Published by Scheduled Caste Development Department in 2013).

62. Community wise distribution of workers in the age group 15-59 shows that among the Pulayan the worker participation rate is 49.76 per cent. The participation status of Mannan, Kuravan and parayan is also fairly high compared to the State average. But, the ratio of employment among Thandan, Vettuvan and few others is lower than the State average. Majority of the workers are in the age group of 30-59 years (78.39 %). It is estimated that 381983 persons (45.94 %) of the employed are in the middle age group of 30-44 years. They

include 259860 males and 122123 females. The male and female ratio in this category is 68:32. The workers in the upper strata of the age group 45-59 constitutes 270076, consisting of 177,106 males and 92,970 females registering the male and female ratio as 66:34. This analysis reveals that in the upper strata of age group the proportion of female workers is higher than the 30-44 female age group. This shows the desperation of these females to earn for their family even at the old age.

Education

63. Education is the instrument for social empowerment and it provides the essential base for all development pursuits. Provision of quality education is essential to equip and enable them to enhance their employment prospects with competitive ability and to address the problems of their marginalization and deprivation in the employment market. Government puts in great thrust and spends a major share of resources for the education of the Scheduled Caste. Scheduled Caste Development Department implements 20 major schemes for their educational development. The Department is implementing various educational schemes to improve pre-matric and post-matric studies, providing of Model Residential Schools, give assistance to students studying in self-financing colleges etc. The educational status of the scheduled Caste is shown in the table below.

Table 2 *Educational status of Scheduled Castes*

Sl. No.	Educational Level	Total	% to total
1	Illiterates	224068	10.01
2	Literates/Neo Literates	19790	0.88
3	Primary Level	773583	34.54
4	Secondary Level	696142	31.09
5	SSLC(Pass)	296662	13.25
6	PDC/Plus 2 (Pass)	151179	6.75
7	Graduates	48867	2.18
8	Post Graduates	8852	0.4
9	B.Tech	1113	0.05
10	Medicine(Degree)	302	0.01
11	Engineering(certificate/Diploma)	2405	0.11
12	Other Professional Degrees	3799	0.17
13	Other Professional Courses (certificate/Diploma)	12646	0.56

Source: Scheduled Caste Habitats and Families in Kerala (Published by Scheduled Caste Development Department in 2013).

64. As per the report of the department published during 2013-14 the Scheduled Caste population above 5 years is estimated as 2239408 of them, 34.54 per cent have primary level of education, while 31.09 per cent have secondary level of education. 13 per cent of the population has passed SSLC and 6.75 percent have passed higher secondary education. The graduates and post graduates represent 2.18 per cent and 0.40 per cent respectively. Altogether, 1113 youths, including 700 boys and 413 girls have acquired B.Tech degree. The medical degree holders among Scheduled Caste are 302 (143 males and 159 females). The

diploma and certificate holders in engineering and technical branches constitute 0.84 per cent of the population.

Health

65. As health is one of the decisive factors that determine the development of human resources of the society, providing better health services to the weaker sections would be a mandatory function of Local Governments and the State. Unfortunately, public health institutions are far away from majority of the Scheduled Caste habitats. In the case of 6914 habitats (26.27%) distance to the community health centers is above 25 km. The distance to primary health centres for 8768 habitats (33.28%) is above 5 km. The Ayurveda and Homoeo dispensaries/hospitals are also not located in reasonable distances to the habitats. The level of access to the health institutions of the habitats is given below:

Table 3 *Level of access to health institutions o Scheduled Caste habitats*

Sl. No.	Health Institutions	Total Habitats	Below 5Km	%	5.25km.	%	Above 25km.	%
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Primary Health Centres	26342	20880	79.25	2948	11.20	2514	9.55
2	Primary Health Centres	26342	17574	66.71	7053	26.79	1715	6.50
3	Community Health Centres	26342	11848	44.95	7580	28.78	6914	26.27
4	Taluk Hospitals	26342	2915	11.01	16934	64.32	6493	24.67
5	District Hospitals	26342	1599	6.07	9360	35.56	15383	58.37
6	Government Ayurveda Hospitals/Dispensaries	26342	11909	45.16	12117	46.04	2316	8.80
7	Government Homoeo Hospitals/Dispensaries	26342	12277	46.56	7993	30.37	6072	23.07
8	Medical Stores	26342	22556	85.62	3226	12.26	560	2.13

Source: Scheduled Caste Habitats and Families in Kerala (Published by Scheduled Caste Development Department in 2013)

66. Physical disability and mental disease are the two factors that mainly affect the health situation of the Scheduled Caste. 27,68 persons, belonging 25,427 families suffer from physical and mental disorders. Consequently, 4.5 % of families and 1.71% of persons among the Scheduled Caste require palliative care and compassion of the society.

Scheduled Caste Sub Plan in Kerala

67. Initially the Five-Year Plan did not have a separate component for the development of Scheduled Caste except for certain social welfare programmes undertaken by the erstwhile Harijan Welfare Department. For effective implementation of schemes benefiting the Scheduled Caste and the Scheduled Tribes, the department was renamed as Development Department in 1980. Detailed guidelines for the preparation of a Scheduled Caste Sub Plan were issued as part of the Fifth Five-Year Plan.

68. The outlay for Scheduled Caste Sub Plan was fixed as a percentage of the total plan outlay to the State, in proportion to the Scheduled Caste population. A review of the programme in 1982-83 revealed that the fund earmarked were significantly lower than the population share and the schemes were often not relevant to their local needs and innovative schemes were not taken up. It was found that there is high degree of leakages. In this background the Kerala Government decided to decentralize the Scheduled Caste Sub Plan to the district level from 1983-84 onwards.
69. The practice followed for providing Scheduled Caste Sub Plan till 1996-97 was to set apart certain percentage of Plan provision under respective head of account of the department concerned. The total outlay under SCSP was fixed at 10% of the total budget.
70. A project based approach has been adopted for implementation of schemes from the Corpus Fund from 2002-03 onwards. This new approach was expected to ensure human resources development of Scheduled Caste including their education and training, provision of minimum needs like housing, drinking water, electricity, health care and economic development. A state level working group has been constituted for scrutiny, appraisal and approval of the project proposals under corpus fund. Details of Major Institutions under the SC Department are given below.

Table 4 *Details of Major Institutions under the SC Department*

District	SCDO Offices	ITIs	Model Residential Schools	Post-matric Hostels	Pre-matric Hostels	Nursery	PETC
Thiruvananthapuram	17	9	1	3	6	11	1
Kollam	12	3	-	2	8	6	
Pathanamthitta	9	2	-	-	6	8	
Alappuzha	12	2	1	-	4	3	
Kottayam	11	4	-	2	4	6	
Idukki	9	-	1	-	5	3	
Ernakulam	18	1	1	2	5	19	1
Trissur	21	9	2	-	5	9	
Palakkad	14	3	2	2	15	4	1
Malappuram	17	4	-	-	5	8	
Kozhikode	12	3	1	2	7	1	1
Wayanad	4	-	-	-	1	0	
Kannur	7	1	-	1	8	3	
Kasargod	6	3	1	3	8	6	
Total	169	44	10	17	87	87	4

Source: Scheduled Caste Development Department

71. The total staff strength of the department is 1773. There are around 430 institutions working under the department with two IT officers and two Deputy Directors. There are 14 District Offices and 169 Block level Scheduled Caste Development Offices working under the Department for the implementation of the schemes and programs both in Department and the local level administration. The Scheduled Caste Development Department is running 9 Model Residential Schools, Ayyankali Memorial Model Residential Sports School for promoting sports talents of SC students, 87 pre-matric hostels which are transferred institutions of Block Panchayat and 17 post-matric hostels. The Department runs Pre-Examination Training Centres at Thiruvanthapuram, Ernakulam, Palakkad, and Kozhikode to provide special coaching to SC/ST candidates to equip them for selection to various jobs in government/private institutions. Department also sponsor and fund an autonomous institution Centre of Excellence (CREST), in Kozhikode. This is an institution originally set up under the IIM, Kozhikode to help SC/ST students to prepare them for getting admission to institutions of higher learning. Department runs 44 ITCs, which gives training in 12 different trades.
72. One of the major achievements in the Education sector is the introduction of e-Grantz for the distribution of educational assistance to the students during the eleventh Plan period. A web based online education assistance system was implemented.

Suggestions for Restructuring and Revamping of the Department

73. During the 12 the Five-Year Plan around Rs 5000 crore has been allotted to the Department from the State Plan and Scheduled Caste Development Schemes and an amount of around Rs 3000 crore has been expended by the Department. For the efficient implementation of the Plan schemes and fuller utilization of the allotted fund, a systematic restructuring of institutions engaged in Scheduled Caste development is to be undertaken. It is suggested that the following actions may be taken up for revamping the system for Scheduled Caste Development.
1. Massive training programmes covering all categories of Officers, elected representatives, resource persons, activists and members involved in the process of implementation of schemes be arranged
 2. A special Standing Committee may be constituted in LSGIs exclusively for the development of scheduled Caste
 3. Special Gramasabha convened in wards having higher SC population under local bodies. If the population is scattered, special Gramasabha may be convened at local body level.
 4. An officer in the cadre of VEO may be posted in Grama Panchayat for the implementation & monitoring of SC schemes
 5. In the office of SCDO, the post of clerk and a peon may be created for the smooth functioning of the office in a uniform manner
 6. Prepare a working manual of SC promoters and enhance their honorarium.
 7. Mentoring programme and a help desk in each District Office may be constituted for giving information about career opportunities and higher education possibilities in India and abroad
 8. Special coaching institutes in residential mode may be started for dropout students in Higher Secondary level, engineering and other professional courses.

9. Incubation centers may be commenced to help young entrepreneurs to start own business
10. Industry Institute Interaction Cell may be constituted
11. E-resources related career development and soft skill training system may be developed with the help of experts and institutions working in the area of Information Technology.
12. Region wise Finishing schools may be opened to help professional students to start self-employment ventures
13. A training centre may be begun to the early drop outs for equipping them to write equilancy examination.
14. To ensure efficient working of the Pre- Matric and Post-Matric Hostels, a monitoring system should be developed at the department level.
15. More number of new and employment oriented trades may be started in the ITIs
16. A business school should be started to enhance the entrepreneurship talents of the SC candidates
17. More number of Health Centers/Clinics and Mobile Medical Units may be arranged to improve the health care of the Scheduled Caste.
18. Full heath care support may be extended to the family of mentally and physically challenged people.
19. Special mental health programme may be arranged
20. De addiction programmes may be arranged in SC colonies/ habitats with the help of Kudumbasree Mission and Health Department.
21. Medical Insurance scheme for all SC families may be introduced irrespective of income limit.
22. Skill training may be given to candidates undergoing professional courses.
23. Monitoring cell in the SC Department may be strengthened for effective implementation of schemes under the Department.
24. Regional centers should be opened for effective implementation of Education and
25. Development schemes.
26. Two additional audit wings may be created in Southern & Northern controlled by Deputy Directors.
27. A Legal advisor post on deputation may be created in the Department.
28. A system administrator and a computer technician may be posted in the Department in order to strengthen the e-service.
29. An Engineering wing consisting of Executive Engineer, Assistant Executive Engineer and Assistant Engineer and one overseer may be constituted at the State Level and an Engineering wing consisting of AE and overseer may be constituted, through deputation, for every two Districts.
30. Special courts may be established in all the districts to handle the cases of atrocities against Scheduled Caste.
31. Motivational programmes are to be arranged to parents for infusing in them positive attitude towards modern education and to motivate their children.
32. A stringent assessment mechanism should be adopted to evaluate the scholastic and non-scholastic performances of the learner based on periodic progress of the student.
33. Creation of knowledge centres fully furnished with all modern amenities of learning so also enable students to imbibe emerging knowledge frontiers.
34. Organize regular bridge courses and career orientation programme for the students in terminal classes in order to help them choose the right career for their future.
35. Revamping the pre and post metric hostels run by the Department by providing all facilities and amenities required for students to pursue modern education.

CHAPTER 5
ENTREPRENEURSHIP AND SKILL DEVELOPMENT

74. It is hard to see the participation of rural population of Kerala, especially the Scheduled Castes, in the realm of “entrepreneurship”. For enhancing their effective and constructive participation in the process of economic development we have to grow “entrepreneurship” ability. It needs deliberate interventions on the part of the society and the State.
75. It is suggested that the Scheduled Caste colonies can begin the process by organizing awareness campaigns, especially, targeting the youths and constituting “Youth Entrepreneurs Club”. Campaigns in Schools and colleges located in rural areas can also promote such clubs. Through cluster meetings organized at regular intervals for the youth and students in these places can make them well informed about the entrepreneurial opportunities and the sources of financial assistances. The scope of arranging easy loans (free or low interest rate) to the new entrepreneurs through SC Development Corporation, Co-operative banks and other rural credit societies has to be explored. SC Development Corporation can share the ownership of the new ventures and provide financial assistance on the basis of partnership agreement. Select and list the Co-operative Banks operating in rural areas and other rural co-operative societies based on their credibility and persuade them to support the enterprise bound by a benefit and ownership sharing agreement (prepared by the Government) and provide financial assistance. Establish ‘Craft Village’ as a model rural industrial parks having sufficient space for production and marketing in every taluk. Arrange marketing place for the products of the registered rural/Scheduled Caste enterprises in the consumer shops run by civil supplies corporation and other government owned marketing facilities. The consumer shops run by the co-operative societies, operating in rural areas can also act as collection centers and provide space for the products of the registered rural/Scheduled Caste enterprises. Conducting annual or biannual “Rural Industrial and Agricultural Expos” under the initiation of SC Development Corporation and SC development Department can help attracting more entrepreneurs and informal consumers. “Youth Entrepreneurs Club” can mobilize money from the members through saving schemes of co-operative banks and credit societies in its locality. This money can be pooled to form the said capital for their enterprises on partnership agreement basis. “Youth Entrepreneurs Club” can also attract capital from the open market on the basis of profit sharing and as loan for a stipulated time period. There should have a cell constituted by the government to scrutinize the proposals of new entrepreneurs. The criteria for selection should be the development potential of the enterprise. The cell shall make continues monitoring and regulate the financial and other assistances.
76. Adequate representation given to women and transgender youths would make the enterprise more people friendly. The initiative, however, efforts further efforts to make viable projects and to encourage potential candidates attracted to entrepreneurship. It gives an opportunity for proving their self-worth and a passage towards social and economic empowerment.

CHAPTER 6
FORMULATION OF SCSP ACT FOR KERALA

77. The Scheduled Communities in India do not seem to experience equality of opportunities in social and economic spheres. All indicators on empowerment and development show that they remain far behind the Socially Advanced Communities (SAC). The legacy of historic deprivation continues to be felt despite the safeguards in the constitution, certain structural reforms initiated and the affirmative actions attempted through Five Year Economic plans. The development outlays and inputs earmarked in the Plans did not flow to them in due measure. The 'Trickle Down' effect did not take place as desired.
78. Consequently the government conceived Tribal Sub Plan (TSP in 1974) and Special Component Plan (SCP in 1978) as comprehensive plans to evolve targeted development schemes for making direct and positive impact on the livelihood conditions on the Scheduled Tribes and the Scheduled Castes, respectively. However, overtime the TSP and SCP have been reduced largely losing sight of the overarching constitution based goals of economic liberation, educational parity and equality in all parameters and security, dignity and cultural autonomy. The schemes failed to take a holistic view of their needs and priorities with adequate outlays and institutional and organizational arrangements to fulfill the goals. It is noticed that there continues to exist wide gap between them and the Socially Advanced Castes. It is in this context that the need for separate Acts both at the central and state governments is felt. Government of India have changed the name of Special Component Plan (SCP) as Scheduled Caste Sub Plan (SCSP). The draft SCSP/TSP state act prepared for Kerala lays down the legislative frame work for effective implementation and legal resources for defaults.
79. The basic feature is to set apart not less than their population equivalent shares of the total development outlay of the State as outlays for the SCSP and TSP. They are earmarked before the total plan outlay is allocated sector wise and department wise and place these funds at the disposal of the empowered Authorities. They would undertake planning and allocation for programmes and schemes relevant to the scheduled communities and issue sanctions of funds in accordance with their needs and priorities.
80. The act envisages having special annual and Five Year Perspective Plans for accelerate over all development of the SCs and STs. The outlays for SCSP and TSP shall be entrusted respectively to State SC Development Authority (SSCDA) and State ST Development Authority (SSTDA) for formulation and implementation of SCSP and TSP of the State. The annual SCSP and TSP outlays shall be placed by the State government at the disposal of the SSCDA and SSTDA prior to the budget session and at least six months prior to the next financial year. This is to enable these Authorities to start the process of planning at the earliest and bridge the development gaps between the SC/STs and the SACs in a reasonable time. Only such schemes which directly and exclusively benefit SC/ST individuals, families, groups, habitations and infrastructure are undertaken. The Act insists that no part of the cost of infrastructural schemes, institutions open to all social classes be attributed and computed as SCSP and TSP under the assumption that some benefit may accrue to the

SC/ST also. It also emphasizes that due care and attention shall be paid to achieve equity among different regions and social groups among SC and ST and particular considerations given for vulnerable groups, women and children. The Act requires that any measure of economy resulting in reduction in the size of the development outlay of the State shall not be applied to SCSP/ TSP allocation. The two Authorities at their discretion earmark minimum of 5% of the funds as “Crucial Balancing Investment” for completion of any scheme to maximize the benefit for SC/ST. The Authorities would assess the gap in development and clearly indicate how the proposed schemes will bridge and eliminate those gaps in a reasonable time. They will give high priority to schemes for providing agricultural land of a viable extent to all rural landless SC and ST families including those holding unviable extent of land. The Act envisages establishing a taskforce in each Taluk to expedite the process of providing irrigation, particularly group irrigation to all their lands.

81. Provision of house sites and adequate houses with sufficient facilities for all eligible SC/ST families and connectivity for their habitations are other basic tasks. Analyzing production of nutritious food for consumption and easy access to health care facilities are advocated to improve their health status and reduce mortality levels. The condition of the women and children is particularly reviewed for close monitoring.
82. The Act recommends residential schools of high quality to cover all SC and ST boys and girls up to class XII. Coaching schemes of high standard during the last years in schools to equip them to compete for selection to professional and other educational institutions and other appropriate schemes are to be undertaken to promote their higher education prospects. Various schemes for skill development and entrepreneurs and with special focus on weaning labour from undignified occupations are advocated.
83. The Authorities are empowered to take steps for the fulfillment of reservation and to equip the candidates to compete successfully for open competition as well as reservation jobs and posts. For the Scheduled Tribes the Authority is to take steps to preserve Tribal Culture and Tribal autonomy, for restoration of alienated Tribal lands, restoration and protection of traditional access to common resources and natural resources in Tribal areas, preparation of schemes for fulfillment of Tribal rights under Forest Right Act and full operationalization of Panchayat Extension to Scheduled Area (PESA) and schemes for proper implementation of 5th and 6th schedules of the constitution.
84. The Act envisages that the outlays voted by the Legislature shall not lapse at the end of the financial Year but shall be carried forward to the next years and never divert to general plan / Development Funds. Moreover, outlays provided under SCSP/TSP funds of the State shall be utilized within the stipulated time and monitoring mechanisms evolved. No part can lapse and the unutilized outlays carried forward. The Act ensures easy flow of adequate and timely credit for SC and ST plans by the Authorities with interaction with financial institutions.
85. Both the Authorities have all the powers of civil courts trying to suit, impartial in summoning and ensuring attendance of any person from any part of India and examining

him on oath for any document, evidence of affidavit any public record or copy from any court of office, summon for examining of witness, documents etc.

86. The Act provides that there shall be penalties prescribed for any lapse or lapses on part of any officer in the implementation of the schemes for which the officer is responsible. Failure to implement the provisions of this Act or any lapse shall be presumed to be an offence under section 4 of the SC/ST prevention of Atrocities Act 1989. Such officer shall also be liable for disciplinary action under relevant rules. Any loss or damage caused shall be recoverable from the officer who is found guilty. The Authorities have also the power to recommend prosecution of any such officer who is negligent in his work pertaining to SCSP/TSP under section 4 of PAO Act.

87. In short the proposed SCSP/TSP Act provides opportunities for effective intervention to mitigate the entire spectrum of disadvantages experienced by the scheduled communities in the State. It ensures progress towards social equality and economic empowerment with monetary support and legal protection. Therefore the State requires such an Act to make sure due share of development reaches the scheduled communities and the gaps in their attainment gets closed and they enjoy social and economic equality in an egalitarian framework.

CHAPTER 7
IMPLEMENTATION AND MONITORING

88. Success in the timely implementation of schemes is invariably linked with concurrent evaluation and monitoring mechanisms in vogue. It seems that the existing plan monitoring system needs to be strengthened suitably to ensure effective utilization of plan funds. At present, monitoring of SCSP schemes is being separately undertaken for LSGI's programmes and Department schemes at different levels. The most significant drawback of the present practice is that it only review the trend in plan fund spending and not always serious about physical achievements or rather outcomes. This has directly affected the quality of implementation of SCSP schemes over the years.
89. In order to bring in qualitative improvements in plan implementation, a multilevel monitoring system is to be introduced with specific goals. Apart from regular monitoring of schemes on a periodic basis, there should be a mechanism of concurrent evaluation, social audit and outcome analysis. For the timely intervention in the Plan implementation process there should be monitoring and evaluation mechanism at the State and District levels. At the State level, an Authority may be set up to monitor the progress in the implementation of schemes. A High level Committee Chaired by the Chief Minister with the Minister for SC/ST Development, Minister for LSGIs and Vice-Chairman, State Planning Board, Chief Secretary, Government Secretaries of Finance, Planning, SC/ST, LSG Departments, Directors of SC/ST Departments and other experts as members may be constituted for monitoring SCSP schemes. At the District level, Monitoring and Concurrent Evaluation system may be introduced for SCSP/TSP schemes, with the District Collector as its Chairman and respective District Level Officers and selected social leaders as members.
90. Asset mapping and proper up keeping and maintenance of assets created by utilizing plan funds should also form part of plan monitoring. There should be 'Vigilant Committees' consisting of beneficiaries and stakeholders at the habitat level to oversee the progress in the implementation of various schemes. These committees could be an extended arm of the Monitoring and Concurrent Evaluation system at the District level. This Vigilant Group can also be entrusted with the task of Social Audit.
91. For effective and real time monitoring, a web based on line plan monitoring system may be introduced with provision for data/ information upload by the implementing officers at the field level and review and monitoring by the review committees or by designated Officers at higher level. Asset mapping with geo co-ordinates and date stamping can also be done with the support of software. During the Thirteenth Five-Year Plan, high priority should be given for Monitoring and Evaluation of SCSP schemes with mechanism for social auditing.

CHAPTER 8

VISION FOR SCHEDULED CASTE DEVELOPMENT DURING XIII FIVE-YEAR PLAN

92. The policies for Scheduled Caste Development in the XIII Five-Year Plan should be formulated in such a way that education, health care, sanitation, landholding agricultural production, skill development and other income generating activities of the Scheduled Caste are improved. The development strategy for Scheduled Caste should therefore focus on the following objectives.
1. Improvement in the educational, social and economic status of Scheduled Caste.
 2. Implementation of programmes for social and economic mobility
 3. Support for employment generating programmes and assistance for those living below the poverty line to improve their livelihood conditions.
 4. Legislative and socio-economic measures for protection of civil rights.
 5. Convergence of Scheduled Caste Development Schemes with the components in the declared Mission of “ Land Holding, Housing, Health care, Education and protection of Haritha Keralam” for their social and economic empowerment on par with the rest of the population in the State.
 6. Increase the gross enrolment ratio of the SC students in modern education in tune with the students of the main stream community
 7. Reduce dropout rates of the SC students
 8. Enhance the pass percentage of SC students
 9. Equip the agents in supply side to assimilate the problems faced by SC students empathetically and help them to overcome their difficulties
93. For attaining these objectives appropriate strategies have to be evolved giving emphasis on the following aspects.
1. Identify the problems and challenges and solve them with the most effective methods.
 2. Facilities for quality education, opportunities for getting employment and harmonious social environment are created for the overall development.
 3. Create awareness about the schemes implemented by the local governments and State and Central Governments for their welfare.
 4. Training and awareness programmes arranged for the employees, elected representatives, promoters and activists engaged in development activities.
 5. Timely review and restructuring of the schemes for speedy development.
 6. Regular evaluation and monitoring of the effectiveness and efficiency of schemes undertaken by the Scheduled Caste Development Department and other government and private agencies.
 7. Arranging suitable health care facilities for ensuring better health condition and well - being.
 8. An integrated campaign in a mission mode should be envisioned by the government by assuring full participation of all stakeholders in learning process so as to enrich the initiatives of the students to sustain them in educational process.
 9. Academic programme should be arranged to broaden the horizon of ambitions of the student.

10. Brain storming sessions to be arranged to familiarize with the emerging avenues of modern education to tap the sun rising sectors of the society.

Major Challenges for Scheduled Caste Development

94. The major challenges identified are summarized as below:-
 1. Landlessness, Houseless condition, Livelihood insecurity and difficulty in getting access to opportunities for higher studies and appropriate job opportunities
 2. Accessing IT and communication facilities in SC habitats is poor and gives only limited economic opportunities
 3. Lack of proper infrastructure in the habitats, programme implementation agencies and poor credit facility are other difficulties which require effective solutions.
95. To overcome these challenges, the XIII Five-Year Plan should endeavor to promote the Scheduled Caste community self-reliant. Various empowerment programmes for improving social conscience, accessing higher education, ensuring social security, social justice and food security and professional education for skill development etc. are envisaged.

Education

96. The strategy for the advancement of Scheduled Caste would have to be based on comprehensive economic and human resource development efforts. Through education they would acquire the ability to participate in the general economic development process and to manage sectoral development schemes. Efforts to improve the educational status of Scheduled Caste should start from the initial stage. That is, every child gets support from anganwadi/nursery. Proper motivation of the parent is essential to achieve the target. Better educational and training facilities have to be arranged. Special exposure training is required for exploring career opportunities and higher education possibilities in India and abroad. More opportunities have to be ensured in courses like medical, engineering and other professional training utilizing SCSP fund. Government should sponsor the SC students for studies abroad in famous universities. The failure and dropout rates are larger among the scheduled caste students, from the secondary stage onwards. Facilities are to be arranged for continuous special training within schools/institutions. Besides, for inhabitants of more than 25 Scheduled Caste families, special study centres with a library and internet connection may be arranged. Hostels under SC department need to be improved and modernized. The courses and the infrastructure facilities in ITIs functioning under the department are also to be improved. Class rooms with the facility of multimedia, playground, nutritional food etc. should be ensured in the Model Residential Schools for SC students. In the case of post metric hostels a tutor shall be available for a batch of 20 students to monitor their studies. A State Level Academic Council of experts and activists may be constituted to review the improvements in the educational standards and infrastructure facilities in each institution. As most of the SC students do not have adequate facilities to study in their home, financial assistance may be provided for the construction of an additional room, with modern facilities to make better atmosphere for education. The

scholarship given to the students should be periodically enhanced in accordance with the wholesale price index/cost of living index.

Housing and Livelihood

97. Majority of the SC households are dependent on agriculture for their livelihood. But most of them do not own cultivable land other than small plots on which they live. With the enactment of the Kerala Land Reforms Act, ownership of small pieces of land was awarded just enough to erect their hutments and they continue to remain wage labourers instead of becoming owner cultivators. Large number of SC families are land poor, unable to find space for constructing need based houses. As their share of landholding for cultivation is too small schemes may be formulated to provide financial assistance to purchase cultivable land, distribution of the available surplus land may be enhanced to enable them to improve their livelihood. Additional Financial assistance for land purchase may be fixed on the basis of the market price of the area. Provision of land for housing and livelihood should be treated as a basic right of the SC population. Financial assistance given for house construction has to be enhanced. Assistance for the completion of incomplete houses. Added to this is the problem of renovation of dilapidated houses, providing house sites and houses to sub families (additional families sharing dwelling spaces). Recognizing the inadequacies of each habitation center, special package should be formulated to improve basic facilities in the area within the next five years. Livelihood and connectivity problems of families dwelling in waterlogged areas and hilly terraces are to be identified and solved.

Training and Employment

98. Employment cum income generating schemes has to be formulated with the objective of economic empowerment of the community. Training for the development of Entrepreneurship skill given to the youth should enable them to start their own business ventures in collaboration with Startup Mission and agencies like DICCI. Special economic package can be enacted to help the SC entrepreneurs to start new industrial enterprises and schemes prepared to begin their start-ups in all districts. It has to be ensured that the prescribed quota for the SCs in services under State Government and State Public Sector Undertakings is filled. The shortage should be made up through special recruitment. Altogether 44 Industrial Training Institutes (ITIs) are working under the department. Focus should be given to introduce new skill development and employment oriented courses which provide better employment opportunities within the country and abroad. Special finishing schools are required for the ITI students to help them start self-employment ventures. E-resources related career development and soft skill training system may be developed. An Industry Institute Interaction Cell will be appropriate to help increasing the employability of SC students. A placement wing may be created to enable skilled man power to get suitable placement in the State and abroad.

Health

99. Better health is central to human happiness and well-being and enables economic progress. The Following measures are suggested for improving the health status of the Scheduled Caste.
100. Medical camps and awareness programmes may be arranged in SC colonies/ habitats at least once in every year with the help of the Health Department. Amount should be earmarked for meeting full treatment cost of SC families and action taken for immediate release of treatment grant. Medical Insurance scheme for all SC BPL families may be started. Special schemes are to be formulated for the treatment of patients who need transplantation of organs, for providing nutritious food to pregnant women and lactating mothers for supply of equipment to disabled and the differently abled persons. Special attention is required for the aged population. Innovative schemes and policies are necessary to promote the health, well-being and independence of senior citizens especially when lifestyle diseases and geriatric problems get prominence. Primary health care system need to be strengthened to meet their health care needs.

Monitoring and Evaluation Mechanism

101. Periodic monitoring and evaluation are essential for getting feedback and for ensuring the benefits of schemes and programmes reach the identified beneficiaries. State level and district level monitoring and evaluation mechanisms may be constituted. The proposed SCSP/TSP Act ensures progress towards social equality and economic empowerment with monetary support and legal protection. Therefore the State requires such an act to make sure due share of development reaches the Scheduled Communities and the gaps in their attainment gets closed and they enjoy social and economic equality in an egalitarian frame work.

CHAPTER 9
SUMMARY AND RECOMMENDATIONS

Major challenges of Scheduled Caste Development

Livelihood Condition to Below Average Level

102. The Scheduled Caste in Kerala remains much below the average livelihood standard of the general population. The low level is starkly reflected in all aspects of their habitation and housing, holding of land and other assets, attainment of professional and higher education, employment in higher categories of jobs, health and nutrition levels and in other areas of welfare and empowerment indicators.

Preponderance as Agrarian Labour – The Legacy Less Altered

103. Majority of the wage labourers among the Scheduled Castes are experienced workers in agriculture. However, reduction in the gross area cultivated, especially paddy lands, reduces their working days and consequently their annual wage income despite high wage rate in the State. Non possession of cultivable land prevents them from becoming owner cultivators. This situation affects their economic stability and makes them depend on government for survival support.

Access to Opportunities Meager for the Educated Work Seekers in Public and Private Sectors

104. Improvements in the spread of education in the State both under public and private initiatives and with high socio-political consciousness, make the Scheduled Castes avail the opportunities to the levels possible. But beyond literacy and secondary education, their attainment is nominal at tertiary level. For those who ventured all odds, however, opportunities for employment are low despite constitutional safeguards and reservation benefits, especially since the shrinkage of the public sector and the apathy of the growing private sector.

High Drop-Out from Education since Secondary Stage

105. The dropout rates at secondary and tertiary levels are high among SC students. The poor infrastructure and other disturbing conditions at home, financial backwardness, lack of parental support, lack of proper counseling for vulnerable students etc. are a few reasons for their drop out from studies.

Low Level Performance in the Higher Education and Professional Courses

106. This situation makes the students either drop out of education or take longer time to complete the courses, mostly with lower grades. This leads to an increase in the “Unemployable educated work seekers” among the scheduled castes in the State. It is a heavy blow to the expectation of their advancement.

Poor Response to Entrepreneurship Training

107. Attempts to instill entrepreneurship quality among the aspiring scheduled caste candidates have failed to produce desired results either due to outdated and obsolete training methods or due to the unpreparedness of the candidates to lack of effective material support. However, there is scope for revamping the attempts with better preparation so that socially committed entrepreneurs will emerge from the scheduled castes.

Summary/Observations on Schemes

108. Holding of land continues to impact positively on the levels of socio-economic attainment among a large section in every agrarian society. In Kerala the unfinished agenda of the first democratic government, “land to the tiller” and allotment of reasonable extend of land to every dweller have to be fulfilled yet. The government can collect adequate extent of land for this purpose by taking possession of all lands illegally possessed by vested interests under various guises. The lands thus recovered can be distributed to the landless and land poor agricultural labourers for cultivation on specific legal conditions. By effectively implementing this redistribution, the land problem of the scheduled castes can be solved permanently and can ensure faster economic growth among them.

109. Ensuring adequate housing facility is another basic requirement. Having settled in other’s land for generations, under servile conditions, majority of the scheduled caste labour families could own only their hutment land, thanks to land reform provisions. They were further enabled with housing schemes but the contractor greed and bureaucratic apathy resulted in situations as here many of the houses remained incomplete, though officially regarded as completed. This system need through restructuring, with adequate financial allotment, entrusting the work to beneficiary co-operatives or owners and allowing the scheme to be need based.

110. The educated section among the scheduled castes experience lack of opportunities and does not get proper guidance for seeking jobs inside or outside the State/country. To a great extent the ‘un employability’ of the educated and ‘un awareness’ of opportunities available could be addressed with remarkable case by utilizing modern information technology. It can explore the demand side and a range of options available, the world over. It can also find out opportunities available for skill development, professional attainment and other higher levels of learning on demand and at affordable terms. IT based software would be the choice to enable the aspirants to identify suitable jobs/institutions which offer attractive terms/choice of courses/location etc. This software may also assist for the selection of innovative skill up gradation and entrepreneurship training for the benefit of the ‘unemployable’ educated youth.

111. The scheduled caste population needs more professionals to help build strong economic base for themselves and to get detached from vestiges of traditional bondages. At present the number of degree/diploma holders is very low, hardly, one percent, among the

educated. The community is aware of this drawback and tries to support the wards for maximum attainment. Yet the results are disappointing, large scale drop out, below average performance, long duration to complete courses, unemployability of those who barely got through with degree / diploma, etc. This situation is quite unwelcome to their development prospects.

112. The Scheduled Caste Development department is the main administrative authority shouldering the responsibility of bringing the community on par with the rest of the population. Over the years it has made substantial headway in enhancing their attainments, especially in supporting their education. To undertake other development activities it gets sizeable amount as corpus fund which comes to one fourth of the Plan provisions and also SCSP funds which gets shared with local bodies. However, the expenditure pattern shows that there is underutilization of funds, a twenty year average works out to be 80 percent by the department and 67 percent by the local bodies leaving large sums as unspent balance which forfeits benefits to many poor families. Apart from such under-utilization of development funds, there is also apprehension regarding diversion of funds to general sector schemes on the prefix of sharing some benefits by a few SC households in the vicinity.

113. The SC/ST Development Corporation also has various schemes to lend support to asset creation and income generating activities undertaken by enterprising SC/ST candidates. Given the high level under development among a large section, the Corporation needs to widen its activities and the coverage of beneficiaries with larger resources and appropriate regulations followed for proper implementation.

Recommendations

Distribution Land to the Tillers for Cultivation and Livelihood Stability

114. As the previous land reforms had made only the tenants as owner cultivators, the deprived tiller's demand for getting ownership of cultivable land for livelihood and economic security is justifiable. It is possible to distribute a minimum of one to five acres to each landless and land poor scheduled caste labour households out of the lands already held by the government and de jure recovered from illegal occupants in the State. Another possibility is distribution of fallow and other crop lands on lease to SC labourers, preferably females, for individual or group farming under their initiative and regulations of local bodies. All these beneficiaries would also require initial financial and technical supports for cultivation till they reach stability.

Support to Higher and Professional Education for Equity and Empowerment

115. The Scheduled Caste youngsters need effective support for attaining quality education from pre-primary to university levels with adequate facilities to stay study and interact. Better equipped and managed Anganwadis can influence children during their brain development stage. Study support centers in schools and habitations would benefit the students a great

deal for better performance. Comprehensive remedial schemes are required to assist the losers and mediocre gainers to avail of opportunities for better achievements especially in professional courses and competitive examinations. Arrangements for special coaching, mentor support, financial help etc are needed to promote higher studies especially for professional courses. Given the low level representation of SCs in higher education, more opportunities have to be created. Obsolete and outdated courses continue to be offered in certain institutions. It adversely affects the employment prospects of the students in such Centres. Infrastructure for education such as hostels; classrooms, libraries, learning aids, playground etc. also need modernization to make knowledge search a cherishable experience. Apart from providing reservation of seats in government run and aided institutions, scheduled caste organizations must also be selected for managing institutions to promote education of their children on par with the rest of the population like other private managements in the State.

Employment Guarantee for the Skilled and the Educated

116. Educational Unemployment among the Scheduled Castes is growing in the State. Their representation, especially in higher categories of jobs, both in government and private sector is meager despite having suitable candidates waiting for placements. Consorted effort is, therefore, required to fill up the backlog of reserved vacancies in government through a special recruitment drive as was once done in the State. Extension of reservation of job in public supported private institutions and public funded private institutions is an accepted policy of the Central and state governments, but implementation is seldom followed. It should be made mandatory for such institutions to respect the policy and subscribe to social equality. There should also be opportunities for SC/ST eligible candidates in all emerging avenues such as Vizhinjam Port Trust, Special Economic Zones, all IT parks, Local bodies run Industrial Mall etc. The governments should persuade them to fulfill this social responsibility and respect the norm, equality of opportunity to all social categories in a multi religious/community scenario and maintain secular harmony.

Health Care Management – Targeted Efforts Required

117. The levels of poverty, under nutrition, morbidity, mortality and other serious health conditions experienced by the scheduled castes are much above the State average. As income and asset holdings are poor, they are unable to bear the increasing cost of medical expenditure especially of private providers. Special schemes are required to give relief to the affected. Medical tests, treatment service, cost of medicines etc. have to be made free to poor the Scheduled Caste patients. It may be better covered under a comprehensive medical insurance scheme appropriately evolved under government sponsorship.

Support for Developing Entrepreneurship Talents

118. Training for the development of entrepreneurship skills have to be imparted to enable the youth to start their own business ventures in collaboration with startup mission and other agencies. Focus should be to introduce new skills and employment oriented courses. For

promoting self-employment enterprises, formation of entrepreneur clubs, craft villages, marketing outlets for products, Rural Industrial and Agricultural Expos, etc. can be planned.

Legislation for SCSP/TSP Act – For Regulating SCSP Funds to Fully Benefit the Scheduled Communities

119. Through a proportional share of revenue resource has been set apart for SC/ST development for the past several decades, quantitative and qualitative deficiencies persist affecting its overarching goals, namely their economic liberation, educational parity, equality with socially advanced castes and protection of social dignity and security. Therefore the SCSP needs to be reformulated and implemented to fill the gaps in attainments. A legal frame is necessary for this purpose. The state may introduce a separate Act which contains strong provisions to encourage better implementation and penal actions for fraud and default under an independent Authority specially constituted with government controls and social audit provisions.

ANNEXURE 1

Population, Occupational Pattern and Institutions

Population Profile

Status of SC (as per census 2011)				
Sl. No	Item	SC		India
		Kerala	Kerala	
1	Population (in lakh)	30.39	30.39	2013
2	Percentage to total Population	9.1	9.1	16.6
3	Decadal Growth Rate (%)	-2.7	-2.7	20.8
4	Child Population to the total population	14.5	14.5	9.4
5	Sex Ratio	1057	1057	945
6	Literacy rate	88.7	88.7	66.07
7	Literacy rate-Female	85.07	85.07	56.46
8	Literacy rate-Male	92.64	92.64	75.17

Source: Population Census 2011

District wise Distribution of Scheduled Caste Population

Sl no	District	Scheduled Caste			Total
		Male	Female	Total	
1	2	3	4	5	
1	Kasaragod	26385	26898	53283	
2	Kannur	40260	43090	83350	
3	Wayanad	16406	16172	32578	
4	Kozhikode	97279	101912	199191	
5	Malappuram	151557	156709	308266	
6	Palakkad	197451	206382	403833	
7	Thrissur	156480	167870	324350	
8	Ernakulam	131573	136838	268411	
9	Idukki	72399	73087	145486	
10	Kottayam	75503	78406	153909	
11	Alappuzha	97183	104028	201211	
12	Pathanamthitta	78942	85523	164465	
13	Kollam	157801	170462	328263	
14	Thiruvananthapuram	178589	194388	372977	
Total		1477808	1561765	3039573	

Source: Population Census 2011

Percentage Distribution of SC Population

Sl no	District	Percentage Distribution of SC	Percentage of SC to total	
			Population	
1	Kasaragod	1.75		4.08
2	Kannur	2.74		3.30
3	Wayanad	1.07		3.99
4	Kozhikode	6.55		6.45
5	Malappuram	10.14		7.50
6	Palakkad	13.29		14.37
7	Thrissur	10.67		10.39
8	Ernakulam	8.83		8.18
9	Idukki	4.79		13.12
10	Kottayam	5.06		7.79
11	Alappuzha	6.62		9.46
12	Pathanamthitta	5.41		13.74
13	Kollam	10.80		12.46
14	Thiruvananthapuram	12.27		11.30
	Total	100.00		9.10

Source: Population Census 2011

Occupational Pattern

Distribution of Main Workers 2001 and 2011 (in percentage)					
Sl No	Category	Total		Scheduled Caste	
		2001	2011	2001	2011
1	Main workers*	25.87	27.93	29.75	32.93
2	Male Main Workers	41.77	44.8	41.54	47.03
3	Female Main Workers	10.85	12.37	18.51	19.59
4	Cultivators to Main Workers	7.12	7.18	1.61	2.28
5	Agricultural Labourers to Main Workers	12.4	14.18	29.48	29.9
6	Main Workers engaged in Household Industry	3.35	2.93	2.6	2.07
7	Main Workers engaged in other services	77.13	75.71	66.31	65.75
8	Marginal Workers*	6.43	6.85	10.63	10.9
9	Work Participation Rate	32.3	34.78	40.38	43.83

*Percentage of distribution is based on total population

Source: Population Census 2001,2011

Institutions under SC Development Department

District wise Details (in Numbers)							
Sl no	District	IT Is	Model Residential Schools	Nursery Schools	Pre Matric Hostels	Post Matric Hostels	Subsidized Hostels
1	2	3	4	5	6	7	8
1	Kasaragod	3	1	6	8	3	-
2	Kannur	1	-	3	8	1	-
3	Wayanad	-	-	-	1	-	1
4	Kozhikode	3	1	1	7	2	-
5	Malappuram	4	-	7	5	-	-
6	Palakkad	3	2	4	15	2	2
7	Thrissur	9	2	9	5	-	2
8	Ernakulam	1	1	19	5	2	-
9	Idukki	-	1	3	5	-	-
10	Kottayam	4	-	6	4	2	-
11	Alappuzha	2	1	3	4	-	-
12	Pathanamthit						
12	ta	2	-	8	6	-	-
13	Kollam	3	-	6	8	2	-
14	Thiruvananthapuram	9	1*	12	6	3	1
	Total	44	10	88	87	17	6

Source: SC Development Department

ANNEXURE 2

State Plan Outlay and Allocation under SCSP during Five-Year Plans

IX Five-Year Plan (1997-02)

Annual Plan	State Plan	Department	SCSP Allocation		Total	Rs Crore
			Local Governments			Percentage of SCSP to State Plan
1997-98	2855.00	121.50	194.00		315.50	11.09
1998-99	3100.00	125.30	195.00		320.30	10.33
1999-00	3250.00	127.50	200.00		327.50	10.07
2000-01	3535.00	137.50	217.00		354.50	10.02
2001-02	3015.00	107.35	182.00		289.35	9.59
Total	15755.00	619.15	988.00		1607.15	10.20
Percentage	-	38.52	61.48		100	-

X Five-Year Plan (2002-07)

Annual Plan	State Plan	Department	SCSP Allocation		Total	Rs Crore
			Local Governments			% of SCSP to state plan
2002-03	3425.00	129.76	268.50		398.26	11.62
2003-04	3796.23	127.43	263.33		390.76	10.29
2004-05	3913.57	134.17	285.20		419.37	10.71
2005-06	5369.81	112.80	334.47		447.27	8.32
2006-07	6680.62	112.80	403.00		515.80	7.72
Total	23185.23	616.96	1554.50		2171.46	9.36
Percentage	x	28.41	71.59		100	x

XI Five-Year Plan (2007-12)

Annual Plan	State Plan	Department	SCSP Allocation		Total	Rs Crore
			Local Government			Percentage of SCSP to State Plan
2007-08	6950.00	143.09	443.30		681.80	9.81
2008-09	7700.00	179.32	487.63		755.95	9.81
2009-10	8920.00	338.74	535.99		874.73	9.81
2010-11	10025.00	393.96	589.49		983.45	9.84
2011-12	12010.00	529.74	648.44		1178.18	9.81
Total	45605.00	1584.85	2704.85		4474.11	9.81
Percentage	x	39.55	60.45		100	x

XII Five-Year Plan (2012-17)

Rs Crore					
Annual Plan	State Plan	Department	SCSP Allocation Local Governments	Total	Percentage of SCSP to State Plan
2012-13	14010.00	549.75	824.63	1374.38	9.81
2013-14	17000.00	839.50	828.20	1667.70	9.81
2014-15	20000.00	1034.42	927.58	1962.00	9.81
2015-16	20000.00	1040.92	927.58	1968.5	9.84
2016-17	24000.00	1315.50	1038.90	2354.40	9.81
Total	95010.00	4780.09	4546.89	9326.98	9.81
Percentage	x	51.25	48.75	100	x

Source: Economic Review

ANNEXURE 3

Allocation and Expenditure of SC Development Department during Five-Year Plans

IX Five-Year Plan (1997-02)

Rs Crore				
Annual Plan	Outlay	Expenditure		Percentage
1997-98	121.50	114.04		94
1998-99	125.30	121.19		97
1999-00	127.50	120.22		94
2000-01	137.50	108.36		79
2001-02	107.35	88.61		83
Total	619.15	552.42		89

X Five-Year Plan (2002-07)

Rs Crore				
Annual Plan	Outlay	Expenditure		Percentage
2002-03	129.76	106.10		82
2003-04	127.43	69.13		54
2004-05	134.17	70.92		53
2005-06	112.80	57.04		51
2006-07	112.80	94.18		83
Total	616.96	397.37		64.40

XI Five-Year Plan (2007-12)

(Rs in Crore)				
Annual Plan	Outlay	Expenditure		Percentage of Expenditure
2007-08	143.09	129.88		90.77
2008-09	179.32	157.08		87.60
2009-10	338.74	341.39	100.90	90
2010-11	393.96	344.23		87.37
2011-12	529.74	467.77		88.30
Total	1584.85	1440.35		90.90

XII Five-Year Plan (2012-17)

(Rs in Crore)				
Annual Plan	Outlay	Expenditure		Percentage of Expenditure
2012-13	549.75	519.48		94.49
2013-14	839.50	790.16		94.12
2014-15	1034.42	693.44		67.03
2015-16	1040.92	758.38		72.85
Total	3464.59	2761.46		79.70

Source: Economic Review

ANNEXURE 4

Allocation and Expenditure under SCSP by Local Governments during Five-Year Plans

IX Five-Year Plan (1997-02)

Annual Plan	LG Allocation	Expenditure	% of Expenditure	Rs Crore
1997-98	194.00	183.54	94	
1998-99	195.00	132.49	67	
1999-00	200.00	154.20	77	
2000-01	217.00	158.19	72	
2001-02	182.00	87.38	48	
Total	988.00	715.80	72	

X Five-Year Plan (2002-07)

Annual Plan	Allocation to LG	Expenditure	% of Expenditure	Rs Crore
2002-03	268.50	100.83	37.55	
2003-04	263.33	182.41	69.27	
2004-05	285.20	179.26	62.85	
2005-06	334.47	192.89	57.67	
2006-07	403.00	351.99	87.34	
Total	1554.50	1007.38	64.80	

XI Five-Year Plan (2007-12)

Annual Plan	Allocation to LGs	SCSP			Rs Crore
		Fund Available including Opening Balance	Expenditure	Percentage	
2007-08	443.30	599.95	442.17	73.70	
2008-09	487.63	661.86	419.50	63.38	
2009-10	535.99	790.81	518.49	65.56	
2010-11	589.49	862.77	483.48	56.03	
2011-12	648.44	756.24	490.85	64.90	
Total	2704.85	3671.63	2354.49	64.12	

XII Five-Year Plan (2012-17)

Rs Crore

Annual Plan	SCSP			Expenditure	Percentage of Expenditure
	Opening Balance	Budget Allocation	Total Fund Available		
2012-13	241.93	824.63	1066.56	665.97	62.44
2013-14	380.86	828.20	1209.06	882.48	72.99
2014-15	326.39	927.58	1253.97	811.55	64.72
2015-16	442.69	927.58	1370.27	856.28	62.49
Total	1391.87	3507.99	4899.86	3216.28	65.64

Source: Economic Review

ANNEXURE 5

Sub Sector Wise Allocation and Expenditure of SC Development Department during the First Four Annual Plans of XII Five-Year Plan.

Educational Development

Rs crore					
Annual Plan	Allocation to SC Department.	Fund Allocated	Educational Development Schemes		
			% of total allocation	Expenditure	% of expenditure
2012-13	549.75	23.75	4.32	43.61	183.62
2013-14	839.50	153.70	18.30	256.19	166.64
2014-15	1034.42	277.44	26.82	170.14	61.32
2015-16	1040.92	307.80	29.56	58.84	19.11
Total	3464.59	762.69	22.01	528.78	69.33

Land to Landless Families

Rs crore					
Annual Plan	Outlay	Expenditure	Percentage of Expenditure	No of Beneficiaries	
2012-13	169.68	168.74	99.44	11047	
2013-14	100.00	99.68	99.68	6290	
2014-15	100.00	100.35	100.35	3569	
2015-16	150.00	149.61	99.74	2501	
Total	519.68	518.38	99.74	23407	

Housing Scheme

Rs crore				
Annual Plan	Amount Earmarked	Expenditure	% of Expenditure	No. of Houses Sanctioned
2012-13	100.00	99.97	99.97	5000
2013-14	125.00	99.23	79.38	4000
2014-15	150.00	193.92	129.28	4000
2015-16	180.00	259.48	172.98	5000
Total	555.00	652.60	117.58	18000

Assistance to Marriage of SC Girls

Annual Plan	Outlay	Expenditure	Percentage of Expenditure	Rs crore
				No. of Beneficiaries
2012-13	12.97	12.97	100.00	5454
2013-14	20.00	77.41	387.05	11544
2014-15	25.00	140.02	560.08	6692
2015-16	30.00	40.15	133.83	7943
Total	87.97	270.55	307.54	31633

Programmes for Vulnerable Group

Annual Plan	Outlay	Expenditure	Percentage of Expenditure	Rs crore
				No. of Beneficiaries
2013-14	15.00	14.83	103.00	443
2014-15	10.00	14.96	149.60	307
2015-16	14.00	13.10	93.62	412
Total	56.0	43.26	77.25	1162

Corpus Fund

Annual Plan	Allocation	Expenditure	Rs crore	
			Percentage of Expenditure	
2012-13		115.00	114.79	99.83
2013-14		227.50	177.29	77.93
2014-15		284.00	126.60	44.58
2015-16		207.61	142.95	68.86
Total		834.11	561.63	67.33

Pooled Fund

Annual Plan	Allocation	Expenditure	Rs Crore	
			Percentage of Expenditure	
2012-13	50	50.59	101.18	
2013-14	50	24.31	48.62	
2014-15	20	5.24	26.24	
2015-16	5	4.95	99	
Total	125	85.09	68.07	

Source: SC Development Department

**PROCEEDINGS OF THE MEMBER SECRETARY
STATE PLANNING BOARD
(Present: Sri. V. S. Senthil IAS)**

Sub: State Planning Board -Formulation of Thirteenth Five Year Plan (2017 – 2022)
Constitution of Working Groups on **Scheduled Castes Development**– Constituted -
Orders issued.

Read: Decision of the State Planning Board meeting held on 08-09-2016

ORDER No. SPB /278/2016-DPD (WG-4) Dated: 20/09/2016

As part of the formulation of Thirteenth Five Year Plan, it has been decided to constitute various Working Groups under the priority sectors vide paper read above. Accordingly Working Group on **Scheduled Castes Development** is hereby constituted. The composition and the terms of references are given below.

Co-Chairpersons

1. Dr. Venu. V. IAS, Principal Secretary to Government, SC/ST Development Department -Mob.No.9560407263
2. Professor P. Sivanandan, Centre for Development Studies, Thiruvananthapuram - Mob. 9446464573, Res. 0471 2444573

Members

1. Sri. P.M. Ali Asgar Pasha IAS, Director, Scheduled Caste Development Department
Mob.No.9447791297
2. Sri. E. Ayyappan IAS (Rtd.), Eralam Kalayil, Puthuppally P.O., Thirur.2, Malappuram Dt.
- Mob. No.9496288833.
3. Sri. Sukumaran. K. Chief (Rtd.), DPD, SPB, 'Karthika', SS Kovil Lane, Kowdiar P.O.,
Thiruvananthapuram - Mob.No.9446415713
4. Dr. C. C. Babu, PM Govt. College, Chalakkudi, Thrissur -Mob. 9446345984
5. Dr. Sanal Mohan, Associate Professor, MG University, Kottayam - Mob: 9497087668
6. Sri. D. Prasanth, Chief (Rtd.), PCD, SPB, 'Niranjana', TC-35/722, Elippode,
Vattiyoor kavu, Thiruvananthapuram-13 - Mob.No. 9747149440
7. Sri. Devarajan M., Additional Director (Rtd.), SCDD, 'Saravaram', Kanjoor, Cheppad,
Alappuzha Dt. PIN- 690507 - Mob. No .9446431232
8. Sri. K. A. Rajan, Joint Director (Rtd.), SCDD, Kozhikkamolath House, Panichayam,
Nedungapra. P.O., Ernakulam Dt. PIN- 683545 - Mob. No. 9446488490

9. Dr. Meera Velayudhan, Senior Policy Analyst, Centre for Environment & Social Concerns, Ahmedabad, Gujarat -Mob. No. 8157835099

Convener

Smt. Prasanna Kumary N., Chief (i/c), Decentralised Planning Division, State Planning Board - Mob. No. 9495098611

Co-Convener

Sri. Nenoj Meppadiyath, Assistant Director, Decentralised Planning Division, State Planning Board -Mob. No .9496240994

Terms of Reference

1. To review the development of SC sector with emphasis as to progress, achievements, present status and problems under its jurisdiction during the 11th and 12th Five Year Plan periods.
2. To evaluate achievements with regard to the plan projects launched in SC sector, both by the State Government and by the Central Government in the State during these plan periods.
3. To list the different sources of data in SC sector and provide a critical evaluation of these data sources, including measures for improvement.
4. To identify and formulate a set of output and outcome indicators (preferably measurable) for SC sector and base the analysis of the previous plans on these indicators.
5. To outline special problems pertaining to SC sector.
6. To suggest, in particular, a set of projects which can be undertaken during the 13th Plan period in SC sector. Also suggest innovative projects under SCSP.
7. Evaluate all the ongoing schemes and to weed out those schemes which are irrelevant and not fruitful, similarly grouping/ clubbing of similar schemes.
8. Evaluate projects under pooled fund and critical gap filling fund (Corpus Fund) under SC sector. Also suggest strategies to be adopted in the existing guidelines of pooled fund and corpus fund.
9. Utilization of SCP funds through LSGD.
10. Implementation of projects on education, housing and infrastructure at district level may be examined.
11. Suggesting a comprehensive monitoring mechanism of schemes under SCSP.
12. Review of implementation of SCA to SCP during 12th Five Year Plan.

Terms of Reference (General)

1. The Chairperson is authorised to modify Terms of Reference with the approval of State Planning Board. The Chairperson is authorised to invite, on behalf of the Working Group, experts to advise the Group on its subject matter. These invitees are eligible for TA and DA as appropriate.
2. The Working Group will submit its draft report by 1st December 2016 to the State Planning Board.
3. The non- official members of the Working Group will be entitled to travelling allowances as per existing government norms. The Class I Officers of GOI will be entitled to travelling allowances as per rules if reimbursement is not allowed from Departments.

Sd/-
Member Secretary

To

The Persons Concerned
The Sub Treasury Officer, Vellayambalam

Copy to:

The Accountant General, Kerala (A&E) with C/L
PS to VC
Member (DP)
PA to Member Secretary
All Divisions, State Planning Board
Senior Administrative Officer, State Planning Board
Stock file

Forwarded/By order
Sd/-
Chief (i/c) DPD

**PROCEEDINGS OF THE MEMBER SECRETARY
STATE PLANNING BOARD
(Present : Shri. V.S. Senthil IAS)**

Sub:- State Planning Board -Formulation of Thirteenth Five Year Plan (2017 – 2022)
Constitution of Working Groups on **Scheduled Castes Development**– Revised
- Orders issued.

Read: 1. This Office Order of even no. dtd 20.09.2016

2. Minutes of the Working Group meeting on Scheduled Caste Development held
on 29.09.2016

ORDER NO. SPB /278/2016-DPD (WG-4) DATED: 28/10/2016

As per order read as 1st, Working Group on **Scheduled Castes Development** was constituted as a part of formulation of Thirteenth Five Year Plan.

As per reference 2nd cited, it was decided to nominate Dr. K.M.Pramod, Assistant Professor, Ambedkar College, Malappuram and Sri.P.K.Sudheer, President, DICC, Kerala Chapter, West rock, P J Antony Grand road Pachalam, Kochi as members of the Working Group.

Also in the Order cited 1st, Sri.Nenoj Meppadiyath, Assistant Director, Decentralised Planning Division, State Planning Board was decided as the co-covenor of the Working Group. But he has been transferred to Kasargod district and Smt.V.Rajalekshmi was promoted to his place.

In the above circumstances, Order read as 1st stands modified and all conditions stipulated in that Order will be strictly adhered to.

Sd/-

Member Secretary

To
The Persons Concerned
The Sub Treasury Officer, Vellayambalam

Copy to:

The Accountant General, Kerala (A&E) with C/L
PS to VC
Member (DP)
PA to Member Secretary
All Divisions, State Planning Board
Senior Administrative Officer, State Planning Board
Stock file

Forwarded/By order

Sd/-

Chief (i/c) DPD