



GOVERNMENT OF KERALA
KERALA STATE PLANNING BOARD

FOURTEENTH FIVE-YEAR PLAN
(2022-2027)

WORKING GROUP ON
SCHEDULED CASTES DEVELOPMENT

REPORT

DECENTRALISED PLANNING DIVISION
March 2022

FOREWORD

Kerala is the only State in India to formulate and implement Five-Year Plans. The Government of Kerala believes that the planning process is important for promoting economic growth and ensuring social justice in the State. A significant feature of the process of formulation of Plans in the State is its participatory and inclusive nature.

In September 2021, the State Planning Board initiated a programme of consultation and discussion for the formulation of the 14th Five-Year Plan. The State Planning Board constituted 44 Working Groups, with more than 1200 members in order to gain expert opinion on a range of socio-economic issues pertinent to this Plan. The members of the Working Groups represented a wide spectrum of society and include scholars, administrators, social and political activists and other experts. Members of the Working Groups contributed their specialized knowledge in different sectors, best practices in the field, issues of concern, and future strategies required in these sectors. The Report of each Working Group reflects the collective views of the members of the Group and the content of each Report will contribute to the formulation of the 14th Five-Year Plan. Each Report has been finalised after several rounds of discussions and consultations held between September and December 2021.

This document is the Report of the Working Group on “Scheduled Castes Development”. The Co-Chairpersons of the Working Group were Dr. Meera Velayudhan and Shri. Pranabjyoti Nath I.A.S. Dr. P. K. Jameela, Member of the State Planning Board co-ordinated the activities of the Working Group. Smt. J. Josephine, Chief of the Decentralised Planning Division was the Convener of the Working Group and Sri. Mohamed Ansal Babu N.K, Assistant Director, Decentralised Planning Division was the Co-Convener. The terms of reference of the Working Group and its members are in Appendix I of the Report.

Member Secretary

PREFACE

The State Planning Board constituted a Working Group for Scheduled Caste Development in connection with the formulation of XIV Five Year Plan (2022-2027). The Working Group held three meetings through online platform for drawing up broad perspectives for the development of Scheduled Castes. Besides, five sub groups were formed for reviewing the development initiatives and preparing the way forward for Scheduled Caste Development. A series of discussions with the officials, policy makers, administrators, elected representatives, leaders and eminent persons with experience and expertise in Scheduled Caste Development was arranged for identifying the issues on priority basis and suggesting appropriate strategies to be followed during the XIV Five Year Plan. In the first meeting Dr. P.K.Jameela, the Hon'ble Member, State Planning Board gave directions in identifying the key areas of development for preparing the report. The Working Group examined the suggestions and views expressed by the Hon'ble Member and formulated the vision and strategies for the development of Scheduled Castes during the XIV Five Year Plan. The Report consists of details on the review of schemes implemented during XIII Five Year Plans and strategies for the XIV Five Year Plan with focus areas of development, roadmap for revamping the institutions under SC department as well as the effective implementation of SCSP projects by Local Governments. We hope that this report will help in the formulation of the XIV Five Year Plan proposals in an efficient and comprehensive manner and in the effective implementation of the plan schemes.

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EXECUTIVE SUMMARY

The State Planning Board constituted a Working Group on Scheduled Castes Development in connection with the formulation of XIV Five Year Plan (2022-27). Shri. Pranabjyoti Nath IAS and Dr.Meera Velayudhan were the Co-Chairpersons of the Working Group. Terms of reference of the Working Group are : 1) To review all the welfare and individual assistance schemes for the people of the scheduled castes, and make suggestions, if any, to restructure and strengthen these schemes, 2) To study and assess residential locations in which homes of people of scheduled castes are concentrated and to suggest long-term measures for the permanent improvement of civic amenities in these areas, 3) To suggest skilling for modern employment and how to provide modern employment for people of the scheduled castes, particularly women and youth. These employment opportunities are to be in modern agriculture, industry and income-bearing services, 4) To review the status of availability of land for the people of the scheduled caste, 5) To suggest a comprehensive monitoring mechanism for schemes under Scheduled Caste Sub-Plan. The State Government is committed that the planning process will work to protect the rights of the people of the Scheduled Castes and to expand the socio-economic achievements of all people of the Scheduled Castes in the State. It is also ensured that the allocations to the Scheduled Caste Sub-Plan (SCSP) would exceed the percentage share of the population of Scheduled Castes in the State.

Major Recommendations of the Working Group on 14th Five Year Plan

The 14th Five Year Plan envisages upliftment of the communities among Scheduled Castes, enhancement of their physical quality of life index by imparting better and quality education to the young generation, improvement of their standard of living by providing sustainable livelihood measures and addressing vulnerabilities and gender discriminatory practices including gender based violence.

Education: Existing educational schemes for nursery, pre-matric, post-matric and higher education are in the form of Lump-sum-grant, stipends, pre-matric and post-matric hostel facilities, reimbursement of expenses, special income-linked scholarships and educational assistance and running of MRSs etc. The recommendations for pre-primary education highlight the need for increased availability of nursery schools and standardization of curricula and pedagogy. For pre-matric education, MRSs needs to be developed as centres of excellence along with the creation of Learning Facilitation Centres (LFC) with internet facilities, printing facilities, reading halls, newspapers and relevant publications that are accountable to the Panchayath Committee.

Only a very negligible section of students excels in their post-secondary education and end up in tertiary/university education. There exists a wide gap in the Gross Enrolment Ratio of the Scheduled Castes in higher education owing to economic and financial deprivations and lack of social capital. Educated unemployment is disproportionately higher in the case of the students belonging to the SC communities. In post-matric education, an independent mechanism to ensure effective utilisation of funds earmarked for higher education has to be put in place. Besides, new generation and IT-based academic courses

must be promoted among the SC students along with special coaching to appear for competitive examinations. Post-matric hostels need to be modernized. Special emphasis should be given to programmes that can encourage students to pursue higher education and undertake research programs. The problem of Digital Divide among the students of SC communities shall be addressed on a war foot basis and the existing scheme for construction of Padanamuris shall be expanded so as to create learning space for children.

Kerala is taking serious steps to transform itself into a modern knowledge economy. Education, especially higher education and skill development being major stepping stones for becoming a strong stakeholder in such an economy, a low percentage of SC students in professional courses remain as barriers to and limits their ability to become part of these new developments towards a knowledge economy. Therefore the 14th Plan will give special attention to skilling and higher education.

Skill and Employment: Even though the members of the Scheduled Castes community have many traditional skills, it is important to transform them through re-skilling and up-skilling to monetise their skills so that they can ensure stable economic independence. SCDD allocates funds for skilling under a broad category of 'Assistance for Training and Employment.' The pace of migration to high skilled jobs among SC youth is very slow, and existing ITIs and other training institutions are not modernized enough to provide high-end skills to SC youth. Career guidance and orientation should be imparted from an early stage. Apprenticeships and internships should be promoted. Special cells or societies such as ICSETS at Ambedkar Bhavan Mannanthala should be formed to work as a centralised system. Possibility of developing CREST for this purpose should be considered. Entrepreneurship development programmes such as E-Auto, Kerala Café, Agriculture Groups, Farm Projects and Micro Activity Groups, massive skill development programme has to be implemented with the help of various Government agencies such as K-DISC to enhance the employability of 10 lakh SC unemployed youth within the 14th Plan period. Besides, the incentives and subsidies given to SC entrepreneurs are not sufficient. Micro Plans for Skill Monetization instead of a fit-for-all scheme should be encouraged. Assets Based Community Development (ABCD) approach may be followed to trust and consider the capacities, skills, and assets of local SC people and their organisations and encourage them to develop in their way by providing the required support sought by them. Low participation of SC women in the labour force and opportunities for their skilling for diverse occupations need to be addressed.

Land: Landlessness among SCs deserves special attention. As most SC settlements and colonies fall in the peripheral regions, their land commands less value. The average area of land possessed by SC is only 2.52 cents per person. The major issues are lack of clear distinction between house sites or plots and land and lack of specific scheme for providing cultivable land. It is recommended that there should be an exclusive scheme for cultivable land distribution in addition to continuous technical and other supports for cultivators. Pilot projects for massive cultivation by seeking the support of institutions such as NABARD, Agriculture Department, KAU etc should be supported.

Housing and other amenities: The Scheduled Caste population faces an acute problem of

housing. The majority of their houses are dilapidated having inadequate spaces and facilities. The 13th Five Year Plan had given top priority for housing. The major constraints faced by the community are the insufficient financial assistance for the construction of new houses and the slow progress of implementation. The recommendations on housing focuses on periodic revision of house construction grant following the requirements of the family for a decent living and considering the current price of the building materials and construction cost, slums eradication and improvement of the amenities such as roads, drinking water, toilets, electricity, cooking gas and internet connection.

Health: The lack of adequate data disaggregated by caste and area of residence poses a very serious limitation for proper health planning. The major concerns faced by the SCs are lack of preventive health care, absence of comprehensive and micro-level SC settlement level planning, multi-sector convergence, mortality and morbidity, increasing non-communicable diseases and malnutrition. There is a need to enhance the allocation for health, make provisions for convergence and shift to a community health approach that will take into consideration vulnerabilities of women and children, those with disabilities, sexual minorities such as trans persons, aged, single women etc. Furthermore, the health needs of special groups that include female sex workers and the transgender population belonging to SC communities should be prioritized.

Women and Children: Women and children remain the most vulnerable section among the SCs. The issues faced by SC women are multi-dimensional in nature. SC women are involved in MGNREGA and often undertake hazardous activities, or they go for other work such as domestic labour. However, these occupations often carry caste attributes, hence, skill development can help to widen their occupational horizon. SC women are also engaged in agriculture. They should be provided with registration and farm livelihood cards, training and infrastructure facilities for agriculture-related handicraft enterprises. There is a power gap between SC elected women representatives and general category members, men and women. To address these issues, a life-cycle-based approach should be followed in understanding the problems of SC women and programme planning for them.

Drop out of SC children especially at secondary and higher education levels should be addressed with promotional programmes such as scholarship programmes, providing more number of hostels, parental awareness, distribution of study materials and equipment etc. Strict monitoring of the implementation of Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act 1989 must be ensured.

Social Security: Social Security for SC is an important aspect of public policy. These aspects under social security are education, health, housing etc. Enhancing social security for SC can help in addressing unemployment and most of their developmental issues. Micro Finance Institutions play a key role in providing social security especially in rural areas and can combat rural indebtedness among SCs and hence the activities of Kudumbashree have to be enhanced among SC communities. However, an allocation of funds in proportion to the SC population is required.

Social Justice: The members of the community still continue to face caste-based discrimination. There needs to be Social Justice Committees in all elected bodies from

the panchayat level onwards. The constitution of a legal cell with at least one advocate from the SC and convening of Land Adalats at Taluk level with the co-operation of the Revenue department to solve all land-related issues can further provide social justice to the community.

Habitats & Settlements: As far as the Kerala Government is concerned, rehabilitation of landless SCs has always been a top priority. Rehabilitation is often carried out by developing colonies for SCs. However, these habitats face a myriad of issues such as unemployment, scarcity of drinking water, alcohol and drug abuse, landlessness, educational backwardness, lack of proper housing and waste management facilities. These issues can be addressed by holding implementing agencies accountable and putting in place a monitoring mechanism to assess the progress. Besides, the constitution of Habitat Development Committees which includes people's representatives and other concerned officials can aid in identifying and resolving developmental and security issues of inhabitants. The implementation of the Ambedkar Village Development Scheme may be expanded and also reviewed to solve the issues in implementation.

Revamping of institutions owned and managed by SCDD: The institutions owned and managed by SCDD are Nursery schools, hostels, Model Residential Schools, Industrial Training Institutes, CREST, ICSETS and Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes.

Hostels: There are three types of hostels for SC students viz pre-matric hostels, post-matric hostels and subsidized hostels. The major issues faced by these hostels are lack of maintenance of buildings, hostels being operated in rented buildings, lack of adequate facilities, hostel wardens working without any substitute and lack continuous programmes like mentoring, career guidance, counselling and personality development etc.

Model Residential Schools: The objective of MRSs is to provide quality education to the talented students in SC/ST communities through education in residential school mode. However, the dual control of MRSs by SCDD (shelter and fostering) and Education Department (coaching) and three parallel heads in the MRS: Senior Superintendent, Headmaster/Headmistress and Principal of the Higher Secondary School can negatively affect the effective enforcement of directions. Also, the financial management pattern/procedure of MRSs is very stringent. Often the slow administrative procedures pose as a hurdle in the completion of the infrastructure facilities.

Industrial Training Institutes: ITIs impart formal technical skills and training to the SC youth in Kerala. However, these institutions are functioning in old buildings and lack basic facilities such as office rooms, workspace for different trades, store rooms and playgrounds. They also offer courses on conventional trade that needs to be updated. In spite of the longstanding demand, these institutions are yet to be affiliated with NCVT. There is a gender disparity among students who join these institutions.

Nursery schools: These schools do not have a common syllabus, regular in-service training and computer facilities. There is a lack of IT-enabled education and sufficient teaching aids and toys. Proper monitoring has to be put in place.

Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes: KSDC is a prudent finance institution with the objective of socio-economic advancement and empowerment of the members belonging to Scheduled Castes and Scheduled Tribes in Kerala. The major issues faced by the institution are the unavailability of loan schemes for those with income above 3 lakhs per year and the concentration of its activities mostly in urban areas. Hence, there is a need to revamp the corporation to meet the emerging needs of educated unemployed SC youth.

Local Self Governments & SC Development: Local Governments must be responsive, transparent, participatory and accountable to the people, especially the most deprived sections of the society such as the SC, tribals, and women. At the State level, the line departments, spearheaded by SCDD, used to be the supreme authority in the implementation process of SCP until 9th Five Year Plan. LSGIs were then granted nearly 67 per cent of the SCP funds and entrusted with the implementation of a substantial number of projects to enable SC development focusing on social and economic empowerment and social justice aspects of the development. Unfortunately, local governments have not been able to ensure timely formulation and implementation of the SCP projects due to lack of participation from the stakeholders, the main component being SC families. A significant portion of the allotted funds remains unutilised in the case of local governments. This can be due to the lack of a proper monitoring and evaluation system. There is also a lack of awareness about the various schemes and budget allocation especially among SCs including elected representatives. In order to address these issues, special gramshabha for SC needs to be convened to discuss distinct problems of SCs. In addition to this, setting up Resource Centres (RCs) at Panchayat levels can further aid in the creation of a monitoring mechanism. Further, SC development aspects should focus on SC students.

Modernizing Governance of SCDD: Modernization of governance of SCDD can help in delivering more pro clientele service to the SC in their overall development process. In order to modernize governance, a paradigm shift is required such as Welfare to Empowerment, Education-Skill-Employment and Land-House-Livelihood. Other steps that can be adopted are one-time registration of all SC individuals/households, thrust on income and employment generation schemes such as 'varumana veedu – income-generating houses' and asset protection of SC communities especially of land and other movable assets. Furthermore, incorporation of IT into areas such as education, skilling and employment and convergence of existing schemes can aid in modernizing the governance.

Monitoring and Evaluation: Concurrent monitoring and evaluation of the schemes are vital for their success. However, the implementation is generally unsatisfactory as programmes for SC and ST are not delivering results commensurate with investments. The major problems associated with monitoring and evaluation are the absence of independent, external and effective continuous monitoring and evaluation mechanisms to either analyze physical and financial targets or to measure the progress of scheme/project/institution activities against established schedules and indicators of success. In order to address these issues, there needs to be an online portal to gather information about all schemes, a comprehensive mechanism for concurrent monitoring, regular reporting system which includes the preparation of

required MIS and GIS. A detailed study on the monitoring and evaluation of schemes implemented through the SC Development Department needs to be carried out.

Sports and cultural aspects of the communities need more attention. The programmes like Gadhika, the arts festival and other folk and cultural festivals has to be propagated.

CHAPTER 1 INTRODUCTION

1. The framework for an inclusive public policy and planning is in the Directive Principles of State Policy itself which holds that 'the state shall strive to promote the welfare of people by securing and protecting as effectively as it may, a social order, in which justice-social, economic and political-shall inform all institutions of national life.' The Indian Republic envisioned the nation to move forward towards development through 'Inclusive Growth Process'. The protective legislations undertaken by the government aimed at uplifting the socially and economically marginalized sections, the Scheduled Castes and the Scheduled Tribes in India. The Constitution incorporates all necessary Articles, Directives and Guidelines to attain those visions in full measure under the initiatives of the Central, State and Local Self-Governments. Article 46 of the constitution is more specific in the case of the historically deprived sections. Several important reforms were introduced as part of the welfare state norm since the Nehruvian years under the Five Year Plans, accountable to Parliament, for major changes to take place in the development process. It initiated land reforms to enable all to access assets and to ensure availability of food, formulated planned economic development schemes at national and state levels for attaining rapid expansion of all productive sectors and streamlining distribution, expanded the public sector for everyone to participate, regulated private initiatives, introduced labour legislations for ensuring income, undertook expansion of education, skill development, health facilities, and other social services for improving productive efficiency and improving quality of life of all sections. All these attempts were to impact upon the social liberation of the historically backward and suppressed sections and the governments were to ensure active support for their development potential.
2. However, these interventions at the macro level could not be materialized in the case of the deprived sections at comparable level even after seven decades of support ensuring guided growth and protective legislation. The Sub Plan development concept introduced by the mid-1970s of the past century was a welcome stimulus to streamline their development process with separate allocation of funds. It was to supplement the trickle-down gains from the general growth process and to lead towards comparable levels of mainstream attainments. However, lack of effective monitoring of the sub plan expenditure which remained unprotected from chances of misuse, also deprived the prospects of obtaining equal levels with the mainstream.
3. In Kerala, notions of equality emerged from the missionary era itself and later, gender equality being a key part, in social reform, anti-caste, nationalist and radical movements of 1940s. Although diverse, the emphasis was on the need for a reordering of society based on a vision of justice and common good. The agrarian struggles and land reforms did seek to set up a civil society incorporating all sections of the people, within the legal framework of modern democracies. The historical struggles underlying land reforms were as much for recognition and inclusion as for material redistribution.

While 'land to the tiller' was a key slogan of the Communist movement by mid 1930s, it took nearly two decades for peasants and agricultural labourers to gain some of the rights, with landed classes/castes/ communities forming organizations and attempting to create barriers and calling for their interests to be included as that of the 'public' and as their 'right to cultivate'.

4. While the significance of land reforms and land distribution and collective actions in ending caste slavery, and its role in driving social development cannot be denied, the impact of exclusionary processes, exclusion from ownership of agricultural land – only homestead land distributed – placed SCs in a disadvantaged position leading to other forms of exclusions in the development process. Several studies now suggest that social inequality in land ownership and lack of asset base have affected mobility patterns of SCs. The focus on land in the new social movements of 1990s onwards in Kerala- be it SC or ST- is a pointer as also their exclusion and marginalization in the political process. Studies on Kerala have suggested that types and combination of assets play an important role in reducing incidences of shocks by asset less or asset poor, while treating assets as not just resources but also as an agency to transform such resources to improve livelihood choices and ability to face risks and shocks as inequalities in power relations affect the building of asset bases (Arun,Shobha, et al., 2010).
5. In Kerala, with the launching of Decentralized Planning since the mid-1990s, a shift in approach for SC and ST development occurred. The departments and local bodies were strengthened by earmarking proportional amounts of plan funds for specific schemes. The schemes were to evolve after stakeholder participation. The sharing of resources enabled the departments to take up state-wide projects and the local bodies to identify and fill up critical gaps in their development attainments.
6. All these schemes and initiatives should result in enabling the targeted sections to reach up to the mainstream growth level, to bridge the development gap. The implementing institutions are to ensure equality of opportunity and parity in attainment. However, in effect the targeted categories have been side-lined under varied influences: lack of clarity, awareness, sometimes misuse of resources and more fundamentally the weakening of perspective of a 'common good' in the decentralization processes and elected bodies themselves. In all aspects of landholding, education and employment, the target groups attain poor levels of enhancement. This is evident from the survey data available that though majority of them belong to agricultural labour and artisan job categories, they do not become owner cultivators, tenant farmers or self-supportive artisans. The land reform legislations undertaken in the state during early seventies of the past century gave SC land only for homestead and not for livelihood. Similarly, efforts to improve education and knowledge dissemination have resulted largely in providing literacy efficiency and spreading of general education, but not enough to sustain and acquiring higher levels of learning and skill improvement. Hence, all development indicators and deprivation indices show poor levels of empowerment and continuous deprivation experience among the Scheduled sections as a historical legacy.
7. Efforts to mitigate the shortfalls do not seem to result in parity achievements either

through the Five-Year Plan processes for seven decades till the 13th plan, or the Sub Plan efforts for four decades. Even the decentralized planning process attempted in Kerala does not seem to result in parity levels of growth. In this context, the vision of the 14th plan to be undertaken by the government of Kerala needs a through stock taking of the experience so far and introduction of effective mechanisms to achieve expected parity growth for the historically and institutionally deprived sections. They did not receive a fair deal and continue to remain denied of empowerment opportunities.

8. The reforms and protective measures undertaken by the central, state and local body institutions do not result in parity achievements. We expect government of Kerala through its 14th plan initiative to aim at achieving 'Equity' as envisioned in its manifesto and upheld by its egalitarian ideology. This requires giving a "Big Push" with adequate allocation of resource and motivation to the implementing agencies for sensitizing their development needs. Effective monitoring of expenditure and assessment of outcome results, through setting up mechanisms, remain as essential part of these processes. In this context, the lack of data bases from the local level onwards (e.g., in local development planning reports), need for more studies, a Data Bank in SCD Department needs urgent attention. As spelt out in the 13th Plan SC Development Report, the need for SCSP/TSP Act has been reiterated by the 14th Plan SC Working Group as well.
9. The gains of the past are now under severe stress in Kerala. These make it even more difficult to face the challenges that Kerala society and its development face today. These are more complex now in the aftermath of the worst natural disaster Kerala has faced – the 2018 floods followed by the pandemic. These have created newer vulnerabilities for SC & ST communities. While Kerala society united in facing the calamity and helping each other, the post floods reconstruction and now the pandemic, gave it an opportunity to build a new Kerala, to carry forward the gains of past, particularly in protecting and expanding rights of SC, bridging the development gap with other sections of society in Kerala and moving towards a more egalitarian society.

CAPTER 2

SOCIO ECONOMIC STATUS OF SCHEDULED CASTES IN KERALA

10. According to the Census of 2011, the Scheduled Caste population of Kerala is 30,39,573 persons constituting 9.10 per cent of the total population of the State. According to the amendment to the constitution in 2006, there are 53 communities among the Scheduled Castes. The number of people of Scheduled Castes is highest in Palakkad district (13.29 per cent) followed by Thiruvananthapuram (12.27 per cent), Kollam (10.80 per cent), Thrissur (10.67 per cent) and Malappuram (10.14 per cent). These five districts together account for more than half (57.17 per cent) of the total Scheduled Caste population in the State. Communities such as Vedar, Nayadi, Kalladi, Arundhathiar/Chakkiliar are identified as the vulnerable communities among Scheduled Castes and they are concentrated in Palakkad, Malappuram, Kollam, and Idukki districts. The people of these specific Scheduled Castes are 3.65 per cent of the total Scheduled Caste population in the State (Scheduled Caste Survey Report, 2008). 5,64,329 SC families are living in 26,342 Habitats/Colonies (KILA Survey 2011).

Details of district wise population of Scheduled Castes are given below in Table No.2.1.

Table No. 2.1: Details of District wise Scheduled Castes Population

Sl No	District	Total Population			Scheduled Castes			% Distribu- tion SC	% to Total Popula- tion SC
		Male	Female	Total	Male	Female	Total		
1	Thiruvananthapuram	1581678	1719749	3301427	178589	194388	372977	12.27	11.30
2	Kollam	1246968	1388407	2635375	157801	170462	328263	10.80	12.46
3	Pathanamthitta	561716	635696	1197412	78942	85523	164465	5.41	13.74
4	Alappuzha	1013142	1114647	2127789	97183	104028	201211	6.62	9.46
5	Kottayam	968289	1006262	1974551	75503	78406	153909	5.06	7.79
6	Idukki	552808	556166	1108974	72399	73087	145486	4.79	13.12
7	Ernakulam	1619557	1662831	3282388	131573	136838	268411	8.83	8.18
8	Thrissur	1480763	1640437	3121200	156480	167870	324350	10.67	10.39
9	Palakkad	1359478	1450456	2809934	197451	206382	403833	13.29	14.37
10	Malappuram	1960328	2152592	4112920	151557	156709	308266	10.14	7.50
11	Kozhikode	1470942	1615351	3086293	97279	101912	199191	6.55	6.45
12	Wayand	401684	415736	817420	16406	16172	32578	1.07	3.99
13	Kannur	1181446	1341557	2523003	40260	43090	83350	2.74	3.30
14	Kasargod	628613	678762	1307375	26385	26898	53283	1.75	4.08
Total		16027412	17378649	33406061	1477808	1561765	3039573	100.00	9.10

Source : Population Census 2011

11. A comparative picture regarding literacy and sex ratio of SC population in Kerala with the national level is furnished in below given Table No.2.2.

Table No.2.2: Status of SC (as per Census 2011)

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

Source: Population Census 2011

12. Table 2.3 shows that females constitute 52 per cent and males 48.7 per cent, of the total SC population in Kerala. Among them, 73.3 per cent of the SC population [37.5 per cent of the females and 35.8 per cent of the males] are of the working age group, ie, 15-64 years and 8 per cent [4.7 per cent of the females, and 3.3 per cent of the males] are of age 65 years and above. Children and the young, ie, below the age of 15 years, constitute the remaining 18.7 per cent [9.7 per cent males, and 9 per cent females].

Table 2.3: Age Group and Gender of Scheduled Castes Population and total population (%)

Age Group	Scheduled Castes Population (%)*			Total Population (%)**		
	Male	Female	Total	Male	Female	Total
0-4	3.0	2.6	5.6	3.7	3.6	7.3
5-9	3.1	3.1	6.3	3.9	3.7	7.6
10-14	3.6	3.2	6.9	4.3	4.1	8.4
15-19	4.0	4.0	7.9	4.0	3.8	7.8
20-24	4.0	3.9	8.0	3.9	4.1	8.0
25-29	4.1	4.2	8.3	3.6	4.2	7.8
30-34	4.1	4.1	8.2	3.4	4.0	7.4
35-39	4.2	4.6	8.8	3.5	4.2	7.7
40-44	3.7	3.9	7.6	3.3	3.9	7.2
45-49	4.1	4.3	8.4	3.3	3.7	7.0
50-54	2.9	3.2	6.1	2.8	3.0	5.8
55-59	2.5	2.6	5.1	2.6	2.6	5.2
60-64	2.2	2.8	5.0	2.5	2.8	5.3
65+	3.3	4.7	8.0	3.2	4.2	7.4
Total	48.7	51.3	100.0	48.0	52.0	100.0

Source:* GIFT Scheduled Castes Household Primary Sample Survey (SC HPSS) 2017-18

** Census 2011

Occupational pattern of Scheduled Castes in Kerala

13. Analysis of the occupational pattern reveals the impact of governmental policies and programmes for the economic and social progress aimed at the empowerment and promotion of economic progress among Scheduled Castes. The distribution of main workers among Scheduled Castes in Kerala is given in Table 2.44.

Table 2.4 The Distribution of Main Workers of Scheduled Castes in Kerala as per Census 2001, 2011

Sl. No	Category	General Population		Scheduled Castes	
		2001	2011	2001	2011
(1)	(2)	(3)	(4)	(5)	(6)
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	Percentage of Cultivators to Main Workers	7.12	7.18	1.61	2.28
5	Percentage of Agricultural Labourers to Main Workers	12.40	14.18	29.48	29.9
6	Percentage of Main Workers engaged in Household Industry	3.35	2.93	2.60	2.07
7	Percentage of 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	32.30	34.78	40.38	43.83

Source : Economic Review, 2015, p 205.

14. Table 2.4 shows that while just 27.93 % of total general population was main workers as per 2011 Census, the corresponding figures for Scheduled Castes population was 32.93 indicating that a moderately higher proportion of them are main workers. The SC female workers are almost double of those in other population. Almost 30% of the SC are agricultural workers compared to 14% of the general population. It is notable that the increase of workers among general population was marginal during the decade 2011 compared to 2001 (from 25.87 to 27.93 %), it is substantial in case of Scheduled Castes (from 29.75 to 32.93 %). Though this small increase in the proportion of main workers, both male and female is a welcome change, it is indicative of the existing unemployment and dependency among SC population.
15. In 2001, the percentage of agricultural labourers among Scheduled Castes was 29.48 % and it showed no substantial change in 2011 reaching 29.9 %. But the percentage of Scheduled Caste main workers engaged in other services shows decrease from 66.31 % in 2001 to 65.71 in 2011. The higher participation of SCs in other service shows that SCs are rapidly leaving agricultural sector and migrate to non-agricultural sectors. This is also true in the case of general population. The Scheduled Castes population in fact follows the trend set by the general population with regard to the change in occupational structure.

Major Challenges

16. The major challenges identified among Scheduled Castes are summarized as below:-
- i. Landlessness, houseless condition, livelihood insecurity and difficulty in getting access to opportunities for higher studies and appropriate job opportunities.
 - ii. Accessing IT and communication facilities in SC habitats is poor and gives only limited economic opportunities.
 - iii. Lack of proper infrastructure in the habitats, programme implementation agencies and poor credit facility are other difficulties which require effective solutions.
17. To overcome these challenges, the 14th Five Year Plan should endeavour to promote the Scheduled Caste community to become self-reliant. Various empowerment programmes for increasing agency, self-worth and awareness, accessing higher education, ensuring social security, social justice and food security and professional education for skill development etc. are envisaged. The policies for Scheduled Caste Development in the 14th Five Year Plan is to be formulated in such a way that education, health care, sanitation, landholding agricultural production, skill development and other income generating activities of the Scheduled Castes are viewed as inter-linked and designed accordingly.
18. As per Census of India 2011 Scheduled Caste households in Kerala have much greater access to banking services, landline phones, computers with internet and car than an average Scheduled Caste household in India. Compared to other southern states like Tamil Nadu, Karnataka, and Andhra Pradesh, only SC households in Tamil Nadu have greater access to televisions than those in Kerala. SC households in Kerala do not seem to have as much access to two wheelers as other SC households in India. While more than 22 per cent of SC households in India did not have access to any of these assets, Kerala performed better with only around 11 per cent of SC households being deprived of these assets (Table 2.5).

Table 2.5. A comparative picture of Assets of Scheduled Caste Households

Sl. No.	Percentage of households having access to-	India	Kerala	Tamil Nadu	Karnataka	Andhra Pradesh
1	Availing banking services	50.94	60.15	39.26	47.03	45.28
2	Television	39.15	61.17	84.73	46.22	48.91
3	Computer with Internet	1.27	1.93	1.61	1.66	1.09
4	Landline Phone	3.00	6.34	4.50	4.75	2.83
5	Two Wheeler	11.99	10.60	19.94	13.55	10.13
6	Car	1.82	2.31	1.54	2.14	1.02
7	None of these assets	22.60	11.46	6.91	23.71	25.83

Source : Population Census 2011

CHAPTER 3

SCHEDULED CASTE SUB PLAN: AN OVER VIEW

‘State shall promote the educational and economic interests of the weaker sections of the people with special care and in particular the Scheduled Castes and Scheduled Tribes, and to protect them from all social injustice and all forms of exploitation.’

Article 46, Constitution of India

19. Special Component Plan (SCP), which is renamed as Scheduled Caste Sub Plan (SCSP) in 2006 is one of the major strategic initiatives of the government for ensuring speedy economic development of Scheduled Castes. It was in the background of the denial of socio-economic rights and opportunities for the SCs and the debilitating effect of the caste system in their progress, the Government took the initiative to have this special programme. It was designed ‘to channelize’ the flow of outlay and benefits from the general sectors in the state plan in proportion to the population percentage of SC. It is like an umbrella under which all the development schemes for the betterment of Scheduled Castes would be implemented by the State as well as the Central Government. The main objective of the SCP is to direct the flow of benefits through family and individual-oriented programmes aimed at the economic development of the Scheduled Castes’
20. The idea of SCP could be presumed to have originated from the idea of the Tribal Sub Plan. The first attempt to introduce SCP was started in the 1978-79 Annual Plan period, although in a token form. The idea of the Special Component Plan was introduced in the Sixth Five Year Plan (1980-85) because earlier plans were lackadaisical in giving much importance to the problems of Scheduled Castes. The broad objective of SCSP is to fill the socio-economic gap between SC/ST and other developed communities through their social and economic empowerment.
21. In this context, the SCSP includes the following Objectives:
 - *Social Empowerment* by removing all existing inequalities, disparities and other persisting problems besides providing easy access to basic minimum services;
 - *Economic Empowerment* by making them economically independent and self-reliant; through provision of employment-cum-income generation activities
 - *Social Justice* by elimination of all types of discrimination against the socially disadvantaged groups with the strength of constitutional commitments, legislative support, affirmative action, awareness drive among target groups and change in the mind-set of people.
22. After the introduction of the Kerala Panchayat Raj and Kerala Municipality Act in 1994, the welfare of weaker sections in particular the Scheduled Castes became a subject of LSGIs during the Ninth Plan Period (1997-2002). And the Grama Panchayats are entitled to i) implement the beneficiary oriented schemes under SCP (TSP also); ii) run nursery schools for the SC/ST children; iii) arrange basic facilities in the SC/ST colonies; iv) extend assistance to the SC/ST students; v) give discretionary assistance to SC/STs as and when required. Similarly, the Block Panchayats are entrusted

to i) manage pre-matric hostels and ii) promotion of cooperative societies meant for these communities and District Panchayats are made responsible for the management of i) post-matric hostels and ii) vocational training centers established for the SC/ST students. At present around 45 per cent of the total allocation to SCSP is given to local self-governments and the local body-wise allocation is shown in Appendix IV of budget documents.

23. In the national context, the Union Government of India announced the formation of NITI Aayog (National Institute for Transforming India) on 1st January 2015 and replaced the Planning Commission of India. It is constituted under the chairmanship of the Prime Minister of India with a governing council comprising the Chief Ministers of all States and Union Territories. Instead of SCP and TSP, NITI Aayog allocates funds for Development Action Plan for SC (DAPSC) and subsequently, guidelines were issued. The scheme-wise allocation of DAPSC is available in statement 10A of expenditure budget of Union budget since 2017-18. At present Kerala is the only state which continues the five-year planning process and allocates plan funds in proportion to the population of SC in the state. Allocation and expenditure of Scheduled Caste Sub-Plan (SCSP) funds, 2016-17 to 2020-21.
24. Every year, the State Government earmarks a portion of the State Plan outlay as the Scheduled Caste Sub-Plan (SCSP) fund. Of this allocation, close to 55 per cent is allocated to the Scheduled Castes Development Department (SCDD) and 45 per cent is allocated to local governments for implementation of schemes under decentralised planning. From 2016-17 to 2020-21, Rs 13,525.05 crore was earmarked as SCSP fund for the welfare of people of the Scheduled Castes, of which, Rs 7,449.85 crore was allocated to the Scheduled Castes Development Department and Rs 6,075.20 crore to local governments. The percentage of SCSP flow from total State Plan outlay was 9.81 in this period, higher than the proportion of Scheduled Castes population (9.1 per cent as per 2011 Census). Even in the midst of financial constraints, the Government maintained the share of funds of Scheduled Caste Sub Plan at 9.81 per cent.
25. According to the *Kerala Development Report, 2021*, the expenditure by local governments increased from 70 per cent of the outlay in 2016-17 to 83 per cent in 2018-19. In 2019-20, expenditure by local governments in general was affected by treasury restrictions. The expenditure under Scheduled Castes Development Department also declined in 2018-19 and 2019-20. The Report held that this was mainly due to the duplication of schemes and lack of uniformity in rates of assistance of schemes implemented by the Department and LSGIs. Further, in 2018-19, there was a reduction in plan outlay to all sectors to meet flood related rehabilitation and restoration expenses. In 2019-20, the resource crunch faced by the State resulted in low expenditure by the Department. The expenditure-level of the Department with respect to revised outlay, however, was 92 per cent in 2018-19 and 75 per cent in 2019-20. Expenditure-levels improved in 2020-21, the Report stated.

26. For the effective implementation of SCSP, the following are imperative:
- 1) Funds at least in proportion to SC population in the State and UT and Centre should be set apart first from the total plan outlay for formulating Special Component Plan.
 - 2) A separate SCSP plan document must be prepared by the nodal department giving the details of the schemes and programmes with physical and financial targets to be implemented during the annual plan.
 - 3) A separate budget head and sub-head to be allotted to the SCSP funds for various sectors for effective monitoring of the schemes and expenditure of the fund.
 - 4) The SCSP earmarked funds should be backed by 100% budget provision and sanctions and release of funds in time to the implementing agencies.
 - 5) The funds allocated to SCP in the Annual Plans should not be diverted and allowed to lapse.
 - 6) The other line departments should cooperate in the proper implementation of the schemes of SCP.
 - 7) The thrust should be given to income generating and asset creation programmes.
 - 8) Scheme benefits should go directly to individuals, families to include female headed households, settlements/colonies/habitats, recognized institutions or organisations among the SC community.

CHAPTER 4

REVIEW OF SC DEVELOPMENT IN 13TH FIVE YEAR PLAN PERIOD

27. In the 13th Five Year Plan, the Government made a commitment that the planning process will work to protect the rights of the people of the Scheduled Castes (SC) and to expand the socio-economic achievements of all people of the Scheduled Castes in the State. It also ensured that the allocations to the Scheduled Caste Sub-Plan (SCSP) for the people of the Scheduled Castes would exceed the share of the population of Scheduled Castes in the State. Scheduled Castes in Kerala.
28. Analysing the status of the development scenario of Scheduled Castes community during 13th Five Year Plan would be helpful to frame and carve out policies to ensure the better living condition of the people of Scheduled Castes in all sense.

Allocation and expenditure of Scheduled Caste Sub-Plan (SCSP) funds, 2016-17 to 2020-21

29. Every year, the State Government earmarks a portion of the State Plan outlay as the Scheduled Caste Sub-Plan (SCSP) fund. Of this allocation, close to 55 per cent is allocated to the Scheduled Castes Development Department (SCDD) and 45 per cent is allocated to local governments for implementation of schemes under decentralised planning. The year-wise allocation of SCSP funds is given in Table No.4.1.

Table No.4.1: Allocation of Scheduled Caste Sub-Plan funds to Scheduled Caste Development Department and Local Governments, Kerala, 2016-17 to 2020-21

(Rs in crore)

Year	Total State Plan Outlay	SCSP funds from State Plan Outlay	SCSP funds as per cent of total State Plan Outlay	Department		Local Governments	
				Department Outlay	Department Outlay as per cent of SCSP funds	Local Governments Outlay	Local Governments Outlay as per cent of SCSP Funds
2016-17	24000	2354.40	9.81	1315.50	55.87	1038.90	44.13
2017-18	26500	2599.65	9.81	1427.60	54.92	1172.05	45.08
2018-19	29150	2859.62	9.81	1570.36	54.91	1289.26	45.09
2019-20	30610	3002.84	9.81	1649.00	54.91	1353.84	45.09
2020-21	27610	2708.54	9.81	1487.39	54.91	1221.15	45.09
Total	137870	13525.05	9.81	7449.85	55.08	6075.20	44.92

Source: Annual Plans, Government of Kerala

30. From 2016-17 to 2020-21, Rs 13, 525.05 crore was earmarked as SCSP fund for the welfare of people of the Scheduled Castes, of which, Rs 7,449.85 crore was allocated

to the Scheduled Castes Development Department and Rs 6, 075.20 crore to local governments. The percentage of SCSP flow from total State Plan outlay was 9.81 in this period, higher than the proportion of Scheduled Castes population (9.1 per cent as per 2011 Census).

31. The outlay and expenditure of SCSP funds from 2016-17 to 2020-21 is given in Table No.4.2. The expenditure by local governments increased from 70 per cent of the outlay in 2016- 17 to 83 per cent in 2018-19. In 2019-20, expenditure by local governments in general was affected by treasury restrictions. The expenditure under Scheduled Castes Development Department also declined in 2018-19 and 2019-20. In 2018-19, there was a reduction in plan outlay to all sectors to meet flood related rehabilitation and restoration expenses. In 2019-20, the resource crunch faced by the State resulted in low expenditure by the Department. The expenditure-level of the Department with respect to revised outlay, however, was 92 per cent in 2018-19 and 75 per cent in 2019-20. Expenditure-levels of Department and local governments are improved in 2020-21.

Table No.4.2. Outlay and Expenditure of Scheduled Caste Sub-Plan Funds, Kerala, 2016-17 to 2020-21 (Rs in crore)

Year	SCSP Outlay	Department			Local Governments		
		Outlay	Expenditure	% of expenditure	Outlay	Expenditure	% of expenditure
2016-17	2354.40	1315.50	1126.88	85.66	1038.90	726.02	69.88
2017-18	2599.70	1427.60	1275.27	89.33	1172.05	936.6	79.91
2018-19	2859.60	1570.36	1167.40	74.34	1289.26	1070.07	82.99
2019-20	3002.80	1649.00	674.64	40.91	1353.84	734.61	54.26
2020-21	2708.54	1221.15	881.77	72.21	1487.39	926.35	62.28
Total	13525.04	6075.20	4349.07	71.58	7449.85	5170.54	69.40

Note: 2019-20 and 2020-21 figures are from Plan space & LSGD dash board
Source: Budget Documents, Government of Kerala

Major interventions by the Government and achievements in the 13th Plan (2017-18 to 2021-22)

32. The main thrust of the 13th Plan in respect of the people of the Scheduled Castes and Tribes was in the following spheres:
- 1) Land, homesteads, and housing.
 - 2) Education: to ensure full access to the best educational facilities at all levels: Primary, Secondary, and Higher Education and Research.
 - 3) Skill development: to prepare a new generation for modern employment, enabling them to seek employment in Kerala and elsewhere.

- 4) Employment: to ensure that places reserved for Scheduled Castes and Tribes are filled.
 - 5) Food security.
33. The major schemes and programmes by the Government and the progress made on each front are enumerated in the following section.

Land, homesteads and housing

34. The Government provides financial assistance to persons belonging to Scheduled Castes for purchase of land and construction of house. From 2016-17 to 2020-21, Rs 94,997 lakh was earmarked for land purchase scheme and 81.12 per cent of expenditure was incurred in this programme. Rs 1,54,500 lakh was earmarked for construction of houses and more than 100 per cent expenditure was incurred. Details of outlay and expenditure incurred under this scheme from 2016-17 to 2020-21 are in Table No.4.3.

Table No.4.3: Outlay and expenditure for land and housing by Scheduled Caste Development Department, Kerala, 2016-17 to 2020-21 (Rs in lakh)

Year	Land			Housing		
	Outlay	Expendi- ture	% of ex- penditure	Outlay	Expendi- ture	% of ex- penditure
2016-17	17497	17573.61	100.44	26500	37362.4	140.99
2017-18	18000	17871.2	99.28	50000	56873	113.75
2018-19	22500	15468.05	68.75	38000	43660.2	114.9
2019-20	18500	16187.04	87.50	20000	13513.4	67.57
2020-21	18500	10287.25	55.60	20000	22344.77	111.72
Total	94997	77061.88	81.12	154500	173753.7	112.46

Source: Scheduled Caste Development Department, Government of Kerala

35. In 2016-17 and 2017-18, houses were sanctioned directly by the Department. From 2018-19 onwards, construction of new houses was undertaken through the LIFE Mission. As per the estimates of the Mission, there were 75,355 houseless people belonging to the Scheduled Castes in Kerala. Of these 20,796 families owned land and the rest of them were landless. The Mission offered two options to the landless: to avail of assistance at Rs 2.25 lakh for three cents in gram panchayat, at Rs 4.5 lakh in municipalities, and at Rs 6.00 lakh in corporation limits to purchase land or to avail of dwelling units constructed by the Mission in 28 towns across the State.
36. The total houses sanctioned and constructed under schemes of the Department and LIFE Mission from 2016-17 to 2019-20 were 49,746 and 29,542 respectively. (Table 4.4)

Table No. 4.4: Houses sanctioned and completed for Scheduled Castes, Kerala, 2016-17 to 2019-20 (in number)

Year	Scheduled Caste Development Department		LIFE Phase 1 (incomplete houses)**		LIFE Phase 2 (beneficiaries with land)**	
	Sanctioned	Completed	Sanctioned	Completed	Sanctioned	Completed
2016-17	14906	11440	3893	3843	21807	7506
2017-18	8895	6670				
2018-19	245*	83				
2019-20	0	0				
Total	24046	18193	3893	3843	21807	7506

Note: * Construction of houses affected by the floods of 2018.

**Year-wise break up of houses constructed through LIFE Mission is not given.

Source: Scheduled Caste Development Department and LIFE Mission, Government of Kerala

Education

37. There are 85 nursery schools, nine model residential schools, 44 industrial training institutes, 87 pre-matric hostels, 17 post-matric hostels, four pre-examination training centres, a community college in Vadakkancherry, and a medical college in Palakkad functioning under the control of the Scheduled Castes Development Department. In addition to infrastructure facilities, the Government provides various types of educational assistance, such as primary education aid, lump sum grants, stipends, pre-matric and post-matric scholarships, and overseas scholarships for study abroad. Year wise outlay and expenditure for education from 2016-17 to 2020-21 are in Table No.4.5.

Table No.4.5: Outlay and expenditure for education by Scheduled Caste Development Department, Kerala, 2016-17 to 2020-21 (in Rs lakh)

Year	Outlay	Expenditure	% of expenditure
2016-17	38000	13190.55	34.71
2017-18	40410	23675.99	58.59
2018-19	40549	25178.93	62.10
2019-20	25000	10874.42	43.50
2020-21	24500	13367.38	54.56
Total	168459	85503.41	50.78

Source: Scheduled Caste Development Department, Government of Kerala

38. The major programmes and progress made in the field of education are as follows.

Revision of rate of educational assistance :

The rates of assistance including lump sum grants, stipends, and scholarships given to students belonging to the Scheduled Castes for pre-matric, post-matric and professional courses were enhanced in 2019.

Assistance for studying abroad

39. A major achievement during the last four years is that 37 students belonging to the Scheduled Castes have been provided assistance to study in top ranked (first 500) universities in the world. The Department provides Rs 25 lakh per course to a student who gets admission in such universities.

Padanamuri

40. Another remarkable achievement for promoting education in this period was construction of study rooms, Padanamuri, in the houses of students belonging to the Scheduled Castes studying in high school and higher secondary classes in government or aided or special or technical schools. This facility was provided to students whose parents' annual income was lesser than Rs 1 lakh. The scheme provides Rs 2 lakh to each student to construct an additional room (120 square feet) in their house; the room is further equipped with facilities such as a table and chair, bookshelf, lights, and fan. The scheme was started in 2017-18 and 24,543 study rooms have been sanctioned, out of which 15,762 have been completed.

Additional assistance to post-matric students

41. For encouraging post-matric education, a new scheme, called "Additional assistance to post matric students" was started in 2018-19. Under this scheme, the State Government provides assistance to post-matric students who are not availing any scholarships from Government of India.

42. Other major physical achievements from 2016-17 to 2020-21

1. 8,475 students were provided assistance to buy laptops and 1,506 MBBS students were provided assistance to purchase stethoscopes.
2. Entrance coaching was given to 2,617 students.
3. Career orientation programmes were conducted at the higher secondary-level in all districts.

Livelihood

43. For providing livelihood security to people of the Scheduled Castes, income generating programmes such as self-employment schemes, assistance for seeking job abroad, and job oriented training programmes were undertaken under the scheme "Training, Employment and Human Resource Development." Self-employment assistance is given to individuals and self-help groups. One-third of the loan is given as a subsidy to undertake self-employment ventures. The year-wise outlay and expenditure for the scheme is in Table no.4.6.

Table No.4.6 Outlay and Expenditure for the “Training, Employment, and Human Resource Development” Scheme of Scheduled Caste Development Department, Kerala, 2016-17 to 2020-21 (Rs. in Lakh)

Year	Outlay	Expenditure	% of expenditure
2016-17	4000	3313.61	82.84
2017-18	4000	3568.41	89.21
2018-19	4300	4193.17	97.52
2019-20	3800	3379.89	88.94
2020-21	5000	2979.65	59.59
Total	21,100	17,344.22	82.20

Source: Scheduled Caste Development Department, Government of Kerala

44. The major physical achievements in the sphere of livelihoods are as follows.

Assistance for foreign employment who are seeking employment abroad

45. Financial assistance of Rs 1 lakh is given to students belonging to the Scheduled Castes within the age group 20-50 years and have an annual income limit of not more than Rs 2.50 lakh. Assistance is provided to meet the expenses of job visas, passports, and travel charges. In the last four years, 1,610 youth belonging to the Scheduled Caste have been placed in employment abroad. The rate of assistance was increased from Rs 50,000 to Rs 100,000 in 2016-17. Details of the number of persons who availed self-employment subsidy and assistance for seeking job abroad are given in Table No.4.7

Table No.4.7: Number of persons who availed self-employment subsidy and assistance for seeking job abroad provided by Scheduled Caste Development Department, Kerala, 2016-17 to 2019-20

Year	Self-employment subsidy	Assistance for seeking job abroad
2016-17	542	446
2017-18	406	446
2018-19	297	318
2019-20	207	1922*
Total	1452	3132

Note: * Includes numbers from previous years.

Source: Scheduled Caste Development Department, Government of Kerala.

Food Craft Institute Palakkad

46. In 2018-19, a Food Craft Institute was started in Palakkad district by the Tourism Department in association with the Scheduled Castes and Scheduled Tribes Development Departments. It provides training in hotel management to students and jobs are ensured for the candidates in various institutions under the Tourism Department.

Handholding cell and mobile app

47. One of the major initiatives undertaken by the Department was the creation of a

“Handholding Cell” for equipping youth belonging to Scheduled Castes through awareness programmes. A mobile app was created to provide information and guidelines about the activities of the Cell. Youth who register in this app get information regarding higher education, job opportunities, and the welfare schemes of the Department.

Online web portal of Gadhika products.

48. In 2018-19, a new initiative, “Gadhika” on Amazon online portal was launched for marketing products made by entrepreneurs belong to the Scheduled Castes. A variety of handicrafts and traditional utensils – at present, nearly 20 items – are marketed through this online portal.

Healthcare

49. The Government started a separate healthcare scheme in 2018-19. Until 2018-19, healthcare programmes were implemented under the “Corpus Fund,” which included allocations for several other purposes as well. Under the healthcare scheme, financial assistance for treatment was provided to beneficiaries. The number of persons benefited by the scheme is given in Table No. 4.8.

Table No. 4.8. Number of persons benefited under healthcare scheme of Scheduled Caste Development Department, Kerala, 2016-17 to 2019-20

Year	No. of persons who received treatment assistance
2016-17*	23073
2017-18*	24423
2018-19	30844
2019-20	15658
Total	93998

Note: * Scheme was included under “Corpus Fund” scheme

Source: Scheduled Caste Development Department, Government of Kerala

50. **Infrastructure Development in Scheduled Castes Residential Settlements.** For providing better infrastructure facilities in residential settlements, the “Ambedkar Village Development Scheme” was started in settlements where more than 30 families belonging to the Scheduled Castes live. Under this scheme, Rs 1.00 crore is provided to each settlement to undertake development activities, including the provision of drinking water, toilets and sanitation, waste management arrangements, road connectivity, electrification, the construction of land protection walls, irrigation, playgrounds, community halls, home renovation, financial support for income generating activities, and assistance for protection and renovation of burial grounds. Development activities were completed in 50 villages between 2016-17 to 2019-20.

Social Development Programmes

Vinjanwadis

51. Vinjanwadis in Scheduled Caste residential settlements include facilities such as libraries, reading rooms, computers with internet facilities, newspapers, journals and periodicals, and necessary furniture. At present, there are 143 Vinjanwadis functioning in the State.

Special package for vulnerable communities

52. The major problems faced by the vulnerable communities among Scheduled Castes, such as Vedar, Nayadi, Kalladi and Arundhathiar/Chakkiliar, involve land, housing, drinking water, electricity, education, and job-oriented training. A special package was included in the State Plan in 2018-19 to address these issues. This package includes integrated settlement development, completion of spill over houses, Samuhyapad-anamuri, training on skill development and employment, and special tuition. A new programme for providing assistance for the purchase of agricultural land (up to a maximum of Rs 10.00 lakh for purchasing a minimum of 25 cents of land) has also been introduced.

Revision in rate of marriage assistance

53. Marriage assistance of Rs 75,000 is given to the parents of girls belonging to the Scheduled Castes who have an annual income of less than Rs 1 lakh. In 2016-17, the rate of marriage assistance was enhanced from Rs 50,000 to 75,000. Yearwise details of outlay and expenditure and number of families benefited under the scheme are in Table No.4.9.

Table No.4.9: Outlay and expenditure for marriage assistance and number of families benefited from the assistance by Scheduled Caste Development Department, Kerala, 2016-17 to 2019-20

Year	(Rs in lakh)			
	Outlay (Rs. in lakh)	Expenditure (Rs in lakh)	% of expenditure	No. of families availed assistance
2016-17	5000	5259.60	105.19	10523
2017-18	5500	5851.54	106.39	8921
2018-19	6500	5513.40	84.82	7291
2019-20	7000	6274.00	89.63	8677
2020-21	7000	6106.70	87.23	7011
Total	31000	29005.24	93.56	42423

Source: Scheduled Caste Development Department, Government of Kerala

Working women's hostels

54. In 2018-19, a new scheme was started for the construction of working women's hostels. In the first phase, construction of hostels in Thiruvananthapuram, Ernakulam,

and Kozhikode districts was proposed. The construction work in Thiruvananthapuram district is nearly complete.

Valsalyanidhi

55. An insurance linked social security scheme Valsalyanidhi was started in 2017-18 for girl children belonging to the Scheduled Caste. Under this scheme, the Scheduled Castes Development Department deposits Rs 1,38,000 in the name of the child in a Life Insurance Company in 4 instalments – Rs 30,000 as first instalment, when the child attains 6 months, Rs 33,000 as a second instalment when the child gets admission in primary school and attains 5 years, Rs 36,000 as a third instalment on the child reaching the 5th standard or at the age of 10, and Rs 39,000 as a fourth installment on the completion of 10th standard. Rs 3,00,000 is assured at 18 years. Educational assistance of Rs 1000 is also given to the brother or sister of the girl child studying from 9th standard to 12th standard. At present, 4724 girls have been registered under this programme.

Floods

56. The heavy rainfall in August, 2018 and consequent floods significantly affected the houses of persons belonging to Scheduled Castes located in low lying areas; 2,632 houses completely collapsed and 11,223 houses partially collapsed. In 2018-19, assistance was given to re-build 245 houses that were damaged in floods. Financial assistance of Rs 5,000 was distributed to 83,872 flood-affected families belonging to the Scheduled Castes.

Cultural Programmes

57. The Scheduled Castes Development Department publishes a journal called Padavukal, which includes features and articles illustrating the status of people of the Scheduled Castes, stories, poems, and details of schemes implemented, by the State and Central Government. Dr Ambedkar media award is given for the best report writer. In 2018-19, a literary workshop namely “Ranthal-2018” was organised to provide guidance to writers and 48 youth belonging to the Scheduled Castes participated in the programme.

Review of Government Interventions

58. The policy of the Government was to ensure that the basic need for decent housing is made available to all persons belong to the Scheduled Castes. The provision of this basic necessity was brought under the umbrella of the LIFE Mission, the major housing programme of the Government. Important interventions were also made in the field of education by creating Padanamuris and increasing the rates of financial assistance to students. A remarkable feature in the sphere of education was providing assistance to students to study in top ranked universities of the world. Health care received exclusive attention as it was made available through a separate scheme. The Government made significant efforts to improve the infrastructure in the Scheduled Castes residential settlements. The Government sought to balance its effort between welfare and income enhancement strategies. Livelihood creation was a key to this effort.

Existing Gaps

59. The followings are the gaps identified.
1. Traditional residential settlements (former Garden lands, near riverbeds, etc) of persons belonging to Scheduled Caste are located in low-lying areas and they frequently face damage from rainfall. This makes them vulnerable not only during floods but also during normal monsoon season.
 2. Poor Livelihood condition.
 3. High drop-out in professional courses.
 4. Low level performance in the higher education and professional courses.
 5. Access to opportunities meagre for the educated work seekers in public and private sectors.
 6. The incidence of crime committed against Scheduled Castes shows an increasing trend over the last five years. This problem has to be seriously addressed.

Challenges and Way Ahead

60. Despite the significant advancement made in improving the lives of people of the Scheduled Castes, there are challenges that still need attention.
1. Traditional residential settlements of persons belonging to Scheduled Castes are located in low-lying areas and frequently face damage from rainfall. This makes them vulnerable not only during floods but also in normal monsoon seasons. Scheduled Castes residential settlements therefore need to be located in areas that are habitable and safe from extreme rainfall events.
 2. There are high rates of dropping out in professional courses.
 3. More access to opportunities for educated work seekers in public and private sectors is needed.
 4. Low participation of SC women in labour force and opportunities for skilling for diverse occupations need to be addressed.

CHAPTER 5

VISION AND DEVELOPMENT STRATEGY OF 14TH FIVE YEAR PLAN

Vision

61. Inclusive and holistic development of Scheduled Caste communities in the state of Kerala, by ensuring the protection of rights as envisaged and promised by the Constitution of India, and empowerment of individuals and households through effective implementation of SCSP and other measures, with a focus on vulnerabilities caused by 2018 floods and the pandemic and bridging the development divide with the mainstream in the state and moving towards substantial equality, including gender equality.

Mission

62. The missions are as follows:

1. Upliftment of the SC marginalised communities and bringing them to the mainstream of the society by providing adequate infrastructure facilities including land, housing and allied amenities by the effective implementation of various developmental schemes.
2. Enhancement of the physical quality of life index by imparting better and quality education to the young generation.
3. Improvement of the standard of living by providing sustainable livelihood measures through access to skill development, employment opportunities and diverse income generation activities.
4. Setting up multi-purpose resource centres with the local as the axis.
5. Preservation of traditional artisan and musical/dance skills within SC communities through various cultural and economic development initiatives.
6. Addressing vulnerabilities and gender discriminatory practices including gender based violence.

CHAPTER 6
FOCUS AREAS OF DEVELOPMENT
1. EDUCATION: TOWARDS SUBSTANTIVE EQUALITY

63. While free and compulsory education for all children is part of the Article 45 of the Directive Principles of State Policy, at national level, the right to Education Act was passed in 2008 ushering in the Govt of India policy of universalization of education focusing on marginalized sections, poorer sections and the girl child, enhancing enrolment in secondary education as well as expanding educational facilities to empower and equip youth to face the future with hope and confidence. Education as a right and universalization of education underlying Kerala's Development Model, entered public debate as early as 1906 when Ayyankali led a one year long agrarian strike for right to education of the downtrodden castes and took Panchami, a young girl from Pulaya caste for admission to a public school.
64. Education has widely been considered as one of the important vehicles for social mobility. Mere provision of facilities or financial assistance for schooling alone will not be sufficient to make education a vehicle for social mobility. This is very much true in the case of the Scheduled Castes (the SCs) and the Scheduled Tribes (the STs) as well. The wider socio-political environment must be open to accept the changes taking place among the SCs and the STs. The capacity of the SC communities to absorb the assistance or support extended to them is equally important in this regard to make education a means for social mobility. Any effort for educational enhancement needs to be grounded in social context and it should address the intersecting, multiple factors- social, economic, political, cultural- that impact the rights to education and educational processes.
65. It has been observed that in terms of primary education of Scheduled Castes in Kerala, the achievement has been remarkable for the past few decades with 100% enrolment. It has also been noticed that the rate of drop out among them at primary school level is very minimal, unlike as it used to be in the past. However, it is observed that there is a small gap in performance level of Scheduled Castes students in primary classes in comparison with general category of students of the same age group. National Achievement Survey conducted by NCERT in Government and Aided schools of Kerala in 2017 has assessed that in terms of their performance in language and mathematics, students from Scheduled Castes lag slightly behind others. In the performance assessment that National Achievement Survey 2017 gives 100 as the highest score, the score for languages of SC children in 3rd standard is 72 and for mathematics, it is 71, while for general it is 74 and 73 respectively.
66. Children from disadvantaged backgrounds whose educational outcome is lower at primary level are likely to remain so in their further education, if their physical and emotional wellbeing are not affectively addressed. It is also observed that aspirations of school children from such backgrounds are pitched at a lower level owing to the relatively low educational background and cultural conditioning of parents/community.

Schools do not tend to play an active role in compensating these lacunae, except at an informal level. Though the importance of participation of community/parents in the educational process has been emphasized for effective schooling after the decentralized plan, there has not been any serious effort to address it, barring a very limited extent through Parent Teachers Association. It is important to that formal mechanism be set at schools through which specially trained teachers taking up the role of 'second parents' to such children ensuring their best educational outcome.

67. In the context of Kerala taking serious steps to transform Kerala into a modern knowledge economy, education, especially higher education and skill development are major stepping stones to become a strong stakeholder in such an economy. The low percentage of SC students in professional courses in particular remain as barriers to and limits their ability to become part of these new developments towards a knowledge economy. While Literacy has widely been used as an indicator of educational progress, this alone does not help to understand educational progress holistically. Total years of schooling, enrolment as well as drop-out rates, rates of retention by age, gender and levels of education, gross enrolment ratio etc. are among the important indicators in understanding the progress in education. Whereas, quantity, quality and equity are three important pillars of education, there is a need to look at macroeconomic factors and the social environment that shape gender relations in Kerala and how intersectionality of class, caste, community shape women's education in Kerala.

Existing schemes of the SCDD for promoting education

68. A brief narration of the important schemes implemented by the SCDD is presented below even as lack of data and information continue as barriers to more in-depth analysis.

Nursery Schools

69. There are 86 nursery schools under the Department, for pre-primary education following the LKG and the UKG system. Daily feeding charges, learning materials and the uniforms are provided in these nurseries by the Scheduled Caste Development Department (SCDD). They are provided Rs. 30.00 per day as feeding charges, Rs. 600.00 for uniforms and Rs. 190.00 as lump-sum-grant for each student. Each school has strength of 30 students. Out of this 25 per cent seats are reserved for children belonging to the general category.

Pre-Matric Education

70. Lump-sum-grant, stipends pre-matric hostel facilities, reimbursement of expenses of the children attending unaided institutions, special aid for uniforms, bag, umbrella etc. to children from I to VIII standard, Ayyankali Talent scholarship and model residential schools are the main provisions at the pre-matric level by the SCDD. Nine model residential schools (MRS), 85 post-matric hostels and Ayyankali MRS and Sports schools are maintained directly by the SCDD to provide hostel facilities. In addition to that the SCDD reimburses expenses of those children staying in seven private hostels. Apart from the above, the SCDD administers fully centrally sponsored pre-matric

scholarships to the children from vulnerable communities the children of those engaged in cleaning and prone to health hazards. Special income-linked scholarship for the students attending the 9th and the 10th standards, assistance to upgrading merit of SC student in classes from IX to XII made available under centrally sponsored scheme is also being administered by the SCDD.

Post Matric Education

71. The major schemes to promote post-matric education are listed below. Lumpsum grant, stipend, hostel facilities (19 post-matric hostels, college hostels, approved hostels of aided college and self-financed colleges, boarding grant to those studying professional courses, who do not have hostel facilities), special incentive to talented students, gold medals for rank holders, assistance for medical/engineering entrance coaching, educational assistance for those studying professional courses in self-financing colleges, initial expenses to those admitted to engineering/medical courses, distribution of stethoscopes, distribution of laptops, financial help to students of evening courses, distance education (assistance for those studying outside the state, students studying abroad and for parallel college students), construction of hostels, ITIs is (44), Pre Examination Training Centres, institute for civil service examination training society, Centre For Excellence,(Kozhikode), Para-medical Institutions, Book bank scheme, Palakkad Medical College, financial assistance for purchasing musical instrument, study tour assistance and Community College (Palakkad),

Higher Education

72. As per the records of General Education Department nearly 1.3 Lakhs Scheduled Castes Students and 25000 Scheduled Tribes students undergo their high schooling (VIII , IX & X Standard) in Kerala spread over 2790 High Schools (Aided or Government Schools) in Kerala. Approximately one lakh students undergo higher secondary education from SC/ST communities in 1907 higher secondary schools. This shows that there is a growing segment of learners from Scheduled communities in Kerala both at high school as well as at higher secondary levels.
73. Though the successful completion of High school and Higher Secondary Schools by Scheduled Castes candidates have increased remarkably in the past few years, only a very negligible section of students excel in their post-secondary education and end up in tertiary/ university education. Institutions of higher learning of national repute are increasingly becoming inaccessible to the candidates from disadvantaged background as preparatory training programs; including the entrance examinations for admission to such institutions have become expensive. Reports like All India Survey on Higher Education (AISHE) 2019-20 has observed that the Gross Enrolment Ratio of Scheduled Castes, the number of students within the age group of 18-23, is 25.9 while general Kerala which is 37%, indicating only one fourth of Scheduled Caste children who complete their higher secondary education opt for higher education. It was also observed that among the male members Scheduled Castes of Kerala, within the age group of 18-23 only 18% go for tertiary education. Though the Scheduled Castes of

Kerala shows high literacy rate, they remain far behind their counterparts in most of the other States in India in terms of higher education.

74. The social transformation India has been undergoing during the last few decades or so is characterized by unprecedented challenges and opportunities. While a small, privileged section of Indian society has benefited from the opportunities provided by the new social order created by digital age, a majority of Indians, particularly the Scheduled Castes and Scheduled Tribes, have not been able to effectively utilize these opportunities. Collective disadvantages faced by the Scheduled Castes of Kerala while integrating with the informational society needs to be addressed in the 14th plan and higher education requires special attention in order to create a larger resource pool among the Scheduled Castes of Kerala to utilize the opportunities created by the growth of the economy of the State.

Major gaps/issues identified

75. A few gaps identified as existing in the case of educational growth of the SC communities are listed below. However, lack of comprehensive data remains a problem.
1. The educational sector is witnessing major changes. Private and self-financed institutions have made phenomenal growth in the recent years and most of these institutions offer study courses in new generation subjects and a large number of students from all communities are opting such institutions operating both inside and outside Kerala and even outside India. The institutions within Kerala are making ardent attempt to catch up with the challenge of providing the best quality education in the world. With these developments, a new divide has appeared between the SC and other castes and communities. The percentage of students from the SC getting enrolled in the above-mentioned institutions is low owing to economic and financial deprivations and lack of social capital. The role the state in providing effective and substantial support is critical to correct this imbalance.
 2. Although large numbers of the programmes have been introduced for the educational development of the SCs, these are not adequately communicated.
 3. Non-availability of the report on performance of each scheme undertaken by the SCDD for promoting education and that of annual evaluation as well as a need assessment report, are barriers to evidence-based and informed planning.
 4. There exists a wide gap in Gross Enrolment Ratio of the Scheduled Castes and that of the general population of Kerala. All India Survey on Higher Education (AISHE) 2019-20 has observed that the Gross Enrolment Ratio of Scheduled Castes of Kerala, the number of students who undergo tertiary education within the age group of 18-23, is 25.9 while that for general Kerala is 37%, indicating only one fourth of Scheduled Caste children who complete their higher secondary education opt for higher education.
 5. It is noticed that students from the Scheduled Castes generally opt for conventional courses that do not have much demand in job market. The courses having more market demands are, by and large, offered in the unaided, self-financing educational institutions.

6. Even in the case of generic and conventional courses, the presence of the students belonging to the SC communities is far below the number of seats set apart for them as per statutory quota. The enrolment of the SC students in national institutions and institutions of excellence is considerably low.
7. Educated unemployment is disproportionately higher in the case of the students belonging to the SC communities than that among the students from other communities.
8. It is observed that the students belonging to the SC communities and undergoing educational programs, particularly technical education, need mentoring to understand the importance of up-skilling for enhancing their employability which is essentially needed along with theoretical knowledge. This leads to the low level of achievement motivation among these students.
9. It is reported that, at least in a few instances, e-grant system is not effective and there are reported instances of delay in payment of monthly stipends. The procedure for applying for as well as accessing the schemes implemented by the SCDD is reportedly cumbersome.
10. Under-utilization of funds earmarked for education by the SCDD is a serious concern. Just over 50 per cent of the allotted fund for education has only been utilized by the SCDD between 2016-17 to 2020-21. Lack of awareness among the right holders may be one reason for this poor performance, role of SC promoters, awareness levels of elected members of LSG institutions, including SC elected members, low levels of participation of SC in gram sabhas, etc as well as bureaucratic hurdles need to be addressed.
11. One common factor that hampers the students from getting better performance or completion of higher studies is the lack of adequate social and institutional support. As observed in different contexts elsewhere in this document, the percentage of students from this section decreases in higher levels and dropout rate is more. They experience difficulty in gaining support from the institutions where they study and accessing linkages with other supportive mechanisms to provide such support. Government have built institutional structures need to back them.

Recommendations

Pre-primary education

Availability of Nursery Schools

76. In a phased manner considering the gaps in the availability of nursery schools in each locality and prioritising SC settlements to ensure all children belonging to the SC communities have access to pre-primary education.

Standardisation of curricula and pedagogy

77. Standardisation of curricula, pedagogy and the qualification requirement of teachers must be done under the guidance of experts in pre-primary education. This measure will reduce the possible learning gaps when any student from the SC communities enters into the first standard.

78. Periodic performance assessment with a proper management information system and mid-course corrections are recommended.

Pre-matric education

MRS as centres of excellence

79. MRS are giving appreciable contribution to the education of SC students. These have to be developed as centres of excellence. The role of pre-matric hostels is also important. Modernisation of MRS and pre-matric hostels is urgent. Ensure good quality tutorial support to the students attending all MRS and pre-matric hostels with qualified instructors, special counselling sessions, periodic motivation sessions, orientation, skill development, special coaching in English language, extra-curricular training, visit to higher educational institutions etc. to be introduced in all these institutions as part of regular efforts to strengthen life skills of the inmates. The wardens and other staff must be given one induction training to help them to understand the factors contributing to educational advancement and periodical refresher training must also be organized for them. Each one of these institutions or a cluster of a few such institutions must get the services of a qualified and experienced Case Worker or Counsellor who will build up linkages with the teaching fraternity, parental community and students themselves. Their intervention can prevent the factors hindering the learning process. It was also pointed out that provision of newer facilities such as hostels should not lead to further ghettoization of students from SC. The facilities in Pre-matric hostel must be improved.

Learning facilitation centres

80. Related to the above is creating community-based learning facilitation centres (LFC) primarily in the settlements of SC communities under the leadership of a committee consisting of Anganwadi Worker, Panchayath Member and the SC Promoter. This committee is accountable to the Panchayath Committee. These centres should have computers with internet facility, printing facilities, reading halls, newspapers and relevant publications. This can be used for training centres for students who dropped out of various courses and skill training of women. These centres can engage trained/orientated volunteers from among the educated youth from the same settlements. These centres shall help the students to repeat their lessons, support in getting homework done and clarifying their doubts. Apart from such remedial academic functions, these centres can be used as venues where confidence building, communication improvement and encouraging technological as well as aesthetic aptitude of these children. Sensitisation of parents and orientation to them on the future of education of their children can also be held in these centres. The Special Officer cited above can coordinate these Learning Facilitation Centres also. It is recommended to undertake at least two such centres on pilot basis in all districts. Entrusting such centres with non-governmental organization with proven track record in promotion of education, empowerment of the SC communities and led by qualified as well as experienced persons who are currently not in government service. This arrangement will not brand these students as weak in the campuses.

Post-matric education

Independent Mechanism for Admission to Higher Education

81. Recent reports in the media hint at subverting the principle of social justice ensured by the system of reservations in higher education. Admissions in the institutions of higher education must be closely monitored to ensure strict compliance with the rules of reservations. An independent mechanism to keep vigilance on this must be instituted especially in the context of increase in aided and self-financing institutions. Such committees must be given autonomy and they can receive complaints of non-compliance with reservation norms. The above suggestions are applicable in the case of admissions to all categories of hostels too.

Dealing Dropouts

82. There are reports on rising drop outs among SC girl children in high schools. These reports have cited that COVID19 and floods played as contributing factors. Both “push” and “pull” factors may be operating on the phenomenon of drop out. This requires a proper sociological enquiry and meanwhile ensure the following: provision of quality tutorial support, ensure counselling support after fortifying counselling with the specific skills to address the emotional problems of the SC students, organize habitat based interventions, in coordination with the community based LFC cited in the above paragraph, to create environment conducive for learning, orientation to parents, confidence building for the entire community by means of suitable community organization strategies, organize parent-teacher interactions in habitats etc. Qualified Case Workers from among their community to work as motivators is recommended to be engaged. Qualified SC promoters can be utilized for this or the cadre of SC promoters may be strengthened in phased manner to take up this position. A special Cell is proposed be constituted within the higher education department to address these problems and to converge the resources available with the departments of Social Justice, Women and Child Development, Rural Development etc.

New generation and IT based academic courses

83. New generation and IT based academic courses must be promoted among the SC students. Start providing them possible options of courses they can pursue. During the high school time they should be helped to choose the course they want to pursue in higher studies. If there are specific skill gaps to realise their aspirations, special capacity enhancement session must be given to them. Once they complete higher secondary level education each student will be made competent to make informed choice regarding his/her higher education path. Also, provide them orientation to the basics of probable and potential subjects for higher education. As pointed out above parental counselling as well as equipping the parents to stand by children to face challenges in higher education must be undertaken. Apart from the above, special coaching to appear in competitive examinations must be organized.

Improved the e-grant system

84. Take urgent measures to improve the e-grant system by introducing special interactive

programme to the existing software-based system so that each student can track and understand the status of his/her grant status. The students must be given online instructions to access this system.

85. The current way of implementation of the scheme of post-matric scholarship for professional studies in other states of India must thoroughly be reviewed and based on the outcomes of such a review the new guidelines is to be drafted.

Modernisation of Post matric hostels

86. Facilities in the existing 19 Post-metric hostels have to be modernised. Steps to establish Post matric hostels in all districts are to be taken immediately. Orientation, motivation, skill training, coaching in English language etc. are proposed to be introduced in all post-matric hostels too. Health and nutrition levels of the inmates must be given high priority.

Individual support and mentoring

87. Effective functioning of Arts and Science colleges is very important for the socio-economic development of the members of the SCs. A large number of students from this section get enrolled in such institutions. Individual support and mentoring can be offered by introducing tutorial system. The skill training and orientation programmes would be useful. The involvement of LSGIs, like in schools, can facilitate better management of the institutions. The students in PG level onwards faces variety of demands in connection with their studies. They must provide a laptop and financial assistance to meet these requirements. The necessities of research students are vast. Timely increase of grant is essential.

Aptitude and skill screening

88. Strict screening process consisting of aptitude and skill screening and a principle of merit cum means must be applied in selection of candidates for study in Universities abroad. The selection must not be based on income criteria and educational loans must be done away with. There must be a centralized arrangement within the department and a well laid process of selection of students starting with a public advertisement, suitable screening (for aptitude and skills), and direct liaising with foreign Universities.

Wide Publicity

89. More publicity should give to govt. support for education in nationally important institutions- IITs, IIM, JNU, Central Universities, etc. This would help more students to apply in these Institutions. More students may be encouraged to apply for studies in foreign universities. Representation of candidates from vulnerable groups and girl students should be ensured in all programmes.

Higher Education

Special emphasis to be given on higher education

90. Special emphasis to be given on higher education considering the low Gross Enrolment Ratio of Scheduled Castes of Kerala in comparison with the rest of the population in Kerala.

91. The educational programs that are implemented by Local Self Governments need to be strengthened by incorporating volunteer teachers, experts and non governmental agencies. This is important as a significant section of students from Scheduled Castes enter higher education, study under severe stress as they find it difficult to compete in terrains along with other sections in the society. Students from Scheduled Castes rarely get adequate mentoring support from parents or from others.

Exposure on various academic disciplines

92. Concerted effort is required from high school level onwards to give exposure on various academic disciplines and institutions and job market. Special programs should be formulated to increase the presence of SC students in national institutions. (Universities, including reputed social science/humanities). Professionally run access academies need to set up where selected students from Scheduled Castes can be provided training and support in accessing admission to academic programs in institutions of national repute.

Drop outs

93. Each year, a significant section of students from the Scheduled Castes from Kerala enter higher education institutions with circumstances in their lives that educational institutions are ill prepared to confront with. This often leads to dropping out from higher education, particularly from professional courses like Engineering Degree. Issue of drop out in higher education institutions requires special attention. Performance level of Scheduled Castes students in higher education needs to be monitored regularly and mechanism should be made for effective intervention, outside the institutions. Remedial programs held in institutions do not get adequate response from students as students do not like to be exposed as a “weak student” in campuses.

Mentoring

94. As educational outcome of students from Scheduled Castes and Scheduled Tribes requires mentoring support from teachers, it is important that programs should be initiated to provide mentoring skills to teachers to become teacher mentors. It is important that in-service orientation should be provided for the teachers of Kerala, be in Government or Aided, including professional colleges, to sensitize issues related to social exclusion and its impact on the performance and aspiration level of students from marginalized communities. This will help teachers in understanding “marginality” and taking up the academic outcome of students with empathy and becoming teacher mentors. Considering the fact that most of the students from the disadvantaged background are first generation seeking higher studies and do not get adequate mentoring support from parents or from peer.

Special training on social exclusion

95. For Model Residential Schools (MRS) it is important to make it mandatory that all teachers have to undergo a special training of short duration on issues related to social exclusion. A system also needs to be designed to have adequate representation of teachers from Scheduled Castes and Scheduled Tribes in Model Residential Schools.

Finishing Schools

96. Finishing schools need to be setup for those who study in technical education institutions, professional colleges, and other higher education institutions including for those who complete their undergraduate and post graduate programs in social science and humanities. Such a program should be held outside the institutions where they study, soon after the completion of their regular academic programs.
97. Encourage candidates from Scheduled Castes to undertake research programs (PhD programs) in reputed universities. Facilities for short term preparatory program needed to be set up at institutions like Centre for Research and Education for Social Transformation (CREST) functioning under SCST Development Department
98. Possibility of obtaining funds from sources (including CSR Funds) other than Government needs to be sought for comprehensive education development plan for Scheduled communities in Kerala.
99. Representation of students from Scheduled Castes and Scheduled Tribes of Kerala is very negligible in many nationally known private institutions, products of which are sought after by many decision making bodies. Since the programs conducted by certain highly reputed private institutions/universities, support is required for students from Scheduled Castes Kerala who obtain admission for higher studies/ training in such institutions. Providing support for students in “private institutions”, “policy institutes” and “private universities” is a tricky issue as there are many institutions credentials of which are doubtful. A mechanism needs to be designed check the credibility of such institutions while providing to support students.

Research Scholarships

100. Research provides powerful knowledge and insights into the developmental issues of SC and leads to improvements in existing processes. Encouraging research in the areas where efficiency can be increased and costs reduced helps to break the existing pattern of development and explore areas for more advanced growth. Financial support needs to be provided to individuals, particularly from Scheduled Castes and to institutions to conduct short term research projects lasting up to one year that would cover a broad range of current issues relating to development of Scheduled Castes of Kerala. A panel of experts needs to be constituted to look into such research proposals in order to assess the feasibility, quality and for approval for funding. A new scheme should be formulated for this purpose.

CHAPTER 6

2. SKILL AND EMPLOYMENT

- 101 The capacity to accomplish something successfully is referred to as a skill. A well-honed skill can help anyone become experts in a particular profession, and it can also be learned. Any country's economic and social development is fuelled by its citizens' skills and knowledge. Skill and employability in modern sectors are most important ladder for the socio- economic development of SC community. The skill development and employment are equally important as education.
- 102 Since the members of Scheduled Castes community have many traditional skills, it is important to transform them by properly through re-skilling and up-skilling to monetise their skill to meet the new employment opportunities to ensure stable economic independency. As India and Kerala get closer to becoming a "knowledge economy," the Thirteenth Plan should place a greater emphasis on skill development of the Scheduled Castes, with these capabilities having to be relevant to the emerging economic context. They have become even more significant as the rate of globalisation and technological development has increased, posing both challenges and opportunities around the world.

Unemployment among SC

- 103 The present unemployment status among the educated SC youth in Kerala shows alarming signals on the community's sustainable development. In Kerala, SC have 73.3 % working population (Age between 15-64 years). Even though the literacy rate among SC is 88 per cent, the study by GIFT reveals that 84 % SC are not studying beyond plus two and only 0.8 % are post graduated. The Employment Exchange Statistics 2018 data shows that over the past 10 year's period from 2007 to 2016, the live register of SC job-seekers has increased from around 63 lakh in 2007 to 71.4 lakh in 2016, showing an increase over the period. Similarly in Kerala, the unemployment rate among SC is 49% and self-employed are 2.4 % and casual employees 34.6 %. Since SC face serious shortages of various capital like land, money etc, they are forced to depend government sector more for job opportunities but shrinking government and public sector again affect their employment aspirations. In this context acquiring proper core skills and additional skills including language skills to enhance their employability become pivotal in their future development.

Review of existing schemes

- 104 The SCDD and local self-governments implements various skill development and employment generation programmes. The review of existing skill and employment schemes reveals the gap between requirements and realities. SCDD allocates funds under a broad category 'Assistance for Training and Employment' which includes the components such as entrepreneurship development, training with the assistance of Line departments and PSUs under their control, financial assistance to Self Help Groups dominated by Scheduled Caste people and Self Help Groups under SC Co-op-

erative societies and for starting Micro enterprises on the basis of the training imparted for group and individual ventures, entrepreneurship training and start incubation center for SC youths with the help of start-up mission etc. Besides this scheme, SCDD undertakes centrally sponsored schemes like Deen Dayal Anthyodaya Yojana (DAY NRLM) .The total allocation for this scheme from 2016-17 to 2020-21 is 211 crore and the expenditure is 162.83 crore (77 %) and 9009 job seekers were benefitted during this period.

105. All types local self-governments, District-Block-Grama panchayats, Corporations and Municipalities formulate their own schemes under this component. Most of the schemes they formulate come under either production or service sector. The major sub sectors in decentralised planning involve agriculture, animal husbandry, dairy development, fisheries, industry/self-employment/market promotion, small businesses etc. The total allocation for this scheme from 2016-17 to 2020-21 is 479.41 crore and the expenditure is 136.18 crore (28.4 %).

Major issues/gaps identified

106. The major issues/gaps identified are as follows
- a) The allocation for skill development is inadequate.
 - b) No amount is seen spent for the centrally sponsored schemes such as venture capital fund and Credit Enhancement Guarantee Scheme since its inception.
 - c) No amount is seen spent for the centrally sponsored scheme Assistance to Voluntary Organisations working for the welfare of SCs since its inception.
 - d) The physical targets achieved of skill and employment programmes show that a huge majority of SC youth are still not benefitted under these schemes.
 - e) The physical targets achieved is seen not satisfactory commensurate with the investment in skill development schemes. (Eg. in 2016-17, Rs. 34.56 crore has been spent but the physical target achieved is 998.)
 - f) An average of eight per cent of total SCP allocation is used for the skill and employment generation projects in local self-governments.
 - g) Around 72 per cent of the allocated funds for skill and employment generation projects were not utilised.
 - h) Around 70 per cent of the project formulated in District panchayats for skill and employment for SC are not implemented. They spent only 21 per cent of the allocated fund for skill and employment projects. In the sub sector 'Industry/Self Employment/Market Promotion', among the 130 projects formulated only 37 schemes were implemented. In the subsector 'small businesses' only one scheme was implemented in five years. The 'Fisheries' sub sector is almost ignored.
 - i) Around 64 per cent of the project formulated in Block panchayats for skill and employment for SC are not implemented. They spent only 26 per cent of the allocated fund for skill and employment projects. In the sub sector 'Industry/Self Employment/Market Promotion', among the 640 projects formulated only 208 (33 per cent) schemes were implemented. In the subsector 'small businesses' only nine scheme was implemented in five years. The 'Fisheries' sub sector is almost

ignored, only two schemes were implemented and the expenditure percentage was also two.

- j) Around 39 per cent of the project formulated in Grama panchayats for skill and employment for SC are not implemented. They spent only 47 per cent of the allocated fund for skill and employment projects. The performance of Grama panchayats in project implementation is better than district and block panchayats. In the sub sector 'Industry/Self Employment/Market Promotion', among the 2677 projects formulated only 934 (35 per cent) schemes were implemented. In the subsector 'small businesses' only 21 scheme was implemented in five years by 941 Grama panchayats. The 'Fisheries' sub sector is almost ignored, only 24 schemes were implemented and the expenditure percentage was seven.
- k) Around 54 per cent of the project formulated in Corporations for skill and employment for SC are not implemented. They spent only 18 per cent of the allocated fund for skill and employment projects which was the least among all types of local self-governments. In the sub sector 'Industry/Self Employment/Market Promotion', among the 64 projects formulated only 34 (53 per cent) schemes were implemented which was the highest percentage among other types of local self-governments. In the subsector 'small businesses' no scheme was implemented in five years in Corporations. The 'Fisheries' sub sector is completely ignored, and no schemes were even formulated in Corporations.
- l) Currently the pace of migration to high skilled jobs among SC youth is very slow.
- m) Existing ITIs and other training institutions are not enough modernised to provide high end skills to SC youth.
- n) Large proportion SC works in unskilled sector, if they trained for jobs which demands moderate skill, it will increase their employment level, from unskilled to semi-skilled and skilled sectors.
- o) Exclusive programs for the skill development of SC women are missing.
- p) Many students halt their education after marriage and held up in home for their entire life. A special programme for the skill development and education of this section will enable them to take up skilled, high paid jobs rather than shackled in unskilled sectors.
- q) Training programs are not directly linked with financial assistance programmes to start their own entrepreneurship.
- r) The incentives and subsidies given to the SC entrepreneurs are not sufficient and encouraging.
- s) Coordination and convergence with other departments like finance, industry, and tourism departments are not satisfactory.
- t) The details of scheme implementation and the physical targets achieved are not readily available in the scheme implemented with the help of other departments such as Deendayal Antyodaya Yojana (Rural Development Department and Kudumbasree).
- u) The major skill and employment scheme of SCDD, 'Assistance for Training, Em-

ployment and Human Resource Development' has more than 20 sub components and is seen entangled.

- v) Non utilisation of funds from Centrally Sponsored Schemes for skill and employment is visible. No amount is spent from the 100 per cent centrally sponsored scheme like Venture Capital Fund for Scheduled Castes, Credit Enhancement Guarantee Scheme for Scheduled Castes, Assistance to Voluntary Organisations working for welfare of SCs during 2018-20 period.

Recommendations: Education to employment- A holistic approach

107. Based on the above observations, the following recommendations are proposed:

- a) Career Guidance and orientation should be imparted from an early stage of 12-15 years and guide them to a job.
- b) A special cell or a society like ICSETS at Ambedkar Bhavan Mannanthala should be formed so as to work as a centralised system through which all the new programmes can be implemented.
- c) The data base of students from E-grantz site can be taken as a base for individual approach.
- d) SCDD can invest on direct employment support so that at younger stage the youth get financial support by engaging in a special job. Apprenticeship, internship with stipend are enough to satisfy this initiative.
- e) Apprenticeship programme may be introduced to various levels of professions and thereby provide ample opportunity for career development with professional experience. The period of apprenticeship may be 1 year and extension may be given for 1 more year reviewing performance.
- f) Nurses are selected and appointed as apprentices at health department. Engineers are selected and appointed at PWD, KWA, KSEB and similar technical departments and in district offices of SC dept. The trainees and the concerned department get benefitted with the programme. Stipend will be given by SCDD. Eligible young persons will be selected and appointed as home guards in police department.
- g) Community tutors- B.Ed graduates as tutors at habitat based study centres where tuition programmes conducted. Vijnanvadi based study circles become strengthened. Eligible trained graduates get temporary jobs.
- h) The allocation for skill and employment generation schemes by SCDD and local governments needs to be enhanced. At least 20 per cent of the total outlay may be earmarked for skill and employment generation programmes.
- i) The non-implementation of formulated schemes like venture capital funds, by SCDD and in the subsector 'Small businesses' by all municipal corporations should not happen in future and ensure that all formulated projects are implemented. A separate officer/cell should be entrusted/constituted exclusively for this purpose.
- j) Separate guidelines should be formulated for the allocation, scheme formulation, implementation, monitoring and evaluation of skill and employment generation

schemes implemented through SCDD, LSGs and other line departments/agencies.

k) Restructuring of existing self-employment scheme of SCDD.

The self-employment scheme of SCDD may be restructured. The loan amount for an individual may be enhanced to 5 lakhs from 3 lakhs and the rate of subsidy has to be enhanced to 50 %. The maximum subsidy can be limited to 2 lakhs. The subsidy shall be released to the loan account of the beneficiary by the bank in two installments 50% as front end so that the repayment amount will be reduced and after proper repayment balance 50% may be released. EDP training Certificate from DIC, Kudumbashree or other approved agency may be made mandatory for projects above 1 lakh. The scheme can be integrated with the scheme of SC / ST Corporation so that the applicant can get loans with lower interest rates and without complicated formalities of sureties.

Financial assistance to Self Help Groups

108. Financial assistance to Self Help Groups scheme should be restructured. The scheme is also need to be restructured. The minimum number of members can be 5. These groups may be registered as Activity Groups at SCDD itself. Trainings also should be imparted with the help of concerned agencies like DIC, kudumbashree etc. The project amount and subsidy amount may be lowered so as to reach to maximum groups. The project amount can be limited to 10 lakhs and subsidy to 6 lakhs. The loan may be sanctioned by integration with SC/ST Corporation. The full amount may be mobilised as loan and subsidy shall be released after 1 year repayment.

Start-ups

109. The start-ups from SC youth should be promoted well by mentorship and financial support. Special start up drives to be conducted with the support of IT Mission

Entrepreneurship development programmes

110. The following are the recommendations for entrepreneurship development programmes :

1. E-Auto- Provide financial support for e auto. Arrange online auto service and feeder services. Online service can be implemented with the Support of start-ups.
2. Kerala Cafe- Fast food service at urban areas. Arrange a common kitchen and provide vehicle support.
3. Agriculture Groups- Support groups who are interested in agriculture. Massive projects of agriculture by taking land on lease.
4. Farm Projects- Farm & family projects for production of poultry, egg, milk etc. get support from diary department and animal husbandry dept.
5. Micro Activity Groups- Formation of Small Activity Groups. Registration at Department cell. Monitoring by MSW graduates appointed as project coordinators on contract basis. Loan from SC/ST Corporation up to 10 lakhs. Subsidy 70%. The subsidy 50% of loan amount will be released after 6 months and balance after completion of repayment.

6. Ambedkar Seva Kendra- Gramapanchayath level Akshayakendra by SC entrepreneurs. Loan support by SC Corporation, subsidy by department 50% of loan. Up to 2 lakhs.
7. Finishing School- To train the youth after completion of courses which help in soft skills and technical skills. ICSETS as nodal office and start PETC s at each district as training centres.
8. Support to Traditional Activity Groups- financial assistance to small groups of persons engaged in traditional occupation.
9. Exhibitions & Art Festivals- To support artists and book festivals for supporting writers. This can be done in collaboration with District Panchayaths using SCSP funds.
10. Samridhi Kendra-The production centre of furniture and garments are now part of Department's ITIs. They should be taken from ITI and managed by special cell. The orders from institutions of Dept like MRS, hostel etc. and moreover from other departments shall be met by these production centres.
11. Construction Society- A labour contract society may be constituted so that the technical graduates and skilled workers can be utilised for the construction activities managed by department Ambedkar village programme, corpus fund, construction of houses under LIFE mission, etc can be done by the society.
12. Vocational Courses- SCDD should conduct some special batch at selected poly techniques and engineering colleges with customised job oriented courses 65% students from SC and balance from ST and OBC.
13. Study on the Representation of SC in Industrial Parks- A study can be conducted regarding the distribution of units to SC in industrial parks. More representation should be ensured by departmental interventions.
14. Special Awards for Best Entrepreneurs-for motivating the people, awards may be declared for individuals and firms Sector wise awards will be more attractive.
15. Product Branding and Standardisation-Special conclaves may be organised with the representation of all firms of SC entrepreneurship, list the products By outsourcing to expert agencies, standardise and brand the product and help in marketing.
16. Online Marketing Support- Department can provide technical and management support for online marketing SC groups productsGaddika products are being marketed by Amazon site.
17. Tie up with ODEPC to attract more foreign jobs- with the support of ODEPC more abroad chances can be tapped for youth. Training and financial support can be provided.

Massive skill development programme

111. Since the physical targets achieved by both SCDD and LSGs in the skill and employment sector are very minimal when comparing to the aspirant unemployed educated youth among SC community, a massive skill acquisition programme has to be imple-

mented with the help of various governmental agencies such as K-DISC, Invest Kerala and other genuine non-governmental agencies which should enhance the employability of 10 lakh SC unemployed youth within the 14th plan period.

Convergence Programmes

112. Various departments and agencies are offering skill development and employment generation programmes. In order to avail such programme an effective convergence mechanism is essential. For this purpose a convergence cell needs to be constituted in SCDD and necessary convergence guidelines are issued and convergence committees should be constituted.
113. The selection of training courses and agencies should be need based and the performance of the training agencies should be monitored and evaluated seriously and priority should be given to the agencies which offer placement too.

Online Portal

114. An online portal should be developed to connect SC job seekers and various skill trainers and potential employers. SC youth can register in the portal and benefit various skill trainings and subsequent employment.
115. Schemes for skill and employment by the union government should be effectively used in future. A separate officer/agency/institution may be entrusted to follow up the optimum utilisation of CSS.

Monitoring and Evaluation

116. The implementation of schemes should be monitored continuously with special care and an external agency may be entrusted to this purpose.
117. A separate monitoring committee with the representation of officials, people's representatives and community leaders should be constituted for each scheme to ensure that the schemes formulated are implemented effectively.
118. Periodical review and trainings should be conducted at block and district levels as part of effective monitoring.
119. Special project management units at District level should be constituted with MSW graduates as co-ordinators on contract basis.

Need/Asset/Talent/Skill based development

120. It is to be ensured that the skill development courses offered also include high growth sectors such as 1. Automobile and Auto-components, 2. Banking/Insurance and Finance Services, 3. Building and Construction Industry, 4. Chemicals and Pharmaceuticals, 5. Construction Materials/Building Hardware etc., 6. Educational and Skill Development Services, 7. Electronics Hardware, 8. Food Processing/Cold Chain/Refrigeration, 9. Furniture and Furnishings, 10. Gem and Jewellery, 11. Health Care Services, 12. Information Technology Enabled Services or Business Process Outsourcing, 13. Software Services/Products, 14. Leather and Leather goods, 15. Media, Entertainment, Broadcasting, Content Creation and Animation, 16. Organised Retail, 17.

Real Estate Services, 18. Textiles, Apparel and Garments, 19. Tourism, Hospitality and Travel Trade, 20. Transportation Logistics, Warehousing and Packaging etc.

Arrangements for Financial Assistance

121. Venture Capital Fund and Credit Enhancement Guarantee Scheme exclusively for SC in Kerala may be started.

122. A bonus grant of 10% may be released to groups with regular repayment after closure of loan to the beneficiary bank account.

Linking with Knowledge Economy

123. In the Kerala budget 2021-22, it was announced that a knowledge-based economy is going to be the basis of the future economic growth of our state. Since many communities among SC have a traditional knowledge set and skill set, it is important to transform their traditional knowledge as a resource to boost the Kerala economy. Hence it is suggested to conduct a detailed study and develop an action plan for the benefit of the SC community on how to utilise the traditional knowledge of the SC community to achieve the knowledge economy agenda of the state.

Micro Plans for Skill Monetisation

124. The members of the SC community are enriched with various talents, potentials and skills. To monetise their potential, micro plans following their aspirations and requirements are necessary. Hence the employment generation programmes of SCDD and LBs may focus on formulating micro plans for low-income population such as digital studio, vegetable stall, hollow bricks, two/three-wheeler workshops, mobile phone service centres, laundry unit, juice shops, tent house and decoration, beauty parlour, mobile vegetable stall, mini hotel etc instead of fit-for-all schemes.

Assets Based Community Development (ABCD) approach

125. Assets Based Community Development (ABCD) approach which empowers community members and strengthens the effectiveness of government agencies and NGOs by drawing on the resources, abilities and insights of local residents to find the ways of overcoming their challenges is need to be considered in this plan period. In the traditional approach, the SC community members consider themselves as people with special needs to be met by outsiders, instead, we have to trust and consider the capacities, skills, and assets of local SC people and their organisations and encourage them to develop in their way by providing the required support sought by them.

Effective networking of SC habitat based entrepreneurs

126. More than 26000 SC habitats prevail in Kerala. Though the issues of underdevelopment exist in many habitats, untapped entrepreneurship potential also lies there. To make the SC community a business community for their socio-economic empowerment, the creation of effective online networking of products and services produced by the SC community is recommended. The products of SC entrepreneurs can also be marketed under a brand name like Gaddhika in marketing networks like Amazon and Government e-Market (GEM).

Foreign Language Learning Programme

127. For enhancing the employability of educated but unemployed SC youth, proficiency in foreign languages becomes a fundamental requirement and it will also help SC youth to explore new employment opportunities in various national and international sectors like tourism, marketing, international organisations etc. Hence it is suggested that a massive foreign language learning programme both in online and offline mode may be initiated to make fluent SC youth in at least three foreign languages including English with the help of expert coaching agencies in this field.

Business hub – single window system- nodal centre

128. Promoting entrepreneurship is an effective way to address unemployment among educated youth in the SC community. At present an entrepreneurship aspirant from the SC community faces the lack of proper guidance and support, both technical and financial, to convert their business ideas into a real business. Hence it is suggested to initiate business hubs at least one in the south, central and north zone of Kerala in association with leading business schools or interested autonomous institutions which are supposed to be working as single window system to business aspirants from SC communities where all requirements to start a business such as a project formulation, registration, training, financing, mentoring, marketing strategies etc, are available under one umbrella.

Affirmative Action policies

129. The opportunities of SC to be appointed in the government and public sector are declining due to the privatisation, downsizing and right-sizing policies. In this context private sector is the only hope before the job aspirants of the SC community where the policy of reservation in appointment does not exist. In this context affirmative action ensures private institutions provide an opportunity to the SC community who are historically shut out of the system. This Plan recommends initiating affirmative action policies through proper negotiation with interested private institutions by providing them attractive offers and concessions in return for accommodating eligible SC candidates in the education and employment sectors.

Transforming institutions to pro-entrepreneurship mode

130. The following are the recommendations to strengthen existing institutions to pro-entrepreneurship mode :

1. Introduction of diverse programs in ITIs and Poly Technic Institutions would contribute to this purpose. LSGI can introduce short term for diverse groups like employed youth, housewives etc. in collaboration with these institutions. The community polytechnic scheme can be made use of for this purpose.
2. In order to make educational outcome more effective, it is important to provide facilities for internship in reputed firms, including private sector for SC candidates who complete their undergraduate programs. Provision should be made for meeting the expenses for candidates who are selected for such short term internship programs nationally.

3. Business and Entrepreneurship program should be included as an educational program that would help candidates from Scheduled Castes setting up business enterprises.
4. Institutions like Centre for Research and Education for Social Transformation (CREST) Civil Services Examination Training Society (ICSETS), Pre-Examination Training Centers (PETC) need to be strengthened in order take up a broad range of education /training/skill development related issues.
5. Constitution of a grievance cell by Government/ Scheduled Castes Development Department to address grievances related to support for education.
6. In some cases, the plots and shops allotted for SC entrepreneurs in various industrial estates and shopping malls etc are being operated by benamies of non SC/ST communities. A detailed inquiry should be conducted on this issue and if benami operation is found, necessary actions should be taken to evict the benamies and reallo the same to genuine SC entrepreneurs.
7. In some cases, the industrial estates for SC managed by Industries Department are dysfunctional. A detailed inquiry should be conducted on the working of SC industrial estates and dysfunctional estates should be rejuvenated and re-allotted to genuine SC entrepreneurs.

CHAPTER 6

3. LAND

131. The current pattern of land ownership in Kerala presents a dismal picture of land inequality and exclusion. Land inequality in the state has been the result of varied processes that have led to exclusions. The contours of the SC land question can be better understood from the fact that 60 per cent of the Scheduled Caste (SC) population in Kerala lives in 26,109 SC colonies spread across the state, all in abysmally poor living conditions. The pathetic state of land ownership among the SC seriously impinges their mobility options. While other communities have opportunities of migrating to West Asia, SC lack this mobility option because of their lack of resources and assets including landlessness. In this context, a study of SC land ownership in comparison with other social groups in the state becomes important.
132. The Kerala Land Reforms (Amendment) Act of 1969 was passed in the assembly in October 1969 and brought into force from 1 January 1970. The benefits that accrued to SC was confined to small pieces of hutment dwellings. They were completely denied of cultivable land despite being the actual tillers of the soil. The land reforms of 1969 affected the land distribution in such a way that redistribution took place from the upper echelons to the middle level while the lowest end of the agrarian hierarchy continued to remain landless and poor with very little gains. Hence, legal denial of ownership and access to land meant that SC would never evolve as land-owning peasants despite their continued role in agrarian society¹.
133. The land market also became exclusionary for SC given their poor resource endowments. Historical experience also gave testimony to this fact. In the nineteenth century, the land market in the state became vibrant after the breakup of joint families and the consequent partitioning of family property. For non-traditional land-owning communities, this was an opportunity for them to attain landed property. However, the available evidence has shown that SC could not become beneficiaries of land transactions that took place during this period. The material deprivation of SC prevented them from becoming landowners through market mechanism in the same period while their traditional non-land-owning counterparts could gain from owning landed property.
134. The difference in the market value of land can be an indicator of inequality in the society. As Morrison (1997)² observes "... there is a widening economic gap between those who have marketable land and those who do not... Those with valuable land have the capability to use that resource to advance the family's fortunes. Those who can finance education, underwrite the job search, invest in off-farm income sources will accumulate yet more resources which will be used to advance the family's social and economic standing. The gap between the wealthier, better educated and more

¹ Mohan P.S. (2011, December 19) Lands Struggles in contemporary Kerala, The Hind Business Line.

² Morrison M.B (1997) The Embourgeoisement of the Kerala Farmer. *Modern Asian Studies*, 31(1), 61-87)

capitalist families and the others will increase generation by generation. Those with lower-value land holdings will fall behind and, of course, those without land will fall even farther behind in their income-generating capacity and so in social status (pp. 86–87).”

135. As most of SC settlements and colonies fall in the peripheral regions, their land commands less value. This is also because of the societal attitude and social stigma attached to SC colonies. So, it is highly likely that the real estate boom will also bypass SC. Therefore, even for land-owning SC, the lower value of their landholdings may become a hindrance to advance the fortunes of their families.
136. Though land and housing are priority programs which envisages the limited area of land for housing, only 4.2% of the landless family received the small bit of house compounds (3-10 cents), others (96%) remain landless. Land as a factor of production is not considered, allotment of land for cultivation is ignored. The average area of land possessed by SC is only 2.52 cents per person. Enhancing this size of landholding is the biggest challenge now. There were 25408 SC families landless and houseless in Kerala in 2011, as per the survey conducted jointly by the SCDD and the local governments in 2011. At present, 57302 SC families have been identified as landless and houseless, as per the lists maintained by the LIFE Mission.

Review of the existing scheme-Land to Landless Families for Construction of Houses

137. The scheme envisages purchase of land to the poor and eligible landless Scheduled Caste families for construction of houses. The Plan fund earmarked by the department during the first five annual plans of the XIII Plan period works out to 11.83 per cent (Rs 893.68 crore) of the budget provision of Rs 7556.74 crore. About 76.14 per cent of the allocation (as on 25.10.2021) has been spent during the period. The number of families benefited under the scheme was 16219 during first four years of the XIII Five Year Plan periods. The details are given in Table 6.3.1.

Table 6.3.1. Land to landless families for construction of houses 2017-2021

SI No	Year	Budget Outlay (Rs. In lakh)	Budget Allocation for land to landless (Rs in lakh)	% share of landless to total outlay	No. of Persons Benefitted	Expenditure (Rs in lakh)
1	2017-18	142760	18000	12.61	4600	17950.54
2	2018-19	157036	15868.51	10.11	3887	15555.51
3	2019-20	164900	18500	11.22	4225	17035.05
4	2020-21	148739	18500	12.44	3507	14079.28

5	2021-22 (as on 25.10.21)	142,239	18500	13.01		3428.695
TOTAL		755674	89368.51	11.83	16219	68049.07

Source : Economic Review, GoK, Various Years

Major Issues/ Gaps

138. The following are the major gaps/issues identified.

1. A clear distinction has to be made between house sites or plots and land.
2. There is no specific scheme for providing cultivable land to them except for the castes which are declared as most vulnerable castes.
3. The SC find it difficult to find out purchase good land for constructing houses as per the existing rates of financial assistance because of higher market rates of land in the open market.

Recommendations

Exclusive Scheme for Cultivable Land Distribution

139. Design specific scheme for providing cultivable to land to the SC families having no land for residential and agriculture purposes and implement the same in a time bound manner. 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.

Continuous Technical and other supports for cultivators

140. Ensure that the SC households as cultivators receive technical and other support continuously.

Pilot Projects for massive cultivation

141. Start at least three pilot projects in selected Gram Panchayaths in three districts (north, central, and south regions of Kerala; local self- governments entrusted with task of identifying such plots and assign such lands to groups with a mandate of representation of SC members and earmarking funds per pilot, seek support of institutions such as NABARD.
142. In a similar manner, plots of land lying fallow with individual owners can be pooled together and farmers group of SC communities can be assigned the same for cultivation. This practice exists in many parts in Kerala. But such practices have not reached agricultural labourers belonging to the SC who lost their means of livelihood.
143. To promote cultivation of cultivable waste land with the government. Local self – governments/NGOs can identify such plots of land and assign such lands to groups or cooperative societies/NGOs of cultivators belonging to the SC communities. Other inputs like implements, capital etc. can be routed to these societies from var-

ious other departments, banking and non-banking financial institutions. The government must help these groups and cooperatives in marketing too. Such cooperatives are better get organized at Grama Panchayath levels (This was a model found well-functioning in East Godavari district of Andhra Pradesh in 70's and 80's.). It is recommended to start at least three pilot projects in selected Gram Panchayaths in three districts (north, central and south regions) of Kerala. In a similar manner plots of land lying fallow with individual owners must be pooled together and farmers group of SC communities can be assigned the same for cultivation.

144. The existing rate financial assistance for land purchase maybe enhanced on the basis of the current market price.

CHAPTER 6

4. HOUSING

145. The Scheduled Caste population in the State faces acute problem of housing. Majority of their houses are dilapidated having inadequate spaces and facilities. In addition to this, there are houseless families sharing living space with others or moving as nomads. These houses are over-crowded with and congested without basic amenities like electricity, drinking water, toilets. Per capita space available in these houses is very low and there is no privacy for women and girls. This adversely affects the self-esteem of all inhabitants. Further, the learning of the school going children is hampered and this situation of theirs contribute to dropping out from schools. As per 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), 25408 SC families were landless and houseless and 15984 houseless with land. Accordingly, the XIII Five Year Plan had given top priority for housing.

Schemes under 13th Five Year Plan

146. Two schemes were implemented during the plan period for addressing the issue of housing. The first is house to houseless, completion of partially constructed houses, improvement of dilapidated house buildings and the second is housing scheme for houseless the SCs under LIFE Mission as a separate scheme started in 2019-20.
147. The first scheme aims to give financial assistance to the SC families for the construction of houses to houseless, completion of partially constructed houses, improvement of dilapidated houses, spill over houses, incomplete houses, construction of study rooms and completion of spill over study rooms. The second scheme aims at improving the quality of life by providing houses and allied facilities to the homeless. The target of the LIFE Mission is to provide safe housing to all homeless in the State. As per present LIFE Mission list and additional list, the number of houseless families owning land is 57,302 and the number of houseless without owning land is 76,332.
148. The Plan fund earmarked by the department during the first four five years of 13th Plan works out to 32.82 per cent (Rs 2480 crore) of the budget provision of Rs 7556.74 crore. About 74.34 percent of the allocation (as on 25.10.2021) has been utilised during the period. The number of families benefited under the house construction scheme was 20175 from 2016-17 to 2020-21 (Department Scheme). Under the LIFE Mission, Phase I (completion of incomplete houses from 2007-8 to 2015-16), 3844 spill over/incomplete houses were completed. During the II (construction of new houses to houseless having land started during 2018-19) and III (of new houses to landless houseless who acquired land started during 2020-21) phases 65,864 beneficiaries were identified. Out of this, 41,999 beneficiaries were found eligible, 17,395 beneficiaries executed agreement and 11,865 beneficiaries completed

(as on August 2021) the construction of houses. More over 17,676 study rooms were constructed during 2017-2021(as on August 2021).

Major Issues/Gaps

149. The major issues/gaps identified are as follows:

1. At present the financial assistance to construction of new houses is Rs. 4.00 lakh. It is not enough to complete the construction of houses due to increase in prices of building materials and high cost labour in the state. As result, there is an enormous increase in the number of incomplete houses and increased demand for additional amount for completion of incomplete houses.
2. Under the scheme the financial assistance was given to beneficiaries and they, with the help of contractors/ construction workers, will construct the house. There is no agreement between the contractors and the Government for the construction of the houses. In most of the cases, there is no agreement between the contractors and even the beneficiaries, resulted in houses remain incomplete.
3. Under LIFE Mission the Scheme is implementing through LSGs and the role the SC department is less.
4. Slow progress of implementation
5. The present house construction grant (4 lakhs) is inadequate to complete the house.

Recommendations

Periodic revision of house construction grant

150. It is suggested to revise the minimum area of house and the amount of grant for construction periodically in accordance with the requirements of the family for a decent living and the current price of the building materials and construction cost. A special meeting of all stakeholders of SC development should be conducted every year to discuss the revision of amount of grant and area of house.

Review of procedures

151. A detailed review of the various procedures involved in house construction both under contractor and beneficiary systems. Provision for executing agreement between the beneficiary and contractor selected by them may be introduced.
152. Possibility of entrusting the construction of SC houses through the SC labour contract societies may be explored.

Slums eradication

153. It is suggested to completely eradicate slums in Kerala and ensure that no new slums are recognized in Kerala. As a first step towards that reduce the density of families in the existing slums, improve the amenities such as roads, drinking water, toilets, electricity, cooking gas and internet connection available in slums. Introduce strict norms in sanctioning a new habitat as slum. It is recommended to implement a spe-

cial package of improving the living condition of slums after classifying these slums in terms of density of slums and the level of availability of amenities.

Monitoring and evaluation of house construction

154. A detailed review of existing monitoring system in the construction of SC houses under LIFE Mission is proposed for increasing the role of department and to speed up implementation.

Drinking Water, Toilet and Electricity

155. Steps to be taken to ensure piped drinking water facility, toilet and electricity are available in all SC families.

CHAPTER 6

5. HEALTH

156. The question of health intersects with all other sub-themes of this working group and the other working groups as well. The World Health Organisation (WHO) has identified the following as the health determinants: income and social status, education, physical environment (safe water and clean air, healthy workplaces, safe houses, communities and roads), employment and working conditions, social support networks, culture, genetics personal behaviour and gender. Improvement in all the above factors that determine health is essential to make any advancement in health. We do not have adequate data disaggregated by caste and area of residence pertaining to the above factors. That is a very serious limitation for proper health planning. Another question is that of emphasis on curative care which is important but there is need for more attention to preventive care and a thrust on promotive aspects of health.

Major Concerns

151. The followings are the major gaps/concerns/issues identified.
1. Non-availability of adequate data: Data disaggregated by caste, residence etc. on mortality, morbidity, access to health services and prevalence of illnesses are not available. Such a data set will help to identify islands of vulnerability and to develop special focussed activities. The government is recommended to make arrangements to make available such data to ensure evidence base for planning and monitoring.
 2. More Importance to Preventive Health Care: The preventive health care must get more attention.
 3. Absence of comprehensive as well as micro level, preferably, SC settlement level planning: There exists no concrete plan for the frontline health workers. They, including ASHAs, do engage in health promotion activities. If their operations can be properly planned, much more results will be generated in SC settlements without no additional cost.
 4. Absence of multi-sector convergence: Convergence within health sector to improve the health conditions of SC with other sectors shall definitely make all implementation more cost-effective. The verticality in planning and implementations is suggested to be minimised.
 5. Mortality and Morbidity: Though general mortality rates (crude death rate, IMR along with neo-natal mortality and MMR) are better in Kerala, that is not with the case of morbidity rates. Here comes the importance of the concept of promotive health. Even in the case of mortality rates data disaggregated by caste might provide a different picture.
 6. Increasing non-communicable diseases: Communicable diseases are spreading in Kerala. Lack of clean drinking water and water for daily use, environmental

degradation, lack of sanitation and clean environment, inadequate measures for waste management, floods, climate change etc. are cited as the reasons for the persistence and rise in the instances of communicable diseases in Kerala.

7. Malnutrition: Kerala has a high rate of children consuming inadequate diet; children with stunted growth, wastage and anaemia. It is quite likely that majority of such children belong to SC/ST and other marginalised communities.

Recommendations

Allocation and convergence

159. Allocation : Enhance the allocation for health and make provisions for convergence and community based approach for better results.
160. Evidence base : Strengthen evidence base for micro-level planning and monitoring at settlements level.

Shift to community health approach

161. It is recommended to adopt a “community health” approach in providing health services in urban and rural habitats or settlements or slums (colonies in common parlance). Such an approach should consider vulnerabilities of women and children, those with disability, sexual minorities such as transpersons, aged, single women. Violence against women has been recognised internationally as part of community health and needs to be incorporated in programmes.

Improvement in nutrition

162. Nutrition is linked to education and general well-being. The problem of nutrition should be addressed in a community based manner. Ensuring food security by assuring priority house hold subsidy to all SC households residing in the settlements in strict compliance with criteria already spelt out for PHH subsidy is one measure. Besides, increase the coverage of Yellow card subsidy to more households. Special training in making low cost nutrient food items is suggested. Fortify, after proper scientific analysis, adolescent health programme with food supplementation and behavioural change. Here convergence with the departments of women and child development and general education is inevitable.

Health needs of special groups

163. The term special groups here refer to female sex workers, men having men with men and transgender population belonging to SC communities. They deserve special and tailor-made programmes to ensure their health. They all are recommended for Yellow card subsidy, special health insurance, and nutritional supplements in a revised rate to the persons living with HIV and AIDS.

Village Health Information System

164. It is suggested to strengthen health information systems starting from neighbourhood groups with in which provisions to gather information by caste and settlements are made. The data from neighbourhood groups are aggregated at different levels.

Subsidy in the cost of curative care

165. It is suggested to revise the rates of subsidy for curative care

A detailed study on health status of SC

166. The absence of robust data on the health status of SC makes it difficult to formulate targeted health schemes. Hence it is proposed to conduct a detailed study on the health status of SC in Kerala and suggest appropriate schemes to address their health vulnerabilities.

CHAPTER 6

6. WOMEN AND CHILDREN

167. Women and children remain the most vulnerable section among the SCs. Violence, Gender Disparity in Literacy as compared with SC men, unemployment, lack of asset bases, large sections are outside neighbourhood collectives, and gram sabhas, hence are deprived of social networks that facilitate access to opportunities and benefits. Wider economic changes, the 2018 floods and the pandemic, have impacted the SC households in varied ways, and large sections have low asset bases and opportunities for sustained employment too are lacking. Mainly asset less, with no ancestral property or resource from agriculture, women in particular lack secure livelihood opportunities. At the same time, aspirations have increased and are changing.
168. Household level indebtedness is high as are aspirations. The informal sources of finance are widely used by the women in particular since they have strong caste networks in the Colonies. The private money lenders, agents of different blade companies are frequent visitors to the Colonies. Studies suggest that such borrowings are mainly for house construction/ renovation marriage and old debt repayment. Besides the blade companies and private money lenders, there are also numbers of Micro Finance Institutions (MFI) working in the colonies. It is evident that women are the ones finding multiple informal debt sources and dealing with multiple debts. Unlike the blade companies, they attract women by offering not only credit but also house hold appliances such as solar light, mobiles, smokeless stoves, emergency lamps and sewing machines and in some cases, even 1 gram gold pendants at the initial stages. Some MFIs in their mission say that through group lending they address the situations of moral hazard, adverse selection, and asymmetric information. SC women have become Debt Managers. MFIs are 'inclusive' in that they draw most marginalized women into the market but this is not social inclusion..
169. Informal credit practices appear to be hardly directed toward "productive" use. The evidences points to the persistence of informal credit systems in general, alongside established formal credit systems. Village money lending is still the most popular form of lending even where there is bank lending available. In part, this point to some of the advantages that informal credit offers over formal credit—its flexibility, its ready access and negotiable contract periods and the lower risk of losing collateral such as land, which is a real risk with formal credit.

Recommendations

SC women involved in MNREGA

170. SC women involved in MNREGA work, hold that if the work involved building up their own asset bases, it would be more worthwhile. The present MNERGA work is often heavy, sometimes clearing canals, etc. leading to health hazards, which leave them with no option but to go for other work such as domestic labour. SC women aspire for newer opportunities for work, hence for access to skill development in

different skills that do not carry caste attributes. There was a need for Vocational education for SC women which could also increase awareness on livelihood rights and labour laws to safeguard them from exploitation.

SC women in agriculture:

Registration and farm livelihood cards

171. Registration and farm livelihood cards by local governance bodies of each women who earn their livelihood from agriculture and allied sectors so as to be able to implement comprehensive schemes for them, perhaps reserve a quota in mainstream schemes and the related committees, including development committees of agriculture institutions.

Trainings programme for skill development

172. Training and infrastructure facilities for agriculture related handicraft enterprises by the department concerned.
173. Inclusive campaign for bio-vegetables and organization Social networks for bio-vegetable cultivation in SC habitats/settlements.
174. Joint land/housing titles of spouses, title for female headed households in land distributed to landless SC households as also in schemes of local bodies and SC Development Department.

Sangha Krishi

175. Avenues for Sangha Krishi (group agriculture): SC women also sense a shift in status- from that as landless agricultural wage labour (with caste attributes) to an identity as women farmers-greater dignity and self-worth- and carrying more possibilities of women from diverse communities coming together. As control over production is broadened and democratised, the process can be said to be a move towards food sovereignty.
176. Schemes for Start Up capital to SC Entrepreneurs, women and men: A policy environment lacking for innovations.

SC Women in Local Governance

177. Studies suggest a power gap between SC elected women representatives and general category members, men and women. This has an impact on implementing programs in general but equally with reference to the schemes for SC and their implementation, in assessing needs and shaping projects appropriately.
 1. Strengthening roles-leadership trainings- particularly of newer generation of SC elected women and men in various levels in panchayat , on rules and regulations, awareness of the sub plans, fund allocation, etc.
 2. Cultural capital building training-in speaking English, and practical skill training such as in checking accounts for increased mobility -passes to travel in local buses and grants for purchase of two wheelers with free training in driving.
 3. Special allowances for child care needs owing to low economic status of SC households.

4. Code of ethics-non- negotiable- against casteist remarks, etc.
5. Trainings, including gender sensitization, of SC Co-ordinators (block-panchayat) for welfare, SC Development Officers, etc.
6. Periodic Reviews- lacking, including social audit.

Violence against SC Women

178. Data bases at local and state level that capture the increasing incidence of violence are lacking. With caste and community identities growing in Kerala, alongside newer forms of patriarchies, the socio-cultural environment in which SC women and girls are located, need indepth studies, data bases and redressal measures identified. Revival of jagratha samithis in local governance bodies and participation of civil society organizations in the same need to be considered urgently.

Adolescent girl's empowerment programme:

179. Adolescence being an age of opportunity, adolescent friendly initiatives should be given focus. Life skill education, promoting SC girls to higher education, sports training, anemia reduction, menstrual hygiene, vocational training are important components. Activating adolescent girls' clubs functioning in anganwady will be a good entry point.
180. Life -cycle based approach shall be followed in understanding the problems of SC women and programme planning, viz, girl children, adolescent girls, pregnant and lactating women, aged women with a focus of widows.
181. The extension functions in SC hamlets should be strengthened. Anganwady workers, Asha workers, VEOs, SC promoters and other community based structures shall be properly channalised for the promotion of SC women and children.

SC Children

182. SC children face several problems in the field of education. They are facing caste discrimination in schools and colleges. The children belonging to poor sections of scheduled caste face several issues due to the growth of commercial interests like emerging autonomous and self-financing institutions. The major problems confronted by the SC children in the area of education are listed below:
183. As per the SC survey (KILA) 2010, 14.21% of the SC students belonging to 6-25 age group has dropped out at primary, secondary, higher secondary, degree/diploma and PG level. Similarly, 1.40% of SC children of 6-14 age group have never joined any schools.
184. SC students face several issues at the time of admission in colleges and other higher education centres. Most of the autonomous and self-financing educational institutions follow differential reservation as well as fee patterns. Quite often the annual fee is charged in advance.
185. SC children face caste discrimination in academic centres. The infrastructure facilities of all hostels at pre-metric and post-metric levels are ill-equipped.
 - 1) Lackof infrastructural facilities at SC hamlets and colonies for

community based offline and online learning, 2) There is wide gap in educational performances. The SC students face financial difficulties to go attend private tuition classes for the subjects having poor performances.

Recommendations

Educational Improvement

186. The following recommendations for the educational improvement of SC students

- 1) Drop out of SC children especially at secondary and higher education level should be addressed with promotional programmes including scholarship programmes, parental awareness, distribution of study materials and equipment etc.
- 2) A common system of reservation should be followed for the students in all educational institutions including autonomous and self-financing institutions and the SC students should be exempted from charging fees.
- 3) Vigilance committees comprising student's representatives should be organized in colleges to ensure that reservation rules are strictly followed by all colleges and also admission are made in accordance with the reservation rules.
- 4) Strict monitoring on the implementation of Scheduled Caste and Scheduled Tribes (Prevention of Atrocities) Act 1989 should be done.
- 5) Monthly stipend as well as the contingent allowances should be increased at post-metric levels. Similarly, the annual lump sum grants should be increased.
- 6) Infrastructure facilities should be maintained for hostels at pre-metric and post-metric levels.
- 7) Take steps to improve the infrastructural facilities at SC hamlets and colonies for effective learning.
- 8) Steps should be taken to set up community (public) study rooms for the SC students.
- 9) Remedial education facilities should be arranged at community level to overcome the educational backwardness.

Status study of SC Children

187. There is always a trend towards inter-generational transmission of poverty (ill-health, debt burden, lack of access to other basic services). This has to be broken. Vulnerability assessment of SC children needs to be undertaken for a result-oriented programme planning. This will help to evolve child development index of SC children.

Child poverty analysis

188. The deprivations faced by SC children shall be mapped. LSGs should address these issues in SCP.

Nutritional security

189. The special nutritional issues of the sections among Scheduled castes like children, adolescents and need to be understood and addressed. Addressing the nutritional needs of pregnant women and lactating mothers will be an investment.

A combination of breast-feeding initiative, anganwady nutritional programme, school meal programme, school health programme, nutritional gardens, play and fitness programmes will have added value on child nutrition.

Standardization of institutions for children

190. The institutions for children like anganwady centres, schools, hostels, children's homes, etc. should be standardized. Anganwady functioning in SC dominant areas, colonies should be developed as multi-purpose centres.

Empowerment and confidence building

191. On an empowerment dimension, participatory forums for children promoted. SC children should be encouraged to join school-based clubs, AG clubs, bala sabha etc. The child protection issues should be properly understood and addressed.

Parenting Clinics

192. The newly initiated parenting clinics need to be activated so as to respond to the parenting issues of SC children. This can also be route to activate PTAs, Mother PTAs and school noon meal programme. These are very important during 'back to school' in covid times.

Service standardization and mainstreaming

193. The services and schemes meant for children should be properly planned and delivered. The existing gaps in delivery of services like immunisation, breastfeeding, anganwady nutrition, scholarships and stipends etc. should be understood and addressed.

CHAPTER 6

7. SOCIAL SECURITY

194. For conceptual clarity, two kinds of social security could be discussed. One, *Basic Social Security* (often referred to as Social Protection) and the other, *Contingent Social Security* (Kannan,2021). In Kerala, much of the second type is provided for workers, e.g. through Welfare Boards. Some minimal old age/widow state pensions are there too. For SC and ST, the first one appears more important since they are foundational. These are education, health, skill development, housing, and so on. These are being provided in Kerala but the errors of exclusion and wrong inclusion are serious problems. One could argue for special skill development schemes to enable access to gainful employment since the traditional agricultural employment is no longer an option. There is increase in educational levels especially those having at least a secondary level pass. However, they have no particular skill. Unemployment is very high among these 'educated'.
195. Employment opportunities for SC and ST is a basic social security since most of them do not have any asset base. Strengthening public employment could be a recommendation but needs specific suggestions as to how they can be improved for the benefit of SC and ST households. Since there is an intense desire for white collar or non-manual jobs, specialised skill training in the Social Care sector could be a suggestion. These are: health related diagnostic jobs such as paramedical, home care, old age care, childcare, home nursing, palliative care, care of the physically challenged children and others, and so on. There are a lot of demand for these and calls for professional training and certification facilities.
196. Modern agriculture and related areas are also emerging as new demand sectors. Modern horticulture and agriculture particularly through Kudumbashree type Joint Liability Groups, Organic agricultural practices, Floriculture, tissue culture, aqua culture, home gardening, land scaping, and so on. Modern food processing skills is another area.
197. What is needed is a strong, professional, skill development programme for SC and ST as a basic and capability-enhancing social security since unemployment is a serious problem especially among women. Conventional Contingent Social Security needs strengthening, avoid exclusion and more focus on women who are likely to be left out when the focus is on households.
198. About rural indebtedness being high among SCs- the role of private MFI institutions and, using existing collectives such as kudumbashree or caste and community based women's networks- often formed at neighbourhood levels- can only be seen as financial inclusion in the market and not social inclusion. Microfinance institutions include ESAF, Bharat Microfinance, L&T, Muthoot, Asirvad, to name a few. A CSES study on rural indebtedness suggests the following as one alternative
199. "Muttathe Mulla Short-Term Rural Loan Scheme: Muttathe Mulla is the

short-term rural loan scheme announced by the Co-operative Department of Kerala State Government in June 2018 with the intention to save the rural poor from the exploitation of illegal moneylenders and private MFIs. The scheme is being implemented by PACSs in cooperation with Kudumbashree. Under this scheme, a person is eligible to avail a loan amount that may vary between INR 1,000 and INR 25,000. The loan would be given to close the older loans on a one-time basis borrowed from individual moneylenders and private moneylending companies. The scheme is being implemented in each ward through three Kudumbashree NHGs selected on the basis of efficiency and credibility. PACSs sanction a maximum amount of Rs. 10 lakhs to each selected NHG at an interest rate of nine per cent for distribution to the needy at the rate of 12 per cent. The three per cent difference in the interest rate would go to the Kudumbashree group. The entrusted NHG members distribute the amount and collect the weekly repayments at the doorsteps of the borrowers. On a pilot basis, the scheme was implemented in Palakkad district from where the stories of harassments of poor by moneylenders and private MFIs have already come out (see, Circular No. 33/2018 dated 2018, June 22 [Office of the Registrar of Co-operative Societies] for more details of the scheme).

Social Security for SC needs a social protection floor, targeting and finance as public policy.

200. Allocating funds in proportion to population is same as allocating funds equally to all irrespective of social deprivation. Without allocating funds in proportion to SC population also, if funds are given equally to all, the SC will also get the same per capita allocation. Since SC (and ST) are in deprived condition, they stand to get any additional benefit only if there are additional allocation over and above the per capita share everyone gets. In other words, what is provided under SCSP should supplement the overall allocation. Currently, even the expenditure of a road to a SC colony is used from SCSP. It should not be so.

A detailed study on Social Security status of SC

201. The absence of robust data on the social security aspects of SC makes it difficult to formulate targeted social security schemes. Hence it is proposed to conduct a detailed study on the social security aspects of SC in Kerala and suggest appropriate schemes to address their social security vulnerabilities.

CHAPTER 6

8. SOCIAL JUSTICE

202. Social Justice is a comprehensive, universal and normative concept for an inclusive, equitable and integrative society. To approach social justice, inequalities in the distribution of income, assets, opportunities for work and remunerated employment, access to knowledge, health services, social security and the provision of a safe environment as well as opportunities for civic and political participation have to be overcome. Therefore, equality of rights and opportunities and equity of living conditions for all individuals and households must be provided. Thus, social protection is integral to facilitating a multitude of factors that contribute to social justice.
203. Social Justice aims to achieve through elimination of all types of discrimination against the socially disadvantaged groups with the strength of constitutional commitments, legislative support, affirmative action, awareness generation, conscientization of target groups and change in the mind-set of people.

Existing schemes

204. At present the laws to ensure social justice is formulated and implemented on the basis of two Act. i.e., Protection of Civil Rights Act 1955 and Prevention of Atrocities Act-1989. PCR Act is enforced in Kerala to protect the rights of Scheduled Caste People and to eradicate the Social discrimination. For this purpose SCDD conducts various awareness camps, seminars, processions cultural programs etc and inter caste marriage grant is also provided by Department. As per the PA Act Department provide relief amount to victims of atrocities and rehabilitation if any needed. Awareness Camps and seminars are also conducted in all districts for the publicity of PCR and PoA Act. Rs.85,000/- to 8,25,000/- based on nature of atrocities committed is given to the victim. The assistance is given in installments at FIR, charge, conclusion of trial and conviction stages. Travelling allowance is also provided to victims and witnesses for travelling to police station and court. Despite the Acts, many SC still face caste based atrocities and insults in all walks of their societal life in Kerala.

Major gaps/issues identified

205. The followings are the major gaps/issues identified
1. The curse of the practice of untouchability is still visible in the social life of Kerala. Eg. in marriage advertisements, some castes, including backward castes, specifically say that all castes are welcomed except SC/ST.
 2. Still many SC don't have their property right in their lands and is opposed by the members from non-SC/ST castes.
 3. Cases are reported in Kerala that SC were not allowed to draw water from the common well and not allowed to bath in the common pool.
 4. Some SC, including temple artists are prohibited from entering temples and performing art forms.

5. In several educational institutions including universities, caste based discriminations are reported against SC students.
6. In some areas, SC are not allowed to use the common burial ground.
7. In some police stations, SC are denied legal assistance and protection because of caste prejudice.

Recommendations

Social Justice Committees

206. Constitute Social Justice Committees in all elected bodies, from panchayat level onwards.

Constitution of legal cell

207. In all districts, at least one advocate from the SC community should be appointed as a legal assistant on a contract basis to give proper legal advice and initiate timely legal actions against caste based atrocities and subsequent follow ups and monitoring of registered cases.

Land Adalats

208. A series of Land Adalats should be conducted at Taluk level with the cooperation of the Revenue department to solve all land related issues such as possession, boundary, pathways, pending tax, Inheritance etc. of SC landholders. The service of retired SC employees from SCDD, Land Revenue and Survey departments can be used for this purpose.

Legal Adalats for SC officials

209. Many officers and employees from the SC community who work in the government and public sector face disciplinary actions, departmental inquiries, criminal cases etc for petty reasons. These legal issues deny and delay their career prospectus. Hence it is suggested to initiate a legal Adalat once a year to settle their issues as early as possible. The service of retired service matter experts and legal experts of various departments and lawyers should be used for this purpose in consultation with the SC/ST commission, Kerala state.

Reservation

210. Steps should be taken to assess the SC reserved posts in various departments and other government agencies of Kerala and fill those vacancies as early as possible
211. Steps should be taken to ensure the job reservation of posts in all government funded institutions including aided educational institutions.
212. In all temporary appointments on a contract basis in any offices, institutions or schemes etc relate to SC development, priority should be given to the SC/ST applicants.
213. SCDD should take initiative to bring the attention of the Government to issue necessary orders that SC/ST reservation rules are followed in all contract/daily wages appointments by various government departments, institutions, agencies and public sector undertakings.

Representation in development missions like LIFE, KIIFB etc

214. Besides the departments, Government manages its developmental activities through project-based missions and agencies like LIFE, Aardram, KIIFB etc where no reservation policy is applicable, hence SC community are not represented adequately in the recruitments to these project-based development activities. So it is suggested to frame necessary guidelines to ensure their adequate representation in such missions and agencies.

Special Recruitment Drives

215. Special Recruitment Drives should be conducted to fill all unfilled SC reservation posts in all government and public sector undertakings. G.O(Ms) No. 80 dated 24.1.1958 of Public (Services D) Department of Government of Kerala which directs the government to fill 50 per cent of the vacancies of SC development department (earlier Harijan Welfare Department) in all categories should be made applicable to all offices, institutions and agencies which are run by SCSP funds.

A detailed study on social justice status of SC

216. The absence of robust data on the social justice aspects of SC makes it difficult to formulate targeted social justice schemes. Hence it is proposed to conduct a detailed study on the social justice aspects of SC in Kerala and suggest appropriate schemes to address their social justice vulnerabilities.

CHAPTER 6

9. HABITATS/SETTLEMENTS

217. Government schemes for rehabilitating landless SC were started in the early 1920s in the three regions of Kerala viz., Travancore, Cochin and Malabar. One of the main duties of the 'Protector of Depressed Classes' in Travancore was establishing colonies for them. After independence when Harijan Welfare Department was created in 1950, this scheme was geared up and the Department took initiative to acquire Government land and private land to establish colonies for rehabilitating SC. Later implementation of colonisation schemes became one of the major activities of the SC Development Department (SCDD). The district wise details of SC colonies/habitats in Kerala are given in Table 6.9.1.

Table 6.9.1: The District Wise Details of SC Colonies/Habitats in Kerala

Sl.No	District	No. of Colonies/Habitats	Percentage of Population
1	Thiruvananthapuram	2978	11.31
2	Kollam	2844	10.80
3	Pathanamthitta	1706	6.48
4	Alappuzha	1465	5.57
5	Kottayam	1044	3.97
6	Idukki	887	3.37
7	Ernakulam	1999	7.59
8	Thrissur	3117	11.84
9	Palakkad	4310	16.37
10	Malappuram	3087	11.72
11	Kozhikkode	1527	5.80
12	Wayanad	226	0.86
13	Kannur	612	2.33
14	Kasaragod	540	2.05
Total		26342	100

Source: Basic Data Collection, SC Habitats, SCDD, 2012

218. As per the basic data collection of SC habitats conducted by Scheduled Caste Development Department and Kerala Institute of Local Administration (2012), Edamalakkudi grama panchayat (Idukki district) is the only grama panchayat in Kerala that has no SC population.

Schemes to improve facilities in SC Habitats and Colonies

219. Besides the general schemes for the upliftment of SC, SCDD and various Local Self-governments are implementing special schemes exclusively for the development

of SC habitats and colonies. As per G.O (Ms)59/85SCSTDD dated 11.10.85, this includes the construction of latrines and bathrooms, drinking water, open wells, electricity, wastewater drains, house maintenance, human resource development etc.

220. Schemes exclusively focused on the development of colonies can be classified into two, viz., schemes of local self-government and schemes of SCDD. The State Government executes a two-way strategy for the development of SCs. A locality where more than 50% of the total population belongs to SC is named as a habitat, subject to a minimum of five SC households. Special schemes are designed for the marginalized. The major schemes are:-

- 1) Constructing road to the habitats - Special schemes are available for constructing new roads, renewal, construction of retaining walls, tarring, or any such allied works, provided the beneficiaries are more than 50% SCs.
- 2) Providing electricity facilities - Schemes are available for providing electric lighting to the households in habitats, provided the beneficiaries are more than 50% SCs. Free charge schemes and different rate tariffs are available according to consumption.
- 3) Arranging water supply facilities - For implementing water supply schemes more than 50% of the land area must belong to SC/ST. This scheme is implemented through Kerala Water Authority and LSGs.
- 4) Special Drinking Water Supply Scheme - This is for (SCA) habitats affected by drought.
- 5) Special Scheme for Women Self Help Groups (SC Help Groups) - By forming self-helping groups of SC Women in habitats (with 20 families) different projects can be implemented for their overall development. A grant of Rs.1.25 lakhs for an SHG or Rs. 10,000/- (for a member) whichever is less is given as a subsidy. The members must belong to BPL.
- 6) Digging Wells in habitats - A special scheme is implemented through local bodies for digging well in habitats to make drinking water available.
- 7) Scheme for roofing - Schemes are also available for roofing the houses of SCs using coconuts leaves or sheets.
- 8) Schemes to tackle natural calamities - Schemes are available to tackle natural calamities.
- 9) Schemes to construct common assets – Schemes to construct community halls, burial grounds, vijnanvadis etc.
- 10) Schemes to help patients - Special schemes are implemented to help patients who are suffering from chronic diseases.

Self Sufficient Village Scheme

221. This is a new initiative from the SC Development Department for the comprehensive development of SC colonies. The scheme 'Self Sufficient Village' is intended to give thrust to the overall development of scheduled caste colonies having 50 or more SC families. According to the survey conducted by Kerala Institute of Local Administration (KILA), there are 436 colonies with 50 or more SC families. The

Self-sufficient Village Scheme is implemented in a phased manner. The maximum amount that can be spent in a colony for infrastructure development is one crore and the amount is given in installments. The colonies are selected from various assembly and parliamentary constituencies by respective MPs and MLAs.

Major issues of SC habitats/Settlements

222. The followings are the major issues of SC habitats/Settlements:

1. Unemployment is one of the major issues faced by the colony inhabitants. There are educated youngsters who are seeking government jobs. Most of the inhabitants are coolie labourers.
2. The scarcity of drinking water is one of the major issues in the colonies. In many colonies there is no public tap system and individual household connection within the colony.
3. Alcohol and drug use seem to be another issue. Many colony inhabitants say that use of alcohol and other drugs is very high among youngsters.
4. Landlessness is another major problem in SC colonies. In most of the SC settlements, the average land possessed by a SC family is not more than 5 cents of land within the colony. As they do not possess much quantity of land, opportunities for getting financial loans become minimal.
5. Educational backwardness is another problem in SC colonies. Even the number of graduates or degree students is very less in number in colonies.
6. Waste Management is another major issue. At present wastes are disposed in the nearby waste land and other uninhabited places.
7. Lack of proper housing facility is another most important problem. In some cases, four households are staying in a single building. Many houses are too old and required maintenance.
8. The bad condition of roads to the colony makes difficult the transportation to the colony which affects the life of the people badly. This makes all the construction works, both housing and infrastructure related works, in the colony costly.
9. In some colonies nobody has patta for their land and they are not paying land tax.

Recommendations

Review of Ambedkar Village Development Scheme

223. Review the performance of the agencies which are entrusted to implement Ambedkar village development schemes and speed up the scheme implementation. If the existing agencies are found inefficient to complete the work, appropriate action should be taken to blacklist them and new agencies may be entrusted to complete the work. Income generating and employment creation schemes should also be included in the Ambedkar village development scheme besides its infrastructure development activities.

Waste Management System

224. Proper waste management system including drainages should be implemented in SC habitats wherever necessary.

Habitat Development Committees

225. In all SC habitats, a development committee may be constituted including people's representatives, officials from SCDD, Police, Local Self Governments, Health and other development departments to identify and resolve all developmental and security issues of inhabitants.

A detailed study on status of SC Colonies

226. The absence of robust data on the status of SC colonies makes it difficult to formulate targeted area development schemes. Hence it is proposed to conduct a detailed study on the status of SC colonies in Kerala and suggest appropriate schemes to address their socio economic and other vulnerabilities.

CHAPTER 7

REVAMPING OF INSTITUTIONS OWNED AND MANAGED BY SCDD

227. The Scheduled Castes Development Department runs various institutions for the welfare of the community such as hostels, model residential schools, nursery schools, pre-examination training centres, IAS coaching centre, medical college etc. This chapter analyses the existing gaps and issues in the functioning of institutions and suggests remedial measures for it.

1. Hostels

228. In tune with other initiatives to enhance educational achievements of SC in the State and taking into account the increasing demand for quality education among the community, the need for hostels became a priority. Students had to seek admissions in educational institutions away from homes – in some cases, certain courses were available only in some centres – and students from SC communities needed hostels for stay during their education. In response to this need, several pre matric and post matric hostels were established by the SCDD all over Kerala.

229. There are three types of hostels for SC students (for boys and girls) in Kerala managed by SCDD, viz., pre-matric hostels, post matric hostels and subsidized hostels. The hostels managed by SCDD are given in Table 7.1.

Table 7.1. Hostels Managed by SCDD (as on 31.12.2016)

Sl. No	District	Pre Matric (Boys)	Pre Matric (Girls)	Post Matric (Boys)	Post Matric (Girls)	Subsidised-Hostels	Total
1	Thiruvananthapuram	2	4	2	1	1	10
2	Kollam	5	3	1	1	-	10
3	Pathanamthitta	2	4	-	-	-	6
4	Alappuzha	-	4	-	-	-	4
5	Kottayam	1	3	1	1	-	6
6	Idukki	3	2	-	-	-	5
7	Ernakulam	2	3	1	1	-	7
8	Thrissur	3	2	-	-	3	8
9	Palakkad	9	6	1	1	2	19
10	Malappuram	2	3	-	-	-	5
11	Kozhikkode	4	3	1	1	-	9
12	Wayanad	1	-	-	-	-	1
13	Kannur	5	3	1	-	1	10
14	Kasaragod	6	2	2	1	-	11
Total		45	42	10	7	7	111

Source: Data from SCDD

230. Pre-matric hostels provide free accommodation and food for inmates studying in Standards V to X apart from school uniform, school bags, shoes and monthly pocket money of Rs. 100/- and travelling expenses to their homes during Onam and Christmas holidays. Post-matric hostels provide free accommodation and food for inmates studying from higher secondary to Ph.D level.
231. Confidence of the community is one of indicators signifying the success of hostels. Since most of the inmates of hostels come from economically poor SC families, the general confidence of the community about the academic environment and security offered by the hostel inspire them to trust and respect government initiatives for their development; this in turn will also prompt them to encourage more children opting for higher education in faraway cities to opt for SC hostels. But the lack of goodwill and facilities in hostels may affect the confidence of SC community to send their children in hostels for better education.

Major issues/gaps identified

232. Major issues/gaps identified in hostels are as follows:

1. Annual maintenance of buildings are not promptly carrying out in many hostels.
2. In some hostels, especially girls' hostels, no separate cabin for night watchmen near the gate to ensure the safety and security of the hostel.
3. Some hostels are working in rented buildings which lacks adequate facilities
4. In many hostels the essential facilities like table, chair, cot, mattress, sheets etc are not upto the required standards.
5. Hostel wardens have 24 x 7 hours job without any substitute.
6. In some hostel, the quality, commitment and performance of the tutors are not satisfactory.
7. Hostels lack continuous programmes like mentoring, career guidance, counselling and personality development etc
8. Periodical health check-up is adhered to only by some hostels. First Aid kits are also not kept in some hostels to meet any medical contingencies.
9. Facilities like television with cable connection, Computer with internet, indoor games, outdoor games etc are not uniform across hostels. While some hostels provide all these, in many hostels only indoor games like caroms and chess are the only available extracurricular facility.
10. In many hostels, parents' meetings are not held regularly, or minutes kept properly.
11. The hostel advisory committees of many pre matric hostels where Block Panchayat President/Municipal Chairman is the convenor is not holding regular meetings to monitor the activities closely.
12. The present intake capacity of hostels is insufficient to accommodate all the students of SC community who are and would like to pursue higher studies.
13. Funds for day to day expenditure of hostels are seen insufficient.

2. Model Residential Schools

233. In 1990-91, as the part of birth centenary celebrations of Dr.B.R.Ambedkar, the Chief Architect of Indian Constitution, a year-long programme was conducted by State Governments and Centre Government. In this connection, the Government of Kerala had declared an action plan in which the 16th item was the establishment of two high standard residential schools for the talented students among SC and ST. Subsequently, the SCDD issued orders in July 1990 to start those schools as Ambedkar Memorial Model Residential School. The first two MRSs were started and managed by Scheduled Tribes Development Department. But later SCDD started own MRSs all over Kerala. At present SCDD manages 9 MRSs and the details are given in Table 7.2.

Table 7.2 Model Residential Schools Managed by SCDD in Kerala

Sl. No	Name	Girls/Boys	District	Year Started
1	MRS Keezhmad, Aluva,	Boys	Ernakulum	1998
2	MRS Thrithala	Girls	Palakkad	1998
3	MRS Punnappa	Girls	Alappuzha	2000
4	MRS Wadakanchery	Boys	Thrissur	2000
5	MRS Peermade,	Mixed	Idukki	2001
6	MRS Azhiyoor	Boys	Kozhikode	2002
7	MRS, Kasaragod	Boys	Kasaragod	2002
8	MRS Kuzhalmannam	Boys	Palakkad	2010
9	MRS Chelakara	Boys	Thrissur	2011

Source: Scheduled Caste Development Department

234. The main objective of establishing MRS is to provide quality education to the talented students in SC/ST communities. It aims to provide standard facilities for their all-round development through education in residential school mode. To attain this objective MRS aims 1) to ensure educational empowerment of SC students by improving their merits, 2) to facilitate and provide nutritional food as prescribed by Nutrition Board, apart from periodical medical check-up and counselling, 3) to develop all soft skills to build up the careers of students and facilitate their opportunities to join professional and specialized courses in Indian and abroad, 4) to provide a safe nurturing environment for learning where individuality is recognized and diversity is celebrated, 5) to encourage initiative, self-discipline, critical thinking

and creative approaches to problem solving, 6) to institute a consistent and clear method of measuring student's achievements by providing resident tutors and residential teachers.

Major issues/gaps identified

235. Major issues/gaps identified in Model Residential Schools are as follows

1. Dual Administration: Dual control of MRSs by SCDD (Shelter and fostering) and Education Department (coaching) is negatively affecting effective enforcement of directions by both departments. This in turn, adversely affects achievement of the objectives of MRSs set forth by the Scheduled Caste Development Department. The teachers are appointed by the Department of Education and controlled by District Education Office and headed by a headmaster / headmistress/ principal, while the MRSs is headed by the Senior Superintendent appointed by SCDD. Most often this causes conflict between teaching staff and SCDD appointed other staffs who are responsible for the total achievement of the MRSs objectives.
2. There are three parallel heads in the MRSs. 1) The Senior Superintendent 2) the Head Master/Headmistress and 3) the Principal of the Higher Secondary School. It is a difficult situation.
3. Though all the MRSs have library just for name sake, the libraries are not full-fledged and not having sufficient books or reading facility.
4. As part of the general education system, most of the permanent teachers are from the same or nearby places through transfer and hence they are not willing to stay in the campus rather they go home after school time. This practice goes against the spirit and basic objectives of MRSs.
5. The financial management pattern/procedure of MRSs is very stringent. Being the head of an institution which have more than 300 inmates, has the disbursing power of Rs. 500/- only, and spending above Rs. 500/- must be by SCDO at district level.
6. Most of the schools are not conducting alumni meetings and not maintaining a follow up link with the outstanding students who are passed out, and are not given opportunities to motivate and spread the visibility of MRSs achievements.
7. PTA meetings are not conducted regularly in many MRSs and parents have less involvement in the school programmes.
8. In some MRSs, infrastructure facilities are not completed because of slow administrative procedures that affect the day today requirement of the institute.
9. Many MRSs don't have properly completed quarters for teachers. Hence the students are not able to avail the facility of consulting them during their study time.
10. The temporary teachers appointed on contract basis leave the institution when they get better or permanent appointment. This practice badly affects the quality and continuity of the education and results in a situation where fresh and inexperienced teachers are teaching the students most of the time.

11. In some cases, the interference of local pressure groups and other interest group create a kind of threat to the normal functioning of MRSs.

3. Industrial Training Institutes

236. The Industrial Training Institutes (ITI) under SCDD, one of the many institutions established by Government of Kerala, intends to impart formal technical skills and training to the SC youth in Kerala. There are 44 ITIs functioning under the SCDD in the State spread over 12 districts in the State except for Idukki and Wayanad.
237. The primary objective of ITIs is to provide vocational and technical skills to the youngsters of the community. The major objectives of the ITIs are to 1) develop and introduce state-of-the-art trades, 2) attract more students, especially female, 3) provide better employment opportunities and 4) create self-sustained ITIs with vibrant revenue model.

Major issues/gaps identified

238. Major issues/gaps identified in Industrial Training Institutes are as follows:

1. Many ITIs are functioning in old buildings; many of them need new buildings to expand their activities and start new courses.
2. Some ITI buildings are less spacious to conduct existing courses, and to start new courses.
3. Some ITIs lack basic facilities like office rooms, work space for different trades, store rooms, playground etc. As a result, many ITIs look congested and crowded affecting the learning environment and morale of the trainers and trainees. This needs to be addressed urgently.
4. The basic learning/teaching facilities such as good class rooms, libraries, work shop etc are not adequate in many ITIs.
5. In many ITIs necessary tools, equipment, machineries, raw materials, etc are not available in adequate quantities or on appropriate time.
6. Most of the ITIs under SCDD offer courses on conventional trades which were in vogue during the time of their establishment. Many trades like carpentry, plumbing, surveyor etc. have undergone radical technological changes, which calls for new modes of teaching and learning, facilities, equipment etc.
7. Dropout of students is rampant in ITS. While the students who discontinue do not complete their course and remain unqualified for better jobs, it also denies learning opportunity to a student by wasting resources and opportunities.
8. Trainees face difficulty to follow English language which is the medium of instruction/examination etc.
9. ITI Students faces the non-availability of text books on time.
10. Some ITIs are not affiliated to NCVT.
11. The allowances given to trainees at present are inadequate.
12. Less girl students join in ITIs.
13. Lack of regular interface with potential employers to get an idea about what they

expect from an employee/apprentice – the attitude, work ethic, discipline, expertise, knowledge, skills, language command etc.

4. Pre Examination Training Centres

239. The Pre-Examination Training Centers, under the aegis of Scheduled Castes Development Department, Government of Kerala, are intended to provide preparatory training for the aspirants of job seekers from Scheduled Caste Communities. Being a government training institution Pre-Examination Training Center is the first choice for the students of Scheduled Castes in Kerala, to get advanced coaching for appearing in various competitive examinations conducted by the KPSC, SSC, RRB, IBPS, SBI, UGC, CSIR and other Public Sector institutions. Coaching classes like short-term, long-term and crash programmes are also given for students appearing for various entrance examinations for professional courses also. Pre-Examination Training Centers have a talented resource pool of well experienced, qualified and dedicated teachers from various branches who are engaged in training and coaching of students.

Major issues/gaps identified

240. The major issues/gaps identified in pre examination training centres are as follows:

1. The concept of pre examination limits the scope of the institution; instead the concept of pre-employment enhances the scope of activities of the institute.
2. The duration of the most of the training programmes are insufficient to meet the examination needs of the candidate.
3. The number of short term courses is limited and not addressing the new job market.
4. Institute lacks new innovative courses, especially in non-governmental sector.
5. SC youth are not properly aware about new possibilities and trends in the job market.
6. The pedagogy is not updated to meet the emerging challenges in the job market.
7. Teaching methods are not modernised and e-learning facilities are not provided adequately.
8. The present timing of working of the institution is not helpful for the educated casual labours from SC working class.
9. PETC has no partnership with similar training centres in the government and private sectors and student exchange programmes.
10. Library facility has to be improved.

5. Nursery schools

241. There are 88 Nursery Schools working under the aegis of Scheduled Castes Development Department (SCDD) in Kerala. Ernakulam and Trivandrum districts have the highest number of Nurseries i.e. 17, 12 respectively. Thrissur district has 9 nurseries and Malappuram 7. Kollam, Pathanamthitta and Kasaragod districts have 6 Nursery schools each. Kozhikode district has the least number of nursery schools i.e., one, while there is no SCDD Nursery Schools in Wayanad district.

Major issues/gaps identified

242. Major issues/gaps identified in nursery schools are as follows

1. No common syllabus for Nursery schools across Kerala.
2. Regular in-service trainings are not provided to enhance the efficiency of nursery staff and to update their knowledge in preschool training.
3. Many nursery schools do not have computer facilities and need interesting learning software and face lack of IT enabled education.
4. Some nursery schools lack sufficient teaching aids and toys.
5. Many nurseries are functioning without playground facility.
6. Proper monitoring and evaluation mechanism is not working to co-ordinate and evaluate the functions.
7. The system of filing Annual Report of the work done by nursery schools is not followed.
8. The teachers, apart from teaching and taking care of children, also have to do administrative work. Many teachers were finding it difficult and are not sufficiently trained in this area.
9. The funds for the Mid-day meal scheme etc are received by the school only after four or five months after the opening of the school in an academic year.
10. Some nursery schools are working still in rented building.
11. Some schools are situated in remote locations .
12. Some nursery schools do not have gas connections which causes delay in food preparation.
13. Drinking water facilities are not up to the mark in many schools. In some cases it is procured from nearby wells or pipes.

6. Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes

243. The Kerala State Development Corporation for Scheduled Caste and Scheduled Tribes Ltd., incorporated as a Company under the Companies Act, 1956 in 1972 has been functioning as a prudent finance institution over the years for the socio-economic advancement and empowerment of the members belonging to Scheduled Castes and Scheduled Tribes in Kerala. The Corporation is well aware of the magnitude of responsibility put on its shoulders by the policy makers and hence has been acting as a catalyst to enthuse and energize the potential members belonging to the target group so as to satisfy the growing ambitions and aspirations of an emerging group of entrepreneurs from among them. It is commendable to note that the organization has been able to set a new trend in project financing over the last few years by framing a lending mechanism marked by liberal terms and generous conditions.

244. The Corporation has been implementing self-employment and other social welfare schemes with the objective of making the target population self-reliant by developing and utilising their man power. A credit portfolio with provision to finance projects of

dynamic entrepreneurs having investment needs ranging from Rs.50,000/- to Rs.50 lakhs makes the lending programmes of the Corporation popular and magnificent.

Major Gaps/Issues identified

245. Major Gaps/Issues identified Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes are as follows:

1. No loan scheme is available for those who have income above 3 lakhs per year except to some schemes for government employees. This limits the opportunity of educated unemployed youth of SC community.
2. The service of the Corporation concentrates on urban areas only. Many community members from rural areas are unaware about the functioning of this institution.

Recommendations

Administration

Dual department administrative problems

246. Dual department administrative problems should be avoided. For example in the case of MRS, the two-phased control from SCDD and Education department affects the smooth functioning of this institution. Such issues should be studied and solved by issuing new guidelines which clearly state the roles and responsibilities of both departments.

Filling existing vacancies

247. Create a sufficient number of teaching and non-teaching staff and fill the existing vacancies for the effective functioning of institutions.
248. In all institutions, if any posts, especially teaching, managing and caring posts are vacant, in order to ensure the smooth functioning of the institution, it should be filled immediately by appointing qualified candidates from the SC community including retired SC employees on a contract basis, till a permanent staff is appointed.

Delay in the disbursement of funds

249. The delay in the disbursement of funds to institutions should be avoided. The delay will negatively affect institutional activities like food expenses, maintenance, observance of various nationally important days, purchase of study materials, teaching aids, computers, transport facilities, etc. Necessary arrangements may be taken with cooperation with local governments concerned to release the funds for these purposes in time to ensure the smooth functioning of the institutions and not to overburden the staff with such expenses.

Executive committees

250. The institutional executive committees, eg. MRS Executive committee, need to be involved more actively and more visibly in the institutional activities and must do liaison work for mobilizing local resources like MP fund, MLA and other LSGs Fund for the Development of the institution.

Widepublicity

251. Wide publicity through print/electronic and social media should be given about the institution/courses/facilities and the admission procedure to ensure the maximum use of institutional service. A comprehensive web portal providing various education-skill-employment opportunities and a meeting point of job seekers and employers should be developed.

Adequate SC representation in Institution Governing Bodies

252. In all the institutions which have governing bodies such as model residential schools, Medical College, Palakkad etc, the adequate representation of people's representatives such as MPs, MLAs and experts from SC/ST communities should be ensured. For this purpose bye-laws of such institutions should be amended if necessary.

Maintenance of Institutions

253. Priority should be given to the annual maintenance of all institutions especially hostels, ITIs, nursery schools and MRS, prompt repair and replacement of electrical fittings, regular inspection in plumbing arrangements, replacement of old and broken kitchen wares and vessels etc have to be carried out. For routine maintenance/repair works at the hostel, the block level SCDO/ the officer concerned should be given more discretion and financial power to execute such jobs in a time-bound manner and with the support of local governments.

254. A technical committee may be constituted to review the status of the existing buildings and assess the need for new constructions.

255. The institutions where cooking of food is necessary like hostels, MRS and nursery schools, steps should be taken to the uninterrupted supply of food materials, cooking gas and drinking water.

Security and health

256. The campus of all institutions especially hostels and MRS should be protected with wall/fencing and sufficient security personnel should be appointed wherever necessary.

257. Arrangements may be done to ensure mandatory medical check-ups at least once in three months in all nursery schools, hostels and MRS.

258. Fire extinguishers and their usage training should be provided in all institutions

Construction of New Buildings

259. Institutions that are working in rented buildings face several issues due to space constraints. New hostel buildings are to be constructed in such cases.

260. The less spacious ITIs are needed to be reconstructed to get sufficient space for their activities.

Capacity building programmes for inmates

261. Classes and workshops for career guidance, acquiring soft skills and communication abilities have to be conducted regularly in all institutions along with programmes to develop physical and self defence capabilities through karate and yoga classes especially in hostels and MRSs.

262. Since most of the hostels and some MRS do not have enough open space to develop playgrounds for their inmates which limits the quality of hostel life and the physical development of the inmates. It is suggested that through discussions with the nearest schools, their playgrounds may be made available to the inmates on specific days and at specific times.
263. There are so many non-governmental organisations that conduct programmes for career guidance, personality development, counselling etc. All institutions, especially hostels, PETCs and MRSs can easily utilise the service of these organisations to improve their academic and employability skills.
264. Erudite programs for helping students to get the opportunity to interact with various scholars and eminent personalities from various spheres both from academic and non-academic fields should be conducted.
265. Considering the scope and volume of job opportunities in the private sector, institutions should identify certain key areas of employment where the demand for personnel is high; courses should be designed and offered to enhance the employability of SC students for such jobs.

Academics, Training and Placement

266. The medium of instruction in MRSs must be standardized. At present MRS Kuzhalmannam and MRS Chelakara are having English and MRS Peermade is having Tamil as the medium of instruction while all others are Malayalam medium. Just like Navodaya Vidyalaya, the medium of instruction shall be standardized to English.
267. SCDD should take initiatives to ensure IT education is provided in all the institutions especially MRSs or they must take the hi-tech school up gradation programme by imparting e-learning, smart classroom etc. All text books should be made available online to prevent the non-availability of text books in time especially for ITI trainees.
268. Introduce inter and intra institutional arts and sports programmes and competitions for providing better opportunities for the students and enable more visibilities to the SCDD programmes.
269. To enhance creativity and equipped with additional skills, it is essential to have vocational skill training programmes especially to the inmates of hostels and MRS. Programmes like communicative English, personality development etc should also be conducted regularly in all institutions.
270. The basic learning/teaching facilities such as good class rooms, libraries, work area etc are to be provided in all institutions. All nursery schools should be provided with sufficient teaching aids and toys.
271. Many existing trades in ITIs are undergone radical technological changes. Hence trades must be restructured and new trades which have greater potential to provide employment must be started.
272. Technical Education Fairs can be organized at important centers where SC population is comparatively high. The potential youth/students from the community can be

invited to this fair and information about the courses, job prospects, financial and other assistance offered etc explained to them.

273. For the smooth and successful functioning of technical courses run by ITIs, constant and hassle-free availability of materials, tools and equipment should be ensured. A centralised procurement mechanism shall be developed for this purpose with proper guidelines to ensure the quality of tools/equipment.
274. A remedial coaching programme has to be conducted for preventing dropouts of students and continue their education for a better future.
275. Necessary arrangements have to be made to ensure that ITIs under SCDD get re-affiliated to NCVT after fulfilling the necessary standards and basic requirements set by NCVT. An affiliation committee should be constituted at the state level for this purpose.
276. The allowances of students may be revised in par with the overall price hike.
277. Regular interface with potential employers shall be conducted to promote campus recruitment and job prospects of the students, especially for ITI trainees.
278. Upgradation of pedagogy especially in PETCs has to be done as early as possible to meet the challenges in the emerging job market. A unified syllabus and curriculum for SCDD Nursery schools should be developed and implemented throughout Kerala.
279. The duration of coaching classes for various examinations in PETCs such as PSC/UPSC/IBPS etc should be revised. Three months training programmes may be extended to six months.
280. Since a large number of educated SC youth are working as labourers in various organizations and in the informal sector, week end courses on employability enhancement, skill development and soft skills acquisition etc should be offered to them.

Strengthening Teaching Staff /Tutors

281. In-service Training should be given to all teaching and non-teaching staff once in two years to update the staff on the latest teaching/learning practices, student care, technological advancement, new opportunities, counselling methods etc .
282. The institutions which are following very conventional teaching and instruction modes and methods should be modernised by imparting e-teaching and learning technologies using audio/video materials and equipment for training and teaching. Web-based tutorials can be developed for the use of teaching staff and students of all institutions.
283. Steps should be taken to appoint permanent teaching staff in all institutions especially MRS and ITIs instead of contract teachers.
284. The teaching curriculum and methods followed in all institutions have to be radically changed on par with the changing job market, examination patterns, levels of competency and skill expected, and mode of evaluation, soft skill requirements etc.

285. Instead of depending wholly on in-house faculty, all institutions should explore partnerships and joint programmes with academic institutions of similar nature that can cater to the needs of students. For this, faculty exchange / internship / combined model examinations with other coaching centers of government or private sector should be encouraged.
286. All institutions should regularly invite national / international level experts from the relevant fields at least twice a year. Their talks can be recorded and used as resource material in all other institutions.
287. Execute awards and incentives to the better performing and dedicated teachers and other staff of institutions for boosting up the service rendering and making sense of healthy completion.

Alumni Association

288. The formation of alumni associations in all institutions will provide the present inmates with a sense of continuity and pride as part of a bigger stream of people who have stayed and studied there.

Gender friendly

289. It is better to appoint women in the post of security personnel in girls hostels and MRS. Steps should be taken to provide sanitary pads to girls and also to install incinerators in all institutions.
290. Since the rate of girls joining ITIs are very less, it is suggested to take steps to attract more girls to various trades in ITIs.

Motivating Staff

291. Considering the hectic duty time of the warden (24 x 7) in hostels, there must be two wardens on duty so that they can share their duty round the clock. This will also avoid situations where wardens leave the hostel assigning his/her duty to a senior cook or watchman, as is done now.
292. It is the kitchen and security staffs who spend most time with the students in hostels and MRS. They almost live, eat and stay with them for years. In this process, they also get an opportunity to watch the inmates closely. Therefore, if they are given a basic training on counselling and how to deal with the growing up problems of adolescents, it will greatly improve the quality of life in the hostels.

Monitoring of institutional activities

293. Hostel/MRS advisory committees should be convened regularly. For the concurrent monitoring and evaluation of all institutional activities, an independent agency with professional experience may be entrusted. The State Level and District Level Monitoring Committees should be revamped and monitoring should be made regular and firm.
294. For getting proper feedback from students, an online feedback mechanism may be developed to identify their unmet needs, areas of improvement and the quality of service of teaching they received.

Waste Management

295. Waste management, especially from food/kitchen, is a big problem in the hostels and MRS. In order to address the same, it is suggested that biogas plants be installed in all hostels. In some hostels, such plants are already established, but most of them are not functional, should be made functional.

Connecting with Parents and civil society organisations

296. The Parents Meeting held is often attended only by a few due to distance from home and also for economic reasons. Alternatively, there should be a periodical feedback system to inform the parents who do not attend about the progress and conduct of their children at the hostel.

297. There are many social, cultural and civil society organisations that have enough funds, human resources and expertise that can be channelized to the benefit of hostels. Joint programmes can be organised and their service/expertise utilised for training and other academic and cultural programmes, to develop existing facilities like library, television, computer, net connectivity, organise personality development classes, etc.

SC/ST Development Corporation

Increasing the income limit

298. At present the income limit to avail the schemes of SC/ST Development Corporation is Rs. 3 lakhs generally except to some schemes for government employees. These income limits prevent many SC members to avail schemes. Hence it is suggested to either enhance the income limit to Rs. 10 lakhs per year or remove this condition of income limit to avail schemes so that a large population with repaying capacity can avail the benefit of schemes.

SC Self-help groups

299. SC self-help groups are lacking financial support for their self-employment projects. Hence it is suggested that Corporation should formulate a new scheme to extend financial support to SC self-help and joint liability groups for their self-employment projects.

Savings and Investment schemes

300. Savings and investments are mutually connected, while savings are for the short-term, investments should be on a long-term basis as they help you grow your wealth to meet some life goals. Most of the SC community members lack proper savings and investment which detrimentally affect their financial security. Promoting savings and investment culture among SC children will help them to meet their future financial needs like higher education, employment, house construction, marriage etc. Hence, it is suggested that some savings and investment schemes suitable to meet future needs, maybe initiated.

Revamping the Corporation

301. It is suggested to conduct a proper and detailed study on the existing schemes, functioning, output and outcome of the Corporation for upgrading its performance to meet the emerging need of educated unemployed SC youth.

Starting sub centres

302. At present the service of the Corporation is limited to urban areas only, so that the rural SC are unable to avail the schemes. Hence it is suggested to extend the functioning of the Corporation to grass root level and make it more popular among SC community after a detailed study for this purpose.

A detailed study on the functioning of the institutions under SC Development**Department**

303. The absence of robust data on the functioning of institutions owned and managed by SC Development department makes it difficult to formulate institution specific schemes to improve the performance of the institutions. Hence it is proposed to conduct a detailed study on the functioning of all types of institutions owned and managed by the SC development department and recommend appropriate suggestions to address their existing vulnerabilities for effective functioning.

CHAPTER 8 LOCAL SELF GOVERNANCE & SC DEVELOPMENT

304. Decentralization can be identified as a process of empowering the local governments through mobilizing local people and resources required for micro level planning and development. The participatory development programs and local self-governing bodies are instrumental in targeting resources towards the disadvantaged social groups. This requires the local governments to be responsive, transparent, participatory and accountable to the people including the most deprived sections of the society such as the SC, tribals, and women. Hence the state revised its reservation policies (in proportion to the proportion of SC and ST population and a minimum of one-third for women) at all three levels of local self-governing to elect the leaders for Gram Panchayats, Block Panchayats and District Panchayats and promotes its citizens to the leadership of LSGs, representing all sections of population.

SCP & Local Governance

305. Until 1996, the institutional arrangement for the implementation of SCP by the State was guided by the instructions given by the Central government and Planning Commission. At the State level, SCDD was considered as the supreme authority in the implementation process of SCP. A basic change was introduced in 1997-98 period-the first year of the Ninth Five Year Plan. The state government decided to transfer a substantial portion of Plan funds earmarked for SCP to the LSGIs for enabling the SCs to democratically determine how and on which beneficial projects they could use these funds. It was during the Ninth Five Year Plan, that two-thirds of the state's total outlays for the SCP were earmarked to the LSGIs.
306. Prior to the enactment of Kerala Panchayats Act 1960, functional freedom of panchayats was limited to the activities like maintenance of village roads, sewerages and drainages etc. This Act did not envisage any role for the panchayats in the development of SCs. During 1983-84 Annual Plan period, formulation and implementation of SCP was initiated at the district level.
307. The state government had constituted a steering committee to study decentralised planning and planning for rural development under the chairmanship of Justice V R Krishna Iyer in 1989. This committee recommended to transfer the function of formulation and implementation of SCP to panchayats. But it was not actually implemented.
308. However, as mandated by the Kerala Panchayat Raj and Kerala Municipality Act in 1994, the welfare of weaker sections in particular the Scheduled Castes became a subject of LSGIs during the Ninth plan period (1997-2002) and entitled Grama Panchayats to i) implement the beneficiary oriented schemes under SCP (TSP also); ii) run nursery schools for the SC/ST children; iii) arrange basic facilities in the SC/ST colonies; iv) extend assistance to the SC/ST students; v) give discretionary assistance to SC/STs as and when required. Similarly, the Block Panchayats are entrusted to i) manage pre-metric hostels and ii) promotion of cooperative societies

meant for these communities and District Panchayats are made responsible for the management of i) post-metric hostels and ii) vocational training centres established for the SC/ST students. The pre-eminent position given to Grama Sabhas to democratically identify and implement beneficiary oriented projects most suitable for the local people's development and welfare provided wide scope for involving SC population at local level to participate in the formulation of development schemes under SCP.

Existing Schemes: Approach & Review

Approach

309. All round development should be made through (i) Social Empowerment (ii) Economic Empowerment and (iii) Social Justice with an inter-sectoral focus and inputs from both Governmental and non-governmental agencies by giving SCSP a statutory status.
310. The SCSP should include only such existing schemes or new schemes which fulfil the following norms :
 1. Those which have the potential to accelerate the pace of development of the SCs and to bridge the socio-economic development indicators between SCs as compared to the advanced sections of the society.
 2. Those that should secure quantifiable benefits to the Scheduled Caste households or areas as majorly inhabited by the Scheduled Castes.
 3. The schemes should not merely be survival-oriented but focus on acquisition and generation of knowledge, building of assets (land, capital, etc.), accessing skills development for gainful and professional occupation, engaging in entrepreneurship and business enterprises and empowerment.
 4. Emphasis be laid on schemes that enhance the incomes of the target group and lead to the development of assets in sectors like agriculture, animal husbandry, dairy development, fisheries, and agriculture/allied sectors.
 5. Efforts should be made to achieve the assigned targets and not to spend funds from SCSP head on general schemes like road construction, electrification, rural telephone connection as it done by many States and Union Territories.
 6. The State should give priority to schemes which provide basic minimum services like primary education, health, drinking water, nutrition, rural housing, and link roads and electrification to SC villages.

Review

311. Within Scheduled Caste Sub-Plan (SCSP) 45 per cent is allocated to local governments for implementation of schemes under decentralised planning (44.92% during 2016-17 to 2020-21). From 2016-17 to 2020-21, local governments were allotted Rs 6, 075.20 crores. Failure to utilize complete budgetary allocation in all Plans has been a major limitation to achieve the goals of the SCSP. The lack of empowerment and economic stress leading to limited participation of SCs at all levels of LSGI and its

issue based committees, from gramamsabha onwards to committees such as finance committee of panchayats/municipality/corporations, lack of sufficient financial literacy among elected SC members, are among the barriers to effective formulation and execution of programs and utilization of funds. The 2018 floods and Covid pandemic have added to the vulnerabilities of SC communities, women and children in particular, and these have added to weakening of their participation and voice in decentralization processes for effective implementation of programs directed at SC in the state.

312. A review meeting on lack of fund utilization under SCSP in the Kerala State Planning Board involving district presidents and other institutional representatives of the state SC Development Department, academics, policy planners pointed to (a) weakening sense of 'common good' among panchayat elected members (b) programs from 'general' fund such as road construction or tapped lines for drinking water in a panchayat sometimes exclude SC clusters of households as the perception was that only SCSP funds can be utilized for SC communities in the panchayat (c) SC elected members in the panchayat hesitate to push for SCSP program so as not be perceived as 'biased' to their own communities.

Major gaps identified

313. The Major gaps identified are as follows:

1. Many schemes formulated for SCSP in local governments are not seen implemented.
2. The local governments failed to use a significant portion of the allotted funds. For example, average expenditure of Scheduled Caste Sub-Plan funds 2016-17 to 2020-21 by LSGI was 75.6%; put it differently, nearly $\frac{1}{4}$ of the total allocation is not utilised by LSGIs. In 2019-20 utilisation was just 54.26 per cent.
3. Basic amenities like road, electricity, drinking water etc. are poor in most of the Scheduled Caste colonies and settlements, many of them being prone to natural disasters.
4. Lack of a monitoring and evaluation system for the schemes and related data collection system and documentation from panchayat level onwards.
5. The local level plan development process now rarely prepare its local status studies, including women's status reports as was the practice in the early stages of the democratic plan campaign process.
6. The Awareness about the various schemes and budget allocation is not adequate among SCs including elected representatives. There is a lack of a resource centre at the local level on the lines of the Gender Resourced Centre (GRC) now implemented at several panchayats.
7. The visits of people's representatives, officials, to the SC colonies and settlements, MRS, Hostels need to be regularised by its incorporation in the SCSP Act proposed.
8. LSGI not able to widen stakeholder participation and elicit suggestions from them.

9. Large percentage of SCs is still engaged in low skill jobs and very small section is in productive sector.

Recommendations

Thrust on income and employment generation

314. All local governments should allocate at least 20 per cent of their total SCSP allocation to income and employment generation schemes.
315. The percentage of individuals engaged in skilled jobs is small. Moving from unskilled jobs to better paid skilled jobs is an important step for social mobilisation. LSGIs can contribute substantially for this purpose. They can organise skill training courses at different levels for its members with the help of it and Polytechnic institutions. Such programs should be designed for providing necessary knowhow and to enter into better and diverse skilled jobs and productive sectors and widen opportunities.
316. Promote processes of awareness raising, participation and voice from the SC communities so as to move towards the complete utilisation of allotted funds to LSGI.

Special gramasabhas for SC

317. Special gramasabhas to be convened periodically to discuss distinct problems of SCs. Designing of schemes from below requires increased the participation, especially educated sections, youth & women and they should be part of identifying, designing of the schemes for SCs.

Resource Centres (RCs)

318. Monitoring mechanism of SC schemes to be strengthened by setting up Resource Centres (RCs) at panchayat levels, forming thematic working groups which include experts and other stakeholders and fund allocations made for Resource Centres and its functioning. RCs could be developed as multipurpose centres for training centres for students who dropped out of various skills and for the skill training of youths and women. Initially, pilots of GRC could be attempted at district levels so as to gauge what works and what does not work.

Special care for vulnerable sections

319. Around 20 per cent of the vulnerable SC families are unemployed and 70 per cent are coolie workers, and sixty-five per cent received employment under MGNREGS and many now await payment of wages for work done owing to lack of release of funds from Central Government pool for MNREGA. Around 37 per cent of the families reported drop out of students from school education. Special attention should be given to vulnerable sections during the execution of SC schemes. There is need for studies on reported increase in child labour owing to post flood situation. Special schemes to be designed to address problems of vulnerable sections.

Community study centre

320. Large sections of SC homes lack adequate space for students. At least one community study centre, with advanced facilities and promoters, should be established in every

ward. This centre should have computers with internet facility, printing facilities, reading halls, newspapers and relevant publications.

321. Study support schemes- Most of the SC families lack economic/financial strength to provide additional support to children. However, such support helps students tide over periodic difficulties they face during the education. A proper support mechanism should be developed at ward level with the help of educated/retired/service persons.
322. Orientation programme for students and parents at various stages are essential. Many of the SC families may not able to guide their children about education and employment as parents are themselves wage workers and with limited awareness. Every ward can organise orientation programmes for this purpose during the mid-summer vacation period or other suitable time. Orientation for the parents is highly important.

Mentoring and Integration

323. One factor that led to dropout of SC students in higher education is psycho-social and confidence related owing to the lack of enabling environment children and youth are located. This can, to an extent, addressed by community mentoring at different stages. The support of educated persons, NGOs, retired personals can be utilised for the same .
324. Proper integration with other LSGIs and Govt. Departments would substantially increase result. A study should be conducted for this purpose and adequate steps have to be taken accordingly.

A detailed study on twenty five years of SC development through Local Self Governments

325. For the last 25 years, SCP is implemented through decentralised governance. Though many schemes are formulated and implemented for SC through local self-governments, its developmental impacts are not much explored so far. Hence it is proposed to conduct a detailed study on twenty-five years of experience of SC development through decentralised governance.

CHAPTER 9 ENACTMENT OF SCSP ACT FOR KERALA

326. All are aware of the fact that the Constitution of India 1950 has, therefore, in its Preamble as well as a slew of Articles like Article 46, 15(4), 15(5), 16(4), 16(4A), 16(4B), 275(1) first proviso and 164(1) proviso, the Articles in Chapter XVI and other Articles and the Fifth and Sixth Schedules, mandated the State, in all its limbs and through all its instrumentalities and agencies, to take all measures necessary for removing these deprivations and disadvantages, bring about social equality through various measures of social justice, which includes educational, economic and cultural justice, and establish a regime of all-round equality in the country.
327. Taking note of the fact that developmental outlays and inputs did not flow to the Scheduled Castes and Scheduled Tribes in due measure in the Plans, quantitatively and qualitatively. Noticing the fact that the SCSP and TSP, though they have helped in bringing about certain improvements, have, over time, been reduced largely to mere arithmetical – statistical exercises, losing sight of the overarching Constitution-based goals of economic liberation, educational parity at all levels, equality in all parameters and security and dignity, and also, in the case of the Scheduled Tribes, preservation of tribal culture and tribal autonomy, and restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others and restoration and protection of traditional access to common resources and natural resources in tribal areas, and, from this perspective, failing to take a holistic view, of the needs and priorities of the Scheduled Castes and Scheduled Tribes and accordingly devising programmes and schemes with adequate outlays and institutional and organizational arrangements under the SCSP and TSP which can fulfil the above-mentioned over-arching goals and to ensure that ensure that the SCSP and TSP are implemented in letter and spirit.
328. It is necessary to enact an SCSP and TSP Act lays down the legislative framework for SC/ST development into a new system, of which the basic feature is to set apart the SC population-equivalent proportion (of the country and of each State respectively) of the total Plan outlay (Annual, Five Year and Perspective) of the Centre and each State as the outlay of the SCSP of the Government of India and each State and the ST population-equivalent proportion (of the country and of each State respectively) of the total Plan outlay (Annual, Five Year and Perspective) of the Centre and each State as the outlay of the TSP of the Government of India and each State, before the total Plan outlay is allocated sector-wise and Ministry-wise / Department-wise and place these outlays of SCSP and TSP at the disposal of empowered Authorities in the Government of India and in each State to undertake planning and allocations for programmes and schemes relevant to Scheduled Castes and Scheduled Tribes and issue of sanction of funds, in accordance with the needs and priorities of Scheduled Castes and Scheduled Tribes in keeping with the overarching goals of their economic liberation, educational parity at all levels, equality with Socially Advanced Castes

(SACs) in all parameters and security and social dignity, and also, in the case of Scheduled Tribes preservation of tribal culture and tribal autonomy, and restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others and restoration and protection of traditional access to common resources and natural resources in tribal areas.

329. 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.
330. It also emphasis 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.
331. 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.
332. 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.

333. The Authorities are empowered to take steps for the fulfilment 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 fulfilment 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.
334. 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.
335. Both the Authorities have all the powers of civil courts trying to suit, in particular 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.
336. 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.
337. 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 10 MODERNIZING GOVERNANCE OF SCDD

338. Planning and implementing for the poor must be considered as the humanistic affair of the State. Considering the low income, poverty, high illiteracy, minimum social exposure, inability for collective action and overall backwardness etc, the system of governance should be viable in its official nature by not sticking on strict adherence to common rules framed. Hence in this plan period, it is suggested to conduct a detailed study to simplify all the official procedures to get a more pro clientele service to the SC in their overall development process.

Some Public perceptions about SC/ST development especially from SC/ST communities

339. It is a known fact that the working of SCDD since its inception has brought tremendous positive changes in the development of SC. Despite the earnest efforts on the part of SCDD officials, some unfavourable remarks are coming from the public that should not be avoided. Some of them are listed below:

1. Community members are getting marginalized in the process of governance.
2. Corrupt practices have become prevalent in some offices.
3. Sometimes, some officers lost the neutrality of the administration which paves the way to nepotism.
4. Some civil servants are arrogant.
5. Some officers are not perceived as people-friendly and by and large, they have lost touch with ground realities.
6. There is a sharp decline in their field visits and inspections of field programmes.
7. Some officers have unhealthy nexus with power brokers.
8. Some officers are afraid of taking bold decisions.
9. No protection to honest officers.
10. Some officers deny the community involvement in scheme formulation, implementation and evaluation.
11. Information and Facilitation Centres with help of genuine non-governmental organizations should be started.

Recommendations

Paradigm shift: Welfare to Empowerment

340. The focus should be shifted from welfare to empowerment. The basic pattern of development may be Education-Skill-Employment and Land-House-Livelihood.

One-time registration of all SC individuals/households

341. One-time registration of all SC individuals/households should be implemented for a permanent and continuous socio-economic database. This database will be helpful for need and asset based micro schemes formulation, beneficiary selection, proper implementation, monitoring and evaluation. A comprehensive web portal should be developed for this purpose.

Thrust on income and employment generation

342. MSME sector must be utilised effectively to address the economic empowerment programmes.
343. Need-based and Asset-based community development approaches should be adopted for scheme formulation.
344. SC habitats should be converted into business centres through a 'varumana veed – income-generating houses' scheme.

Bending of Governance to poor for a better civil service

345. The overall governance of development departments needs to be reviewed, revised and restructured regularly to ensure pro-poor governance. In this context the following recommendations are made:
 1. Responsive, citizen-friendly; transparent; accountable; and ethical.
 2. Intellectual growth and on upgrading their domain knowledge.
 3. Regular in-service training programmes should be conducted once in two years
 4. All bottlenecks in the administration and implementation of schemes should be identified and removed.
 5. In Local self-Governments, Special Gramasabhas should be conducted for SC.
 6. The vertical intervention of higher officials is required in the scheme formulation and implementation in local bodies.
 7. Senior officers should check the efficacy of the offices and officers who have direct contact with people.
 8. Offices and officers should build partnerships with local groups and organizations of the community.
 9. Officers should promote openness, transparency and accountability in administration.
 10. Detailed job descriptions of every post in SCDD and STDD should be published.
 11. Name Badges should be given to all officers on duty.
 12. Annual performance targets should be fixed to officers at various levels and an Annual Performance Plan should be prepared and published along with annual plans.
 13. Regular field visits should be started to sensitizing about community problems and make them familiar with problems being faced by the common man.
 14. All activities of scheme formulation, beneficiary selection, service delivery etc should be made through a well-managed online platform to build institutional memory, transparency, efficiency and accountability.
 15. Invoke the Rules to weed out unsuitable officers from the department.
 16. Publish Citizen's Charters in all offices.
 17. Acknowledgment receipts should be given to all applications received from public.

18. All schemes for SC/ST development should specify the final deliverables in terms of services to be made available to the common man.
19. SCDD offices should be upgraded to get ISO 9001 certification.

Achieving Sustainable Development Goals:

346. The Sustainable Development Goals (SDGs) are intended to serve as a roadmap to a brighter and more sustainable future for all. The United Nations General Assembly established the Sustainable Development Goals (SDGs) in 2015, intending to achieve them by 2030. The SDGs and targets are needed to be evaluated in the context of SC development especially in terms of the pressing challenges of economic development, poverty eradication and social justice.

Asset Protection

347. Asset protection of SC is important to keep their property especially land and other movable assets and secure during their lifetime, as well as to ensure that they can hand it over to their next generation as guaranteed security for their development. In many cases, land possessed by SC families is either under dispute or without proper records. As part of asset protection, it is suggested that Land Adalats with the help of the Revenue Department may be conducted twice a year to resolve all unsolved issues related to the land of the SC community.

Information Technology

348. Kerala Development Report 2021 says that Information Technology (IT) sector in Kerala occupies today a significant space in the State's economy and its importance has been recognised particularly in terms of its potential and significance in the future of the State. Hence it is recommended to prepare a detailed study on how to use the potential of the IT sector in education, skilling and employment.

Participation of NGOs and Community organisations

349. NGOs and community organisations play an important role in empowering the SC. Sincere and dedicated public workers and voluntary organizations engaged in the field of SC development should be associated with the formulation, implementation and evaluation of various programmes, especially in the field of education, employment nutrition and also the removal of the evil practices of untouchability. Hence it is suggested that the SCDD may develop a system to give register sincere and genuine NGOs and community/voluntary organisations, led by SC/ST people (genuine organisations led by non SC/ST people may also be considered) with SCDD to use their potential appropriately in the development process.

Convergence of schemes

350. Though many departments have their schemes that can be utilised for the benefit of the SC community, it is not materialised due to the lack of a proper convergence mechanism. So it is recommended to appoint a study team to formulate convergence guidelines and committees and to identify departments and schemes to be converged for SC development.

Developmental Autonomy

351. A sense of autonomy ownership in community development is described as a concept through which to assess whose voice is heard, who has influence over decisions, and who is affected by the process and outcome. SC have less developmental autonomy and ownership in the common amenities provided for them such as community halls, vijnan vadis etc. The efforts of community organisations for acquiring some common assets become vein due to the lack of proper financial assistance. Hence this Plan takes a progressive stand to give developmental autonomy to the common assets created for SC by handing over its ownership to eligible beneficiary groups or sincere community organisations with appropriate conditions of maintenance.

Increase the percentage of income and professional tax payees

352. The Socio-Economic Caste Census 2011 data shows that the percentages of households that pay income and professional tax from the SC community are only 4 per cent each. The percentage of taxpayers from a community may be considered as an economic growth indicator to assess its position in society. This Plan will take all efforts to increase the percentage of tax paying households, both income tax and professional tax, by formulating and implementing appropriate income-generating activities to community members.

Transform SCDD to revenue generating department

353. Taking into account the general fiscal condition of the state especially in the pandemic situation, revenue augmentation deserves the paramount attention of the planners. The finance accounts data of the past years show that SCDD has been generating a negligible amount of revenue on an average of 10 lakhs per year even though this department lies in the service sector and is not at all considered as a revenue-generating department. But this department has an untapped potential in generating revenue for the state if its resources like huge allocation, efficient officials, large labour force, enriched traditional knowledge etc. Hence it is recommended to conduct a study by a proper agency to find out various activities and areas that SCDD can undertake to transform it into a revenue-generating department.

Alumni Association to Pay back to the community

354. Since the inception of SCDD, all community members are benefitted and thousands of community members are placed at various levels of government/public sector and private sector. There are a considerable number of professionals, political leaders, community leaders, people's representatives, retired officers and entrepreneurs among SC in India and abroad and many other non-SC/ST community people who are ready to serve poor people with their time, talent and money. This resource still remains untapped effectively. If it is used, it will reduce the burden of SCDD in the developmental process too. Hence it is suggested that SCDD can form an alumni association of its members in a systematic way and channelise the willingness and resources of qualified hands in the field of education, skill development, training, mentoring employment and infrastructure development etc.

SCDD owned Land Banks for SC

355. Historically most of the SC communities are well expertise in agricultural activities but no sufficient land is available for them to cultivate. Earlier many reports had suggested giving them sufficient agricultural land on lease but it was not materialised practically. Normally, if an SC individual asks government or revenue authorities for land on lease for agriculture purposes, he won't get the land on lease due to various reasons. In this context, it is suggested the SCDD should take the initiative and lease out big estates from Government/State Farming Corporation etc, directly and re-distribute to eligible SC farmers on lease for a particular period after providing sufficient irrigation facilities.

Protection of cultural heritages of SC

356. Scheduled Castes have rich cultural heritages in Kerala such as Pulayanar Kotta etc. But the remnants of their ruling age, worshipping places etc are seen unprotected and in many cases those are encroached by non-SC/ST communities or assigned for government construction purposes. A special scheme should be developed to protect the historical and cultural heritages of the SC community for future generations.

A detailed study on the functioning of the offices and promoters under SC Development Department

357. The absence of robust data on the functioning of offices and promoters SC Development department makes it difficult to formulate office specific schemes to improve the structural and functional performance of the office. Hence it is proposed to conduct a detailed study on the functioning of all types of offices including promoters of the SC development department and recommend appropriate suggestions to address existing vulnerabilities for effective functioning.

FINANCING AND BUDGETING

358. Financing is the process of providing funds for development activities and budgeting helps to prioritize the spending. The budget allocation to various schemes by SCDD during the period 2016-21 is shown in Table 10.

Table 10.1. Budget allocation to various schemes by SCDD during 2016-21 (Rs. in lakh)

Sl. No.	Name of Scheme	Outlay (Rs in lakh)	2016-17	2017-18	2018-19	2019-20	2020-21	Total
1	Land, Housing and other Development schemes							
A	Land to Landless families for construction of houses		17497	18000	22500	18500	18500	94997
B	(House to Houseless, completion of partially constructed houses, improvement of dilapidated households 2017-19)(Completion of spill over & incomplete houses and construction of Padanamuri 2019-21)		26500	50000	38000	20000	20000	154500

C Development Programme for Vulnerable communities among SC	1700	1700	5000	5000	5000	18400
2 Housing scheme for the homeless SCs (LIFE MISSION)				40000	30000	70000
3 Pooled Fund for Special Projects under SCSP	500	100	100	100	100	900
4 Works and Buildings	1500	1500	500	600	600	4700
5 Modernization and e-governance initiatives in SC Development Department	800	500	550	300	300	2450
6 Corpus Fund for SCSP (Critical Gap Filling Scheme)	24523	7888	10000	10000	6000	58411
7 Share Capital Contribution to Kerala state Federation of SC/STs Development co-operatives Limited	200	150	165	200	200	915
8 Financial assistance for marriage of SC girls	5000	5500	6500	7000	7000	31000
9 Management of Model Residential Schools including Ayyankali Memorial Model Residential School for Sports, Vellayani	1500	1500	1500	1500	1500	7500
10 Assistance for Education of SC Students	38000	40410	40549	25000	24500	168459
11 Assistance for Training, Employment and Human Resource Development	4000	4000	4300	3800	5000	21100
12 Umbrella programmes for the development of SC (50% SS)						
A Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes Ltd.-SCSP (51% State share)	2500	2500	3000	2500	2500	13000
B Construction of Boy's hostel (50% State share) 250.00	400	436	125	250	250	1461
C Protection of Civil Rights Act and Prevention of Atrocities Act (50% State share)	700	775	1000	1250	1250	4975
13 Valsalyanidhi		1000	1100	1100	1200	4400
14 Working Women's hostel in all districts		150	1000	500	250	1900
15 Dr.Ambedkar Village development scheme			10000	10000	7879	27879
16 Health Care scheme			5000	6000	5000	16000
17 Additional State assistance to post matric students			1500	5171	7500	14171

SCSP Plan schemes-implemented through LSGs						
A PradhanManthriAwasYojana-Gramin-(PMAY) – SCSP (40% Sate share)	5120	5951	973	2379	960	15383
B DeendayalAnthyodayaYojana (DAY NRLM) (40% Sate share)	700	700	3674	3750	3250	12074
C Education (Pre-primary - 90, Boarding grant - 70, tuition - 250)	410					410
Total	131550	142760	157036	164900	148739	744985

Source: Economic Review Vol.2, GoK, Various Years

359. The sector wise summary of allocation is given in Table 10.2.

Table 10.2. Sector wise allocation of funds by SCDD during 2016-21

Sector	Amount (Rs. in lakh)	Percentage
Housing	239883	32.2
Education	190540	25.6
Land	94997	12.8
Pooled and Corpus Fund	59311	8
Women and Girl child	35400	4.8
Skill and Employment	33174	4.5
Habitat Development	27879	3.7
Vulnerable Communities	18400	2.5
Health	16000	2.1
Support to Federation and Corporation	13915	1.9
Infrastructure	10511	1.4
Social Justice	4975	0.7
Total	744985	100.0

Source: Table 10.1

Details are given in Appendix

Observations

360. The main observations on financing and budgeting are as follows:

1. The allocation for three schemes, housing, education and land, constitutes 70.6 per cent of the total allocation of SCDD.
2. Skill and employment sector gets only 4.5 per cent of the total allocation of SCDD which is inadequate to meet the employment needs of the unemployed SC.
3. Allocation for the sectors habitat development and health earmarked by SCDD are 3.7 and 2.1 per cents respectively.
4. Any increase in the grant amount in major sectors such as housing, education and land may detrimentally affect the allocation of all other sectors.

361. Table 10.3 shows the sector wise allocation of funds in local self-governments of Kerala State. Year wise distribution of funds is given in this table.

Table 10.3. Sector wise Allocation of SCP Funds in Local Self Governments, Kerala State during 2016-17-2020-21 (Rs. in Lakh)

Sl. No	Sector	2016-17		2017-18		2018-19		2019-20		2020-21		Total	
		Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
1	Agriculture	1809.35	1.42	1126.69	0.76	998.02	0.65	876.79	0.58	961.75	0.73	5772.6	0.81
2	Irrigation	430.18	0.34	614.52	0.41	579.88	0.38	228.19	0.15	102.99	0.08	1955.76	0.28
3	Soil-Water Conservation, Environment, Afforestation	1127.25	0.88	1616.22	1.09	1313.53	0.86	975.2	0.65	433.62	0.33	5465.82	0.77
4	Animal Husbandry	3233.89	2.54	2882.98	1.94	3381.67	2.21	2872.64	1.91	2860.8	2.18	15231.98	2.14
5	Diary Development	161.48	0.13	175.72	0.12	190.54	0.12	280.38	0.19	298.37	0.23	1106.49	0.16
6	Fisheries	43.26	0.03	9.74	0.01	38.27	0.03	20.27	0.01	148.46	0.11	260	0.04
7	Industry, Self-employment enterprises, marketing promotion	5432.73	4.26	4897.4	3.30	5111.56	3.34	3077.31	2.04	2369.41	1.80	20888.41	2.94
8	Energy generation	234.19	0.18	485.82	0.33	935.35	0.61	609.63	0.40	361.35	0.28	2626.34	0.37
9	Education	12981.74	10.19	16526.7	11.15	24415.03	15.95	25341.26	16.82	21162.9	16.12	100427.6	14.13

10	Continuing education/literacy	6.93	0.01	24.04	0.02	13.74	0.01	15.63	0.01	11.94	0.01	72.28	0.01
11	Reading rooms, libraries, gramasabha/ward sabha centres	46.17	0.04	107.95	0.07	41.99	0.03	205.01	0.14	227.35	0.17	628.47	0.09
12	Arts, culture and sports development, Youth welfare	1582.62	1.24	3374.05	2.28	2548.57	1.67	3563.32	2.37	2644.97	2.01	13713.53	1.93
13	Health	465.1	0.36	360.64	0.24	460.8	0.30	320.68	0.21	117.19	0.09	1724.41	0.24
14	Drinking water	10002.41	7.85	16247.14	10.96	12393.01	8.10	10160.78	6.75	7810.03	5.95	56613.37	7.97
15	Sanitation, waste processing	4988.72	3.91	1615.98	1.09	1497.09	0.98	1072.36	0.71	1131.55	0.86	10305.7	1.45
16	Housing, house electrification	23047.94	18.09	49213.48	33.20	55995.58	36.58	56308.32	37.38	53167.31	40.49	237732.6	33.45
17	Social welfare, social security	6931.19	5.44	10299.4	6.95	9388.36	6.13	9499.93	6.31	8353.38	6.36	44472.26	6.26
18	Nutrition	1348.94	1.06	1730.29	1.17	1799.66	1.18	1910.94	1.27	2252.88	1.72	9042.71	1.27

19	Angan-wadis	889.2	0.70	835.48	0.56	1033.06	0.67	651.57	0.43	421.99	0.32	3831.3	0.54
20	Vocational expertisation	604.68	0.47	679.28	0.46	489.5	0.32	1077.24	0.72	506.6	0.39	3357.3	0.47
21	Energy protection	306.19	0.24	295.61	0.20	347.63	0.23	598.32	0.40	780.11	0.59	2327.86	0.33
22	Electric line, transformer	798.49	0.63	329.05	0.22	449.57	0.29	290.51	0.19	172.06	0.13	2039.68	0.29
23	Tourism	10	0.01	8.83	0.01	0.00	0.00	22.5	0.01	1.6	0.00	42.93	0.01
24	Computerisation	200.86	0.16	297.13	0.20	206.54	0.13	164.63	0.11	39.84	0.03	909	0.13
25	Plan formulation, implementation and monitoring	4	0.00	0.52	0.00	0.00	0.00	9.48	0.01	109.44	0.08	123.44	0.02
26	Street light, office electrification	734.89	0.58	725.21	0.49	1045.07	0.68	1107.3	0.74	993.79	0.76	4606.26	0.65
27	Transport	25496.46	20.01	20382.03	13.75	23207.17	15.16	24303.86	16.14	19517.34	14.86	112906.9	15.89

28	Public buildings which are not included in productive and service sectors	3740.93	2.94	3866.26	2.61	1941.41	1.27	2085.33	1.38	1741.86	1.33	13375.79	1.88
29	Other construction works	940.18	0.74	415.41	0.28	374.79	0.24	1469.13	0.98	929.64	0.71	4129.15	0.58
30	Purchase of vehicles	7.56	0.01	0.00	0.00	0.00	0.00	0.00	0.00	7.56	0.00	0.00	0.00
31	Financial contribution as per Government order (service sector)	19763.06	15.51	8932.45	6.03	2562.94	1.67	778.91	0.52	697.75	0.53	32735.11	4.61
32	Financial contribution as per Government order (infrastructure sector)		0.00	2.41	0.00	4.66	0.00	13.72	0.01	36	0.03	56.79	0.01

33	Financial contribution as per Government order (productive sector)	0.00	21.35	0.01	0.00	0.00	4	0.00	25.35	0.00
34	Financial contribution as per Government order / other order (service sector)	40.28	53.01	0.04	29.35	0.02	417.43	0.06	626.6	0.09
35	Financial contribution as per Government order / other order (infrastructure sector)	15.91	100	0.07	37.09	0.02	12.5	0.03	217.15	0.03
36	Small businesses	0.00	0.00	0.00	225.11	0.15	525.51	0.38	1324.6	0.19
	Total	127426.78	148252.79	100.00	153056.54	100.00	131323.7	100.00	710683.1	100.00

Source: Sulekha, various years

362. Table 10.4 shows that the allocations to three sectors such as housing, transport and education cover 63.47 per cent of the total allocation. The housing sector involves grants to various housing schemes in LIFE mission, PMAY, comprehensive development of colonies etc and the transport sector involves various road and sidewall construction activities. Allocation for education involves study room construction, distribution of study materials including tables, chairs and laptops, breakfast etc. Not much funds have been allocated to employment generation sectors such as small businesses (0.19 per cent), tourism (0.01 per cent) etc.

Table 10.4. Summary of Sector wise allocation of SCP funds in local self-governments, Kerala State during 2016-21 (Rs. in akh)

Sl.No	Sector	Amount	%
1	Housing, house electrification	237732.60	33.45
2	Transport	112906.90	15.89
3	Education	100427.60	14.13
4	Drinking water	56613.37	7.97
5	Social welfare, social security	44472.26	6.26
6	Financial contribution as per Government order (service sector)	32735.11	4.61
7	Industry, Self employment enterprises, marketing promotion	20888.41	2.94
8	Animal Husbandry	15231.98	2.14
9	Arts, culture and sports development, Youth welfare	13713.53	1.93
10	Public buildings which are not included in productive and service sectors	13375.79	1.88
11	Sanitation, waste processing	10305.70	1.45
12	Nutrition	9042.71	1.27
13	Agriculture	5772.60	0.81
14	Soil-Water Conservation, Environment, Afforestation	5465.82	0.77
15	Street light, office electrification	4606.26	0.65
16	Other construction works	4129.15	0.58
17	Anganwadis	3831.30	0.54
18	Vocational expertisation	3357.30	0.47
19	Energy generation	2626.34	0.37
20	Energy protection	2327.86	0.33
21	Electric line, transformer	2039.68	0.29
22	Irrigation	1955.76	0.28
23	Health	1724.41	0.24
24	Small businesses	1324.60	0.19
25	Diary Development	1106.49	0.16
26	Computerisation	909.00	0.13

27	Reading rooms, libraries, grama sabha/ward sabha centres	628.47	0.09
28	Financial contribution as per Government order / other order (service sector)	626.60	0.09
29	Fisheries	260.00	0.04
30	Financial contribution as per Government order / other order (infrastructure sector)	217.15	0.03
31	Plan formulation, implementation and monitoring	123.44	0.02
32	Continuing education/literacy	72.28	0.01
33	Financial contribution as per Government order (infrastructure sector)	56.79	0.01
34	Tourism	42.93	0.01
35	Financial contribution as per Government order (productive sector)	25.35	0.00
36	Purchase of vehicles	7.56	0.00
Total		710683.1	100.00

Source: Sulekha, various years

Recommendations

363. Budgeting to various development sectors should be rationalised on the basis of felt needs and long term empowerment.

Prioritisation of schemes

364. Prioritisation of schemes should be revised based on the needs and requirements of people after consultation with all stakeholders of SC development and considering the availability of funds and data on socio economic status of SC.

Thrust on Employment Generation and Asset Creation

365. Employment generation is a precondition for social development which reduces poverty of poor people and the flow of regular income improves their living standards considerably. Assets help to develop the socio-economic conditions of the community. Hence in this plan period, it is suggested that the SCDD and Local Bodies may spend at least 20 per cent of their total allocation to employment generation and asset creation schemes.

CHAPTER 11 MONITORING AND EVALUATION

366. Monitoring is a continuing function that uses systematic collection of data on specific indicators to provide the management and the main stakeholders of an on-going intervention with indications of the extent of achievement of objectives and progress in the use of allocated funds. Evaluation is the systematic and objective assessment of on-going and/or completed schemes, programmes or policies, in respect of their design, implementation and results. Evaluation emphasizes the assessment of outcomes and impact rather than the delivery of outputs on the basis of the objectives, efficiency, effectiveness, impact and sustainability.
367. Although there are separate plan fund allocation in proportion to their population, distinct administrative wings, unique norms and guidelines, need-based schemes, decentralised planning to meet local demands, exclusive institutions, distinct redressal grievances mechanism etc are being operated to ensure for the empowerment of SC, an effective and concurrent monitoring and evaluation system is missing which is a critical element and it supports informed and timely decision making and provides accountability for achieving results. Without a proper monitoring and evaluation mechanism, the realisation of the empowerment of Scheduled Castes cannot be attained.

The present situation

368. Table 11. 1 shows the number of agencies/institutions working for the development of Scheduled Castes and the number of schemes being implemented every year to attain that purpose.

Table 11.1 Schemes and Institutions/Agencies which are working for SC Development

Sl. No	Agency/Institution	2017-18		2018-19	
		No. of Institutions/ Agencies	No. of Schemes	No. of Institutions/ Agencies	No. of Schemes
1	SC Directorate*	1	51	1	51
2	SC District Development Offices	14		14	
3	SC Block Development Offices	169		169	
4	District Panchayats	14	1255	14	1120
5	Block Panchayats	152	2909	152	3117
6	Grama Panchayats	941	16581	941	15728
7	Municipal Corporations	6	348	6	339
8	Municipalities	87	1697	87	1887
9	Pooled Fund*	10	20	10	20
10	Private Agencies from Corpus Fund*	25	50	25	50
11	Pre Matric Hostels	87		87	
12	Post Matric Hostels	18		18	

13	Subsidised Hostels	7		7	
14	Model Residential Schools	10		10	
15	Nursery Schools	87		87	
16	Industrial Training Institutes	44		44	
17	Pre Examination Training Centre	4		4	
18	Civil Service Coaching Centre	1		1	
19	CREST	1		1	
20	KIRTADS	1		1	
21	Kerala State Development Corporation for SC/ST Ltd.	1	23	1	23
22	Kerala State Federation of SC/ST Development Cooperatives Ltd.	1	9	1	9
23	Firms under Cooperative Federation	4		4	
24	Cooperative Societies	552		552	
25	Para Medical Institutions	4		4	
26	Model Residential Polytechnic	1		1	
27	Medical College	1		1	
28	Homeo Health Centres	29		29	
29	Vijnanvadi*	10		10	
30	Technical Training Institutes (Private)	100		100	
TOTAL		2382	22943	2382	22344

Source: Compiled from various documents

+ SC Directorate implements the schemes through its down line offices

* Approximate number

369. Table 1 reveals that more than 2000 institutions and 20000 schemes are being involved every year for the development of SC in Kerala. Besides various ministries of the central government are also implementing several schemes. This huge volume of offices and schemes are needed to be properly monitored to ensure its efficiency and effectiveness to achieve its goal of SC empowerment.

Need of a concurrent monitoring and evaluation mechanism of the schemes implemented

370. The following observations regarding the evaluation of SCP are self-explanatory and self-speaking.

1. The implementation is generally unsatisfactory (*Annual Plan 1996-97, Review of implementation of Plan schemes, Planning and Economic Affairs (CPMU) Department, Government of Kerala, Trivandrum, p.54*)
2. Programmes for SC and ST are not delivering results commensurate with investments. (*Economic Review, 2002, State Planning Board, Government of Kerala, p.378.*)

3. Despite the fact that the strategy of SCP has been in operation for more than fifteen years, they could not influence all those concerned towards the right perspective. Further, lack of effective monitoring to ensure that all these concerned earmark funds under SCP and that the funds received under SCP and SCA to SCP are utilised both effectively and purposefully is another area of concern in this regard. (*Scheduled Caste Sub Plan, Guidelines for Implementation, Planning Commission, New Delhi, 2006, p.15.*)
 4. Neither the state nor the Panchayats not even Scheduled Caste organisations are clear about the channel through which the fund (SCP) could be most productively used. (*Kerala Development Report, Planning Commission, Government of India, 2008, p.364.*)
 5. Compared to the performance in general sector, the LSGs did not attain the desired level in SCP in 2008-09. As one of the major objectives of decentralised planning is to improve the social and economic status of SCs and STs by enhancing the quality of SCP and TSP through LSGs, conscious efforts have to be made at Govt as well as LSGs levels to the efficient implementation of these two plans. (*Economic Review, 2009, State Planning Board, Government of Kerala, p.515-16.*)
 6. The reasons for the miserable failure to uplift the people belonging to the two 'scheduled' communities by means of the SCP and TSP are not far to seek. (*Report of the Research group on Special Component Plan and Tribal Sub Plan, State Planning Board, Thiruvananthapuram, 5.11.2008, p.102.*)
 7. Compared to the performance in general sector, the LSGs did not attain the desired level in SCP in 2009-10. This poor performance in utilization of SCP funds by LSGs is a serious factor requiring immediate intervention. (*Economic Review, 2010, State Planning Board, Government of Kerala, p.225.*)
 8. There is still a 'Retardation effect' regarding the works taken up for SC and women categories in the PRIs. This retardation effect may contribute to nullify the efforts taken by the decentralized planning in addressing historically evolved patterns of deprivation of the SC/STs. (*Jose Chathukulam and K Gireesaan, Concurrent Monitoring of Projects Under Kerala Development Programme: A Novel initiative, Journal of Local Governance, January-March 2006, p.43*)
371. All the above comments are self-explanatory and besides these various reports have highlighted the importance of a monitoring and evaluation mechanism in the implementation of schemes for SC development.
1. Monitoring of implementation will be a key objective, so as to make most effective use of resources within given time frames. (*12th Five Year Plan (2012-17), Draft Outlines of Approach Paper, State Planning Board, Thiruvananthapuram, October 2011, p.12*)
 2. DMEO's vision is to improve sustainable outcomes and impacts of the government. It aims to enable high-quality monitoring and evaluation of government programs to improve effectiveness, efficiency, equity and sustainability of service delivery, outcomes and impacts. (*Development Monitoring and Evaluation Office, NITI Aayog.*)

Major gaps/issues identified

372. The major gaps/issues identified are as follows:

1. At present no independent, external and effective continuous monitoring and evaluation mechanism to monitor all schemes, projects, institutions and agencies those are funded by the Government of Kerala for SC development.
2. No mechanism to analyse physical and financial targets vis-à-vis achievements, output, outcome and impact at regular intervals of time.
3. No system to measure progress of scheme/project/institution activities against established schedules and indicators of success and identifying factors affecting the progress of scheme/project/institution activities.
4. No mechanism to review the conceptualization, plan formulation, budgeting, funding pattern, gender dimensions, and beneficiary selection procedures based on ground level feedback.
5. No critical examination into the implementation aspects like adherence to guidelines/operational modalities given in the scheme document.
6. No analysis on adequacy and timeliness of fund flow, delivery mechanism, progress reporting, feedback etc.
7. No assessment about the usefulness and impact and status of infrastructure/public/private assets created / to be created under various schemes.
8. No mechanism to collect the views of various stakeholders and report success rate/percentage of acceptability of the scheme by the stakeholders and assess the social and local impact of schemes.
9. No reporting system to identify leading practices and failures in implementing the schemes in different locations and suggestions.
10. No effective feedback system to identify weaknesses and bottlenecks for necessary course correction and the possibility of convergence of schemes.
11. No regular printing and publishing (online and offline) of monitoring and evaluation reports monthly and annually including sectoral reports such as Education, Skill Development, Employment, Women and Child, Human Development, Poverty Alleviation, Land, Housing, Drinking Water and Sanitation, Health, Social Justice etc.
12. No system to foresee and take precautionary measures to minimize the risks of project failure.

Recommendation

Online Portal

373. Develop an online platform to gather information about all schemes, projects, institutions and agencies those intend for the development of Scheduled Castes for a financial year.

Comprehensive mechanism for concurrent monitoring

374. Develop a comprehensive mechanism for concurrent monitoring which includes

deploying manpower to collect the progress of implementation of all schemes, projects, institutions and agencies in a systematic and regular manner including the feedbacks of beneficiaries.

Regular Reporting System

375. Develop a Regular Reporting System which includes the preparation of required MIS and GIS and prepares monthly and annual reports.
376. Develop an Evaluation and Correction Mechanism to evaluate the effectiveness, efficiency and impact of all schemes, projects, institutions and agencies those intend for the development of Scheduled Castes.
377. For a fool proof concurrent monitoring and evaluation of schemes implemented for SC development, a competent, independent and experienced external agency should be entrusted.

A detailed study on the monitoring and evaluation of schemes implemented through SC Development Department

378. Though many schemes are formulated and implemented for SC by SCDD, its developmental impacts are not much explored. Hence it is proposed to conduct a detailed study on the monitoring and evaluation of schemes implemented through SCDD in the 13th Five Year Plan period.

Appendix 1
PROCEEDINGS OF THE MEMBERS SECRETARY
STATE PLANNING BOARD

(Present:Teeka Ram Meena IAS)

Sub: - Formulation of Fourteenth Five Year Plan (2022-27) – Constitution of Working Group on Scheduled Castes Development – reg:-

Read: 1. Note No. 297/2021/PCD/SPB dated: 27/08/2021.
2. Guidelines on Working Groups

ORDER No. SPB/446/2021-DPD Dated: 09/09/2021

As part of the formulation of Fourteenth Five Year Plan, it has been decided to constitute various Working Groups under the priority sectors. Accordingly, the Working Group on Scheduled Castes Development is hereby constituted with the following members. The Working Group shall also take into consideration the guidelines read 2nd above in fulfilling the tasks outlined in the ToR for the Group.

Sl. No.	Name	Designation	Remarks
Co- Chairpersons			
1	Shri. Pranabjyoti Nath I.A.S	Principal Secretary to Government, SC/ST Development Department - Mob. No:9937300864	Official
2	Dr. Meera Velayudhan	Senior Policy Analyst, Centre for Environment & Social Concerns, Ahmedabad, Gujarat – Mob.No. 8157835099	Expert
Members			
3	Smt.Binumol K	President, Palakkad District Panchayath, Mob: 9497630321	Elected Representative
4	Sri.O.V.Swaminathan	Vice President, Mannoor Grama Panchayath Mob: 9744721279	Elected Representative
5	Sri. M.G Rajamanickam IAS	Director, Scheduled Caste Development Department, Mob.No: 9446959894	Official
6	Sri.Harikishore.S IAS	Director, Industries & Commerce Department Mob:9446268401	Official
7	Smt. P.I.Sreevidya IAS	Executive Director, Kudumbasree Mob:9188112000	Official
8	Shri. P.Ramabhadran	President, Kerala Dalit Federation Mob:9447472030	Expert
9	Sri.Punnala Sreekumar	President, KPMS Mob:9400578900	Expert
10	Dr.P. Sivanandan	Honorary Director, KILA Mob:9446464573	Expert
11	Dr.UP Anilkumar	Research Associate, Gulati Institute of Finance & Taxation,Trivandrum Buddhabhoomi, Kudavoor PO, Thiruvananthapuram, PIN: 695313, Mob:9447269504	Expert
12	Shri. Shaju V	General Secretary, Ambedkar Progressive Democratic Forum Mob:8139026891	Expert
13	Sri. Rajesh K Erumeli	Consultant Editor, "Munnettam"(PKS), 9947881258	Expert
14	Dr. C.C. Babu	Controller of Examinations, Calicut University, Thrissur – Mob.9446345984	Expert
15	Dr.Peter M Raj	Associate Professor, KILA Mob:9447821046	Expert
16	Sri. D. Prasanth	Chief (Rtd.), State Planning Board, 'Niranjana', TC-35/722, Elippode, Vattiyoorkavu,Thiruvananthapuram-13	Expert

		Mob: 9747149440	
17	Dr. M.A. Nasar	Managing Director, SC ST Corporation. Thrissur Mob:9846984448	Official
18	Sri. Pradeep Kumar P	Chief Planning Officer, SC Development Department, Mob: 9446527674	Official
19	Sri. Joseph John	Deputy Director, (South Zone), SC Development Department, Mob: 9447775644	Official
20	Dr. Dimpi V Divakaran	Director General, Institute of Parliamentary Affairs Mob:9495383880	Expert
Convener			
21	Smt. J. Josephine	Chief, Decentralised Planning Division, State Planning Board - Mob.No.9495006887	Official
Co-convener			
22	Sri. Mohamed Ansal Babu N.K	Assistant Director, Decentralised Planning Division, State Planning Board -Mob.No .9496361831	Official

Terms of Reference

1. To review all the welfare and individual assistance schemes for the people of the scheduled castes, and make suggestions, if any, to restructure and strengthen these schemes.
2. To study and assess residential locations in which homes of people of scheduled castes are concentrated and to suggest long-term measures for the permanent improvement of civic amenities in these areas.
3. To suggest skilling for modern employment and how to provide modern employment for people of the scheduled castes, particularly women and youth. These employment opportunities are to be in modern agriculture, industry and income-bearing services.
4. To review the status of availability of land for people of the scheduled caste.
5. To suggest a comprehensive monitoring mechanism for schemes under Scheduled Caste Sub-Plan.

Terms of Reference (General)

1. The non-official members (and invitees) of the Working Group will be entitled to travelling allowances as per existing government norms. The Class I Officers of Gol will be entitled to travelling allowances as per rules if reimbursement is not allowed from Departments.
2. The expenditure towards TA, DA and Honorarium will be met from the following Head of Account of the State Planning Board "3451-00-101-93"- Preparation of Plans and Conduct of Surveys and Studies.

Sd/- Member Secretary

To

The Members concerned

Copy to

PS to VC

PAToMS

CA to Member concerned

Sr. A.O, SPB

The Accountant General, Kerala

Finance Officer, SPB

Publication Officer, SPB

Sub Treasury, Vellayambalam

Accounts Section

File/Stock File.



Forwarded/By Order

Chief, Decentralised Planning Division

Appendix - 2
Housing

Table 1. Housing- (Department Scheme) House Construction 2016-17 to 2020-21

Sl No	year	No. of Sanctioned houses	No. of completed houses as on 31/03/2021	Expenditure Rs.in lakh
1	2016-17	14906	12431	23235.95
2	2017-18	8895	7618	38436.23
3	2018-19 (Flood House)	170	126	24928.55
4	2019-20	0	0	4154.92
5	2020-21	0	0	2056.21
Total		23971	20175	92811.86

Source: SCDD, GoK.

Table 2. Details of Houseless in Scheduled Castes. (As on 13/10/2021) (Figures in numbers)

Items	Life Mission list	Additional list	Total
Houseless without land	54559	21773	76332
Houseless with land	22224	35078	57302
Total	76783	56851	133634

Source: SCDD, GoK.

Table 3. Life Mission (Figures in numbers)

Phase	Approved Beneficiaries	Eligible beneficiaries	Agreement Executed	Completed	% of Completion
PHASE ii	22224	12985	12147	9931	82
PHASE iii	7241	7241	5117	1934	38
PHASE iii Additional list (Department list)	36399	21773	131	0	0
TOTAL	65864	41999	17395	11865	

Source: Life Mission

Table 4. Study Room Construction 2017- 2021 (as on 31/08/2021)

Sl No	year	Physical Targets (Units in Nos.)	No. of Persons Benefitted	Expenditure in (Rs.in lakh)
1	2017-18	6623	6163	5653.11.
2	2018-19	4980	4396	12050.1
3	2019-20	4993	3862	8750.84
4	2020-21	8264	3255	17519.64
Total		24860	17676	43973.69

Source: SCDD, GoK

Table 5. House to houseless, completion of partially constructed houses, improvement of dilapidated households and Life Mission, 2017-2022

Sl No	Year	SC total Budget Outlay (Rs. In lakh)	Budget Allocation for house to houseless, completion of partially constructed houses, improvement of dilapidated households (Rs in lakh)	Budget Allocation for LIFE (Rs. in Lakh)	Total Budget Allocation for Housing (Rs. in Lakh)	% share to total outlay	Expenditure-house to houseless,- completion of partially constructed houses, improvement of dilapidated households (Rs in lakh)	Expenditure-LIFE (Rs in lakh)	Total Expenditure (Rs. In Lakh)	% of Expenditure
1	2017-18	142760	50000		0000	35.02	56892.51		56892.51	113.79
2	2018-19	157036	38000		38000	24.20	43692.88		43692.88	114.98
3	2019-20	164900	20000	40000	60000	36.39	13301.86	0	13301.86	22.17
4	2020-21	148739	20000	30000	50000	33.62	26982.41	24500	51482.41	102.96
5	2021-22 (as on 25.10.21)	142,239	20000	30000	50000	35.15	8876.831	10117	18993.83	37.99
TOTAL		755674	148000	100000	248000	32.82	149746.49	34617	184363.49	74.34

Source: SCDD, GoK.

Table. 6 Sector wise Allocation of Funds by SCDD during 2016-21 (Rs.in lakh)

	Name of Scheme Outlay (₹ in lakh)	Sub Total (2016-21)	Total	percentage
Land	Land to Landless families for construction of houses	94997	94997	12.8
House	(House to Houseless, completion of partially constructed houses, improvement of dilapidated households 2017-19)(Completion of spill over & incomplete houses and construction of Padanamuri 2019-21)	154500	239883	32.2
	Housing scheme for the homeless SCs (LIFE MISSION)	70000		
	PradhanManthriAwasYojana-Gramin-(PMAY) – SCSP (40% Sate share)	15383		
Pooled and Corpus Fund	Pooled Fund for Special Projects under SCSP	900	59311	8.0
	Corpus Fund for SCSP (Critical Gap Filling Scheme)	58411		
Infrastructure	Works and Buildings	4700	10511	1.4
	Modernization and e-governance initiatives in SC Development Department	2450		
	Construction of Boy's hostel (50%Sate share) 250.00	1461		
	Working Women"s hostel in all districts	1900		
Habitat	Dr.Ambedkar Village development scheme	27879	27879	3.7
Support to Federation and Corporation	Share Capital Contribution to Kerala state Federation of SC/STs Development co-operative Limited	915	13915	1.9
	Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes Ltd.–SCSP (51%Sate share)	13000		
Education	Management of Model Residential Schools including Ayyankali Memorial Model Residential School for Sports, Vellayani	7500	190540	25.6
	Assistance for Education of SC Students	168459		
	Additional State assistance to post matric students	14171		
	Education (Preprimary - 90, Boarding grant - 70, tuition - 250)	410		

Women and girl Child	Financial assistance for marriage of SC girls	31000	35400	4.8
	Valsalyanidhi	4400		
Skill and Employment	Assistance for Training, Employment and Human Resource Development	21100	33174	4.5
	DeendayalAnthyodayaYojana (DAY NRLM) (40% Sate share)	12074		
Social Justice	Protection of Civil Rights Act and Prevention of Atrocities Act (50% Sate share)	4975	4975	0.7
Health	Health Care scheme	16000	16000	2.1
Vulnerable Communities	Development programme for Vulnerable communities among SC	18400	18400	2.5
Total		744985	744985	100.0

Source: Economic Review Vol 2, GoK, Various Years

Appendix 3

Legitimation of SCSP and TSP - Model Bill

Prepared by Shri P.S. Krishnan, IAS (Retd.)

Sent to Kum. Selja, Union Minister for Social Justice & Empowerment (MOSJE) on 2nd April, 2013
Also sent to MOS, SJ&E and Secretary and Addl. Secretary, MOSJE, and to Minister for Tribal Affairs
and subsequently in 2014-16 to leaders of present Government including to Shri Rajnath Singh, Hon'ble
HM on 18.8.2016

Special Component Plan for Scheduled Castes and Tribal sub-Plan for Scheduled Tribes and Scheduled Castes and Scheduled Tribes Development Authorities Bill

Preamble

Poignantly aware that over the centuries of history the Scheduled Castes have been the victims of the Indian Caste System-with-“Untouchability” (ICS) and Scheduled Tribes have been the victims of confinement to remote areas under vulnerable conditions **and depletion of their lands and other resources by intrusions from outside into their traditional areas**, and on that basis both have been subjected to all-round deprivation **and disadvantages**;

Aware of the fact that the Constitution of India 1950 has, therefore, in its Preamble as well as a slew of Articles like Article 46, 15(4), 15(5), 16(4) , 16(4A), 16 (4B), 275(1) first proviso and 164(1) proviso, the Articles in Chapter XVI and other Articles **and the Fifth and Sixth Schedules**, mandated the State, in all its limbs and through all its instrumentalities and agencies, to take all measures necessary for removing these deprivations and disadvantages, bring about social equality through various measures of social justice, which includes educational, economic and cultural justice, and establish a regime of all-round equality in the country;

Taking note of the fact that developmental outlays and inputs did not flow to the Scheduled Castes and Scheduled Tribes in due measure in the Plans, quantitatively and qualitatively;

Recognizing that Government of India, therefore, conceived and initiated in 1978 the Special Component Plan for Scheduled Castes (SCP) and in 1974 the Tribal sub-Plan as comprehensive Plan instruments in the Centre as well as States, **and all States have accepted them**;

Noticing the fact that the SCP and TsP, though they have helped in bringing about certain improvements, have, over time, been reduced largely to mere arithmetical – statistical exercises, losing sight of the overarching Constitution-based goals of economic liberation, educational parity at all levels, equality in all parameters and security and dignity, and also, in the case of the Scheduled Tribes, preservation of tribal culture and tribal autonomy, and **restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others** and restoration and protection of traditional access to common resources and natural resources in tribal areas, and, from this perspective, failing to take a holistic view, of the needs and priorities of the Scheduled Castes and Scheduled Tribes and accordingly devising programmes and schemes with adequate outlays and institutional and organizational arrangements under the SCP and TSP which can fulfil the above-mentioned over-arching goals;

Also noticing the fact that consequently in all parameters of development and welfare there continues to exist a wide gap between the SCs and STs, on the one hand, and the Socially Advanced Castes (SACs), ie., the non-SC, non-ST, non-BC castes (NSCTBC), on the other;

Taking into account the fact that, the Prime Minister and Chairman of the Planning Commission has laid down the target of removing these gaps within 10 years in his Address to the 51st meeting of the NDC on 27. 6. 2005 which is in keeping with the Constitutional mandate;

And also taking into account the candid recognition in the Planning Commission's Approach to the XII Five Year Plan that there has been deficiency both in the Centre and States in the implementation of the SCP and TsP and, therefore, a new system must be devised for the XII Plan which can overcome the difficulties experienced in the past and ensure that the SCP and TsP are implemented in letter and spirit;

This Act lays down the legislative framework for such a new system, of which the basic feature is to set apart the SC population-equivalent proportion (of the country and of each State respectively) of the total Plan outlay (Annual, Five Year and Perspective) of the Centre and each State as the outlay of the SCP of the Government of India and each State and the ST population-equivalent proportion (of the country and of each State respectively) of the total Plan outlay (Annual, Five Year and Perspective) of the Centre and each State as the outlay of the TsP of the Government of India and each State, before the total Plan outlay is allocated sector-wise and Ministry-wise / Department-wise and place these outlays of SCP and TsP at the disposal of empowered Authorities in the Government of India and in each State to undertake planning and allocations for programmes and schemes relevant to Scheduled Castes and Scheduled Tribes and issue of sanction of funds, in accordance with the needs and priorities of Scheduled Castes and Scheduled Tribes in keeping with the overarching goals of their economic liberation, educational parity at all levels, equality with Socially Advanced Castes (SACs) in all parameters and security and social dignity, and also, in the case of Scheduled Tribes preservation of tribal culture and tribal autonomy, and **restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others** and restoration and protection of traditional access to common resources and natural resources in tribal areas;

Be it enacted by the Parliament of India in the sixty first year of the Republic of India as follows:

Chapter – 1: Preliminary

Section 1. Title, Extent and Commencement:

- (1) The Act shall be called the Special Component Plan for Scheduled Castes and Tribal sub-Plan for Scheduled Tribes and Scheduled Castes and Scheduled Tribes Development Authorities Act,
- (2) It shall apply to the whole of India except the State of Jammu and Kashmir.
- (3) The State of Jammu and Kashmir will adopt the Act with such modification, as it may consider necessary.
- (4) It shall come into operation with immediate effect.

Section 2: Definitions: In this Act unless the context otherwise requires;

- (1) “Act” means the Special Component Plan for Scheduled Castes and Tribal sub-Plan for Scheduled Tribes and Scheduled Castes and Scheduled Tribes Development Authorities Act
- (2) (a) “Special Component Plan for SCs (SCP)” means the Plan to channelize not less than the SC population-equivalent proportion, respectively of the country and of each State, of the total Plan outlay (Annual, Five-Year, Perspective) of the Centre and of each State, by setting it apart as the outlay of SCP before the total Plan outlay is allocated sector-wise and Ministry-wise/Department-wise, in order to fulfill the developmental objectives of Scheduled Castes Development, namely, their economic liberation, educational parity at all levels, equality with Socially Advanced Castes (SACs)/Non-SC, non-ST, non-BC Casts (NSCTBC) in all parameters and security and social dignity and to bridge the gap between SCs and the SACs/NSCTBCs in a reasonable time.

(b) “Tribal sub-Plan (TsP)” means the Plan to channelize not less than the ST population-equivalent proportion, respectively of the country and of each State, of the total Plan outlay (Annual, Five-Year, Perspective) of the Centre and of each State, by setting it apart as the outlay of TsP before the total Plan outlay is allocated sector-wise and Ministry-wise/Department-wise, in order to fulfill the developmental objectives of Scheduled Tribes Development, namely, their economic liberation, educational parity at all levels, equality with Socially Advanced Castes (SACs)/Non-SC, non-ST, non-BC Casts (NSCTBC) in all parameters and security and social dignity, preservation of tribal culture and traditional tribal autonomy, **restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others**, and restoration and protection of traditional access to common resources and natural resources in tribal areas, and to bridge the gap between STs and the SACs / NSCTBCs in a reasonable time.

(a) “National Scheduled Castes Development Authority (NSCDA)” means the Authority responsible for formulating and approving the Central SCP on the basis of the developmental needs and priorities of Scheduled Castes, in keeping with the over-arching goals of SC development, and its monitoring, evaluation, review, revision and taking of timely corrective steps wherever required.

(b) “National Scheduled Tribes Development Authority (NSTDA)” means the Authority responsible for formulating and approving the Central TsP on the basis of the developmental needs and priorities of Scheduled Tribes, in keeping with the over-arching goals of ST development, and its monitoring, evaluation, review, revision and taking of timely corrective steps wherever required.
- (3) (a) “State Scheduled Castes Development Authority (SSCDA)” means the Authority set up under this Act in each State responsible for formulating and approving the SCP of the State on the basis of the developmental needs and priorities of Scheduled Castes, in keeping with the over-arching goals of SC development, and its monitoring, evaluation, review, revision and taking of timely corrective steps wherever required.

(b) “State Scheduled Tribes Development Authority (SSTDA)” means the Authority set up under this Act in each State responsible for formulating and approving the TsP of the State on the basis

of the developmental needs and priorities of Scheduled Tribes, in keeping with the over-arching goals of ST development, and its monitoring, evaluation, review, revision and taking of timely corrective steps wherever required

- (4) (a) “District Scheduled Castes Development Authorities (DSCDAs)” shall mean the Authority set up under this Act in each district responsible for the implementation, in the district, in a transparent and social-auditable manner, of the schemes and programmes of the SCP as per the sanctions issued by the NSCDA and the SSCDA, and for their monitoring, feedback to the SSCDA of the State and the NSCDA and provision of inputs to the SSCDA and NSCDA for planning of the SCP for subsequent year(s).
- (b) “District Scheduled Tribes Development Authorities (DSTDAs)” shall mean the Authority set up under this Act in each district responsible for the implementation, in the district, in a transparent and social-auditable manner, of the schemes and programmes of the TsP as per the sanctions issued by the NSTDA and the SSTDA, and for their monitoring, feedback to the SSTDA of the State and the NSTDA and provision of inputs to the SSTDA and NSTDA for planning of the TsP for subsequent year(s).
- (5) “Deputy Chairperson” means the Deputy Chairperson of the National Scheduled Castes Development Authority and the Deputy Chairperson of the National Scheduled Tribes Development Authority, and, as the case may be, of the State Scheduled Castes Development Authority and the State Scheduled Tribes Development Authority defined in sections 4 and section 5, who shall be the executive head of the NSCDA/SSCDA and of the NSTDA/SSTDA and shall be responsible for the actual functioning and the activities and day-to-day work of the NSCDA/SSCDA and of the NSTDA/SSTDA.
- (6) “Census” means decennial population census conducted by the Government of India.
- (7) “Crucial Balancing Investment” means the percentage of funds earmarked by the National Scheduled Castes Development Authority and by the National Scheduled Tribes Development Authority or, as the case may be, by the State Scheduled Castes Development Authority and the State Scheduled Tribes Development Authority of any State or Union Territory as defined in Section 3 (9) of the Act.
- (8) “Financial Year” means one year period commencing from First April of the year to the Thirty First March of the succeeding year.
- (9) “Government” means the Government of India or a State Government or Government of a Union Territory with Legislature.
- (10) “Notification” means Notification published in the Gazette of India or State or Union Territory
- (11) “Official Gazette” means the Gazette of India or of a State or of a Union Territory
- (12) “Plan Budget” means the total Plan Outlay in the Budget of the Government of India or, as the case may be, of each State or each Union Territory for a given Financial Year.
- (13) “Planning Commission” means the Planning Commission of India.
- (14) “Prescribed” means prescribed in the Rules.
- (15) “Rules” means Rules made under section 11 of the Act.
- (16) (a) “Scheduled Castes” and “Scheduled Tribes” have the meaning as defined in Articles 366(24) and 366(25) respectively of the Constitution of India and notified by the President of India under Articles 341(1) and 342(1) respectively, and as amended by Parliament by Articles 341(2) and 342(2) respectively.
- (17) “Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act 1989” means Central Act No. 33 of 1989.
- (18) “Panchayat” and “Municipalities” shall have the same meaning as in Article 243 and 243 P of the Constitution.

Explanation: Any provisions made for States in this Act shall also apply to Union Territories with Legislature.

Chapter II: Special Component Plan for Scheduled Castes (SCP) and Tribal sub-Plan for Scheduled Tribes

Section 3. Annual and Five-Year and Perspective Special Component Plans for Scheduled Castes and Tribal sub-Plans for Scheduled Tribes, Formulation, Allocation of Funds and Voting;

- (1) There shall be Special Annual and Five-Year and Perspective Plans, hereinafter called the Special Component Plan for Scheduled Castes (SCP) and the Tribal sub-Plans for Scheduled Tribes (TsP), separate from and in addition to the general Annual Plan and Five-Year Plan, of the Centre and of each State, for the accelerated overall development respectively of SCs and STs and to fulfill the over-arching goals of the development of SCs and STs as mentioned in sub-section (4) of this section.
- (2) From out of the over-all approved Annual and Five Year Plan Outlays of the Centre or, as the case may be, of each State, before the total Plan Outlay is allocated sector-wise, and ministry-wise/department-wise, the outlays for the Special Component Plan for Scheduled Castes and the outlays for the Tribal sub-Plan shall be set apart, respectively in the ratio of not less than the population-proportion of the Scheduled Castes and Scheduled Tribes to the total population of the country or, as the case may be, of each State, as per the latest decennial census, and the same shall be entrusted respectively to the NSCDA and NSTDA or, as the case may be, respectively to the SSCDA and SSTDA of each State, for the formulation and implementation of the Special Component Plan for Scheduled Castes and the Tribal sub-Plan.
- (3) (a) The Annual SCP outlay and the Annual TsP outlay thus set apart initially shall be placed by the respective Governments at the disposal of the respective Authorities as soon as the Annual Budget is passed, but prior to the Budget session as soon as the size of the total Annual Central / State Plan is known, the size of the SCP outlay and the size of the TsP outlay of the Centre / States, calculated on the basis of the criterion in sub-section (2) of this section, shall be intimated to the respective Authorities to enable them to start the process of planning at the earliest.
(b) As soon as the size of the total Five Year Plan outlay of the Centre/States is determined, the Five-Year outlay of the SCP and the Five-Year outlay of the TsP, calculated on the basis of the criterion in sub-section (2) of this section, shall be intimated by the respective Governments to the respective Authorities to enable them to begin the process of formulating Five Year Plans as expeditiously as possible.
- (4) The planning and allocations for programmes and schemes relevant to Scheduled Castes and Scheduled Tribes and issue of sanction of funds shall be undertaken respectively within this SCP outlay and the TsP outlay, initially set apart as mentioned in sub-section (2) of this section, in accordance with the needs and priorities respectively of Scheduled Castes and Scheduled Tribes and in keeping with the over-arching goals of their economic liberation, educational parity at all levels, equality with NSCTBCs/SACs in all parameters, and security and social dignity, and also, in the case of Scheduled Tribes, preservation of tribal culture and tribal autonomy, and **restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others** and restoration and protection of traditional access to common resources and natural resources in tribal areas.
- (5) (a) Only such schemes and programmes shall be included in and funded from the SCP which directly and exclusively benefit Scheduled Castes individuals, Scheduled Castes families, Scheduled Castes groups, Scheduled Castes habitations, and Scheduled Castes institutions and which fulfill the overarching goals of Scheduled Castes development mentioned in clause (4) of this section.

Explanations:

(1) *Scheduled Castes habitations shall mean habitations of which all residents belong to the Scheduled Castes and, in the rare cases of habitations of mixed social classes, shall mean habitations of which not less than 75% of the residents belong to the Scheduled Castes.*

(2) *Scheduled Castes institutions shall mean institutions of which all or not less than 75% direct beneficiaries belong to the Scheduled Castes.*

(b) Only such schemes and programmes shall be included in and funded from the TsP which directly and exclusively benefit Scheduled Tribe individuals, Scheduled Tribe families, Scheduled Tribe groups, Scheduled Tribe habitations and Scheduled Tribes institutions and **which provide development of infrastructure in tribal areas wholly or substantially and mainly benefitting Scheduled Tribes, and which fulfill the overarching goals of Scheduled Tribes development mentioned in clause (4) of this section.**

Explanations:

(1) *Scheduled Tribes habitations shall mean habitations of which all residents belong to the Scheduled Tribes and, in the rare cases of habitations of mixed social classes, shall mean habitations of which not less than 75% of the residents belong to the Scheduled Tribes.*

(2) *Scheduled Tribes institutions shall mean institutions of which all or not less than 75% direct beneficiaries belong to the Scheduled Tribes.*

(3) *“Infrastructure substantially and mainly benefitting Scheduled Tribes” means infrastructure of which not less than 75% of the direct beneficiaries belong to the Scheduled Tribes and not less than 75% of the cost of infrastructure pertains to the benefits directly accruing to the Scheduled Tribes.*

(c) (i) No part of the cost of infrastructural schemes open to all social classes be attributed to and computed under the Special Component Plan for Scheduled Castes or the Tribal sub-Plan by assuming that a certain proportion of users of such infrastructure are or are likely to be Scheduled Castes or Scheduled Tribes. The criterion for infrastructural schemes mentioned in clauses (a) and (b) of this sub-section and Explanations thereunder shall be strictly followed.

(ii) No part of the cost of any institution open to social classes other than Scheduled Castes and Scheduled Tribes be attributed to or computed under the Special Component Plan for Scheduled Castes or the Tribal sub-Plan on the ground that a certain proportion of the seats are reserved for Scheduled Castes and Scheduled Tribes or a certain proportion of the beneficiaries are or are likely to be of the Scheduled Castes or Scheduled Tribes. The criterion for institutional schemes mentioned in clauses (a) and (b) of this sub-section and Explanations thereunder shall be strictly followed.

(6) In allocating funds by the NSCDA/SSCDA and by the NSTDA/SSTDA due care and attention shall be paid for achieving equity among different States and regions and different parts of each State and different social groups among the Scheduled Castes and different tribal groups among Scheduled Tribes, with particular consideration for the specially vulnerable groups among Scheduled Castes and the particularly vulnerable tribal groups (PTGs) among Scheduled Tribes.

(7) Any measures of economy resulting in the reduction in the plan size of the Centre or of any State shall not be applied to the Special Component Plan for Scheduled Castes and the Tribal sub-Plan.

(8) The NSCDA and the NSCTDA or, as the case may be, SSCDA and the SSTDA of each State, shall obtain proposals for the schemes and programmes, as far as possible in project form, respectively for the Special Component Plans for the Scheduled Castes and the Tribal sub-Plan, in consultation with the Ministries or Departments of the Government of India or, as the case may be, of the Governments of the State, scrutinize the same keeping in view the criteria mentioned in sub-section (2) of section 2; sub-sections (4), (5) and (6) of this section; sub-sections 1 (a) (ii) and 1 (f) of section 4A; sub-sections 1(b) and 1(g) of section 4B; sub-sections 1(a) (ii) and 1 (f) of section 5A; and sub-sections 1 (b) and 1 (g) of section 5B, and indicate the quantum of the Special Component Plan for Scheduled Castes and the Tribal sub-Plan budget allocated to each Ministry or Department.

- (9) The NSCDA and NSTDA or, as the case may be, the SSCDA and SSTDA of each State or Union territory may at their discretion earmark a minimum of five percent of funds respectively of the total Special Component Plan for Scheduled Castes and the Tribal sub-Plan of the Centre or, as the case may be, of the State for “Crucial Balancing Investment” for completion of any scheme to maximize and accelerate the benefit respectively for the Scheduled Caste Communities and Scheduled Tribe communities.
- (10) (a) After obtaining the proposals of the Ministries or Departments of Government of India or as the case may be of the State Government or Union Territory as per the allocations made, the NSCDA and the NSTDA, or as the case may be SSCDA and SSTDA, and after scrutinizing them and making/ securing modifications where required in accordance with the criteria mentioned in sub-section (2) of section 2; sub-sections (4), (5) and (6) of this section; sub-sections 1 (a) (ii) and 1 (f) of section 4A; sub-sections 1(b) and 1(g) of section 4B; sub-sections 1(a) (ii) and 1 (f) of section 5A; and sub-sections 1 (b) and 1 (g) of section 5B, shall respectively approve the Special Component Plan for Scheduled Castes and the Tribal sub-Plan.
- (b) Ministries and Departments and other Agencies of the Centre and States, while formulating and furnishing their proposals, of schemes and programmes to the NSCDA / NSTDA or SSCDA/SSTDA shall keep in view and be bound by the criteria enumerated in sub-section (2) of section 2; sub-sections (4), (5) and (6) of this section; sub-sections 1 (a) (ii) and 1 (f) of section 4A; sub-sections 1(b) and 1(g) of section 4B; sub-sections 1(a) (ii) and 1 (f) of section 5A; and sub-sections 1 (b) and 1 (g) of section 5B, shall bring out the gaps in parameters of development and welfare between the SCs or the STs as the case may be, on the one hand, and the NSCTBCs/SACs, on the other, and clearly indicate how the schemes and programmes proposed by them will bridge and eliminate these gaps in a reasonable time.
- (c) If the NSCDA/NSTDA or the SSCDA/SSTDA finds that the proposals of schemes and programmes furnished by any Ministries/Department, are not in accordance with the criteria enumerated in sub-section (2) of section 2; sub-sections (4), (5) and (6) of this section; sub-sections 1 (a) (ii) and 1 (f) of section 4A; sub-sections 1(b) and 1(g) of section 4B; sub-sections 1(a) (ii) and 1 (f) of section 5A; and sub-sections 1 (b) and 1 (g) of section 5B and are not adequate to bridge the gaps in the parameters of development and welfare, in the sector(s) with which that Ministry/Department is concerned, between the SCs, or the STs as the case may, on the one hand, and the NSCTBCs/SACs, on the other, the NSCDA/NSTDA or the SSCDA/SSTDA, as the case may be, shall recommend to that Ministry/Department either to suitably modify their proposals or recommend to them such other schemes and programmes as the NSCDA/NSTDA or the SSCDA/SSTDA considers appropriate in keeping with above mentioned criteria and to bridge the gaps in parameters of development and welfare between the SCs, or the STs as the case may, on the one hand, and the NSCTBCs/SACs, on the other, and such recommendations of the NSCDA/NSTDA or the SSCDA/SSTDA shall ordinarily be binding on such Ministry/Department.
- (d) The Authorities at the Centre and the States and the Ministries and Departments and other Agencies of the Centre and States shall, in particular, give high priority to schemes for providing agricultural land of a viable extent to all rural landless SC families including families with unviable extents of land; irrigation, particularly group irrigation for all lands of SCs and STs; residential schools of high quality to ultimately cover all SC boys and girls and all ST boys and girls up to Class XII; coaching schemes of high quality in the last years in school to equip the SC boys and girls and ST boys and girls to compete for selections to professional and other higher educational institutions and other schemes to promote higher education; provision of house-sites and adequate houses with all facilities for all SC and ST families; provision of all facilities in and connectivities for SC and ST habitations; and reduction of infant mortality, child mortality, maternal mortality, malnutrition, anaemia among SCs and STs, especially SC and ST children and women, and bringing them to the level of Socially Advanced Castes (SACs); schemes for skill development, entrepreneurship development, fulfillment of

reservations and equipping SCs and STs to compete successfully for open competition jobs and posts, and also, in the case of Scheduled Tribes, schemes for preservation of tribal culture and tribal autonomy; restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others and restoration and protection of traditional access to common resources and natural resources in tribal areas; and schemes for fulfillment of tribal rights under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of **Forest Rights**) Act (FRA) and full operationalisation of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA); and schemes for the proper implementation of the Fifth and Sixth Schedules of the Constitution.

- (11) The Government of India or, as the case may be, the Government of the State or Union Territory shall present the Special Component Plan for Scheduled Castes and the Tribal sub-Plan for voting by the Parliament or State Legislatures along with the general Annual Budget.
- (12) The outlays of the Special Component Plan for Scheduled Castes and the Tribal sub-Plan voted by the Parliament or the respective State Legislatures shall not lapse at the end of the financial year. The unspent outlays shall be carried forward to the next financial year or years and shall be in addition to the outlays of the next financial year or years, but shall never be diverted to the General Annual plans.

Chapter – III: Constitution of Development Authorities

Section 4A: Constitution of National Scheduled Castes Development Authority and its composition, etc.

4A.1 National Scheduled Castes Development Authority (NSCDA)

- (a) (i) There shall be a National Scheduled Castes Development Authority (NSCDA)
- (ii) The NSCDA shall be responsible for formulating and approving Central SCP --- Annual, Five-Year and Perspective --- on the basis of the developmental needs of Scheduled Castes and their priorities, keeping in view the vital dimensions of their socio-economic liberation, socio-educational equality at all levels of education, cultural development, equalization with the Non-Scheduled Castes, non-Scheduled Tribes, non-Backward Class castes or Socially Advanced Castes (SACs) in all parameters, security and social dignity and their empowerment, to the extent of the proportion of the total Plan outlay not less than the population percentage of the Scheduled Castes in the country, which is placed at its disposal for planning for SCs.
- (iii) NSCDA shall also be responsible for similar functions as mentioned above in respect of Union Territories without legislatures which are directly administered by the Central Government.
- (b) The NSCDA will hold pre-budget discussions with the representatives of Scheduled Castes agricultural labourers, small and marginal farmers, artisans, workers in Rural and Urban unorganized sector, Safai Karmacharis, other occupational groups and categories entrepreneurs and industrialists, academicians, social activists, NGOs, etc.,
- (c) The NSCDA shall, taking into account the pre-Budget discussions mentioned in clause (b) above, after consultations with appropriate implementing Ministries/Departments/agencies, formulate the SCP of the country, in accordance with the criteria enumerated in sub-section (2) (a) of section 2; sub-sections (4), (5) and (6) of section 3; and sub-sections 1 (a) (ii) and 1 (f) of this section.
- (d) Thereafter the NSCDA shall issue sanctions in favor of each appropriate Ministry/Department/Agency on the basis of MoUs detailing the specificities of each scheme and programme to be implemented in a manner which is transparent and locally verifiable and social-auditable, with provisions for concurrent monitoring, evaluation and timely corrections.
- (e) The Authority shall have the power to give necessary directions to the implementing Ministry /Department/ Agency and to re-allocate / re-appropriate outlays from one Ministry/Agency to another whenever necessary, to advance the interests and goals of Scheduled Castes development

- (f) Only such schemes and programmes shall be included in and funded from the SCP which directly and exclusively benefit Scheduled Castes individuals, Scheduled Castes families, Scheduled Castes groups, Scheduled Castes habitations and Scheduled Castes institutions and which fulfil the overarching goals of Scheduled Castes development, as specified in sub-section 1 (a) (ii) of this section.
- (g) The Central Ministries and other Agencies to which sanctions are issued as above shall be accountable to the NSCDA for the proper implementation of the schemes and outlays sanctioned to them under the SCP and for the achievement of results as laid down in the MOUs and shall furnish reports and information in the manner and with such frequency as prescribed by the NSCDA.
- (h) There shall be a separate budget head for the SCP in the Central Budget.
- (i) Compact units with specialization in each area of development relevant to Scheduled Castes shall be established in NSCDA.
- (j) The NSCDA may organize periodical conferences of SSCDAs and take other measures for facilitating exchange of experiences and formulation of common strategies wherever appropriate.

4A.2 Selection Committee for NSCDA

- (a) The members of the NSCDA shall be selected by a Selection Committee consisting of the following members:
 - (i) **Ex-officio members**
 - (a) Prime Minister -Chairperson
 - (b) Minister-in-charge of Scheduled Castes Development / Welfare / Empowerment
 - (c) Leaders of the Opposition in the Lok Sabha and Rajya Sabha
 - (d) Chairperson, National Commission for Scheduled Castes (NCSC)
 - (e) Chairperson National Safai Karmachari Commission
 - (ii) **Six Nominated Members from the following categories:**
 - (a) A retired Judge of the Supreme Court or a High Court
 - (b) A retired Secretary or retired Additional Secretary to Government of India
 - (c) Two eminent social activists working for Scheduled Castes or representatives of reputed NGOs working for Scheduled Castes.
 - (d) Two other eminent persons working for Scheduled Castes
- (b) It shall be ensured that a majority of the Selection Committee members are from the Scheduled Castes
- (c) Nominated Members shall be appointed from among persons who have a proven track record of active concern for the rights and welfare of Scheduled Castes and are not primary members of or persons associated with or working for a political party.

4A.3 Composition of NSCDA

- (a) The composition of the NSCDA & eligibility/ qualifications of the full-time members of the NSCDA shall be as below:

Ex-officio Members

- (i) Chairperson –Prime Minister
- (ii) Vice-Chairperson - Minister in charge of Scheduled Castes Development/Welfare/ Empowerment.

Full-time Members

- (iii) Dy. Chairperson
- (iv) Seven other Members selected by the Selection Committee from the following categories:

- (b) The full-time Dy. Chairperson and other members shall be selected from the following categories:
 1. Higher Administration (Retired),
 2. Distinguished Academicians and Educationists,
 3. NGOs with proven track record,
 4. Economists with expertise in developmental/ welfare/ rural economics, and other areas relevant to Scheduled Castes.
 5. Social scientists with expertise in areas relevant to Scheduled Castes
 6. Any other professionals in areas relevant to Scheduled Castes.
- (c) The full-time Dy. Chairperson and other members shall be selected from persons with experience of at least 10 years of distinguished work for Scheduled Castes in their respective fields and possessing a proven track record of active concern for the rights and welfare of Scheduled Castes.
- (d) The Full-time members shall be appointed from among persons who are not primary members of or persons associated with or working for a political party.
- (e) It shall be ensured that a majority of members of NSCDA are from the Scheduled Castes
- (f) Two out of the total members shall be women.

4A. 4 a) The Deputy Chairperson shall be the executive head of the NSCDA and shall be responsible for the actual functioning, activities and day-to-day work of the NSCDA.

- b) The Prime Minister as Chairperson will preside over crucial meetings of the NSCDA and the Deputy Chairperson shall preside over all other meetings.
- c) The Minister-in-charge of Scheduled Castes Development / Welfare / Empowerment as Vice-Chairperson, who will also attend crucial meetings of the NSCDA, will help to maintain the link between the NSCDA and the Ministry as the limb of the executive government which formulates broad policy, secures budgetary support, and moves important legislations through the Cabinet and Parliament and interfaces with the Parliament.

Section 4B State Scheduled Castes Development Authorities (SSCDAs)

4B.1

- (a) (i) There shall be a State Scheduled Castes Development Authority (SSCDA) in each State and Union Territory with Legislature.
- (ii) The SSCDA of each State shall be responsible for formulating and approving the SCP of the State — Annual, Five-Year and Perspective — on the basis of the developmental needs of Scheduled Castes and their priorities, keeping in view the vital dimensions of their socio-economic liberation, socio-educational equality at all levels of education, cultural development, equalization with the Non-Scheduled Castes, non-Scheduled Tribes, non-Backward Class castes or Socially Advanced Castes in all parameters, security and social dignity and their empowerment, to the extent of the proportion of the total Plan outlay not less than the population percentage of the Scheduled Castes in the State, which is placed at its disposal for planning for SCs.
- (b) The SSCDA shall hold pre-budget discussions with the representatives of Scheduled Castes agricultural labourers, small and marginal farmers, artisans, workers in Rural and Urban unorganized sector, Safai Karmacharis, other occupational groups and categories entrepreneurs and industrialists, academicians, social activists, NGOs, etc.,
- (c) The SSCDA shall, taking into account the pre-Budget discussions mentioned in clause (b) above and after consultations with appropriate implementing State Departments/agencies, formulate the SCP of the State in accordance with the criteria

enumerated in sub-sections (4), (5) and (6) of section 3; and sub-sections 1 (a) (ii) and 1 (f) of this section.

- (d) Thereafter, the SSCDA shall issue sanctions in favour of each appropriate Department and Agency on the basis of MoUs detailing the specificities of each scheme to be implemented in a manner which is transparent and locally verifiable and auditable, with provisions for concurrent monitoring, evaluation and timely corrections.
- (e) The Authority shall have the power to give necessary directions to the implementing Departments / Agencies and to re-allocate/ re-appropriate from one department to another or from one scheme to another scheme or from one district to another whenever it is necessary, to advance the interests and goals of Scheduled Castes development.
- (f) Only such schemes and programmes shall be included in and funded from the SCP which directly and exclusively benefit Scheduled Castes individuals, Scheduled Castes families, Scheduled Castes groups, Scheduled Castes habitations and Scheduled Castes institutions, and which fulfil the above overarching goals of Scheduled Castes development, as specified in sub-section 1 (a) (ii) of this section.
- (g) The Departments and other Agencies to which sanctions are issued as above shall be accountable to the SSCDA for the proper implementation of the schemes and outlays sanctioned to them under the Special Component Plan of the State and for the achievement of results as laid down in the sanction orders and shall furnish reports and information in the manner and with such frequency as prescribed by the SSCDA.
- (h) There shall be a separate budget head for the Special Component Plan in the State Budget.
- (i) Compact units with specialization in each area of development relevant to Scheduled Castes shall be established in each SSCDA.

4B.2 Selection committee for SSCDA

- (a) The members of the SSCDA shall be selected by a Selection Committee consisting of the following as members:
 - (i) **Ex-officio members**
 - (a) Chief Minister - Chairman
 - (b) Minister in charge of Scheduled Castes Development / Welfare / Empowerment
 - (c) Leader of the Opposition of the State Assembly and, where the legislature is bi-cameral, leader of the Opposition in the State Legislative Council also.
 - (d) Chairperson, State Commission for Scheduled Castes (SCSC) (in States where there is no SCSC, Chairperson of the State Human Rights Commission)
 - (ii) **Seven Nominated Members**
 - (e) A Retired Judge of a High Court who belongs to the State.
 - (f) A retired Chief Secretary or Additional Chief Secretary or Principal Secretary of the State Govt.
 - (g) Two eminent social activists working for Scheduled Castes of the State or representatives of reputed NGOs working for Scheduled Castes of the State.
 - (h) Three other eminent persons working for Scheduled Castes of the State
- (b) It shall be ensured that a majority of the Selection Committee members are from the Scheduled Castes.
- (c) Nominated Members shall be appointed from among persons who have a proven track record of active concern for the rights and welfare of Scheduled Castes and are not primary members of or persons associated with or working for a political party.

4B.3 Composition of SSCDA

- (a) The composition of the SSCDA and eligibility/ qualifications of the full-time members of the NSCDA shall be as below:
- (i) Ex-officio Members**
- (a) Chairperson - Chief Minister
 - (b) Vice-Chairperson - Minister in charge of Scheduled Castes Development/ Welfare / Empowerment.
- (ii) Full-time Members**
- (c) Dy. Chairperson
 - (d) Seven other Members selected by the Selection Committee.
- (b) The full-time members shall be selected from the following categories:
1. Higher Judiciary (Retired) belonging to the State,
 2. Higher Administration (Retired) belonging to the State,
 3. Distinguished Academicians and Educationists,
 4. NGOs with proven track record,
 5. Economists with expertise on developmental/ welfare/ rural economics, and other areas relevant to Scheduled Castes..
 6. Social Scientists with expertise in areas relevant to Scheduled Castes
 7. Any other professionals with expertise in areas relevant to Scheduled Castes
- (c) The full-time Dy. Chairperson and other members shall be selected from persons with experience of at least 10 years of distinguished work for Scheduled Castes in their respective fields and possessing a proven track of record of active concern for the rights and welfare of Scheduled Castes in the State.
- (d) The Full-time Dy. Chairperson and other members shall be appointed from persons who are not primary members of or persons associated with or working for a political party.
- (e) It shall be ensured that the Scheduled Castes are in a majority in the SSCDA.
- (f) Two out of the total members shall be women.

- 4B.4.** a) The Deputy Chairperson shall be the Chief Executive and shall be responsible for the actual functioning, activities and day-to-day work of the SSCDA.
- b) The Chief Minister as Chairperson will preside over crucial meetings of the SSCDA and the Deputy Chairperson shall preside over all other meetings.
 - c) The Minister-in-charge of Scheduled Castes Development, Welfare and Empowerment as Vice-Chairperson, who will also attend crucial meetings of the SSCDA, will help to maintain the link between the SSCDA and the State Department as the limb of the executive government which formulates broad policy, secures budgetary support, and interfaces with the Legislature through the Cabinet.

Explanation: All references in section 4B to State shall be construed as also reference to Union Territories with legislature.

Section 4C. District Scheduled Castes Development Authorities (DSCDAs)

- 4C.1 There shall be a District Scheduled Castes Development Authority (DSCDA) in each district of the country except in districts where there are no Scheduled Castes.
- 4C.2 It shall be the duty of the DSCDA
- (a) to closely supervise and ensure proper implementation of the SCPs in the district by appropriate departments, in accordance with the results and outcomes to be achieved as per sanction orders issued by the NSCDA/SSCDAs to Central Ministries/Departments/Agencies and State Departments and Agencies, and the MOUs between them.

- (b) to ensure transparency in implementation in a manner which can be locally verified and social-audited scheme-wise.
 - (c) to report to the NSCDA / SSCDA, as prescribed, about implementation of Central and State SCP at district-level and send special reports wherever necessary if any urgent action or course-correction or re-allocation of outlays is required on the part of the NSCDA/ SSCDA.
 - (d) to provide inputs to the NSCDA and SSCDA from time to time for formulation of Central SCP and the State SCP.
- 4C.3 The District Collector/Deputy Commissioner shall be the Chairperson of the DSCDA.
- 4C.4 The State Government shall appoint a full-time Additional Collector or Joint Collector/Additional or Joint Dy. Commissioner in the senior scale of the IAS exclusively to assist the Collector/Dy. Commissioner in the implementation and monitoring of the SCP at district level and to whom no other work shall be entrusted under any circumstances.

Section 4D Composition of DSCDAs

- 4D.1 District Scheduled Castes Development Authorities shall be constituted with following members:
- (a) District Collector/Dy. Commissioner - Chairperson
 - (b) Additional Collector / Joint Collector/Additional or Joint Dy. Commissioner (full time) - Convener
 - (c) District heads of relevant Departments in the District
 - (d) Representatives of NGOs with reputation for sincere work for Scheduled Castes, to be nominated by District Collector / Deputy Commissioner.
 - (e) Subject-matter experts with reputation for, commitment to and experience of development and empowerment of Scheduled Castes to be nominated by District Collector / Deputy Commissioner.

Section 5A: Constitution of National Scheduled Tribes Development Authority and its composition, etc.

5A.1 National Scheduled Tribes Development Authority (NSTDA)

- (a) (i) There shall be a National Scheduled Tribes Development Authority (NSTDA)
- ii) The NSTDA shall be responsible for formulating and approving Central TsP— Annual, Five-Year and Perspective — on the basis of the developmental needs of Scheduled Tribes and their priorities, keeping in view the vital dimensions of their socio-economic liberation, socio-educational equality at all levels of education, cultural development, equalization with the Non-Scheduled Tribes, non-Scheduled Castes, non-Backward Class castes or Socially Advanced Castes (SACs) in all parameters, security and social dignity and their empowerment, **and preservation of tribal culture and autonomy, restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others and restoration and protection of traditional access to common resources and natural resources in tribal areas**, to the extent of the proportion of the total Plan outlay equivalent to the population percentage of the Scheduled Tribes in the country, which is placed at its disposal for planning for STs.
- (iii) NSTDA shall also be responsible for similar functions as mentioned above in respect of Union Territories without legislatures which are directly administered by the Central

Government.

- (b) The NSTDA will hold pre-budget discussions with the representatives of Scheduled Tribes **farmers**, collectors of non-timber forest produce, artisans, agricultural labourers, workers in Rural and Urban unorganized sector, other occupational groups and categories, entrepreneurs and industrialists, academicians, social activists, NGOs, etc.
- (c) The NSTDA shall, taking into account the pre-Budget discussions mentioned in clause (b) above, after consultations with appropriate implementing Ministries/Departments/agencies, formulate the TsP of the country in accordance with the criteria enumerated in sub-sections (4), (5) and (6) of section 3; and sub-sections 1 (a) (ii) and 1 (f) of this section.
- (d) Thereafter the NSTDA shall issue sanctions in favor of each appropriate Ministry/Department/Agency on the basis of MoUs detailing the specificities of each scheme and programme to be implemented in a manner which is transparent and locally verifiable and social-auditable, with provisions for concurrent monitoring, evaluation and timely corrections.
- (e) The Authority shall have the power to give necessary directions to the implementing Ministry /Department/ Agency and to re-allocate / re-appropriate outlays from one Ministry/Agency to another whenever necessary, to advance the interests and goals of Scheduled Tribes development
- (f) Only such schemes and programmes shall be included in and funded from the TsP which directly and exclusively benefit Scheduled Tribes individuals, Scheduled Tribes families, Scheduled Tribes groups, Scheduled Tribes habitations and Scheduled Tribes institutions, and which fulfill the overarching goals of Scheduled Tribes development, as specified in sub-section 1 (a) (ii) of this Section.
- (g) The Central Ministries and other Agencies to which sanctions are issued as above shall be accountable to the NSTDA for the proper implementation of the schemes and outlays sanctioned to them under the TsP and for the achievement of results as laid down in the MOUs and shall furnish reports and information in the manner and with such frequency as prescribed by the NSTDA.
- (h) There shall be a separate budget head for the TsP in the Central Budget.
 - (i) Compact units with specialization in each area of development relevant to Scheduled Tribes shall be established in NSTDA.
 - (j) The NSTDA may organize periodical conferences of SSTDA's and take other measures for facilitating exchange of experiences and formulation of common strategies wherever appropriate.

5A.2 Selection Committee for NSTDA

- (a) The members of the NSTDA shall be selected by a Selection Committee consisting of the following members:
 - (i) **Ex-officio members**
 - (a) Prime Minister -Chairperson
 - (b) Minister-in-charge of Scheduled Tribes Development / Welfare / Empowerment
 - (c) Leaders of the Opposition in the Lok Sabha and Rajya Sabha
 - (d) Chairperson, National Commission for Scheduled Tribes

(NCST)

(ii) **Six Nominated Members from the following categories:**

- (e) A retired Judge of the Supreme Court or a High Court
 - (f) A retired Secretary or retired Additional Secretary to Government of India
 - (g) Two eminent social activists working for Scheduled Tribes or representatives of reputed NGOs working for Scheduled Tribes.
 - (h) Two other eminent persons working for Scheduled Tribes
- (b) It shall be ensured that a majority of the Selection Committee members are from the Scheduled Tribes
- (c) Nominated Members shall be appointed from among persons who have a proven track record of active concern for the rights and welfare of Scheduled Tribes and are not primary members of or persons associated with or working for a political party.

5A.3 Composition of NSTDA

- (a) The composition of the NSTDA & eligibility/ qualifications of the full-time members of the NSTDA shall be as below:

Ex-officio Members

- (a) Chairperson – Prime Minister
- (b) Vice-Chairperson - Minister in charge of Scheduled Tribes Development/Welfare/ Empowerment.

Full-time Members

- (c) Dy. Chairperson
- (d) Seven other Members selected by the Selection Committee from the following categories:
 - (b) The full-time Dy. Chairperson and other members shall be selected from the following categories:
 1. Higher Administration (Retired),
 2. Distinguished Academicians and Educationists,
 3. NGOs with proven track record,
 4. Economists with expertise in developmental/ welfare/ rural economics, and other areas relevant to Scheduled Tribes.
 5. Social scientists with expertise in areas relevant to Scheduled Tribes
 6. Any other professionals in areas relevant to Scheduled Tribes.
 7. The full-time Dy. Chairperson and other members shall be selected from persons with experience of at least 10 years of distinguished work for Scheduled Tribes in their respective fields and possessing a proven track record of active concern for the rights and welfare of Scheduled Tribes.
 8. The Full-time members shall be appointed from among persons who are not primary members of or persons associated with or working for a political party.
 9. It shall be ensured that a majority of members of NSTDA are from the Scheduled Tribes
 10. Two out of the total members shall be women.

- 5A.4 a)** The Deputy Chairperson shall be the executive head of the NSTDA and shall be responsible for the actual functioning, activities and day-to-day work of the NSTDA.

- b) The Prime Minister as Chairperson will preside over crucial meetings of the NSTDA and the Deputy Chairperson shall preside over all other meetings.

- c) The Minister-in-charge of Scheduled Tribes Development / Welfare / Empowerment as Vice-Chairperson, who will also attend crucial meetings of the NSTDA, will help to maintain the link between the NSTDA and the Ministry as the limb of the executive government which formulates broad policy, secures budgetary support, and moves important legislations through the Cabinet and Parliament and interfaces with the Parliament.

Section 5B State Scheduled Tribes Development Authorities (SSTDAs)

5B.1

- (a) (i) There shall be a State Scheduled Tribes Development Authority (SSTDA) in each State and Union Territory with Legislature.
- (ii) The SSTDA of each State shall be responsible for formulating and approving the TsP of the State — Annual, Five-Year and Perspective — on the basis of the developmental needs of Scheduled Tribes and their priorities, keeping in view the vital dimensions of their socio-economic liberation, socio-educational equality at all levels of education, cultural development, equalization with the Non-Scheduled Tribes, non-Scheduled Castes, non-Backward Class castes or Socially Advanced Castes in all parameters, security and social dignity and their empowerment, **preservation of tribal culture and autonomy, restoration to Scheduled Tribes of originally tribal lands now in the possession or occupation of others and restoration and protection of traditional access to common resources and natural resources in tribal areas**, to the extent of the proportion of the total Plan outlay not less than the population percentage of the Scheduled Tribes in the State, which is placed at its disposal for planning for STs.
- (b) The SSTDA shall hold pre-budget discussions with the representatives of Scheduled Tribes **farmers**, collectors of non-timber forest produce, artisans, agricultural labourers, workers in Rural and Urban unorganized sector, other occupational groups and categories, entrepreneurs and industrialists, academicians, social activists, NGOs, etc.,
- (c) The SSTDA shall, taking into account the pre-Budget discussions mentioned in clause (b) above and after consultations with appropriate implementing State Departments/agencies, formulate the TsP of the State in accordance with the criteria enumerated in sub-sections (4), (5) and (6) of section 3; and sub-sections 1 (a) (ii) and 1 (f) of this section.
- (d) Thereafter, the SSTDA shall issue sanctions in favour of each appropriate Department and Agency on the basis of MoUs detailing the specificities of each scheme to be implemented in a manner which is transparent and locally verifiable and auditable, with provisions for concurrent monitoring, evaluation and timely corrections.
- (e) The Authority shall have the power to give necessary directions to the implementing Departments / Agencies and to re-allocate/ re-appropriate from one department to another or from one scheme to another scheme or from one district to another whenever it is necessary, to advance the interests and goals of Scheduled Tribes development.
- (f) Only such schemes and programmes shall be included in and funded from the TsP which directly and exclusively benefit Scheduled Tribes individuals, Scheduled Tribes families, Scheduled Tribes groups, Scheduled Tribes habitations and Scheduled Tribes institutions, and which fulfill the above overarching goals of Scheduled Tribes development, as specified in sub-section 1 (a) (ii) of this section.
- (g) The Departments and other Agencies to which sanctions are issued as above shall be accountable to the SSTDA for the proper implementation of the schemes and outlays sanctioned to them under the Tribal sub-Plan of the State and for the achievement of results as laid down in the sanction orders and shall furnish reports and information in the manner and with such frequency as prescribed by the SSTDA.

- (h) There shall be a separate budget head for the Tribal sub-Plan in the State Budget.
- (i) Compact units with specialization in each area of development relevant to Scheduled Tribes shall be established in each SSTDA.

5B.2 Selection committee for SSTDA

- (a) The members of the SSTDA shall be selected by a Selection Committee consisting of the following as members:
 - (i) **Ex-officio members**
 - (a) Chief Minister - Chairman
 - (b) Minister in charge of Scheduled Tribes Development / Welfare / Empowerment
 - (c) Leader of the Opposition of the State Assembly and, where the legislature is bi-cameral, leader of the Opposition in the State Legislative Council also.
 - (d) Chairperson, State Commission for Scheduled Tribes (SCST) (in States where there is no SCST, Chairperson of the State Human Rights Commission)
 - (ii) **Seven Nominated Members**
 - (e) A Retired Judge of a High Court who belongs to the State.
 - (f) A retired Chief Secretary or Additional Chief Secretary or Principal Secretary of the State Govt.
 - (g) Two eminent social activists working for Scheduled Tribes of the State or representatives of reputed NGOs working for Scheduled Tribes of the State.
- (b) It shall be ensured that a majority of the Selection Committee members are from the Scheduled Tribes.
- (c) Nominated Members shall be appointed from among persons who have a proven track record of active concern for the rights and welfare of Scheduled Tribes and are not primary members of or persons associated with or working for a political party.

5B.3 Composition of SSTDA

- (a) The composition of the SSTDA and eligibility/ qualifications of the full-time members of the SSTDA shall be as below:
 - (i) **Ex-officio Members**
 - (a) Chairperson - Chief Minister
 - (b) Vice-Chairperson - Minister in charge of Scheduled Tribes Development / Welfare / Empowerment.
 - (ii) **Full-time Members**
 - (c) Dy. Chairperson
 - (d) Seven other Members selected by the Selection Committee from the following categories:
 - (b) The full-time members shall be selected from the following categories:
 1. Higher Judiciary (Retired) belonging to the State,
 2. Higher Administration (Retired) belonging to the State,
 3. Distinguished Academicians and Educationists,
 4. NGOs with proven track record,
 5. Economists with expertise on developmental/ welfare/ rural economics, and other areas relevant to Scheduled Tribes.
 6. Social Scientists with expertise in areas relevant to Scheduled Tribes
 7. Any other professionals with expertise in areas relevant to Scheduled Tribes

- (c) The full-time Dy. Chairperson and other members shall be selected from persons with experience of at least 10 years of distinguished work for Scheduled Tribes in their respective fields and possessing a proven track of record of active concern for the rights and welfare of Scheduled Tribes in the State.
- (d) The Full-time Dy. Chairperson and other members shall be appointed from persons who are not primary members of or persons associated with or working for a political party.
- (e) It shall be ensured that the Scheduled Tribes are in a majority in the SSTDA.
- (f) Two out of the total members shall be women.

5B.4. a) The Deputy Chairperson shall be the Chief Executive and shall be responsible for the actual functioning, activities and day-to-day work of the SSTDA.

- b) The Chief Minister as Chairperson will preside over crucial meetings of the SSTDA and the Deputy Chairperson shall preside over all other meetings.
- c) The Minister-in-charge of Scheduled Tribes Development, Welfare and Empowerment as Vice-Chairperson, who will also attend crucial meetings of the SSTDA, will help to maintain the link between the SSTDA and the State Department as the limb of the executive government which formulates broad policy, secures budgetary support, and interfaces with the Legislature through the Cabinet.

Section 5C: District Scheduled Tribes Development Authorities (DSTDAs)

5C.1 There shall be a District Scheduled Tribes Development Authority (DSTDA) in each district of the country except in districts where there are no Scheduled Tribes.

5C.2 It shall be the duty of the DSTDA

- (a) to closely supervise and ensure proper implementation of the TsPs in the district by appropriate departments, in accordance with the results and outcomes to be achieved as per sanction orders issued by the NSTDA/SSTDAs to Central Ministries/Departments/Agencies and State Departments and Agencies, and the MOUs between them.
- (b) to ensure transparency in implementation in a manner which can be locally verified and socially-audited scheme-wise.
- (c) to report to the NSTDA / SSTDA, as prescribed, about implementation of Central and State TsP at district-level and send special reports wherever necessary if any urgent action or course-correction or re-allocation of outlays is required on the part of the NSTDA/ SSTDA.
- (d) to provide inputs to the NSTDA and SSTDA from time to time for formulation of Central TsP and the State TsP.

5C.3 The District Collector/Deputy Commissioner shall be the Chairperson of the DSTDA.

5C.4 The State Government shall appoint a full-time Additional Collector or Joint Collector/Additional or Joint Dy. Commissioner in the senior scale of the IAS exclusively to assist the Collector/Dy. Commissioner in the implementation and monitoring of the TsP at district level and to whom no other work shall be entrusted under any circumstances.

Section 5D Composition of DSTDAs

5D.1 District Scheduled Tribes Development Authorities (DSTDAs) shall be constituted with following members:

- (a) District Collector/Dy. Commissioner - Chairperson
- (b) Additional Collector / Joint Collector/Additional or Joint Dy. Commissioner (full time) - Convener
- (c) District heads of relevant Departments in the District
- (d) Representatives of NGOs with reputation for sincere work for Scheduled Tribes, to be nominated by District Collector / Deputy Commissioner.
- (e) Subject-matter experts with reputation for, commitment to and experience of development and empowerment of Scheduled Tribes to be nominated by District Collector / Deputy Commissioner.

Section 6 : Meetings of the Authorities, Review and Monitoring of Implementation of Special Component Plan for Scheduled Castes and Tribal sub-Plan:

- (1) (a) The NSCDA and NSTDA shall meet at least once in a month to review the release and utilisation of funds to the schemes and programmes included respectively in the Special Component Plan for Scheduled Castes and Tribal sub-Plan of Government of India and, as the case may be, of the State Governments and the Union Territories.

(b) The NSCDA and NSTDA shall observe such rules of procedure as they prescribe for themselves under section 7(6) in regard to the transaction of business at their meetings.
- (2) (a) The SSCDA and SSTDA shall meet at least once in a month to review the release and utilisation of funds to the schemes and programmes included respectively in the Special Component Plan for Scheduled Castes and Tribal sub-Plan of the State and of the Centre in relation to the State and monitor the progress of implementation of the schemes sanctioned under them.

(b) The SSCDA and SSTDA shall observe such rules of procedure as they prescribe for themselves under section 7(6) in regard to the transaction of the business at their meetings.
- (3) The DSCDAs and DSTDAs shall meet at least once in a month to monitor the progress of implementation of the Schemes and programmes and submit monthly reports as prescribed respectively to the SSCDA and SSTDA. The District Collector / Deputy Commissioner shall be especially responsible for implementation of the schemes as per the time schedule prescribed. The full-time Convener shall continuously monitor the progress of the implementation of the schemes.
- (4) (a) The Government of India shall have the power to monitor the progress of implementation of the Special Component Plans and Tribal sub-Plans of the States and Union Territories and issue instructions or directions to the States and Union Territories in this regard, but without interfering with the autonomy of the SSCDAs and SSTDAs. They may also call for reports from time to time from the Governments of State and Union Territories.

(b) The NSCDA and NSTDA shall furnish such information as is required by the Government of India in order to reply questions in the Parliament and otherwise keep the Parliament informed whenever necessary.

The expenditure on the staff in the NSCDA and NSTDA and on the staff of each SSCDA and SSTDA and the DSCDAs and DSTDAs shall be from the non-Plan budget of the Govt. of India and of each State respectively.

Chapter IV: General

Section 7

1. Outlays provided under the SCP and TsP funds of the Centre, States and UTs shall be utilized within the stipulated time for which a periodic monitoring mechanism shall be evolved. No part of the SCP and TsP outlays shall lapse at the end of the financial year. Unutilized outlays shall be carried forward to the next year or years.
2. (a) The SCP for Scheduled Castes and Tribal sub-Plan shall be built into and provided in the credit system by earmarking for Scheduled Castes and Scheduled Tribes a due share of advances by banks, co-operatives and other financial institutions.
(b) The NSCDA, SSCDA and DSCDAs and NSTDA, SSTDA and DSTDAs shall closely interact with banks, co-operatives and other financial institutions to ensure smooth and easy flow of adequate and timely credit for Scheduled Castes and Scheduled Tribes respectively as part of their Plans.
(c) Any practical difficulty faced by them in this regard may be taken up by the NSCDA / SSCDAs and NSTDA/SSTDAs with the Ministry of Finance or Ministry of Agriculture in the case of cooperatives or the State Department in charge of Cooperatives. Thereupon the Ministry of Finance / Ministry of Agriculture / State Department in charge of Cooperatives shall take prompt action to solve the problem.
3. The Scheduled Castes Development Authorities and the Scheduled Tribes Development Authorities shall have the power, whenever necessary, to require the presence of any person including officers of Central and State Governments and any information or document from them. To further facilitate this, the NSCDA and SSCDAs and NSTDA and SSTDAs shall, while performing their functions, also have all the powers of a civil court trying a suit and in particular in respect of the following matters, namely:-
 - (a) Summoning and ensuring the attendance of any person, including Officers of Central and State Governments, from any part of India and examining him on oath;
 - (b) Requiring the discovery and production of any document;
 - (c) Receiving evidence on affidavit;
 - (d) Requisitioning any public record or copy thereof from any court or office;
 - (e) Issuing summons for the examination of witnesses and documents; and any other matter which may be prescribed.
4. (a) When the NSCDA and any SSCDA or NSTDA and any SSTDA considers any matter to be serious and requiring the personal attention of any Union or State Minister, such Minister, on the request of the NSCDA/NSTDA or the SSCDA/SSTDA, will make it convenient promptly to meet with the NSCDA / SSCDA or NSTDA/SSTDA for discussions to facilitate quick resolution of such matter.
(b) Where in the opinion of the NSCDA or the NSTDA a matter is so serious and important as to require the personal attention of the Chief Minister of a State, such Chief Minister will make it convenient promptly to meet the NSCDA / NSTDA for discussions to facilitate quick resolution of such matter.

5. (a) The Deputy Chairperson and other full-time Members of the NSCDA and SSCDAs and of the NSTDA and SSTDAs shall not be paid salaries or remuneration but shall have all functional facilities and status.

(b) The Deputy Chairperson of the NSCDA and the NSTDA shall have the status of a Union Cabinet Minister and shall be a permanent invitee to all Cabinet Meetings of the Central Govt.

(c) Other full-time Members of the NSCDA and the NSTDA shall have the status of a Central Minister of State.

(d) The Deputy Chairperson of the SSCDA and the SSTDA shall have the status of a State Cabinet Minister and shall be a permanent invitee to all meetings of the State Cabinet.

(e) Other full-time members of the SSCDA and the SSTDA shall have the status of a Minister of State of the State Government.

6. (a) The NSCDA and SSCDAs and the NSTDA and SSTDAs shall prescribe and regulate their own procedure.

(b) The NSCDA and SSCDAs and the NSTDA and SSTDAs shall have the authority to decide which schemes and programmes, whether existing or new, can be included in the SCP and TsP respectively and which cannot be so included in the light of the criteria prescribed in sub-sections (4), (5) and (6) of Section 3, sub-sections 1 (a) (ii) and 1 (f) of section 4A, sub-sections 1(b) and 1(g) of section 4B; sub-sections 1(a) (ii) and 1 (f) of section 5A and sub-sections 1 (b) and 1 (g) of section 5B, and indicate the quantum of the Special Component Plan for Scheduled Castes and the Tribal sub-Plan budget allocated to each Ministry / Department.

7. (a) The NSCDA and SSCDAs and NSTDA and SSTDAS shall have the authority to formulate the functional facilities required by them to facilitate their smooth and autonomous functioning.

(b) The SSCDAs and SSTDAs shall have the same authority in respect of the DSCDAs and DSTDAs respectively.

(c) The Central Government and State Governments shall provide in full in their respective Budgets the amounts for acquiring the functional facilities as formulated and budgeted by the NSCDA / SSCDAs and NSTDA /SSTDAs and place the budgeted amount at the disposal of the NSCDA/SSCDAs and NSTDA/SSTDAs respectively, and the NSCDA and SSCDAs and NSTDA and SSTDAs shall have the authority to acquire such functional facilities according to the procedure laid down by NSCDA/SSCDAs and NSTDA/SSTDAs for this purpose; and the Central Governments and State Governments shall provide all assistance sought by the NSCDA / SSCDAs and NSTDA / SSTDAs.

8. (a) The NSCDA and SSCDAs and NSTDA and SSTDAs shall have the authority to formulate their own staffing pattern on the basis of efficiency, the requirements of the tasks entrusted to them and at the same time utilizing modern systems and facilities so that there is no non-functional and counterproductive proliferation.

(b) Each SSCDA and SSTDA may also formulate the staffing pattern for themselves.

(c) The Government of India and State Governments shall provide in full in their respective Annual non-Plan Budgets according to the staffing pattern and Budget formulated by

the NSCDA and SSCDAs and NSTDA and SSTDAs and place the budgeted amounts at the disposal of the respective Authorities.

(d) The NSCDA and SSCDAs and NSTDA and SSTDAs shall also have authority either to recruit staff on regular or contract basis or take staff, if and to the extent suitable personnel are available, on deputation, as necessary in their judgment for the effective implementation respectively of the SCP and TsP, and formulate rules of recruitment or rules of deputation; and the Government of India and State Governments shall provide all necessary assistance sought by the NSCDA / SSCDAs and NSTDA/SSTDAs. The SSCDAs and SSTDAs shall have the same authority in respect of staffing for the DSCDAs / DSTDAs.

9. The NSCDA and SSCDAs and NSTDA and SSTDAs shall have power to formulate their financial requirements, and in the case of the SSCDAs and SSTDAs the financial requirement of the DSCDAs / DSTDAs also, for effective functioning and the Govt. of India / State Governments shall provide the amounts in full in their respective Annual non-Plan Budgets and place such amounts at the disposal of NSCDA/NSTDA and SSCDAs/SSTDAs respectively.

Section 8: Provisions of the Act - An additionality

1. The provisions of the Act shall be, in addition to and not in derogation of the provisions of any other law, the policies and decisions of the Central Government and each of the State Government, for the time being in force, for the development and welfare of the Scheduled Castes.
2. If any of the existing laws, policies and decisions is adverse to the interests of the Scheduled Castes or Scheduled Tribes and their development and welfare and to the purposeful formulation and effective implementation of the Special Component Plan or Tribal sub-Plan, the NSCDA / NSTDA and SSCDA/SSTDA may advise the Central Government or a State Government to repeal or amend such law, policies and decisions.
3. Such advice of the NSCDA/NSTDA or SSCDA/SSTDA shall ordinarily be binding on the Central Government and the State Governments.
4. In the rare instances where the Central Government or a State Government do not wholly or partly agree with the advice of the NSCDA/NSTDA or the SSCDA/SSTDA, that Government shall record reasons for such disagreement.

Section 9: Accountability and Penalties

1. (a) The NSCDA/NSTDA and the respective SSCDA/SSTDA of the States and UTs shall prescribe rules for accountability of each officer or category of officers entrusted with the responsibility of implementation of the Special Component Plan/Tribal sub-Plan and the schemes thereunder. There shall be penalties prescribed for any lapse or lapses on the part of any officer in implementation of the schemes for which such officer is responsible.

(b) In cases of such lapse or lapses, the NSCDA / NSTDA or an SSCDA/SSTDA may, wherever they deem it necessary and appropriate, recommend to the Central Government or a State Government to impose the prescribed penalties on such officer.

(c) The recommendation of the NSCDA/NSTDA or the SSCDA/SSTDA shall ordinarily be binding on the Central Government and the State Governments.

(d) In the rare instances where the Central Government or a State Government do not wholly or partly agree with the recommendation of the NSCDA / NSTDA or of an SSCDA/SSTDA, that Government shall record reasons for such disagreement.

2. Failure to implement the provisions of this Act or any lapse, unless and until the contrary is proved, shall be presumed to be an offence punishable under section 4 of The Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989. In addition, such officer shall also be liable for disciplinary action under the relevant Conduct Rules. Any loss or damage caused to the State, whether at the Central level or at the State level, or to the Scheduled Castes or Scheduled Tribes, shall be recoverable from the officer who is found guilty.

3. (a) The NSCDA/NSTDA and SSCDA/SSTDA shall have powers to recommend to the appropriate Government prosecution of any such officer who is negligent in his work pertaining to the Scheduled Castes/Scheduled Tribes and to the SCP/TsP, under Section 4 of the Scheduled Castes / Scheduled Tribes Prevention of Atrocities Act 1989. For this purpose, such negligence shall be treated as an atrocity under the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act.

(b) The recommendation of the NSCDA or an SSCDA or of the NSTDA or an SSTDA for prosecution of any person under the POA Act, 1989 shall be binding on the Central Government or a State Government.

(c) In the rare instances where the Central Government or a State Government do not wholly or partly agree with the recommendation of the NSCDA/NSTDA or of an SSCDA/SSTDA, that Government shall record reasons for such disagreement.

4. (a) The formulation and implementation of the Special Component Plan for Scheduled Castes and Tribal sub-Plan for Scheduled Tribes in accordance with this Act shall be the right of the Scheduled Castes and Scheduled Tribes.

(b) Any member of the Scheduled Castes or Schedule d Tribes or any organization working for them shall be free to move the Supreme Court or High Courts in case of any failure or omission to formulate and implement the Special Component Plan for Scheduled Castes and Tribal sub-Plan in accordance with this Act, and the Government of India or the State Government, as the case may be, shall bear the cost of the litigation from the inception till final disposal.

Section 10: Protection of the action taken in good faith;

1. All actions taken in good faith in the implementation of the provisions of this Act shall stand protected.

Section 11: Power of the Central and State Governments to frame Rules

(1) The Government of India, State Governments and Union territories may by notification in the Gazette of India or State Gazette respectively make rules, to carry out all or any of the purposes of this Act, ensuring that no rule or guideline issued by them abridges or dilutes the autonomy of the NSCDA and SSCDA or the NSTDA and SSTDA, especially in the light of section 7 (6) to (9).

Section 12: Power to Remove Difficulties

If any difficulty arises in giving effect to any of the provisions of this Act, the Government of India or a State Government or Union Territory may, after obtaining the advice of the NSCDA or NSTDA, or of the respective SSCDA or SSTDA, which advice shall be ordinarily binding on the Govt. of India and the government of a State or UT, by general or special order, published in the Official Gazette of India or State Gazette, make such provision consistent with the provisions and objectives of this Act, as may appear to them to be necessary or expedient for the removal of the difficulty.