

REPORT OF THE STEERING COMMITTEE
ON
'EMPOWERMENT OF MINORITIES'

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CHAPTER I

Background

Recognition and Equality: Minorities as a distinct sector in Development

The Indian Constitution is committed both to the idea of equality and to the preservation, protection and assurance of rights of minorities. The Government of India vide Notification dated 23rd October, 1992 notified five religious communities, viz., Muslims, Christians, Sikhs, Buddhists and Zoroastrians (Parsis) as minority communities under Section 2(c) of the National Commission for Minorities Act, 1992. As per 2001 Census returns, the minorities' population was 201.03 million constituting 18.4 per cent of the total population of the country. A large proportion of the minorities belong to Muslims (13.4%), followed by Christians (2.3%), Sikh (1.9%), Buddhists (0.8%) and Zoroastrians (0.0069%).

1. India has achieved significant growth and development. It has improved on crucial human development indices such as levels of literacy, education and health. There are indications, however, that not all religious communities and social groups (henceforth socio-religious communities – SRCs) have shared equally the benefits of the growth process. Among these, the Muslims, the largest minority in the country are seriously lagging behind on human development indices.

Formulation of 12th Plan

2. The aim of the 12th Plan is Faster, Sustainable and More Inclusive Growth. Thus, all efforts should be made to apply it to the Minority Sector too. In order to formulate a policy framework for the 12th Plan, a Steering Committee was constituted under the Chairpersonship of Dr. Syeda Hameed, Member, Planning Commission, which deliberated upon and reviewed the

present schemes, listed out issues that effect their successful implementation and proposed new frameworks for interventions as well as some simple modifications to current schemes. (See **Annexure - I** for Terms of Reference and Members of the Steering Committee)

Working Group and its Constitution

3. The Planning Commission constituted a Working Group on “Empowerment of the Minorities” for the formulation of the 12th Five Year Plan vide its O.M dated 06.05.2011. (Memorandum at **Annexure-II**).

4. Four members were co-opted by the Chairperson of the Working Group (**Annexure-III**). The first meeting of the Working Group was held on 23rd May 2011. It decided to constitute the following three Sub-groups:

- (I) Educational Empowerment,
- (II) Area Development
- (III) Economic Empowerment and institutional strengthening

5. The three Sub-groups held meetings to discuss their thematic concerns. Their reports were discussed in the Working Group meeting held on 19th September 2011. Consultations with experts, academics and intellectuals from the minority communities was held by the Minister of Minority Affairs on 7th July and 4th October, 2011 to solicit their views on the schemes, programmes, initiatives and approaches for the formulation of the 12th Five Year Plan.

6. The above processes have yielded the Steering Committee Report.

CHAPTER II

Development of Minorities - Retrospective and Prospective Review

Policies, Programmes/Schemes reflecting performance (physical and financial achievement)

7. Persistent socio-economic backwardness among some minority groups resulting from inequality, deprivation, and exclusion was addressed in the Eleventh Plan through the approach of 'faster and inclusive growth'. Despite some perceptible improvement in the socio economic status of minorities, much more needs to be done to ensure that they take full advantage of India's growth story. This needed a three-pronged strategy: (i) social empowerment; (ii) economic empowerment; and (iii) social justice, to ensure removal of disparities and elimination of exploitation.

8. In order to work out priorities for the 12th Plan, it is essential to look at the 11th Plan performance. The Working Group for the 12th Plan provides the following analysis:

9. The proposed allocation for the 11th Plan was Rs. 17,224 Crores against which the final allocation for 11th Plan was fixed at Rs. 7,000 Crores.

11th Five Year Plan Financial Performance

(Rs. in Crore)

Schemes	11 th PLAN Allocation	Actual Expenditure 2007-08 to 2010-11	2011-12 Budget	Anticipated 11 th Plan expenditure
Multi-Sectoral Development Programme	2750	2163.1	1219.00	3382.1
Pre-Matric Scholarships	1400	711.32	600.00	1311.32
Post-Matric Scholarships	1150	457.97	450.00	907.97

Merit cum Means Scholarships	600	311.69	140.00	451.69
Free-Coaching	45	38.63	16.00	54.63
Research, Publications etc.	35	50.53	36.00	86.53
Maulana Azad Education Foundation	500	350	200	550
National Minorities Development & Finance Corporation	500	385	115.00	500
Assistance to State Channelising Agencies	20	15.83	2.00	17.83
Maulana Azad National Fellowship	-	44.88	52.00	96.88
Computerisation of Wakf	-	11.68	5.00	16.68
Women Leadership	-	-	15.00	15
Total	7000	4540.63	2850	7390.63

10. The Steering Committee noted with concern the under spending in three critical areas relating to the education of minorities. It reviewed the possible reasons for under spending and noted that the 'pre Matric scholarship scheme was launched in the 2nd year of the 11th Plan, thus the expenditure was naturally low. However, other factors such as cumbersome application procedures and strict eligibility conditions may also have resulted in low coverage. The Steering Committee recommended that these factors should be examined and if possible streamlined for more efficient coverage.

11. For educational empowerment of the Minorities, the Ministry of Minority Affairs has been implementing the following six Plan schemes during the 11th Five Year Plan:

- i. Pre-Matric Scholarship Scheme
- ii. Post-Matric Scholarship Scheme
- iii. Merit-cum-means Based Scholarship Scheme
- iv. Maulana Azad National Fellowship for Minority Students
- v. Grant-in-aid to Maulana Azad Educational Foundation
- vi. Free Coaching and Allied Scheme for Candidates Belonging to Minority Communities

12. The benefits of these schemes are extended to the five notified minority communities in proportion to their population. The targets are state wise but in

case these cannot be filled up in a State for any particular community, the targets for that State and for that community could be shifted to some other State, where an adequate number of applications for that community is available. The physical and financial progress made during the 11th Plan is as follows:

Pre-Matric Scholarship Scheme

13. This scheme was launched in the year 2008-09, the second year of the 11th Five Year Plan. The scheme covered students studying in Class I to X. Physical and financial achievements during the 11th Plan are given below:

(Rs. in crore)

Year	Physical Achievement		Financial Achievement	
	Target	Achievement	Budget Amount	Amt. released
2007-08	Not implemented	-	Not implemented	-
2008-09	3,00,000	5,12,657	79.90	62.21
2009-10	15,00,000	17,29,076	200.00	202.94
2010-11	20,00,000	44,21,571	450.00	446.25
2011-12 (till Feb)	34,00,000	47,69,204	600.00	540.44

14. The Steering Committee noted that the Physical achievements exceed physical targets. However, financial achievements for those same years surprisingly are less than the assigned targets. This can only mean that even while more students are being given scholarships, they are concentrated in the Primary classes, or are mostly day scholars. This may be reviewed and equitably distributed as per demand in the 12th Plan.

Post-Matric Scholarship Scheme

15. This scheme was launched in the year 2007-08. The scheme covers minority students from Class XI right upto PhD level. The rates of scholarship have been revised w.e.f. 1.4.2011 to bring it in harmony with the rates of the Ministry of Social

Justice and Empowerment for students belonging to SC and OBC categories. These are given below.

Sl. No	Item	Hosteller	Day scholar
1	Admission and tuition fee for classes XI and XII.	Actual subject to a maximum ceiling of Rs.7,000 p.a.	Actual subject to a maximum ceiling of Rs.7,000 p.a.
2	Admission and course/tuition fee for technical and vocational courses of XI and XII level. (Includes fees/charges for raw materials, etc.)	Actual subject to a maximum ceiling of Rs.10,000 p.a.	Actual subject to a maximum ceiling of Rs.10,000 p.a.
3	Admission and tuition fee for undergraduate, post graduate.	Actual subject to a maximum ceiling of Rs.3,000 p.a.	Actual subject to a maximum ceiling of Rs.3,000 p.a.
4	Maintenance allowance for 10 months only in an academic year (Includes expenses for study material, etc.)		
	(i) Classes XI and XII including technical and vocational courses of this level.	Rs. 380 p.m.	Rs. 230 p.m.
	(ii) Courses other than technical and professional courses at undergraduate and post graduate level	Rs. 570 p.m.	Rs. 300 p.m.
	(iii) M.Phil and Ph.D (For those researchers who are not awarded any fellowship by university or any other authority	Rs. 1200 p.m.	Rs. 550 p.m.

16. Inputs during consultations included the fact that students have to suffer because scholarships are sometimes not renewed. The Steering Committee has recommended rationalization through integrated scholarships awards, such that students do not have to drop out, in which case previous scholarship amounts awarded to them may also be wasted.

17. The Steering Committee has also recommended a rethink of whether scholarships that have strict eligibility criteria should not match the amount offered under MoHRD.

18. Physical and financial achievements for the Post Matric Scheme during the 11th Plan are as under:-

Year	Physical achievements		Financial achievements	
	Target	Achievement	Budget Amount (Rs. in Crore)	Amount released (Rs. In Crore)
2007-08	75,000	24,868	60.00	9.63
2008-09	2,50,000	1,70,273	100.00	70.63
2009-10	3,00,000	3,64,387	150.00	148.74
2010-11	4,00,000	5,25,644	265.00	228.98
2011-12 (till Feb)	5,25,000	6,35,866	450.00	326.93

19. The Steering Committee noted that as a trend the Physical achievements tend to exceed physical targets. However, financial achievements generally continue to be less than the assigned targets, even for those years where the physical achievements have exceeded targets. This can only mean that even while more students are being given scholarships, they are concentrated in groups which require lower fees (i.e. in the lower classes, or in non-vocational, non-technical courses, or that they are mostly awarded to day scholars and not to hostellers). This may be reviewed and equitably distributed as per demand in the 12th Plan.

Merit-cum-Means Based Scholarship Scheme

20. This scheme was launched in the year 2007-08. The scheme covers students pursuing technical and professional courses at the UG and PG level. The physical and financial achievements during first four years of 11th Plan are given below:

Year	Physical achievements		Financial achievements	
	Target	Achievement	Budget Amount (Rs. in Crore)	Amount released (Rs. in Crore)
2007-08	20,000	17,258	54.00	40.90
2008-09	35,000	26,195	65.00	64.73
2009-10	42,000	35,982	100.00	97.51
2010-11	55,000	41,056	135.00	108.75
2011-12 (till Feb)	55,000	41,621	140.00	113.20

21. The Steering Committee considered the following questions in regard to the tables above:

- A. Why is it that for technical and professional scholarships, where demand is likely to be more, or at least equal to demand for other scholarships, even the Physical Achievements are less than the Physical targets, as against the general trend with respect to scholarship schemes?
- B. Do figures indicate that the scholarships are not being awarded in areas where there is most demand/aspiration?
- C. Should the list of recognized colleges for which full admission fee would be paid not be synchronized with the list of colleges for SCs, STs and OBCs? Should the list not match the UGC's list of recognized professional and technical education colleges? Should the scholarships be integrated (as opposed to 'renewed') for the duration of the course?

Maulana Azad National Fellowship for Minority Students

22. This scheme was launched in 2009-10 to provide integrated five year fellowships to pursue M. Phil. and Ph. D. in the Universities and institutions recognised by UGC. The Ministry has released Rs. 14.90 Crore and Rs. 29.98 Crore to UGC during 2009-10 and 2010-11 respectively. Rs. 52 Crore has been budgeted for the year 2011-12 under this scheme.

Grant-in-aid to Maulana Azad Education Foundation

23. Maulana Azad Education Foundation was established in July 1989 as a voluntary, non-political, non-profit making society registered under the

Societies Registration Act, 1860, to formulate and implement educational schemes for the benefit of the educationally backward amongst the minorities. The year wise releases during the Eleventh Five Year Plan period are given below:

(Rs. in crore)

Year	Budget Amount	Amount released
2007-08	50.00	50.00
2008-09	60.00	60.00
2009-10	115.00	115.00
2010-11	125.00	125.00
2011-12	200.00	200.00

24. The schemes of MAEF are of two types, (i) Grants-in-Aid to NGOs for infrastructure development of institutes/colleges/schools and (ii) scholarships to meritorious girls students. Its year wise physical and financial achievement is given below:

(Rs. in crore)

Year	Grants in Aid Sanctioned			Scholarships Sanctioned		
	No. of NGOs		Amount Sanctioned (Rs. in Crore)	No. of Beneficiaries		Amount Sanctioned (Rs. in crore)
	Target	Achievement		Target	Achievement	
2007-08	NIL	51	6.60	6,000	4,011	4.81
2008-09	150	124	17.28	12,000	12,064	14.48
2009-10	150	105	13.36	15,000	15,070	18.08
2010-11	100	Nil	00	18,000	17,326	20.79
2011-12	150	169	22.58	20,000	17,700	21.24

Free Coaching and Allied Scheme for Minorities

25. The scheme aims to assist students through coaching institutions for enhancing their skills and capabilities to make them employable in different sectors. The physical and financial achievements during the 11th Plan period are given below (the Steering Committee noted a similar disconnect as before between high physical and financial achievements):

(Rs. in crore)

Year	Physical Achievement		Financial Achievement	
	Target	Achievement	Target	Achievement
2007-08	4,000	4,097	10.00	5.74
2008-09	4,000	5,522	10.00	7.29
2009-10	5,000	5,532	12.00	11.21
2010-11	5,760	4,845	15.00	14.37
2011-12	6,000	90	16.00	3.97

Multi-sectoral Development Programme (MSDP)

26. Multi-sectoral Development Programme (MSDP), formulated for 90 Minority Concentration Districts (MCDs), was designed for addressing the 'development deficits' of these districts and bringing them at par with the national average. This scheme is a follow-up action on recommendations of the Sachar Committee.

27. During the 11th Five Year Plan period, the special area development programme had a financial requirement of Rs.3780 Crores for implementation in 90 MCDs along with the district-wise sub-allocation to develop these districts. The Ceiling of Financial assistance provided to such MCDs is estimated on the basis of their backwardness parameters and size of minority population. For districts which were entitled to less than Rs.15 Crores on this formula, a fixed sum of Rs.15 crores was allocated.

28. The items of work approved under MsDP, their component wise break up, which includes number of units approved, number of units completed, number of units where work is in progress and the percentage of completion are given below:

Items of work approved under MsDP (% of approved work of total approved works)	(Rs. in cr)	No. of Units			% of C + WIP against approved units
	Amount approved	No. of units approved	Work completed (C)	Work in progress (WIP)	

Indira Awas Yojna (28.33%)	875.40	2,84,398	1,10,748	48,412	55.96%
Health facilities (8.94%) CHC, PHC, PHSC, Labour Rooms	276.16	2,458	754	802	63.30%
Anganwadi Centres (25.64%)	792.39	26,781	7,766	7,805	58.14%
Drinking Water Supply (4.97%) Hand pumps, Ring wells, pipe water	153.63	27,212	14,194	4,308	67.99%
Education: (20.85%) Additional Class Rooms School Buildings Construction of Hostels	644.37	12140 637 210	2198 75 -	2960 265 30	42.48% 53.37% 14.20%
		12987	2273	3225	42.33%
Skill Upgradation (11.27%) Construction/ Upgradation of ITI Polytechnic Institutes	348.26	28 ITIs 23 Poly.	- -	5 3	17.85% 13.43%

29. Projects taken up under MsDP involve mainly construction activities like polytechnic buildings, industrial training institutes, hostels, inter-colleges, residential schools, additional class room, health centres, water supply facilities, Anganwadi Centres, rural housing etc. The time taken for completion of smaller works is about 6 months and for the larger buildings at least 18 months.

30. The financial progress in terms of releases and expenditure reported by the States/UTs is given below:

SI No.	Year	RE	Released by MoMA	% released by MoMA	Utilization by States/UTs	% of Utilization
1	2008-09	280.00	270.85	96.73	268.75	99.22
2	2009-10	990.00	971.94	98.17	606.38	62.39
3	2010-11	1327.32	913.23	68.80	304.66	33.36
4	2011-12	1136.36	681.57	39.98	-	-
	TOTAL (2008-12)	3733.68	2837.59	303.68	1179.79	194.97

It appears that the whole amount allocated could not be spent due to non-submission of complete and adequate proposals by the States/UTs, late

submission of utilization certificates by the States/UTs, promulgation of code of conduct for elections in some States, etc. The Steering Committee noted with concern the very low utilization of funds by states in 2010-2011. It is recommended that there be mechanisms to engage with, encourage and support states in fund utilization.

Scheme for Leadership Development of Minority Women

31. This scheme was launched by the Ministry in 2010, but could not be implemented due to anomalies in process of selection. Revision of the scheme is under process.

Grant-in-aid for Equity contribution to NMDFC

32. An allocation of Rs. 500 Crore was made under the 11th Plan for making equity contribution to NMDFC to help it fund its various schemes. Rs. 500 Crore has been released to NMDFC of which Rs.115 Crore was released during 2011-12. The functioning of NMDFC is reviewed in the subsequent chapter.

Scheme for the Computerization of Records of the State/ UT Wakf Boards

33. To streamline record keeping, introduce transparency, computerize the various functions/processes of the Waqf Boards and develop a single web based centralized application, the Joint Parliamentary Committee (JPC) on Waqf, in its Ninth Report submitted to Parliament on 23.10.2008, recommended computerization of the records of the State Waqf Boards with Central financial assistance. The scheme was implemented with effect from December, 2009 with a total outlay of Rs. 2284 Lakh. A total amount of Rs. 1168.76 Lakh has been released so far under the scheme, out of which Rs. 806.12 Lakh was disbursed during 2009-10 and Rs. 362.64 Lakh during 2010-11. There is need for concurrent monitoring and assessment of impact here.

Scheme of Grants-in-aid for strengthening the infrastructure of SCAs of NMDFC

34. This scheme is being modified to make the SCAs a more effective instrument.

Approach for the XIIth Plan

35. The vision for the 12th plan should consist of a series of bold and creative measures that build upon, but also go beyond the achievements of the 11th plan:

- **INCREASE ALLOCATION:** Increase the scale of key interventions by greater financial outlays across the board for MsDP; bring a larger number of schemes within the scope of the 15 PP including MGNREGA; make educational scholarships demand-driven; and initiate key pilot programmes to develop best practices for the future.
- **DIRECTLY TARGET MINORITIES:** Re-vamp the design, expand the scope and strengthen implementation structures of key initiatives like the MsDP and 15 PP such that minority settlements and people are directly targeted. Such direct targeting should be made a condition for approval of all block and district level plans.
- **INSTITUTIONALISE ROBUST MONITORING:** Create internal accountability and impact-based monitoring systems that go beyond purely physical and financial monitoring, and also institute grants-in-aid schemes for NGOs and peoples' groups to conduct time-bound social audits of schemes and create democratic dialogues between minority groups and state institutions at the grassroots level. Operationalize the Assessment and Monitoring Authority (AMA) and make the compilation and analyses of disaggregated data the norm.
- **DEVELOP TRANSFORMATIVE LEADERSHIP:** Build transformative leadership, through training and capacity building schemes, among minority communities on a large scale, especially among

minority women and youth, so that they can themselves create accountability at the local level to help the State provide better neighborhoods, jobs, education, health, housing, hygiene, skills and incomes. This cadre of trained and empowered citizens will be in the vanguard of robust monitoring systems.

- **FOCUS ON SKILL BUILDING FOR EMPLOYABILITY:** Develop skills to generate employability among minority youth in all MsDP blocks and towns through direct linkages with the National Skill Development Mission.
- **INITIATE PILOT SCHEMES for Minorities and involve CIVIL SOCIETY:** Recognizing that we need to constantly learn and innovate to respond to the changing needs of minorities in the context of the changing landscape of the country, the 12th plan should institutionalize a 'hub of innovation', through restructuring the MAEF, wherein a range of experiments in educational and livelihood initiatives (including with artisans) among minorities can be undertaken and results disseminated. Civil society engagement with Muslims is weak, and must be urgently revived, through grants-in-aid mechanisms of a restructured MAEF.

CHAPTER III

Impact of Plans and Programmes

36. Until the 11th Five Year Plan, there had been no substantive developmental programmes specifically attending to the minorities. The assessment of the programmes implemented during the 11th Five Year Plan, over a limited period of five years, may not reflect their impact. However, an assessment of the situation of the minorities as reflected in their socio-economic status especially regarding education, health etc., on the basis of available data is reflected below:-

Socio-Economic Status and general condition of Minorities and issues related thereto

37. It is an established fact that Muslims who constitute the largest Minority comprising about 13.4 percent of the total population and about 73 percent of the total Minority population of the country are one of the most marginalized and deprived communities in India in terms of economic, health and educational indices. According to the latest Planning Commission estimates, in urban areas, poverty ratio was the highest for Muslims at 33.9 per cent, especially on account of states such as Uttar Pradesh, Gujarat, Bihar and West Bengal. In rural areas, the poverty ratio for Muslims was very high in states such as Assam, Uttar Pradesh, West Bengal and Gujarat. Literacy rate and work participation rate amongst the Muslims is low as compared to other minority communities. Majority of them are engaged in traditional and low paying professions, or are mostly small and marginal farmers, landless agricultural laborers, small traders, craftsmen etc. Only a few of them are reported to have benefited from various developmental schemes. The other Minority communities on the whole enjoy a comparatively better socio-economic status notwithstanding the poverty in some segments, especially amongst Christians and Buddhists, Mazhabi Sikhs and section of Parsis.

38. Another important concern vis-à-vis the Muslim community is the perception of discrimination and alienation. For effective implementation of any welfare policy, the alienation and disempowerment among Muslims needs to be acknowledged and challenged. A sense of persecution and general insecurity and fear of state institutions adds to non-participation and non-productivity. The Steering Committee recommends that facilitators should also be appointed in Muslim Concentrated villages and towns to act as interfaces between community and state institutions, youth leadership programmes should be initiated and also helplines to counter discrimination, particularly in service delivery, should be introduced.

39. Across social groups and religious communities, the consumption expenditures have been rising over time though the rate of increase was lower than the all India average. The relative deprivation of Muslims is evident in their ownership of assets as well. The Access Index of asset ownership (defined as the share of assets owned by the community divided by the community's share of population) across religious communities was lowest among Muslims.

40. As per Sachar Committee report, Muslims have the best sex-ratio among all Indians. The fact that the sex ratio among Muslims is improving while it is on a dangerous decline among some sections of the population shows that among Muslims there is far less bias against the girl child. Muslims have lower levels of infant and under-five mortality rate than all other Socio-Religious Communities (SRCs) in India. Moreover, they have experienced some of the largest declines in infant and under-five mortality rates of all SRCs in India. Part of the higher population growth rate among Muslims is explained by the lower child mortality rate.

41. The importance of educational empowerment for any community hardly needs to be emphasized. It assumes even greater importance in the context of minorities, especially Muslims, who have been lagging behind the

rest. Reports of the Sachar Committee and the Ranganath Mishra Commission have dealt at length with the educational status of the minorities, particularly Muslims. It has been indicated in these reports that while the overall levels of education in India, measured through various indicators, was still below universally acceptable standards, the educational status of the Muslim community in particular was a matter of serious concern. The segregated analysis of state data presents a far less flattering picture of the status of Muslims if one went by place of residence and by gender. There is a significant disparity between the status of Muslims and that of other socio religious communities (SRCs).

Literacy Rate among Religious Communities, SCs and STs

Community/Caste	Male	Female	Total
India	75.30	53.70	64.8
Hindu	76.20	53.20	65.1
Muslim	67.60	50.10	59.1
Christian	84.40	76.20	80.3
Sikh	75.20	63.10	69.4
Buddhist	83.10	61.70	72.7
Jain	97.40	90.60	94.1
Others	60.80	33.20	47.0
Scheduled Castes	66.64	41.90	54.7
Scheduled Tribes	59.17	34.76	47.1

Educational Levels among different Communities

Community	Upto Primary Level*	Middle Level	Secondary Level	Sr.Sec level	Diploma Level	Graduation Level	Unclassified
All Religion	55.57	16.0	14.13	6.74	0.72	6.72	0.02
Hindus	54.91	16.1	14.25	6.92	0.71	7.01	0.01
Muslims	65.31	15.1	10.96	4.53	0.41	3.6	0.05
Christians	45.79	17.1	17.48	8.7	2.19	8.71	0.01
Sikhs	46.70	16.9	20.94	7.57	0.90	6.94	0.02
Buddhists	54.69	17.5	14.09	7.65	0.35	5.7	0.01
Jains	29.51	12.2	21.87	13.84	1.03	21.47	0.01
Others	62.12	17.4	11.24	4.55	0.26	4.35	0.01

42. Student drop-out rates tend to peak at the senior secondary levels. Scholarships should, thus, target this band and be top-heavy.

43. In the area of economic activity, there is very low participation of Muslim women compared to all other SRCs, which is bound to adversely affect the overall economic status of the community. On the other hand, a far higher percentage of Muslims is engaged in self-employment. Since a large section of the Muslim workers are engaged in self-employment, skill development and credit related initiatives need to be tailored for such groups. The participation of Muslims in regular jobs in urban areas is quite limited compared to even the traditionally disadvantaged SCs/STs. A significantly larger proportion of Muslim workers are engaged in small proprietary enterprises and their participation in the formal sector employment is significantly less than the national average. Compared to other SRCs, Muslim workers are more vulnerable as they are concentrated in the informal sector characterised by low wages, bad working conditions and little or no social security. At the macro level, of the manufacturing sectors which are important for Muslims, wearing apparel, auto-repair and electrical machinery seem to be segments where policy focus can bring in employment related dividends for the Muslim workers. The participation of Muslims in the professional and managerial cadre is low.

44. Even though a lot is required to be done for the uplift of the minorities, there have been serious efforts on educational empowerment through scholarships, area development through Multi Sectoral Development Plan (MSDP) and sectoral development through 15 Point Program (15 PP).

Challenges in the 12th Plan

45. In spite of considerable efforts made in raising the Socio-Economic Status and other conditions of Minorities, there are serious challenges which need to be addressed during the 12th Plan so that the lot of minorities can be improved in a time bound and effective manner.

46. In the field of education, literacy among Muslims is quite low as compared to other religious groups. Among Muslims, about 58 per cent of the

illiterates were concentrated in the states of Uttar Pradesh, Bihar and West Bengal, which together accounted for 46 per cent of the Muslim population. Declining enrolments at successively higher levels of education remains an area of concern for all religious communities. Therefore the thrust of the scholarships must be targeted at the higher levels of education, rather than the lowest levels, which it apparently does so now. Participation of Muslims in higher education was least amongst all religious communities. High cost acts as a deterrent to participation in higher education. There is need to address issues relating to access and quality

47. It is found that Muslims, among all other religious communities, suffer most in terms of healthcare, including access to medicine, maternal healthcare and sanitation. There is a need to ensure a functional health system that is seen as credible and accessible by poor belonging to all communities and particularly the socially marginalized identity groups.

48. The problem of economic deprivation and vulnerability among Muslims is aggravated by their lack of ownership of physical assets, which could have acted as a cushion in times of economic distress. As a result, the incidence of poverty is higher and almost one third of Muslims live below the poverty line. Given the high levels of unemployment and low levels of expenditure, skill training for the workforce is essential to fully utilize the demographic dividend.

49. A programme is as good or as bad as its implementation. The quality of implementation is largely dependent on the institution implementing the programme/scheme. If the institutions are adequately strong and responsive, the quality of implementation will improve a lot and so will the achievement of the desired goals.

50. The major stakeholders in the Minority sector which have a role to play in the success of the policy initiatives during the 12th Plan are:

- Ministry of Minority Affairs in Government of India

- Department for Minority Welfare of State Governments
- National and State level Minority Commissions
- District level Minority Welfare Office
- Line Departments
- Schools, colleges and other institutions
- Minority communities

51. To meet the challenges for the 12th Plan following strategies are suggested:

- MoMA being inadequately staffed requires immediate augmentation and restructuring. Government needs to take a decision at the earliest.
- All State Governments should be asked to have a separate well endowed Department for Minorities welfare.
- There is a need to sign MoUs with States so that they are able to enjoy more flexibility and assume more responsibility and accountability. In the minorities sector, there should be developed an administrative chain of command with an *empowered* officer, who may act as a facilitator between the community, PRIs and across the various departments who will handhold the minorities in the areas of education, area development and economic advancement.
- Districts should have a separate Minority Welfare or Facilitation Officer, who may be the nodal officer responsible for coordination and implementation of all schemes relating to the welfare of minorities for the District. Also, where applicable, the nodal officer may also monitor and supervise the implementation of MsDP and 15 Point Programme.
- The officer should also respond to instances of discrimination, and seek to challenge perceptions of alienation through encouraging participation in decision making and monitoring functions.

- There must exist a clear chain of command and accountability from the nodal officer to the level of chief secretary of the State.
- Government functionaries involved in the implementation of schemes and the new 15 Point Programme need to be sensitized as well as apprised of the various schemes and programmes of the government for minorities.
- A capacity building project may be considered for the 12th Five Year Plan which can take care of the requirements for capacity building of all the stakeholders concerned.
- There is crucial role of schemes promoting skill development amongst minorities to enhance their potentials for employment. Hence, there is a need to consolidate the ever proliferating MsDP basket of schemes and concentrate more on skill development. It is also observed that the State Governments are reluctant to accept ITI and Polytechnic schemes for the simple fact that they feel that they will become liabilities for the State exchequer right from day one. Therefore, these schemes should have in-built provision for a lump-sum amount for maintenance/cost of these institutions for at least five years.
- Village, block and district level Committees need to be established with representations from the local government, elected representatives and minority communities to identify the development deficits and prioritize the interventions in addressing the development deficits.
- At the State level, there is a need to have separate Committees to ensure proper monitoring and effective implementation of schemes.
- There is great ignorance about minority culture and greater thought must be given to ways of sensitizing people towards it.

Other specific Strategies:

- Mechanisms should be built for automatic renewal of scholarships, maintenance allowance should be increased and accounts for scholarship money should be allowed in post offices and cooperative societies.
- Departments/Ministries implementing different scholarship schemes should be harmonized in terms of lists of recognized educational institutions, maintenance allowance, admission fees and tuitions fees. The scholarship rates should be revised and pegged to the relevant Wholesale Price Index (WPP).
- The Online Scholarship Management System needs further strengthening and should be fully implemented during the first two years of 12th Five Year Plan.
- Some new schemes, like provision of bicycle for girl students of minority communities, financial support for students clearing the Civil Service exams, interest subsidy for overseas studies and financial support to pre-independent minority institutions shall be taken up.
- For better targeting of the minorities, the unit of planning should be Block in the 12th Plan. Also, the population criterion to identify MCDs should be brought down from 25% to 15%. MsDP programmes have left out huge minority areas including towns, urban conglomerates and isolated villages/hamlets. These should be brought within the ambit of MsDP.
- Regarding the 15 Point Program, there is a need for focused attention and schemes like the Prime Minister Adarsh Gram Yojana should be extended. The basket of schemes under 15 Point Program should be expanded, 15% earmarking to be floor and not ceiling for schemes, schemes under 15 Point Program should be located in areas having substantial minority population and schemes under 15 Point Program which are individual beneficiary oriented should earmark 15% for minorities.

- Revise MsDP guidelines and re-focus the programme away from topping up existing CSS schemes under the 15 PP. MsDP must take up works that are need-based, rather than preferring projects that aim to saturate coverage of already existing national programmes, particularly infrastructure projects (IAY/ICDS/PHC bldg. /classroom). While the current scheme guidelines permit need-based plans, there is emphasis throughout the guidelines towards saturation of 15 PP schemes. Revised MsDP guidelines must remove this emphasis on 15 PP and instead emphasize local need-based plans to overcome local development deficits. This would enable poor settlements of minorities to identify what they believe are their most urgent needs and to focus resources on these, which could be drinking water, drainage, livelihoods support, electrification, support to dying vocations such as handlooms and handicrafts, innovations in skill-based education, training to artisans with backward and forward linkages into new markets, equipping technical institutes with adequate equipment and infrastructure, remedial school support for children of first-generation learners, education using new media for training and advocacy and so on. MsDP and 15 PP need to work in synergy rather than the former duplicating the latter, such that 15 PP will take care of sectoral investments/ongoing CSS across the country and MsDP fills gaps that particular communities /or settlements face, and which are not being covered by existing CSS.
- National Finance and Development Corporation needs urgent restructuring.
- Groups of Parsis and Mazhabi Sikhs whose economic and social contexts are considerably lower than the larger community's average, should be recognized and special programmes for their welfare should be initiated.

- Regarding declining population of Parsis, there is a need to take up the issue seriously and accordingly programmes should be formulated.
- While formulating new programmes, attention should be on 'how' and the 'why'.
- There is a need to collect socio-economic, educational and other data relating to contexts that have a bearing on human development, for the minorities. Such data should aim to be as disaggregated as possible.
- To make the implementation of the schemes transparent and involve the targeted beneficiaries, all the data of a district must be available with the district welfare officer. It should also be available in the public domain for the benefit of elected or community representatives and civil society practitioners.
- National Minority Development and Finance Corporation (NMDFC) should take up skill development programs. It should also give marketing assistance to artisans.
- Economic Empowerment of Minorities through infusion of capital at the right levels. Priority Sector Lending (PSL) ratio has shown constant and steady rise with 10.6% in 2007-08, 12.41% in 2008-09, 13.01% in 2009-10 and 14.16% in 2010-11 of total PSL going to minority communities. The targeted 15% mark is expected in the last year of 11th Five Year Plan (2011-12).
- There should be priority sector lending based on BPL and doubly disadvantaged BPL families.
- For the Area Development plan, it must be a guiding principle that any assets created should benefit minorities. In addition, the amount allocated to per block under the MSDP program should be increased.

52. Thus, the Steering Committee is recommending the following structural and strategic changes for a greater impact on the welfare of the minority sector:

1. The first major change which has been suggested is with regard to structure of implementation of MsDP. In order to cut down delay and establish accountability, the plan and implementation of MsDP schemes may be delegated to State Governments. MoMA may perform the role of overall management and monitoring of the Programme. This will ensure direct accountability of the major stakeholders (i.e. the State).
2. The second major suggestion is to restructure Monitoring by a built-in provision for Social Audit and Concurrent Audit. As far as possible, the monitoring should be based on real time data. As we involve the stakeholders including Civil Society in planning, we should also increasingly involve them in monitoring. Vigilance and Monitoring Committees to be constituted at Block, District and State levels. NGOs should be invited to undertake social audits and conduct democratic dialogues between minority groups and local implementing institutions. The Assessment and Monitoring Authority located at the Planning Commission should also be given requisite power and resources to perform its functions.
3. The third major suggestion is to make all scholarship programmes of MoMA 'Demand Driven' so that all eligible minority students can be covered. This is also to be coupled with suitable enhancement of scholarship amount along with total simplification of procedures for fresh and reasonable cases. In this context, the restructuring of the functioning of Maulana Azad Education Foundation (MAEF) can hardly be ignored.
4. Finally, the issue of access to resource for entrepreneurial activities needs to be addressed in an urgent manner. It is more than apparent

that NMDFC in its present form is unable to meet the expectations of the minority community. It has to be restructured to take up the challenge of capital flow and micro credit.

53. Needless to mention that all these restructured enhanced programmes would require appreciable resources for implementation. Therefore, the Working Group has projected a requirement of Rs. 41,685.04 Crore over the 12th Plan period.

CHAPTER IV

Recommendations

53. The 12th Plan objective of faster, sustainable and more Inclusive Growth is envisaged to be achieved with ensured socio-economic development, security and empowerment of minorities who constitute nearly one fifth of the population. There is a need for sustained policy interventions accompanied with adequate funding, proper delivery systems and institutional and strong monitoring of implementation process. On the one hand, the ongoing schemes need to be improved in all dimensions in the 12th Plan in view of the shortcomings and weaknesses in their implementation observed in the 11th Plan, on the other, there is also need to take innovative steps through well-conceived and outcome oriented programmes. The empowerment of minorities in the Twelfth Plan is envisaged through their active participation in the developmental process as participants and not as passive recipients of developmental benefits. The recommendations for the 12th Plan are discussed below:

Educational Empowerment

54. Non-availability of adequate resources has been the root cause for not being able to provide scholarships to all eligible minority students. Therefore, it is imperative to provide required financial allocations so that all eligible minority students are ensured much needed scholarship without any denial or deprivation. In order to reduce the hardships faced by the minority students in getting scholarships, all the procedures starting from the application stage to award of scholarships, regular payment of scholarships and renewal of scholarships need to be simplified so that award of scholarships to eligible students becomes automatic and hurdle-free. In order to ensure that minority students continue studies without any interruptions, there is a need for assured payment of scholarships in time through opening of Bank or Post Office accounts in the name of the awardees. Concerned institutions and NGOs may be encouraged to act as facilitators :

- As of now, hostellers studying in Class I-V do not receive pre-Matric scholarship. Providing some maintenance allowance to hostellers as appropriate needs to be considered. The rates of maintenance amounts should be revised in accordance with the changes taking place in the Consumer Price Index on regular basis. The upward revision of the ceilings for course fees needs to be rationally done to match the actual fee costs.
- Similar scholarship schemes implemented by different Ministries follow different norms both in regard to eligibility criteria and the scholarship rates. They should be harmonized and parity in norms across Ministries implementing similar scholarship schemes should be established.
- School drop-out rates especially among Muslim girls are very high in Class IX and X, as they have no easy access or transport to reach distantly located institutions. Therefore, there is a need to introduce a programme through which bicycles are provided to the minority girl students to facilitate the continuance of their studies. Some States are already implementing schemes to provide bicycles; the envisaged new scheme at the Central level may be rationalized and converged appropriately with the State scheme(s).

Prime Minister's 15 Point Programme

55. For better implementation of the Prime Minister (PM)'s New 15 Point Programme the following changes in its implementation, monitoring and reporting both at State/Centre are recommended:

- A limited number of schemes are included in the 15 Point Programme (PP). There is scope for expansion of the 15 PP to include additional

schemes from the Ministries of Small and Medium Industries, Youth Affairs, Agriculture, and Rural Development (especially MGNREGA).

- Ensuring effective earmarking of approximate proportion of funds by Central ministries and lodging those funds in a separate Minor Head of Account.
- Achievements under 15 PP should be disaggregated to enable monitoring and ensuring that minority settlements and beneficiaries are actually gaining directly. Monitoring guidelines should be suitably revised to ensure ground level impact-based monitoring rather than monitoring of physical and financial outlays. Annual targets /outlays (and associated work plans) of 15 PP of the Central Ministries must be broken down consistently to the natural settlement/hamlet/ward level, so these too have 15 % targets / outlays. These must also form the basis of reporting achievements.
- There is need to collect data disaggregated for SRCs so as to better understand the current position of minorities in government services towards ensuring equitable representation from minority communities in the civil, defense, administrative, judicial and other services.
- There is a need to have Vigilance and Monitoring Committees at the level of districts and States comprised of members of minority communities to oversee effective implementation of the scheme/programme and provide much needed critical feedback on the implementation process and the functioning of the agencies.
- The traditional systems of education, viz., Buddhist Monastic education, training in the areas of drawing, painting, clay art and craft, music, dance ,etc. needs to be preserved as they preserve and provide knowledge of one's heritage as well as cultural identity, To this effect,

necessary support and assistance should be provided by the Ministries of Culture, Labour and HRD. As regards the modernization of Madarsas, the ongoing schemes of Ministry of Human Resource Development with ensured support and assistance financially and otherwise should be strengthened.

- Urdu assumes importance as a prominent language and medium of thought, learning, communication and culture of the nation beyond social, religious and regional boundaries. Therefore, necessary support and efforts should be made to promote Urdu as a living language. It should be promoted as a language in which economic and social transactions are conducted, in addition to being a literary tradition interwoven with religious harmony. The appointment of Urdu teachers in this context needs to be carried out in an expanded manner with adequate funding not only to Madarsas, but also in promoting the language in more mainstream schools and colleges.
- In order to provide the best quality education, the endeavor in the 12th Plan should be towards having one Residential School along the lines of Jawahar Navodaya Vidyalaya. It should be established in a phased manner in minority concentration Blocks and minority concentration towns/cities. Norms in these schools needs to ensure admission to at least 50% children belonging to minorities.

Participatory Planning

- District Planning Committees (which are the same for both MSDP and PM's new 15 PP must be operationalized on a mandatory basis, with guidelines clearly instructing the inclusion of people's representatives especially from the minorities, local NGOs or development activists.
- MSDP and PM's new 15 PP should also be implemented with a vision to provide all minority settlements, rural and urban, with the following

minimum basic services: ICDS, clean drinking water, individual sanitation and sewage and drainage. This assurance of basic services should be demand driven, in that the appropriate government would be responsible to provide these services, on demand from any settlement.

Monitoring and Mandatory Social Audits

- The Assessment and Monitoring Authority should be given requisite power and resources.
- MSDP and PM's new 15 PP Guidelines must mandate a specific number of Social Audits to be undertaken prior to initiation of plans, and during the implementation period of each specific project. Detailed procedures and institutional support must be provided for social audits as in MG NREGA. Community / social audit conductors must have access to natural settlement/hamlet/ward annual targets and outlays. These must also be placed on websites for full transparency. Oversight and monitoring guidelines must make mandatory all public accountability procedures including proactive disclosure of information at all levels (natural settlement/hamlet, block, and district).
- Local NGOs should be formally engaged in each of the 90 current MCDs, as well as in any additional MCDs that MoMA proposes to include in the 12th plan period, to build community-centered monitoring processes, including capacity building of local communities to conduct such monitoring on their own in the future.
- The monitoring and evaluation mechanism under existing guidelines for both MsDP and the 15 PP consists of quarterly review meetings in each State. It must be stipulated that these review meetings shall give adequate notice and invite civil society representatives to make

formal presentations to the State level committee. Such formal presentations must be duly minuted and placed in the public domain.

- 12th plan may specify that funds for this will be made available from the administrative costs of monitoring and evaluation from the MsDP and PM's 15 PP.

Earmarking funds and benefits

56. Towards ensuring that adequate funds and benefits reach the minorities, there is a need to revise the existing guidelines of earmarking '15% of funds wherever possible' to '15% and above' in proportion to the size of the minority population and prevailing backwardness and deficits. This would facilitate a larger minority population and concentrated areas to be covered under the development programmes, which otherwise stand excluded due to restricted 15% coverage.

Implementation of the recommendations of Sachar Committee

57. Report of the Justice Rajender Sachar Committee in 2006 had made special recommendation for the development of Muslims. While most of the recommendations have been translated into action in the 11th Plan period, there are certain recommendations that need to be put into action in the 12th Plan. These are as follows:-

- Disadvantaged minority students living in congested urban areas need to be put into study centres by having the same set up as the existing school building to function after regular school hours.
- More public sector bank branches should continue to be opened in minority concentration districts and the list of such bank branches should be placed by the Ministry of Minority Affairs on its website.

- Special programmes for providing education along with skill and vocational training in the minority concentrated towns should be initiated.

Identification of Units for Implementation of Area Development Programme

58. Towards more focused targeting of the minorities through Area Development Programme, the following recommendations need to be adopted:-

- Blocks with minority population concentration subject to backwardness parameters as applied for MCDs under MSDP may be adopted as the area unit under multi-sectoral development programme; or
- It is imperative to reach individual beneficiaries among the minorities and also their localities and hence the programme should adopt projectised approach ensuring coverage of minority beneficiaries and their localities to fulfill the objective of removing the development deficits among the minorities and their habitations. Blocks and villages with larger minority concentration should be given priority under the MCDs.

Minority villages outside MCDs/ MCB

- In order to cover the minority concentrated pockets and villages that remain outside the identified MCDs under MSDP and are deprived of the developmental benefits, there is an urgent need to ensure that such development deficit villages with 50% or above minority population should be provided with developmental inputs through a special programme in the 12th Plan.

Multi-Sectoral Development Programme:

- Since the entire scheme rests on the suitability of the district plans prepared by the District level committees, these must be preceded by prior dissemination of information throughout the minority concentration areas (hamlet/ward). Such information dissemination must include traditional and locally accessible forms of communication, and not remain restricted to placement of information on the website of the concerned department/government.
- Further a wide and visible series of public consultations, in the minority concentration areas (hamlet/ward) of the District must be part of the pre-condition for plan approval by MoMA.

Targeting Beneficiaries

- Direct targeting of minority populations and minority habitations (hamlets) should be made a specific condition for approval of all plans under PM's 15 pp and MSDP.
- It is desirable to compile socio-economic data, to the extent possible, at the level of habitations. The Assessment and Monitoring Authority may oversee this task.

Baseline survey

- In order to address the needs and problems of the minorities living in diverse situations and geographical areas especially in Himalayan region, there is a need to have disaggregated data bases on their socio-economic conditions. To this effect, a baseline survey covering district/blocks/villages/occupational clusters/agricultural activities needs to be conducted especially at the grassroots levels, with the participation of the Ministries concerned. The development activities to

be undertaken should be based upon the demands and needs as arise from the survey data. This function is included in the mandate of the Assessment and Monitoring Authority and the National Data Bank also.

Below Poverty Line (BPL) data for Minorities

- In order to capture the poor among the minorities, a survey to assess the population of minorities living Below Poverty Line needs to be carried out using several alternative methodologies, like the 'Multi-dimensional Poverty Index'.

COMPREHENSIVE SCHEME FOR LIFE, LIVELIHOOD & LEADERSHIP DEVELOPMENT OF MINORITY WOMEN

- The Scheme for Leadership Development of Minority Women that was approved in the 11th plan with a small allocation is yet to be rolled out. This pilot scheme must be re-designed and rolled out in the 12th plan, with a planned review at the end of the 12th plan period. This will be critical in providing experience, from which we can learn, derive realistic benchmarks, and refine effective strategies through which to launch more ambitious programming for minority women across the country in subsequent years. The pilot scheme which involves local NGOs in its operational plan will also go a long way in helping NGOs and civil society overcome their lack of experience of working with Minorities as a deprived socio-economic group, and begin the process of constructive and sustained engagement with these groups. It is therefore proposed that the Planning Commission re-design the scheme for the 12th plan.

PILOT SCHEME FOR LEADERSHIP TRAINING (WITH 10 REGIONAL CENTRES) FOR YOUNG DEVELOPMENT LEADERS AMONG MINORITIES

- Train 20,000 young men and women leaders across the country every year (1 lakh young leaders in the 12th plan period) towards the goal of:

- Perspective building, sensitization, community mobilization, awareness creation among people of the right of equal development of minorities
- Provide the active link between local government and community towards successful implementation of government schemes
- Training them to respond to perceptions of alienation as well as actual instances of discrimination and hostility by encouraging participation. Also, looking for innovative ways to counter sense of insecurity and despair.
- Train them in using IT-based and new media for advocacy and communication
- Training them as trainers, for capacity building of members of village/ district / state committees (of 15 PP/MsDP)
- Training them for social audit processes
- Training them for providing technical support to community mobilization/ project planning /audit.
- The Leadership Training may be linked to the Centres for the Study of Social Exclusion and Inclusive Policy set up by UGC in the 11th plan period.

Protection and Projection of Minority Culture and Heritage

- The culture of the minorities manifested in various forms - paintings, monuments, literature, artefacts, festivals, institutions etc. give great strength and a sense of identity to people even as they live in different parts of the country following different faiths. These expressions of culture and history of the minorities are inseparable parts of our national heritage. Therefore, efforts with adequate fund support should be

made to protect and revive both material and non-material cultural traits of the minorities.

PILOT SCHEME FOR URBAN YOUTH SUPPORT-LINES

- There is an urgent need for an intervention that helps the Youth in building their human, cultural and social capital. This can best be done by leveraging technology for the rebuilding of social and institutional networks and linkages, creating space for dialogue between community and state actors, and recognizing and overcoming trauma/ psychosocial concerns. This intervention will specifically include information dissemination on career counseling and employment opportunities to youth from poor and working class backgrounds.
- .A pilot scheme to be established with a 'hub and spoke' hybrid technology model with an Urban Youth Support-line as the hub, supported by community outreach nodes that serve as spokes.
- Model for the Proposed Urban Youth Support-line (UYSL):
The UYSL will be a 10-seater call centre working from 10 AM to 6 PM. It will be operated entirely by youth who will be part of the localities in cities where the project will be implemented. It will have the initial capability of handling 600 calls a day and can be scaled up as required The following services will be provided by the proposed UYSL:
Career Guidance: education, vocational training, Access to Government Schemes/Programmes, Placement Services, Facilitation for Certification, Institutional Linkages (financial etc), Sensitive Counseling (women's issues, health issues, legal issues, identity, security). In addition to the services provided by the call centre the UYSL will provide location based outreach services in co-ordination with NGOs/CBOs/Ward Offices.

These would include:

- (i) Advise by trained counselors;
- (ii) Skill Registry; and
- (iii) Life skills and Employability Training

- A pilot scheme for setting up such Urban Youth Support-lines in 100 minority concentration towns and cities should be taken up in the 12th Plan. These will be accessible to Urban Youth of all communities.

Maulana Azad Educational Foundation (MAEF)

- Since 1989, over a period of 22 years since its establishment, there has been no independent evaluation of the MAEF in the public domain. Thus there needs to be an independent evaluation and institutional restructuring of the MAEF with a view to transforming the Foundation from its current charity/welfare mode toward empowering practices. MAEF has the potential to turn into an independent hub of excellence for incubating innovations, pilots that may be up-scaled, and dissemination of best practices for minority empowerment, cutting across sectors and schemes within the broad framework of ending social exclusion, promoting integration and citizenship rights. The MAEF may undertake these pilot initiatives through grant-in-aid mechanisms in a broad range of educational arenas such as - community based education, innovations in skill-based education, training to artisans with backward and forward linkages into new markets, training for empowerment of women & youth, equipping technical institutes with adequate equipment and infrastructure, remedial school support for children of first-generation learners, capacity building for good governance, education for civic empowerment, education for advocacy, and so on.
- Institutional restructuring of this kind will require developing a blue print of changes in governance, including structures and processes of decision making, and in the management for implementing these decisions; including the creation of a new organizational structure, roles and positions, criteria for the allocation of resources to various activities,

the allotment of tasks to various units, and regular performance evaluation. The Planning Commission should initiate such a restructuring exercise in the 12th plan, and allocate resources for this purpose.

Support for students clearing Prelims under Civil Services Examination

- Participation of minorities in decision making is vital for their development. Therefore, to encourage aspiring candidates from the minority communities, who clear Prelims under Civil Services Examination for Grade A and B of both UPSC as well as State Public Service Commission need to be given incentives in the form of direct financial support to help them to bear the cost of coaching and other expenses.

Initiatives in Area Development

Scheme for promotion of education in 100 minority concentration towns/cities

- A sizeable minority population in towns and cities is socio-economically disadvantaged and requires a whole range of special initiatives to improve their living conditions and opportunities. It is therefore necessary to initiate special programmes for the promotion of education, including skill and vocational education, in such backward towns/cities for empowering the minorities, among others.
- The need for documenting the socio-economic and educational conditions of the dalit Christians and most backward and vulnerable communities among Muslims, Buddhists, Sikhs and also Parsis is imperative. Thus, a focused and comprehensive study need to be carried out in the 12th Five Year Plan and schemes should be devised and implemented as would emerge from the findings of the study.

Other Initiatives

Scheme for containing population decline of small minority community

- This may be introduced as a Central Sector Scheme with 100% central funding as grants-in-aid to be implemented through the

organisations/NGOs/societies belonging to the minority community itself. It should have been functioning for not less than the last three years with a proven track record and should enjoy high credibility within the small minority community concerned.

- It will be implemented throughout the country with focus on cities where a majority of the Parsi population resides.
- Target group would be married and childless couples both from the small minority community, who wish to have children and therefore avail of the scheme on offer.
- Financial assistance would be given for detection of infertility for childless married couples who have medically established fertility problems and who wish to avail of treatment and have children. The scheme would offer infertility counseling and advocacy including out-reach programme, publicity and pre-marital counseling.

The Steering Committees recommendations encompass a variety of structural, conceptual and monitoring measures to increase the pace of progress, participation and empowerment of the minorities. There is the need, however, to constantly assess these strategies against the evolving contexts and to make policies relating to the minorities- to people generally- open to change as per the wishes of those it seeks to serve.

Annexure-I

No.M-12052/4/2010-2011-SJ&SW
Government of India
Planning Commission
(Social Justice and Social Welfare Division)

Yojana Bhawan, Sansad Marg
New Delhi-110001.

Dated : 24th May, 2011

OFFICE MEMORANDUM

Subject : Constitution of Steering Committee on the 'Empowerment of the Minorities for the formulation of Twelfth Five Year Plan (2012-2017)

With a view to formulate the Twelfth Five Year Plan (2012-2017) for the Social Justice sector, it has been decided to constitute a Steering Committee on the '**Empowerment of the Minorities for the formulation of Twelfth Five Year Plan (2012-2017)**' under the Chairpersonship of Dr. Syeda Hameed, Member, In-Charge of Minorities, Planning Commission, New Delhi-110001. The Composition and the terms of reference of the Steering Committee would be as follows:

Sl. No.	Name and address	
1.	Dr. Syeda Hameed Member Planning Commission New Delhi 11001	Chairperson
2.	Secretary, Ministry of Minority Affairs 11 th Floor, Paryavaran Bhawan C.G.O Complex, New Delhi -110 003	Member
3.	Secretary, National Commission for Minorities 5 floor, Lok Nayak Bhavan, Khan Market, New Delhi-110 003	Member
4.	Secretary, Ministry of Health & Family Welfare Nirman Bhavan New Delhi-110 011	Member
5.	Secretary, Department of School Education & Literacy Shastri Bhavan, New Delhi-110 001	Member

Sl. No.	Name and address	
6.	Secretary, Department of Higher Education Shastri Bhavan New Delhi-110 001	Member
7.	Secretary, Ministry of Urban Development Nirman Bhavan New Delhi-110 011	Member
8.	Secretary, Ministry of Housing & Urban Poverty Alleviation Nirman Bhavan New Delhi-110 011	Member
9.	Secretary, Department of Financial Services Jeevan Deep Building New Delhi-110 001	Member
10.	Secretary, Department of Personnel and Training North Block New Delhi-110 001	Member
11.	Secretary, Department of Drinking Water and Sanitation Paryavaran Bhawan C.G.O. Complex New Delhi-110 003	Member
12.	Secretary, Ministry of Labour and Employment Shram Shakti Bhavan, Rafi Marg New Delhi-110 001	Member
13.	Secretary, Deptt. of Rural Development Krishi Bhavan New Delhi-110 001	Member
14.	Secretary, Ministry of Tribal Affairs Shastri Bhavan New Delhi- 110 001	Member
15.	Secretary, Ministry of Women and Child Development Shastri Bhavan New Delhi-110 001	Member
16.	Secretary, Ministry of Social Justice and Empowerment Shastri Bhavan , New Delhi-110 001	Member

Sl. No.	Name and address	
17.	Development Commissioner for Handlooms Udyog Bhavan New Delhi – 110 011	Member
18.	Director-General, Ministry of Labour and Employment Shram Shakti Bahvan, Rafi Marg New Delhi-110 001	Member
19.	Commissioner for Linguistic Minorities O/o the Commissioner for Linguistic Minorities, India 40, A.M. Jha Marg, Allahabad - 211 002, Uttar Pradesh	Member
20.	Managing Director, National Minorities Development & Finance Corpn. Core –II, 2 nd Floor , SCOPE Complex, Laxmi Nagar Delhi 110092	Member
21.	Secretary Maulana Azad Education Foundation (Ministry of Minority Affairs, Govt. of India) Social Justice Service Centre Chelmsford Road Opposite New Delhi Railway Reservation Centre New Delhi 110055	Member
22.	Secretary Central Wakf Council , 14/173, Jamnagar House, Shahjahan Road New Delhi-110011	Member
23.	Principal Secretary, Minorities Welfare Department, A Block, Ground Floor AP Secretariat, Govt, of Andhra Pradesh Hyderabad, Andhra Pradesh	Member
24.	Principal Secretary, Government of Gujarat Social Justice and Empowerment Department, Block No. 5, 8 th Floor, Sachivalaya Gandhinagar-382010, Gujarat 079- 23251201, 23251203	Member
25.	Principal Secretary, Department of Scheduled Castes and Social Welfare Government of Haryana Haryana Civil Secretariat Chandigarh-160001 0172 – 740926	Member
26.	Secretary, Department of Social/ Minorities Welfare, Government, of Jammu & Kashmir Civil Secretariat, Jammu – 180001	Member

27.	Dr. A. Suneetha ANVESHI, Research Centre for Women Studies, Hyderabad, Andhra Pradesh 040-27423690	Member
28.	Shri Mohd. Hilal D 92 Flat No. A-3 Abul Fazal Enclave Okhla Village New Delhi -110 025 (M) 9313373599	Member
29.	MS Sheba George, Director, SAHAR WARU, Women's Action and Resource Unit, C 201, Devpreet Apartments, N.F.D. Circle, Bodakdev Ahmedabad-3800054, Gujarat 079 26850697 shebageorge@sahrwaruindia.org sahrwaru@rediffmail.com	Member
30.	Prof. Siddiq Wahid Vice Chancellor, Kashmir Islamic University, Srinagar, Jammu & Kashmir	Member
31.	Ms. Maja Daruwala B-117, Second Floor, Sarvodaya Enclave New Delhi-110 017 43180200, 43180225	Member
32.	Shri Gauhar Raza 94 C Akash Ganga Plot-17, Sector -6, Dwarka New Delhi-110 075	Member
33.	Dr.Jashodhara Bagchi Former Chair West Bengal Commission for Women 428,Jodhpur Park, Kolkata- 700 068 West Bengal 033- 24732796, (M) 09433369966	Member
34.	Shri Shakeel Ahmed Khan 175 A Namashkar Apartment Old Patliputra Colony House No. 3 E, Near Post Office Patna- 800 013, Bihar	Member
35.	Dr. Rudolph C. Heredia Research Fellow Indian Social Institute Lodi Estate New Delhi- 110 003	Member

36.	Shri Sonam Angdui Kaza- Lahul Spiti, Himachal Pradesh	Member
37.	Ms. Farah Naqvi 310, Qutab View Apartments Jain Mandir Dada Bari Road Mehrauli New Delhi-110030 (M) 9811105521	Member
38.	Shri Hira Paul Gangnegi C-18 (28-31) Chhatra Marg, University of Delhi Delhi-110 007	Member
39.	Ms. H.S. Phoolka Sr. Advocate C-253, Defence Colony New Delhi (M) 9811021916	Member
40.	Ms. Badar Sayyed Old No.9 (New No.4) Seshadri Road Alwarpet Chennai – 600 018 (M)098402360000	Member
41.	Shri G.B. Panda Senior Adviser (Social Justice) Planning Commission New Delhi- 110 001	Member- Secretary

2. The Terms of Reference of the Steering Committee will be as follows:

- (i) To review the existing approach, strategies and priorities; the on-going programme and their implementation for empowerment of Minorities and suggest rationalization/minimization of the on-going related programmes and effective inter-sectoral convergence;
- (ii) To identify neglected areas and groups; weakness and bottlenecks in the implementation' and take note of the persisting and emerging problems/situations related to the welfare, protection, development and empowerment of the Minorities in the changing scenario and suggest necessary interventions'

- (iii) To review the implementation of the existing legislations related to the Minorities and mechanisms for their enforcement and suggest corrective measures.
- (iv) To review the functioning of the existing Institutional arrangements, both at the Central and State levels for implementation of policies and programme for empowering the Minorities and suggest measures to make them more effective.
- (v) To review and assess the involvement of Panchayati Raj Institutions/Local Self Government Bodies and Non Governmental Organisations in the implementation of programmes of empowering the Minorities and suggest measures to make them more effective.
- (vi) To review the physical and financial achievements in relation to the targets fixed under various programmes for the Minorities during the Eleventh Five Year Plan (2007-12) and project programme-wise requirements, both physical and financial for Empowering the Minorities during the Twelfth Five Year Plan (2012-2017).
- (vii) To review the guidelines and assess implementation of the Prime Minister's new 15-Point programme and suggest further measures to be taken for effective implementation of the programme.
- (viii) To suggest new areas/ schemes for the welfare and development of minorities with anticipated physical coverage and financial requirement during the Twelfth Five Year Plan.

3. The Chairperson may constitute various Specialists/Working Groups/Sub-groups/Task Forces etc. as consider necessary and co-opt other members to the Steering Committee for specific inputs.

4. The expenditure on TA/DA in connection with the meetings of the Steering Committee in respect of the official members will be borne by the respective Ministry/Department. Non-official members of the Steering Committee will be entitled for TA/DA as admissible to Grade I Officers of the Government of India.(travel entitlement by Air India/ Indian Air Lines [Economy Class] only, DA entitlement: Reimbursement for Hotel accommodation up to Rs.1500 per day, reimbursement of taxi charges upto Rs. 150 per diem for travel within the city and reimbursement of food bills not exceeding Rs. 200 per day) subject to production of tickets and vouchers, etc. for the claim. This would met by the Planning Commission.

5. The Steering Committee would submit its report by 31st October 2011.

6. This issues with the approval of the Hon'ble Deputy Chairman, Planning Commission.

Sd/-
(Dr.M.L.Mathur)
Dy. Adviser (BC)
☎23096781
e.mail:ml.mathur@nic.in

To:

The Chairperson, all Members, Member-Secretary of the Steering Committee

Copy to:

1. PS to Deputy Chairman, Planning Commission
2. PS to Minister of State(Planning)
3. PS to all Members, Planning Commission
4. PS to Member- Secretary, Planning Commission
5. All Principal Advisers/Senior Advisers/Advisers/Heads of Divisions of Planning Commission
6. Director (PC), Planning Commission
7. Administration (General-I)/ Administration (General-II),Planning Commission
8. Under Secretary to the Government of India
9. Accounts –I Branch, Planning Commission
10. Information Officer, Planning Commission
11. Library, Planning Commission
12. Guard File

Sd/-
(Dr.M.L.Mathur)
Dy. Adviser (BC)
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No.M-12052/8/2010-2011-SJ&SW
Government of India
Planning Commission
(Social Justice and Social Welfare Division)

Yojana Bhawan, Sansad Marg
New Delhi-110001
Dated May 6th, 2011

OFFICE MEMORANDUM

Subject: Constitution of Working Group on 'Empowerment of the Minorities' for the formulation of Twelfth Five Year Plan (2012-2017).

With a view to formulate the Twelfth Five Year Plan (2012-2017) for the Social Justice sector, it has been decided to constitute a **Working Group on 'Empowerment of the Minorities'** under the Chairmanship of Shri Vivek Mehrotra, Secretary, Ministry of Minority Affairs, **New Delhi-110 001**. The Composition and the terms of reference of the Working Group would be as follows:

Sl. No.	Name and address	
1.	Secretary, Ministry of Minority Affairs 11 th Floor, Paryavaran Bhawan C.G.O Complex, New Delhi -110 003.	Chairman
2.	Joint Secretary National Commission for Minorities 5 floor, Lok Nayak Bhavan, Khan Market, New Delhi-110 003.	Member
3.	Joint Secretary, Ministry of Health & Family Welfare Nirman Bhavan, New Delhi-110 011.	Member
4.	Joint Secretary, Department of School Education & Literacy, Shastri Bhavan, New Delhi-110 001.	Member

5.	Joint Secretary, Department of Higher Education Shastri Bhavan, New Delhi-110 001.	Member
6.	Joint Secretary, Ministry of Urban Development Nirman Bhavan, New Delhi-110 011.	Member
7.	Joint Secretary, Ministry of Housing & Urban Poverty Alleviation, Nirman Bhavan, New Delhi-110 011.	Member
8.	Joint Secretary, Department of Financial Services Jeevan Deep Building, New Delhi-110 001.	Member
9.	Joint Secretary, Department of Personnel and Training North Block, New Delhi-110 001.	Member
10.	Joint Secretary, Department of Drinking Water and Sanitation, Paryavaran Bhawan C.G.O. Complex New Delhi-110 003.	Member
11.	Joint Secretary, Ministry of Labour, Shram Shakti Bhavan, Rafi Marg, New Delhi-110 001.	Member
12.	Joint Secretary, Deptt. of Rural Development, Krishi Bhavan, New Delhi-110 001.	Member
13.	Joint Secretary, Ministry of Textile, Udyog Bhavan, New Delhi- 110 011.	Member
14.	Joint Secretary, Ministry of Women and Child Development, Shastri Bhavan, New Delhi-110 001.	Member

15.	Joint Secretary, Ministry of Tribal Affairs, Shastri Bhavan, New Delhi- 110 001.	Member
16.	Joint Secretary, Ministry of Social Justice and Empowerment Shastri Bhavan, New Delhi-110 001.	Member
17.	Representative, Office of the Commissioner for Linguistic Minorities India, 40, A.M. Jha Marg, Allahabad – 211 002. Uttar Pradesh	Member
18.	Managing Director, National Minorities Development & Finance Corporation, Core –II, 2 nd Floor , SCOPE Complex, Laxmi Nagar, Delhi -110092	Member
19.	Secretary, Maulana Azad Education Foundation, Opp. New Delhi Railway Station, Chelmsford Road, New Delhi -110055.	Member
20.	Secretary, Central Waqf Council , 14/173 Jam Nagar House, Shah Jahan Road, New Delhi-110011	Member
21.	Joint Secretary (IM), Ministry of Minority Affairs, 11 th Floor, Paryavaran Bhawan C.G.O Complex, New Delhi -110 003.	Member
22.	Joint Secretary (A), Ministry of Minority Affairs,11 th Floor, Paryavaran Bhawan C.G.O Complex, New Delhi -110 003.	Member
23.	Deputy Adviser (Minorities) Planning Commission, Yojana Bhavan, New Delhi-110 001	Member

24.	Principal Secretary, Department of Minority Welfare and Wakf Old PWD Building, Government of Assam, Guwahati, Assam-781006	Member
25.	Secretary Minority Welfare Department , Government of Bihar, Barrack No. 6 Main/Old Secretariat, Patna, Bihar	Member
26.	Secretary, Minority Welfare Department, Government of Karnataka, Room No. 215, 11 th Floor, Vikas Soudha, Bangalore-560001, Karnataka	Member
27.	Principal Secretary, Department of Minority Welfare and Wakf Government of Uttar Pradesh, Room No. 214 Bapu Bhawan, Sachivalaya, Lucknow-226 001, Uttar Pradesh	Member
28.	Secretary, Deptt. of Minorities Welfare and Madarsa Education Govt, of West Benqal Kolkata. Writers Building, Ground Floor, Kolkata- 700001. West Bengal	Member
29.	Mohd. Azam Khan, 4-1-962, c/o F.D. Khan &sons, Abids Road, Hyderabad-500001, Andhra Pradesh (M) 09848047569	Member
30.	Ms. Naish Hasan, Co- Founder of BMMA, G-2 Padma Apartment Birbal Sahani Marg, Near Hanuman Setu , Lucknow, Uttar Pradesh	Member
31.	Shri Amit Singh Chadha, M/s Narula & Chadha, 99, Sukh deo Vihar, New Delhi 100 025 6840626,6311502 aschadha@del2.vsnl.net.in	Member

32.	Smt. Feroza Mehrotra, C-197,Part-II, Satya Marg, Chanakya Puri, New Delhi- 110 021 (M0 9958323676	Member
33.	Shri N. Dorjee, IAS (Retd.) Secretary, Bodhgaya Temple Management Committee, Gaya, Bihar	Member
34.	Shri Wasbir Hussain, Member, National Security Advisory Board and Director, Centre For Development And Peace Studies, Annada Apartments 77, KK Bhatta Road Chenikuthi, Guwahati 781 003 Assam (M) 09864265980 wasbir@yahoo.com	Member
35.	Dr. John Dayal, Member, National Integartion Council, Government of India, 505 Link apartments, 18 IP Extn. Delhi- 110 092	Member
36.	Consultant, Office of MemberI/C Minorities, Planning Commission, Yojana Bhavan, New Delhi-110 001	Member
37	Joint Secretary (PP), Ministry of Minority Affairs 11 th Floor, Paryavaran Bhawan, C.G.O Complex, New Delhi -110 003.	Convener

2. The Terms of Reference of the Working Group will be as follows:

- (i) To review the existing approach, strategies and priorities; the on-going programme and their implementation for empowerment of Minorities and suggest rationalization/minimization of the on-going related programmes and effective inter-sectoral convergence;
- (ii) To identify neglected areas and groups; weakness and bottlenecks in the implementation' and take note of the persisting and emerging problems/situations related to the welfare, protection,

development and empowerment of the Minorities in the changing scenario and suggest necessary interventions.

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- (vii) To review the guidelines and assess implementation of the Prime Minister's new 15-Point programme and suggest further measures to be taken for effective implementation of the programme.
- (viii) To suggest new areas/ schemes for the welfare and development of minorities with anticipated physical coverage and financial requirement during the Twelfth Five Year Plan.

3. The Chairperson may constitute various Specialists/Sub-groups/Task Forces etc. as consider necessary and co-opt other members to the Working Group for specific inputs.

4. The expenditure on TA/DA of Official Members in connection with the meetings of the Working Group in respect of the official members will be borne by the respective Ministry/Department. **Non-official members of the Working Group will be entitled for TA/DA as admissible to Grade I Officers of the Government of India.(travel entitlement by Air India/ Indian Air Lines [Economy Class] only , DA entitlement: Reimbursement for Hotel accommodation up to Rs.1500 per day, reimbursement of taxi charges upto Rs. 150 per diem for travel within the city and reimbursement of food bills not exceeding Rs. 200 per day) subject to production of tickets and vouchers, etc. for the claim.** This would be met by the Ministry of Minority Affairs.

5. The Working Group would submit its report by 30th September, 2011.

6. This issues with the approval of the Member- Secretary.

Sd/-

(Dr. M.L.Mathur)

Dy. Adviser (BC)

☎23096781

e.mail: ml.mathur@nic.in

To

Chairman, all Members, Member-Secretary and Convener of the Working Committee.

Copy to:

1. PS to Deputy Chairman, Planning Commission
2. PS to Minister of State(Planning)
3. PS to all Members, Planning Commission
4. PS to Member- Secretary, Planning Commission
5. All Principal Advisers/Sr.Adviser/Advisers/Heads of Divisions of Planning Commission
6. Director (PC), Planning Commission
7. Administration (General-I)/ Administration (General-II),Planning Commission
8. Under Secretary to the Government of India
9. Accounts –I Branch, Planning Commission
10. Information Officer, Planning Commission
11. Library, Planning Commission
12. Guard File.

Sd/-

(Dr.M.L.Mathur)

Dy. Adviser (BC)

☎23096781

e.mail: ml.mathur@nic.in

**F.No. 6-3/2011 - Plan
Government of India
Ministry of Minority Affairs**

11th Floor, Paryavaran Bhawan,
C.G.O. Complex, Lodhi Road,
New Delhi - 110003
Date: 16.6.2011

1. Prof. Akhtarul Wasey
Deptt.of Islamic Studies,
Jamia Millia Islamia, New Delhi-110025
2. Shri Mohd. Hilal
D 90, Flat No. A 3,
Abdul Fazal Enclave, Near God Grace School,
Okhla Village, New Delhi – 25
3. Fr. Dr. Joseph Marianus Kujur
Indian Social Institute (ISI)
10, Institutional Area, Lodhi Road, New Delhi 110003
4. Ms. Noor Jahan Safia Niyaz
C/o Ms. Naish Hasan,
142, Eldeco Green,
Gaumti Nagar, Lucknow, Uttar Pradesh

Subject: Working Group on Empowerment of the Minorities – co-opting non-official members in the Working Group

Sir/ Madam,

Planning Commission has constituted a Working Group on “Empowerment of the Minorities” through an Office Memorandum a copy of which is enclosed herewith. This Working Group has been constituted for the formulation of the 12th Five Year Plan (2012-17) on the above mentioned subject.

2. Chairman of the Working Group and Secretary, MOMA has decided to co-opt you as a member of the Working Group on Empowerment of the Minorities for the formulation of the Twelfth Five Year Plan. The Working Group has decided to form three sub-groups on different themes and members have been nominated to these sub-groups. Accordingly, you are assigned to the sub-groups as follows:

Name	Sub-group
1. Prof. Akhtarul Wasey	Educational empowerment
2. Shri Mohd. Hilal	Area development
3. Fr. Dr. Joseph Marianus Kujur	Area development & Educational empowerment
4. Ms. Noor Jahan Safia Niyaz	Economic empowerment.

As non-official member, you are entitled for TA/DA as per Para 4 of the O.M. referred above.

Yours faithfully,
Sd/-
(Dheeraj Kumar)
Director