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Social Justice

8.1 Persistent socio-economic backwardness among the socially disadvantaged groups of Scheduled Castes (SCs), Other Backward Classes (OBCs), Scheduled Tribes (STs), minorities, and other vulnerable groups, such as persons with disabilities, aged, and social defence groups, including victims of drug abuse and alcoholism resulting from inequality, deprivation, and exclusion has been specifically addressed in the Eleventh Plan through the approach of 'faster and inclusive growth'.

8.2 Despite a perceptible improvement in the socio-economic status of the disadvantaged groups, much more needs to be done to ensure that these groups take full advantage of India's growth story. This situation warrants greater efforts and commitment to pursue the Eleventh Plan agenda of inclusive growth. This calls for a three-pronged strategy: (i) social empowerment; (ii) economic empowerment; and (iii) social justice, to ensure removal of disparities and elimination of exploitation.

SCHEDULED CASTES

8.3 The effort in the Eleventh Plan had been directed towards accelerating the process of socio-economic development among SCs so as to bring them on equal footing with the rest of society. 'Inclusive growth' is thus seen as an instrument to ensure 'social justice' to SCs and other similarly situated socially disadvantaged groups who are subjected to socio-economic disabilities, particularly those arising from

untouchability and social exclusion (see Box 8.1 for specific commitments).

8.4 As per 2001 Census, SCs accounted for 166.63 million (16.2 per cent); STs for 84.32 million (8.2 per cent); minorities for 193.66 million (18.4 per cent); persons with disabilities for 21.9 million (2.13 per cent); and the aged for 76.62 million (7.5 per cent). It was estimated by the Mandal Commission that OBCs accounted for 52 per cent of the country's total population.

SOCIAL EMPOWERMENT

8.5 Education being the most effective instrument for socio-economic empowerment, high priority continues to be accorded to improving the educational status of SCs, especially of women and girl children in this category. Data regarding literacy, enrolment and dropout rates for SCs in comparison with the general population are given in Table 8.1. The data clearly show that there has been an improvement over time but gaps persist.

8.6 The Centrally Sponsored Scheme (CSS) of Post-Matric Scholarships (PMS) to SC students, involving 100 per cent central assistance to states over and above their earlier committed liability, has been accorded high priority in the Eleventh Plan. These scholarships are awarded to all eligible SC students to pursue studies beyond matriculation and in all courses. In the first three years of the Eleventh Plan (2007-08

Box 8.1 Commitments of the Eleventh Plan

Social Empowerment

- Pre-matric scholarships for children of those who are engaged in unclean occupations need to be enhanced; with a change in the central assistance from 50:50 to 100 per cent.
- Financial assistance to SC students to access quality education in top class educational institutions.
- Modification of the Coaching and Allied scheme is needed to ensure more coverage.
- Vocational training/skill development programmes for students who discontinued education after schooling through ITIs, polytechnics, or other institutes.
- Both Pre-Matric and Post-Matric Scholarship Schemes should be revised by enhancing the income ceiling for eligibility and rate of scholarship and maintenance allowance.
- National Overseas Scholarships Scheme for OBCs to be formulated; this would be similar to that for SCs and STs.
- Upgradation of skills of such categories so that they can compete better in the market.
- There is an imperative need to carry out a census of OBCs now or in the next Census in 2011.
- The income ceiling of Rs 2.5 lakh per annum for purposes of obtaining an OBC certificate may be periodically reviewed to make it more realistic.

Economic Empowerment

- A Commission on Land Reforms will be set up look into issues of: (i) continued possession and effective uses of land distributed earlier to SCs under various programmes/legislative interventions; and (ii) availability of land for distribution to SCs/STs/landless families.
- State governments to revise agricultural wages every five years.
- Financial institutions should restructure schemes for more 'sustainable' and viable projects.

Social Justice

- In the Self-Employment Scheme for Rehabilitation of Manual Scavengers, rehabilitation should be in missionary mode with commitment and zeal.
- The implementation of the Protection of Civil Rights Act, 1955, and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989, have to be enforced in letter and spirit to bring about speedy justice to the aggrieved.
- Action needs to be taken to clear the backlog in filling up SC reserved posts of various categories in the government.
- The private sector will have to play a proactive role in providing sufficient job opportunities, especially to the marginalized and discriminated sections of society.
- Reservation for OBC students in all central and centrally aided schools/colleges/professional institutes.

to 2009–10), the anticipated expenditure was of the order of Rs 2536.6 crore, amounting to 119.36 per cent utilization of the Eleventh Plan allocation of Rs 2,125 crore. A total of 104 lakh SC students have benefited under the scheme during the first three years of the Eleventh Plan.

8.7 There is a need to develop a suitable administrative mechanism at the state and district levels so as to implement this scheme more effectively. Timely disbursement of scholarships through banks across states and UTs is needed so as to ensure that no SC student faces difficulties and disruption in pursuing further studies. There is also a need to enhance the stipend amount as well as the income ceiling limit

under the scheme, which have not been revised since 2003, linking it up with movements in the consumer price index.

8.8 The Pre-Matric Scholarship Scheme for the children of those engaged in unclean occupations, which was launched in 1977–78 is another important scheme for financial assistance to children of parents engaged in occupations, such as scavengers, tanners, flayers, and sweepers. The scheme was revised in December 2008, bringing about a change in the pattern of central assistance from 50:50 to 100 per cent central assistance to state/UTs over and above their committed liabilities. In addition, there was a substantial increase in the stipend amount from Rs 40

TABLE 8.1
Educational Status of Scheduled Castes—Gains and Gaps

(i) Literacy Rates of SCs and Total Population (1961–2001)*

Year	Total	Female	SC	SC Female	Gap between SCs and General (Col. 2–4)	Gap between SC and General Female (Col. 3–5)
1	2	3	4	5	6	7
1961	28.30	15.35	10.30	3.30	18.00	12.05
1971	29.45	18.69	14.70	6.44	14.75	12.25
1981	36.23	29.85	21.40	10.93	14.83	18.92
1991	52.21	39.29	37.40	23.76	14.81	15.53
2001	65.38	54.16	54.70	41.90	10.68	12.26

(ii) Gross Enrolment Ratios of SCs and Total Population (1990–91 to 2007–08)**

Year	Total		Girls		Total SCs		SC Girls		Gap between SCs & Total Population		Gap between SC Girls and Total Girls	
1	2	3	4	5	6	7	8	9	10	11	12	13
	Classes (I–V)	Classes (VI–VIII)	Classes (I–V) (Col. 2–6)	Classes (VI–VIII) (Col. 3–7)	Classes (I–V) (Col. 4–8)	Classes (VI–VIII) (Col. 5–9)						
1990–91	83.80	66.70	71.90	51.90	106.40	52.70	86.20	35.80	-22.60	14.00	-14.30	6.40
2007–08	114.60	77.50	113.20	74.10	124.90	76.30	116.70	67.70	-10.30	1.20	-3.50	-9.70
Gains	30.80	10.80	41.30	22.20	18.50	23.60	30.50	31.90	12.30	12.80	10.80	16.10

(iii) Dropout Rates of SCs and Total Population (1990–91 to 2007–08)**

Year	Total		Girls		Total SCs		SC Girls		Gap between SCs & Total Population		Gap between SC Girls and Total Girls	
1	2	3	4	5	6	7	8	9	10	11	12	13
	Classes (I–V)	Classes (I–VIII)	Classes (I–V) (Col. 2–6)	Classes (I–VIII) (Col. 3–7)	Classes (I–V) (Col. 4–8)	Classes (I–VIII) (Col. 5–9)						
1990–91	42.60	60.90	46.00	65.10	49.40	67.80	54.00	73.20	-6.80	-6.90	-8.00	-8.10
2007–08	25.55	43.03	24.82	41.43	31.85	52.62	29.47	50.98	-6.30	-9.59	-4.65	-9.55
Reduction (-)	-17.05	-17.87	-21.18	-23.67	-17.55	-15.18	-24.53	-22.22	-0.50	2.69	-3.35	-1.45

Sources: * Census of India 2001 figures quoted in Selected Educational Statistics 2004–05 (as on 30.09.2004), Statement 11.6 (page XLIII) Government of India, Ministry of Human Resource Development (MHRD), Department of Higher Education, Statistics Division, New Delhi (2007).

Note: ** Abstract, Selected Educational Statistics 2007–08 (Provisional) (as on 30.09.2007), Government of India, MHRD, Department of Higher Education, Statistics Division, New Delhi (March 2008).

to Rs 75 per month for day scholars and from Rs 300 to Rs 375 per month for hostellers. The ad hoc grant was also raised from Rs 550 to Rs 750 per month for

day scholars and from Rs 600 to Rs 1,000 per month for hostellers. The total expenditure in the first three years of the Eleventh Plan is of the order of Rs 142.10

crore, which amounts to 89.37 per cent of the Eleventh Plan allocation of Rs 159 crore for the scheme. The allocation for Annual Plan 2010–11 is Rs 80 crore.

8.9 This Pre-Matric Scholarship Scheme was independently evaluated in 2008 by the Himalayan Region Study and Research Institute, Delhi and the Noble Social and Educational Society, Tirupati. The findings of these evaluation studies are given in Box 8.2.

8.10 The Hostels for Scheduled Caste Girls and Boys Scheme launched in 1961–62 and revised during 1997–98, was renamed Babu Jagjivan Ram Chhatrawas Yojana in 2008–09. In order to promote education among SC girls, 100 per cent central assistance is provided for the construction of new hostel buildings and for expanding existing girls' hostels by the Central Government for universities in states and UTs. Central assistance is also extended to NGOs and deemed universities to the extent of 90 per cent for expansion of the existing girls' hostels. Funding pattern for boys' hostels continues to be on a 50:50

sharing basis between the states and Central Government whereas, UTs receive 100 per cent central assistance.

8.11 There is a need to reduce the time taken for the construction of hostels from five to two years. Hostel facilities need to be made available to SC students in rural areas. Efforts also need to be made towards the proper maintenance of hostel buildings. Evaluation studies have pointed out that infrastructure facilities are quite poor in most of the hostels, maintenance of the buildings is not up to the mark, and construction of hostel buildings is often hampered due to non-receipt of proper/complete proposals from the states.

8.12 The CSS of Coaching and Allied Scheme for Weaker Sections, including SCs and OBCs are being implemented since 1961–62 and 1997–98 respectively, to provide quality coaching for Group A & B services under the central and state governments. The schemes are implemented through government and reputed private coaching institutions/ universities. The SC and OBC students who have family incomes of less

Box 8.2

Pre-Matric Scholarships for Children of Those Engaged in Unclean Occupations—Major Findings of Evaluation Studies

- i. The Himalayan Region Study and Research Institute, Delhi (2008)—Bihar and Madhya Pradesh:
 - Low rates of scholarships for the hostellers and day scholars.
 - There is a much positive impact on enrolment, retention, and dropout rates of children in Madhya Pradesh than in Bihar.
 - There is improvement in attendance of children in both the states.
 - A majority (86.1 per cent) of the beneficiaries intended to join higher levels of studies in Madhya Pradesh as compared to 25 per cent beneficiaries in Bihar.
- ii. Noble Social and Educational Society, Tirupati (2008)—Andhra Pradesh, Tamil Nadu, Karnataka, and Kerala:
 - A majority of the students in these four states said that the scholarship amount was not sufficient to meet their educational expenditure.
 - The problems faced by institutions of excessive documentation, delay in sanction, and lack of proper communication from concerned officials.
 - A majority of the students demanded payment of scholarships in cash.
 - Scholarship amount is not sufficient to meet their educational expenditure.
 - Need to create awareness among families in unclean occupations.
 - A sufficient number of educational institutions may be established for the benefit of students from unclean occupations.
 - Transfer of funds from the Central Government to state governments in time to release the scholarship amounts in time.

than Rs 2 lakh per annum are eligible as beneficiaries under the scheme. Expenditure under the scheme is low since in the first three years of the Eleventh Plan only Rs 10.70 crore (46.52 per cent) has been utilized against the allocation of Rs 23 crore for the Plan as a whole. Poor utilization of funds reflects the fact that agencies are not coming forward to take advantage of the scheme. This results in deprivation of much-needed coaching for eligible candidates who are aspiring to gain employment. In order to help SC and OBC candidates compete and successfully avail of employment opportunities, the scheme needs to be implemented efficiently and spatially focus on rural areas. An outlay of Rs 10 crore has been made in 2010–11.

8.13 A new Central Sector Scholarship of Top Class Education central scheme for SC students was introduced in 2007–08. The objective of the scheme is to provide liberal financial support to a maximum of 700 SC students per year admitted in premier professional educational institutes. Under this scheme 177 institutes of excellence spread all over the country have been identified. The total family income of a student from all sources should not exceed Rs 2 lakh per annum. The total estimated expenditure in the first three years of the Eleventh Plan is Rs 15.5 crore, which is only 27.67 per cent of the Plan allocation of Rs 56 crore. The outlay for the Annual Plan 2010–11 is Rs 25 crore. The total number of beneficiaries anticipated to be covered in the first three years of the Eleventh Plan works out to 2,093 as against the Eleventh Plan target of covering 3,500 students. There is a need to increase the coverage under the scheme. Aspiring SC candidates should be provided much-needed special orientation and coaching for succeeding in the entrance examinations, thus facilitating their admissions into institutions of excellence. Larger coverage of SC candidates with special coaching would help enhance the effectiveness under the scheme as more candidates would be qualified to avail admission into designated premier institutions.

8.14 Yet another scheme, the Rajiv Gandhi National Fellowship (RGNF) scheme for SC students was launched in 2006 with the objective of providing financial assistance to SC students pursuing MPhil

and PhD. Under this scheme, 1,333 fellowships are provided annually to SC beneficiaries. The scheme is implemented through the University Grants Commission (UGC). The response of the target group has been good and is growing. Therefore, there is a justified need to increase the number of fellowships made available under the scheme. An expenditure of Rs 271.3 crore (111.64 per cent of the outlay) has been incurred in the first three years of the Eleventh Plan as against the total allocation of Rs 243 crore. The allocation for the Annual Plan 2010–11 is Rs 160 crore. The RGNF, except for a budget provision under the nodal ministry, is implemented in its entirety by UGC.

8.15 The National Overseas Scholarship scheme for SC students for pursuing higher studies abroad leading to master-level courses and PhD programmes in specific field of engineering, technology, and science, was implemented as a non-Plan scheme in 1954–55. In 2007, the scheme was converted to a central sector plan scheme under the Eleventh Plan with certain amendments increasing the number of scholarship awards to 30 and an income ceiling of Rs 25,000 per month. The estimated expenditure during the first three years of the Eleventh Plan is Rs 11.30 crore which is 80.71 per cent of the Eleventh Plan allocation of Rs 14 crore. During first three years of the Eleventh Plan, only 57 students benefited under the scheme. The Annual Plan allocation for 2010–11 is Rs 6 crore.

ECONOMIC EMPOWERMENT

8.16 Accomplishing ‘inclusive growth’ is also envisaged through the economic empowerment of SCs living in economic backwardness. Available data suggest that 36.8 per cent rural SCs and 39.9 per cent urban SCs lived below the poverty line (in 2004–05) in contrast to the 16.1 per cent rural non-SC/ST and 16 per cent urban non-SC/ST population. Various employment-cum-income generating schemes are being implemented with a view to improving their economic conditions and for making them economically self-reliant.

8.17 The National Scheduled Castes Finance and Development Corporation (NSCFDC) was set up

in 1989 to provide soft loans to SCs living below the poverty line (per capita income below Rs 44,500) for taking up income generating self-employment ventures. Rs 130 crore has been released to NSCFDC in the first three years of the Eleventh Plan against the Plan allocation of Rs 133 crore accounting for 97.74 per cent utilization. Beneficiaries covered under the scheme since its inception till date are 6.90 lakh of which 3.38 lakh (52.5 per cent) are women. An outlay of Rs 50 crore has been made for 2010–11.

8.18 The NSCFDC vis-à-vis other corporations working for the STs, OBCs, safai karamcharis, and persons with disabilities, etc., continue to depend only up governmental funding, whereas they are expected to work as independent financial supporting mechanism with a social mandate. Over the years, loan recovery rates have remained low, although there has been some improvement of late. Poor recovery rates diminish the resources of these corporations making it difficult for them to extend loans to other needy target beneficiaries waiting for their turn. Low recovery of loans also implies that intended economic empowerment has not been achieved by the beneficiaries, which would enable them to pay back the loans as expected. This also raises a question regarding the viability of the economic activities identified and supported by the NSCFDC.

8.19 The role of NSCFDC as well as other corporations working for the weaker sections needs to be redefined. They need to focus their activities mainly towards financing Micro-Finance Institutions (MFIs), Self-Help Groups (SHGs), and the Mahila Samridhi Yojana (MSY). The corporations extend loans to SCs through State Channelizing Agencies (SCAs) against guarantees. It is very difficult for poor SCs to manage the guarantee and therefore there is a need to take a view on doing away with the guarantee clause. These corporations should not perpetually depend on government funding alone for expanding their activities; instead they need to raise funds from the market even when the market rate of interest is more than the highest lending rate charged by the corporations. In this regard, there is a need to consider providing them with an interest subsidy to enable them to raise funds from the market.

8.20 The National Safai Karamcharis Finance and Development Corporation (NSKFDC) was established on 24 January 1997 for the economic development of the scavengers; it is aimed at providing alternative sources of income and employment so as to wean them away from the clutches of the practices of manual scavenging. In this case no income limit is fixed for availing financial assistance from the NSKFDC. During the first three years of the Eleventh Plan, Rs 80.65 crore has been released to NSKFDC as against the allocation of Rs 81 crore. NSKFDC provides priority to the all-round socio-economic development of scavengers and their dependents by extending loans on easy terms. An outlay of Rs 40 crore has been made for Annual Plan 2010–11.

8.21 State Scheduled Castes Development Corporations (SCDCs) are functioning since 1978–79. So far, SCDCs have been set up in 27 states and UTs with equity participation of Central and state governments in the ratio of 49:51 for identifying SC families and motivating them to undertake economic development activities. These corporations function as apex level bodies working for SCs, STs, and OBCs. They also implement state and Central Government schemes, including Special Central Assistance (SCA) to the Scheduled Caste Sub-Plan (SCSP) and the Self-Employment Scheme for the Rehabilitation of Manual Scavengers (SRMS) for providing alternative means of livelihood to safai karamcharis engaged in manual scavenging. The performance of SCDCs/SCAs has direct bearing on the functioning of the apex-level corporations. Therefore, SCDCs need to focus on capacity building, network linking with micro-financing, risk sharing and risk mitigation, and selection of viable economic ventures. The rate of recovery of SCDCs' loans is exceedingly low—it was around 45 per cent during 2004–05 to 2007–08. Accordingly, there is a need to introduce a recovery improvement plan. Such a plan may have provision of training the staff of SCDCs and computerization of its activities. On the whole, there is an urgent need to bring in an element of professionalism in managing the SCDCs, especially by involving people with professional qualifications. Moreover, adequate training facilities for taking up alternative economic activities are often not available in close vicinity and

women safai karmacharis find it difficult to access and avail of the needed training.

8.22 In January 2007, the SRMS was launched with the objective of rehabilitating 3.42 lakh manual scavengers and their dependents by March 2009. Scavengers and their dependents (irrespective of their incomes) who are yet to be provided assistance for rehabilitation under any scheme of the Government of India or state governments are eligible to avail assistance under this scheme. The main components of the scheme are skill training and financial assistance (loan and subsidy) for self-employment, as per the norms: (i) skill training for a period up to one year, with payment of a stipend at the rate of Rs 1,000 per month; (ii) loan at concessional rates of interest for self-employment projects costing up to Rs 5 lakh; and (iii) capital subsidy at the rate of 50 per cent of the project cost for projects up to Rs 25,000 and at the rate of 25 per cent for projects above Rs 25,000 with a minimum of Rs 12,500 and maximum of Rs 20,000. An outlay of Rs 350 crore is provided for the Eleventh Plan for SRMS. A total of Rs 175 crore is the anticipated expenditure during the first three years of the Eleventh Plan, accounting for 50 per cent utilization of the Plan allocation. The allocation for Annual Plan 2010–11 is Rs 5 crore.

8.23 The slow progress in the implementation of SRMS is an indication of certain impediments, which need to be overcome to achieve the target by March 2010. In this regard, the activities of the apex corporations as well as SCAs should be geared up for providing required support for skill upgradation, entrepreneurial development, and provision of institutional finance for the rehabilitation of safai karmacharis in alternate occupations. Major impediments in the implementation of the scheme include difficulties in identifying eligible beneficiaries and delays in providing loans for alternative occupations to the beneficiaries. The procedure adopted for disbursement of financial assistance also needs to be simplified.

SOCIAL JUSTICE

8.24 The SCs are subjugated to various discriminations, social disabilities, exploitation, and exclusion causing deprivation and denial of opportunities as

equals. Accordingly, in upholding the constitutional commitment of having all sections of society on par, specific legislations and programmes are being implemented specifically for SCs and STs.

8.25 Under the CSS Implementation of Protection of Civil Rights (PCR) Act, 1955, and Scheduled Caste and Scheduled Tribes (Prevention of Atrocities [PoA]) Act, since 1989, financial assistance is provided for strengthening the administrative, enforcement, and judicial machinery related to these legislations, publicity, and relief and rehabilitation of the affected persons. In the first three years of the Eleventh Plan, the expenditure incurred amounted to Rs 150.8 crore against the outlay of Rs 123 crore accounting for 122.6 per cent of the total outlay. The allocation for Annual Plan 2010–11 is Rs 59 crore. The magnitude of the crimes and atrocities committed against SCs and STs is evident from the sharp increase in expenditure 15 times the Plan outlay of Rs 10 crore in the first three years of the Eleventh Plan.

8.26 In order to ensure early prosecution of cases under the SC/ST Prevention of Atrocity (Act), 1989, 151 exclusive special courts have been set up in Andhra Pradesh (12), Bihar (11), Chhattisgarh (7), Gujarat (10), Karnataka (7), Madhya Pradesh (43), Rajasthan (17), Tamil Nadu (4), and Uttar Pradesh (40). State governments, such as Bihar, Jharkhand, Madhya Pradesh, and Chhattisgarh have also set up special police stations for registration of complaints of offences committed against SCs/STs; 77 such special police stations have been set up so far. According to latest figures available from the National Crime Record Bureau (NCRB), incidents of crimes against SCs increased by 10.9 per cent in 2007 as compared to 2006. However, incidents of crime against STs registered a decline of 4.5 per cent during 2006–07. The average conviction rate for crimes against SCs and STs stood at 30.9 per cent and 29 per cent, respectively, as compared to the overall conviction rate of 42.3 per cent relating to Indian Penal Code (IPC) cases. Notwithstanding the statistical account of the crimes and atrocities committed against SCs and STs, there is every possibility of cases not being registered owing to vulnerability and oppression. In fact, social and economic abuse of this segment of the population

also needs to be assessed. A quick evaluation study of Working of the Protection of Civil Rights Act, 1955, and its impact on the Abolition of Untouchability was conducted by the National School of Law, Bangalore in 2006. The recommendations of the study include creation of a comprehensive legislation covering both the PCR and POA Acts as well as laws, such as the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993, and Bonded Labour (Abolition) Act, 1976; setting up of a cell to deal exclusively with caste related crimes; and establishing special courts under the Act to deal with caste-based offences in all states and UTs with appointments of prosecutors, police personnel, and other officials. Moreover, since the practice of untouchability still prevails, either directly or indirectly, there is a need for stringent enforcement of existing legislations along with spreading awareness.

8.27 On the basis of the recommendations made by the Committee of Ministers on Dalit Affairs, a new CSS Pradhan Mantri Adarsh Grameen Yojana (PMAGY) has been conceived and is in the process of being launched. The objective of the scheme is to ensure integrated development of 44,000 SC villages with more than 50 per cent SC population by providing supplementary support in filling the critical gaps arising in other relevant sectoral development schemes and programmes. A budgetary provision of Rs 100 crore has been made in 2009–10 to launch the scheme on a pilot base with a coverage of 1,000 villages. As the scheme is directed towards addressing the developmental deficits benefitting the SCs in the identified villages across the country, an expeditious operationalization of the scheme is imperative.

8.28 There are several SC settlements that are located on the outskirts of main habitations and are segregated. Many of these SC settlements do not have access to basic services, such as safe drinking water, approach roads, health facilities, and sanitation. Efforts are, therefore, needed to ensure that all the marginalized and deprived settlements, especially in remote and inaccessible areas, are provided with basic amenities.

SCHEDULED TRIBES

8.29 The STs are among the most backward among similarly disadvantaged groups who live in relative isolation but with a distinct culture and identity. The Eleventh Plan's inclusive growth approach is synonymous with social justice as it primarily addresses the issues of exclusion, exploitation, marginalization, unrest, and governance concerning tribals and tribal areas.

8.30 As per the 2001 Census, the ST population was 84.33 million, constituting 8.2 per cent of the total population of the country. Out of the total ST population, 2.59 million (3.07 per cent) belong to Particularly Vulnerable Tribal Groups (PVTGs) earlier referred to as Primitive Tribal Groups (PTGs).

8.31 While the Eleventh Plan commitments for STs cut across various developmental sectors and are covered under the overall purview of the implementation of the Tribal Sub-Plan (TSP), ST-specific programmes are implemented by the nodal Ministry of Tribal Affairs. In the Eleventh Plan, the inclusive growth process, with respect to STs is operationalized through the adoption of a three-pronged strategy: (i) social-empowerment, especially through educational development, (ii) economic empowerment through employment and income-generating activities ensuring essential livelihood; and (iii) social justice through prevention of exploitation, land alienation, involuntary displacement, and survival protection and development of endangered PVTGs. To this effect, the Eleventh Plan specifically spells out certain aspirational provisions (see Box 8.3).

SOCIAL EMPOWERMENT

8.32 Recognizing that educational development provides the essential basis for social empowerment, various schemes extending incentives, financial assistance, coaching, and hostel facilities are being implemented for the benefit of STs. Data regarding literacy, enrolment, and dropout rates for STs in comparison with the general population are summarized in Table 8.2. The data clearly show that there has been an improvement over time but gaps remain.

Box 8.3 Commitments under the Eleventh Plan

Social Empowerment

- Establishing requisite number of primary schools with proper school buildings, hostels, and water and toilet facilities (particularly for girls' schools).
- To set up residential high schools for ST boys and girls at suitable places.
- Timely distribution of fellowships, scholarships, textbooks, uniforms, and school bags to students.
- Evaluation of the ICDS/anganwadi schemes for tribal areas and removing their shortcomings.
- Emphasis on adult education to be paid adequate attention.
- Ensuring affordable and accountable primary healthcare facilities to STs and bridging the gap in rural healthcare services through a cadre of ASHAs.
- Ensuring that the PESA Act functions as instrument of self-governance, preparing and implementing schemes in Scheduled Areas.
- Efforts to conserve the eco-system along with stress on economic programmes for PTGs. Formulation and execution of a national plan of action for tribals. Provision of drinking water supply to the uncovered tribal areas.
- Construction of rainwater harvesting structures. Electrification and telecom coverage in tribal villages. Setting up of the National Institute of Tribal Affairs (NITA).
- Effective operationalization of the provisions of the Fifth Schedule needs to be done urgently. The Tribes Advisory Council (TAC) to be proactive while functioning as an advisory body to the state government in matters relating to STs.

Economic Empowerment

- Efforts to revitalize and expand the agriculture sector. To open training centres to impart skill development training to tribals in diverse occupations.
- Ensuring better coordination at higher levels and efficient delivery at the field level by lending agencies, such as NSTFDC and TRIFED.
- Scheme for quality improvement, higher productivity, and regeneration of Minor Forest Produce (MFP) species. Recruitment of ST women in posts of forest guards, foresters, and forest rangers by lowering educational qualifications.
- Infrastructure development in the Fifth and Sixth Scheduled Areas through utilization of grants available under Article 275 (1) of the Constitution.

Social Justice

- Steps to prevent exploitation through the effective implementation of SC/ST (POA) Act, 1989.
- Amendment to the Land Acquisition Act, 1894; Forest Act, 1927; Forest Conservation Act, 1980; Coal Bearing Areas (Acquisition and Development) Act, 1957; and the National Mineral Policy, 1993. Displacement and rehabilitation of tribals also emphasized.
- Plugging of loopholes in implementing laws for preventing alienation of tribal land. Effective follow-up actions of the National Rehabilitation and Resettlement Policy, 2007.

8.33 There are certain parallel educational development schemes implemented for SCs and STs with the same objective and, by and large, with the same modalities. These include the PMS, Top Class Education scheme, the RGNF scheme for pursuing higher studies leading to MPhil and PhD, National Overseas Scholarships, and Hostels and Coaching and Allied Scheme. Details pertaining to these schemes are given under the review of schemes meant for SCs. However, the financial and

physical achievements of these schemes with respect to STs are now discussed.

- The likely expenditure during first three years of the Eleventh Plan under the PMS scheme for STs would be of the order of Rs 699.4 crore, that is, 46.73 per cent of the Eleventh Plan outlay of Rs 1,496.3 crore for the scheme. For Annual Plan 2010–11 Rs 558.03 crore has been provided for the PMS

TABLE 8.2
Educational Status of Scheduled Tribes—Gains and Gaps

(i) Literacy Rates of STs and Total Population (1961–2001)*

Year	Total	Female	SC	SC Female	Gap between STs and General (Col. 2–4)	Gap between STs and General Female (Col. 3–5)
1	2	3	4	5	6	7
1961	28.30	15.35	8.53	3.16	19.77	12.19
1971	29.45	18.69	11.30	4.85	18.15	13.84
1981	36.23	29.85	16.35	8.04	19.88	21.81
1991	52.21	39.29	29.60	18.19	22.61	21.10
2001	65.38	54.16	47.10	34.76	18.28	19.40

(ii) Gross Enrolment Ratios of STs and Total Population (1990–91 to 2007–08)**

Year	Total		Girls		Total SCs		SC Girls		Gap between SCs & Total Population		Gap between SC Girls and Total Girls	
1	2	3	4	5	6	7	8	9	10	11	12	13
	Classes (I–V)	Classes (VI–VIII)	Classes (I–V)	Classes (VI–VIII)	Classes (I–V)	Classes (VI–VIII)						
	(Col. 2–6)	(Col. 3–7)	(Col. 4–8)	(Col. 5–9)								
1990–91	83.80	66.70	71.90	51.90	104.00	40.70	81.40	26.70	-20.20	26.00	-9.50	25.20
2007–08	114.60	77.50	113.20	74.10	129.30	74.40	124.00	68.20	-14.70	3.10	-10.80	5.90
Gains	30.80	10.80	41.30	22.20	25.30	33.70	42.60	41.50	5.50	-22.90	-1.30	-19.30

(iii) Dropout Rates of STs and Total Population (1990–91 to 2007–08)**

Year	Total		Girls		Total SCs		SC Girls		Gap between SCs & Total Population		Gap between SC Girls and Total Girls	
1	2	3	4	5	6	7	8	9	10	11	12	13
	Classes (I–V)	Classes (I–VIII)	Classes (I–V)	Classes (I–VIII)	Classes (I–V)	Classes (I–VIII)						
	(Col. 2–6)	(Col. 3–7)	(Col. 4–8)	(Col. 5–9)								
1990–91	42.60	60.90	46.00	65.10	62.50	78.60	66.10	82.20	-19.90	-17.70	-20.10	-17.10
2007–08	25.55	43.03	24.82	41.43	32.23	63.36	32.45	63.13	-6.68	-20.33	-7.63	-21.70
Reduction (-)	-17.05	-17.87	-21.18	-23.67	-30.27	-15.24	-33.65	-19.07	13.22	-2.63	12.47	-4.60

Sources: * Census of India 2001 figures quoted in Selected Educational Statistics 2004–05 (as on 30.09.2004), Statement 11.6 (page XLIII) Government of India, MHRD, Department of Higher Education, Statistics Division, New Delhi (2007).

Note: ** Abstract, Selected Educational Statistics 2007–08 (Provisional) (as on 30.09.2007), Government of India, MHRD, Department of Higher Education, Statistics Division, New Delhi (March 2008).

scheme for ST students. The Eleventh Plan's physical target of beneficiaries has been placed at 55 lakh. The actual beneficiaries during the first three years

are estimated to be 31.86 lakh indicating nearly 58 per cent coverage so far. State governments often do not submit complete proposals for PMS

funding to the Ministry of Tribal Affairs in time, which causes delay in releasing funds to the states, thus adversely affecting the prospects of ST students pursuing post-matric studies.

- The Eleventh Plan allocation for the hostels scheme is Rs 273 crore. The scheme was revised on 1 April 2005 to provide 100 per cent funding for construction of hostels for both boys and girls in extremism affected areas. The likely expenditure during the first three years of the Eleventh Plan would be Rs 166 crore, that is, 60.8 per cent of the Plan outlay. An outlay of Rs 78 crore has been made for Annual Plan 2010–11. A physical target of covering 20,000 beneficiaries had been envisaged during the Eleventh Plan. As against that, an impressive coverage of more than twice the Eleventh Plan target has been achieved in the first three years. A disproportionate increase in the actual coverage of beneficiaries against the Eleventh Plan target also reflects the fact that the target fixed did not adequately reflect the social-demographic and spatial aspects and the prevailing education backwardness and demand arising there from.
- The Eleventh Plan allocation for the Coaching and Allied scheme is Rs 300 crore. The likely expenditure during first three years of the Eleventh Plan would be Rs 129.7 crore, which is 43.23 per cent of the Plan outlay. A total of 12.91 lakh beneficiaries are likely to be assisted through the scheme during the first three years of the Eleventh Plan. An outlay of Rs 55 crore has been made for Annual Plan 2010–11. As per the revised scheme (with effect from January 2008) construction of hostels for both boys and girls in extremism affected areas receive 100 per cent central funding; in other places the construction cost for ST boys' hostels is shared between the Centre and the states in a 50:50 ratio. Due to non-identification of suitable organizations/institutions, the scheme is not being implemented in time with the desired coverage. Therefore, there is the need for proactively identifying accredited institutions and enabling them to avail of the support extended under the scheme in time so that no aspiring ST candidate is deprived of entitled coaching.
- The physical coverage achieved under the Top Class Education scheme, is very poor as only 486

(4.5 per cent) ST students benefitted through the scheme during the first three years of the Eleventh Plan against the target of covering 10,105 beneficiaries. The likely expenditure during the first three years of the Eleventh Plan would be of Rs 4.1 crore, which is only 5.55 per cent of the Plan outlay of Rs 73.80 crore for the scheme. An outlay of Rs 2.50 crore has been allocated for Annual Plan 2010–11. The poor progress made both in financial and physical terms warrants a re-look at the modalities involved in implementing the scheme. The procedural delay needs to be addressed and a congenial administrative process needs to be developed facilitating larger coverage of beneficiaries under the scheme.

- The expenditure likely to be incurred under the RGNF scheme during the first three years of the Eleventh Plan would be Rs 87 crore, which is 58 per cent of the Plan outlay of Rs 150 crore for the scheme. An outlay of Rs 75 crore has been allocated for Annual Plan 2010–11. As against the Eleventh Plan physical target of 13,870 beneficiaries, 4,979 ST candidates are expected to benefit during the first three years of the Eleventh Plan.
- The scheme of ashram schools in the TSP areas is operational since 1990–91 to promote educational development in accordance with the social and cultural milieu of the tribals, especially focusing on ST girls and children of PVTGs. The likely expenditure during the first three years of the Eleventh Plan would be Rs 91 crore, that is, 61.65 per cent of the Plan outlay of Rs 147.60 crore for the scheme. An outlay of Rs 75 crore has been allocated for Annual Plan 2010–11. A total of 37,139 beneficiaries are envisaged to benefit under the scheme during the first three years of the Eleventh Plan.

8.34 A review of the implementation of the scheme reveals that the delay in construction of school buildings affects the programme and prospects of aspiring ST students adversely. Several schools are reported to be poorly maintained with little or no infrastructural facilities. Unless basic facilities with minimum standards are provided in Ashram Schools, it will not only discourage inmates to continue in these schools but their focus on education and training could also

be diverted. Books and teaching medium up to the primary level should be in tribal dialects to the extent possible and the preferably the teachers should also be drawn from local tribal communities. In these schools, textbooks are either not provided or are provided quite late after the session has started. This defeats the purpose for which the textbooks are supplied free of cost to these students.

8.35 The CSS Educational Complexes in the Low Literacy Pockets was revised in 2008–09 and renamed Strengthening Education among ST Girls in Low Literacy Districts. The revised scheme is being implemented in 54 identified low literacy districts where the ST population is 25 per cent or more and ST female literacy rate is below 35 per cent. The revised scheme envisages convergence with SSA and KGBV schemes of the Ministry of Human Resource Development (MHRD). It meets the requirement of primary-level students as well as middle/secondary-level students and provides residential facilities to ST girl students facilitating their retention in schools. Besides formal education, the scheme also takes care of skill upgradation of ST girls in various vocations. Establishment of the District Education Support Agency (DESA) is also taken up in each low literacy district, which is required to make efforts to ensure 100 per cent enrolment and also play the role of a monitor and facilitator, and support linkages with various institutions. The Eleventh Plan allocation for the scheme is Rs 298 crore. The likely expenditure during the first three years of the Plan would be Rs 93.3 crore, that is, 31.23 per cent of the Plan outlay. An outlay of Rs 40 crore has been provided for Annual Plan 2010–11. A target of covering 1.25 lakh beneficiaries during the Eleventh Plan has been set. The actual number of beneficiaries covered in the first three years of the Eleventh Plan is anticipated to be around 63,955 indicating physical achievements of 51 per cent. Non-receipt of expected numbers of proposals from state governments, NGOs, and other eligible agencies is the main reason behind the shortfall in achieving targets. Concerted efforts need to be made in motivating the states and other implementing agencies to take maximum advantage of the scheme. To this effect, procedures involved under the scheme need to be simplified.

8.36 There are 17 Tribal Research Institutes (TRIs) located in various states and UTs providing necessary inputs for formulating suitable policies and programmes, besides conducting relevant research, student surveys, and training. The potentialities of these institutions are not being harnessed fully. TRIs with their technical and professional manpower can be directed to take up action research participatory approach, especially with respect to PVTG development and livelihood programmes. In order to ensure coordinated efforts of these TRIs, it is necessary to designate a TRI as a nodal agency representing the respective region—East, West, South, North-East, and Central. There are eight sub-schemes under the umbrella scheme of TRIs. The likely expenditure during the first three years of the Eleventh Plan under for the TRIs scheme would be Rs 28.75 crore, which is 36.80 per cent of the Plan outlay of Rs 78.12 crore for the scheme. An outlay of Rs 47 crore has been allocated for Annual Plan 2010–11.

8.37 Under the National Overseas Scholarship scheme, financial assistance is provided to selected ST students to pursue higher studies abroad, (similar to that of the Overseas Scholarship Scheme for SCs). The likely expenditure during the first three years of the Eleventh Plan would be Rs 0.4 crore, which is only 5.40 per cent of the Plan outlay of Rs 7.41 crore for the scheme. An outlay of Rs 1 crore has been allocated for Annual Plan 2010–11.

ECONOMIC EMPOWERMENT

8.38 Economic development among the tribals largely depends upon agriculture and its allied activities. Since more than one-fifth of the population depends on the agriculture and forests, their ability to cope with the changing economic scenario, especially in taking advantage of the new economic avenues is minimal, which calls for capacity building in diversifying their livelihood sources. Bamboo and tendu leaves constitute two important livelihood sources in a majority of the tribal areas of the PESA states of Andhra Pradesh, Chhattisgarh, Jharkhand, Madhya Pradesh, Maharashtra, and Orissa. Bamboo, popularly known as the poor man's timber, is used by the tribals for making everything from cradles to graves. Collection of tendu leaves forms their mainstay during

the lean summer period. Management, harvest, and conservation of these two important livelihood sources needs to be handed over to elected Panchayats in conformity with the Panchayats (Extension to Scheduled Areas) Act, 1996. Alternative and supplementary resources for subsistence and survival have assumed priority in the context of fast depleting forest resources and agricultural productivity and the growing population.

8.39 The National Scheduled Tribes Finance and Development Corporation (NSTFDC) was set up in 2001 to provide exclusive boost to the economic development of STs. The Eleventh Plan outlay under the scheme is Rs 260 crore but no expenditure was made during Annual Plans of 2007–08 and 2009–10. An outlay of Rs 70 crore has been allocated for Annual Plan 2010–11. As against the physical target of covering 7.56 lakh beneficiaries during the Eleventh Plan period, the number of beneficiaries covered during the first three years of the Plan is estimated to be around 4.57 lakh.

8.40 A quick evaluation study was carried out by the National Institute of Rural Development (NIRD) on the functioning of State Tribal Development Finance Corporations (STDFCs) in Karnataka and Maharashtra. While confirming a positive impact of STFDCs, the study recommended that STFDCs need to articulate and strengthen the 'equity plus' concept in organization, visualization, and intervention not merely with respect to the release and repayment of loans, but as investment that meets economic as well as social and well-being goals. 'Equity plus' calls for a greater focus on social gains and opportunity costs of lending in terms of greater professionalism of the agency, a more focused approach in lending, better selection of beneficiaries, and increased focus on strengthening of State Channelizing Agencies (SCAs). A necessary reform both at the business and managerial level needs to be taken up so as to make SCAs effective and self-reliant financial instrument to empower the tribals. In this context, there is a need for a re-engineering exercise to assess whether the mandate of the corporations could be redrawn so as to bring about structural changes, which will ensure that the requirements of the STs are met more effectively.

Unless such action is taken, there is every chance that these corporations would become a permanent burden on the government.

8.41 Tribal Cooperative Marketing Development Federation of India Limited (TRIFED), a multi-state cooperative society, was set up in 1987 with the mandate of marketing tribal products as a service provider and market developer. A revised form of the TRIFED was introduced during the year 2007–08 replacing the then existing scheme 'Price Support to TRIFED' that focused on developing market for Tribal products/produce. Under the new scheme a comprehensive road map has been chalked out for the Eleventh Plan period focusing on the following four activities: (i) retail marketing development activity, (ii) Minor Forest Produce (MFP) marketing development activity, (iii) vocational training, skill upgradation, and capacity building of ST artisans and MFP gatherers, and (iv) research development/Intellectual Property Rights (IPR) activity.

8.42 The likely expenditure during the first three years of the Eleventh Plan would be Rs 61.1 crore, which is 87.78 per cent of the Plan outlay of Rs 69.59 crore for the scheme. An outlay of Rs 12 crore has been allocated for Annual Plan 2010–11. TRIFED is marketing its products through 39 outlets (26 outlets are its own and 13 outlets are on a consignment basis in association with state-level organizations). TRIFED would need to clearly establish as to where and how it can trigger socio-economic changes among the tribals through its activities, thus rationalizing its relevance.

8.43 The Vocational Training Centre in Tribal Areas scheme was launched in 1992–93 to develop the skills of the ST youth for a variety of jobs as well as for self-employment and improving their socio-economic conditions by enhancing their incomes. The scheme was revised in April 2009. The revised scheme provides enhanced financial norms and a time schedule for submission of proposals. The scheme makes the organizations responsible for establishing linkages with placement services and arranging easy micro-finance/loans for trained youth through financial institutions, the NSTFDC, and banks. This scheme assumes significance as it enables

tribal youth to improve their skills and abilities to take up income generating activities and also final placement in the open market, which would wean them away from the influence of extremists. To this effect the newly initiated programme the National Skill Development Mission provides opportunities for the tribal youth to take advantage of the same. The likely expenditure during the first three years of the Eleventh Plan would be Rs 19.44 crore, which is 19.52 per cent of the Plan outlay of Rs 99.56 crore for the scheme. An outlay of Rs 9 crore has been allocated for Annual Plan 2010–11 for the scheme.

SOCIAL JUSTICE

8.44 Owing to their isolated existence, the tribals are not equipped to deal with the ever changing and complex socio-economic developments engulfing them. On the other hand, adversities have made them susceptible to exploitation, atrocities, and crimes, alienation from their land, denial of their forest rights, and overall exclusion either directly or indirectly from their rightful entitlements.

8.45 The Protection of Civil Rights Act, 1955, (PCR Act) and the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989, (POA Act) are two important legal instruments to prevent all types of social discriminations like untouchability, exploitation, and atrocities. The National Crime Bureau Report 2007 states that highly endemic crimes/atrocities are being reported in the states like Madhya Pradesh (27.01 per cent), Rajasthan (20.01 per cent), Andhra Pradesh (13.06 per cent), Chhattisgarh (11.01 per cent), Orissa (7.01 per cent), and Jharkhand (4.08 per cent). Therefore, there is an urgent need for effective enforcement of the special legislations of PCR and POA Acts and provisions of the IPC with more stringent measures towards protection of tribals.

8.46 The provision made in the Fifth Schedule has enough strength to exercise all actions that ensure survival, protection, and development of the tribals living in tribal areas. Regular monitoring and surveillance of the situation prevailing in the Fifth Scheduled Areas needs to be taken up, followed by an action plan for an effective delivery system through the powers

bestowed upon. Among others, the steps that need to be taken include protection of forest and land rights with a roadmap for restoration of lost claims and building teams of tribals to do administration and development work and developing an administration without encroaching on their social and cultural institutions.

GRANTS-IN-AID UNDER ARTICLE 275(1)

8.47 Grants-in-Aid under Article 275(1) is a central sector scheme under which 100 per cent financial assistance is being provided to the states through the nodal Ministry of Tribal Affairs. The funds are released based on specific projects, such as raising critical infrastructure and enhancing Human Development Indices of STs for bridging the gaps between STs and the general population. The likely expenditure during the first three years of the Eleventh Plan would be Rs 1129.2 crore. An outlay of Rs 1,046 crore has been allocated for Annual Plan 2010–11.

8.48 The first provision of the Article 275(1), of the Constitution mandates funds for raising the level of administration in tribal areas. Although the Seventh and the Eighth Finance Commissions recommended assistance for this purpose, the practice has been discontinued thereafter. The word ‘administration’ is referred to in the Fifth Schedule of the Constitution in a comprehensive sense. There is a need to initiate annual exercises to assess the financial needs of the states for improving the level of administration in the tribal areas and the agreed requirements may be treated as a charge on the Consolidated Fund of India.

8.49 The Eklavya Model Residential School scheme has been in operation since 1997–98; it is run out of the funds under Article 275(1) for providing quality education to ST students in the tribal areas. To improve educational infrastructure and standard of education in tribal areas, these schools are modeled on the lines of Navodaya Vidyalayas.

PARTICULARLY VULNERABLE TRIBAL GROUPS (PVTGs)

8.50 There are 75 PVTGs earlier known as PTGs, in need of categorical attention in view of their fragile living conditions emerging out of their prevailing

socio-economic backwardness, vulnerability, and diminishing numbers. In order to address their specific needs and problems, the Scheme of Development for PVTGs is being implemented with flexible terms. Funds under this scheme are made available for those items/activities which are critical for the survival, protection, and development of PVTGs individually. As required, a long-term Conservation-cum-Development (CCD) Plan for PVTGs under the Eleventh Plan prepared by the states and UTs is on the basis of requirements assessed through baseline surveys conducted and by adopting a hamlet/habitat development approach. The likely expenditure during the first three years of the Eleventh Plan would be Rs 333.6 crore, which is 49.7 per cent of the Eleventh Plan outlay of Rs 670 crore for the scheme. An outlay of Rs 85 crore has been allocated for Annual Plan 2010–11. As against the Eleventh Plan target of covering 110 lakh beneficiaries, so far 22.22 lakh beneficiaries are reportedly covered under the scheme.

8.51 Monitoring of implementing agencies at the grassroots level is vital for ensuring that the benefits actually reach the needy PVTGs. A convergence of schemes of different ministries of Government of India needs to be done for the welfare of PVTGs. The knowledge about the schemes needs to be disseminated widely amongst tribals, NGOs, and government and local bodies. Supplementing the government's efforts, Corporate Social Responsibility (CSR) needs to be associated with monitoring implementation agencies, especially at the block and panchayat levels. In view of prevailing nutritional deficiencies, special care towards provision of required nutrition should be ensured on a sustainable basis. Simultaneously, food security round the year also needs to be ensured among PVTGs by promoting farming and clearly marked reserved areas in forests to which they can have free access for collection of MFP and shifting cultivation. There is a felt need for a sensitization and training drive, especially for forest officials and conservation and other agencies concerned with the entitlements and rights of PVTGs, especially in collecting forest produce and grazing.

8.52 Sustainable economic rehabilitation of PVTGs for their permanent settlement is a recognized need.

Healthcare in all PVTG hamlets and infrastructure development like roads, drinking water, and electricity are imperatively needed. Eklavya Model Residential Schools need to be set up in PVTG areas to ensure quality education among PVTGs. PVTGs need to be made aware of their rights and entitlements as provided in the Forest Rights Act with a special drive on awareness generation for marketing of minor forest products, agriculture, and other product collected and produced by the tribals. TRIFED needs to give special attention to PVTGs. In the interior areas, communication needs to be improved so as to facilitate food, medicines, and other medical services reaching PVTGs in time. Strict surveillance and monitoring of the utilization of funds and proper implementation delivering desired results in PVTG areas need to be carried out on a regular basis.

8.53 The extension of funds and benefits is envisaged under various other schemes. Convergence of the efforts made through these schemes needs to be ensured for greater effectiveness.

FIFTH AND SIXTH SCHEDULED AREAS

8.54 The Fifth Schedule of the Constitution deals with the areas where the percentage of the tribal population is 50 per cent or more. It covers tribal areas in the nine states of Andhra Pradesh, Jharkhand, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Chhattisgarh, Orissa, and Rajasthan. The Fifth Schedule Areas have a special position as derived from the powers to the governor, especially with respect to preventing transfer of land from tribals and private money lending. To this effect, periodic reports on the tribal situation and governance from the governors of the states are to be submitted to the President of India. Assured submission of the reports not only provides the basis for speedy socio-economic development among the tribals and the tribal areas, but also for a proactive action plan in preventing emerging/burgeoning adversities.

PANCHAYATS (EXTENSION TO THE SCHEDULED AREAS) ACT, 1996

8.55 The Panchayats (Extension to the Scheduled Areas) Act, 1996, (PESA, 1996) was enacted and came into operation on 24 December 1996 with the

objective of endowing Panchayats in Scheduled Areas with such powers and authority so as to enable them to function as institutions of self-government. The Act, which extends to tribal areas in the nine states of Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Maharashtra, Madhya Pradesh, Orissa, and Rajasthan aims at bringing communities at the village level in the form of gram sabhas to the centre of governance in the tribal areas. However, not a single state has notified the rules so far; Rajasthan and Andhra Pradesh have framed the rules but have not notified them. There are several critical issues/areas where the objectives of the Act could not be achieved even after more than one decade of its enactment. Prominent among them are as follows:

- Irregularity in elections in the three-tier Panchayati Raj Institutions affecting the functioning of the institutions as per the provision of the PESA Act.
- The PESA Act has been enforced in nine states; however, not all states are following the provisions of the central act uniformly.
- The prevailing violence and unrest in tribal areas has adversely affected various aspects of tribal life and the functioning of the gram sabhas/panchayats.
- There are some practical issues with the implementation of PESA Act, particularly with respect to land acquisition and mining, which need to be discussed thread bare with the state governments and sorted out.

TRIBAL FOREST RIGHTS

8.56 The Scheduled Tribes and Other Forest Dwellers (Recognition of Forest Rights) Act, 2006, and its rules were notified in 2007 but its implementation was made effective from January 2008. As on 30 November 2009, out of the 27 states, only 16 had filed claims for the

title deed under the act, whereas the titles had been distributed in 11 states. The total number of claims received were 25,05,120 against which 5,73,227 titles have been distributed. The highest and lowest number of claims received are from the states of Chhattisgarh (4,57,857) and Jharkhand (4,539) respectively.

DISPLACEMENT

8.57 Acquisition of land and displacement of the tribal people by various development projects is a persisting phenomenon in the tribal areas. Several policies have been implemented for the rehabilitation and resettlement of the affected people. In most cases, the tribals have been found vulnerable in the post-displacement period. The National Rehabilitation and Resettlement Act, 2007, specifically states that compensation benefits shall be extended to all affected families with basic infrastructure facilities and amenities in the resettlement areas in the Fifth and Sixth Schedule Areas. It is imperative that the Act is implemented in letter and spirit, so as to enable displaced tribal families to resettle with basic facilities and other conditions that provide a conducive environment for their survival, protection, and development. Periodic status reports on the rehabilitation of the displaced tribals need to be prepared on a regular basis with effective monitoring.

FORESTS AND MINOR FOREST PRODUCE

8.58 Forests are the life support systems of the tribals. All aspects of their economic, social, religious, and cultural life are closely linked to the forest that they inhabit. The tribal people are facing serious problems regarding utilization and rights over forest and land. They face constant harassment from local forest officials due to their inability to voice their entitlements and also because they do not possess land records. The

Box 8.4

Objectives of Scheduled Caste Sub-Plan (SCSP) and Tribal Sub-Plan (TSP)

- i. Substantial reduction in poverty and unemployment of SCs and STs.
- ii. Creation of productive assets in their favour and providing them with livelihood opportunities on a sustainable basis.
- iii. Human resource development of SCs and STs by providing adequate educational and health services.
- iv. Provision of social, physical, and financial security to them against all types of exploitation and oppression.

e-governance system needs to be streamlined in the TSP areas so as to make legal record accessible online to the beneficiaries at the panchayat level.

8.59 Another vital issue is that of tribals utilizing forest resources, that is, Non-Timber Forest Products (NTFP). It is estimated that 70 per cent of NTFP is collected in the five states of Maharashtra, Madhya Pradesh, Bihar, Orissa, and Andhra Pradesh, where 65 per cent of the tribal population lives (*Report of the Expert Group on Prevention of Alienation of Land and Its Restoration*, M/RD, GoI, 2004: 114). However, over the years it has been found that forests have suffered tremendous loss and depletion, adversely affecting the dependent tribals, with serious implications for their survival and sustenance.

SHIFTING CULTIVATION

8.60 The report of the Ministry of Rural Development (MoRD) indicates that only 6.5 per cent of the households have been reportedly engaged in shifting cultivation in the country. The percentage of area under jhum cultivation is 9.5 per cent in the North-Eastern region, while it is 0.5 per cent for the central tribal belt. The practice of shifting cultivation poses a threat to the ecology of the region at large. Depleting productivity against the growing tribal population has also emerged as a serious concern. It is, therefore, necessary that alternative sources of income and employment are generated with the support of NSTFDC, STFDCs, and other agencies.

TRIBAL UNREST

8.61 By and large, the central tribal belt is engulfed and affected by extremism and unrest. Effective implementation of development programmes, especially in the absence of agencies/personnel, requires special strategies otherwise the isolation and exclusion of the tribals will increase further.

VOLUNTARY ACTION

8.62 Voluntary action and NGOs play a role in the development of tribal areas supplementing governmental efforts, especially in generating awareness and capacity building among the tribals so as to improve their economic status so that they can lead a dignified life. NGOs and voluntary agencies cannot only hold

the institutions accountable to the people to bridge the gap between development programmes and the tribals, but it can also act as an effective instrument in facilitating tribal access to facilities and services. There is also a need to involve NGOs working in the tribal areas in promoting effective implementation of the provision of the PESA Act, 1996.

RESOURCE POSITION

8.63 The pace of progress in terms of financial achievements during the first three years of the Eleventh Plan reflects that an expenditure of Rs 950 crore (45.17 per cent) has been incurred against a total central sector outlay of Rs 2,103.15 crore; that leaves a balance of Rs 1,153.15 crore (54.82 per cent) for the remaining two years of the Plan. The details of allocations made and the expenditure incurred are given in Table 8.3.

SCHEDULED CASTE SUB-PLAN AND TRIBAL SUB-PLAN

8.64 The SCSP was originally introduced in 1979 under the name Special Component Plan, which was renamed the SCSP to bring the nomenclature in line with the TSP introduced in 1975. The objective of SCSP is building on the potential strengths of the SCs and STs through their overall socio-economic development (see Box 8.4).

8.65 The strategy of SCSP and TSP envisages channelizing an adequate flow of funds and benefits to SCs/STs from all sectors of development through the Annual Plans of states/UTs and the central ministries at least in proportion to their population, both in financial and physical terms.

8.66 At present 27 states/UTs are implementing SCSP, while 24 states/UTs are implementing TSP. During Annual Plan 2007–08, Rs 37,296.11 crore was earmarked under SCSP, which accounted for 15.92 per cent of total Plan allocation. The earmarked allocation under SCSP was slightly lower than the SC population, that is, 16.20 per cent. The earmarked allocation under SCSP in Annual Plan 2008–09 was Rs 42,746.94 crore constituting 14.18 per cent of the total Plan allocation. This has shown a downward trend since some states like Chhattisgarh and Jammu and Kashmir

TABLE 8.3
Outlay and Expenditure of Scheduled Tribes, Ministry of Tribal Affairs in the Eleventh Plan

(Rs crore)

Category	Eleventh Plan Outlay	Annual Plan (2007-08)		Annual Plan (2008-09)		Annual Plan (2009-10)		Total		% to XIth Plan (2010-11)	
		BE	Expenditure	BE	Expenditure	BE	Provisional expenditure	BE	Expenditure	Outlay with 3 Years Expenditure	BE
1	2	3	4	5	6	7	8	9	10	11	12
I											
(i) Central Sector (CS) scheme	2,103.15	224.0	189.6	421.5	353.1	387.8	230.3	1,033.3	773.0	74.80	464.50
(ii) Centrally Sponsored Scheme (CSS)	2,005.47	228.7	266.2	303.00	332.2	336.7	386.7	868.4	985.1	113.43	735.50
Total I (i & ii)	4,108.62	452.7	455.8	724.5	685.3	724.5	617.0	1,901.7	1,758.1	92.44	1,200.00
II. Special Central Assistance											
(i) SCA to TSP*	0	816.7	678.3	900.0	780.9	1,400.5	981.2	3,117.2	2,440.4	78.28	960.50
(ii) Article 275(1)*	0	400.0	390.3	416.0	339.8	1,000.0	399.1	1,816.0	1,129.1	62.17	1,046.00
Total II (i & ii)	0	1,216.7	1,068.5	1,316.0	1,120.7	2,400.5	1,380.3	4,933.2	3,569.4	72.35	2,006.50
Total (I & II)	4,108.6	1,669.4	1,524.4	2,040.5	1,806.0	3,125.0	1,997.3	6,834.9	3,327.7	77.94	3,206.50

Note: Allocation for 2008-09 has been reduced by Rs 150 crore.

* Allocation is made on year-to-year basis.

have not indicated any outlay under SCSP. Under TSP, outlays of Rs 18,478.07 crore and Rs 23,484.27 crore were earmarked for Annual Plan 2007–08 and Annual Plan 2008–09 respectively, amounting to 8.65 and 8.61 per cent of the total Plan allocation, which was in consonance with the share of the ST population, that is, 8.2 per cent in the national total.

ISSUES WITH IMPLEMENTATION OF SCSP/TSP

8.67 A review of the implementation of SCSP and TSP for Annual Plan 2008–09 reveals the following weaknesses:

- While most states are earmarking funds as per the percentage of their SC population under SCSP, some states like Assam (2.01 per cent), Goa (0.78 per cent), Gujarat (0.89 per cent), Karnataka (12.34 per cent), Rajasthan (14.87 per cent), and Tamil Nadu (14.87 per cent) have earmarked funds less than the corresponding SC share in the population of the state. The situation is somewhat better under TSP wherein most states except Gujarat, Himachal Pradesh, Karnataka, and Sikkim have earmarked funds under TSP as per the percentage of ST population.
- All the states/UTs except Jammu and Kashmir and Chandigarh have created separate budget heads/sub-heads to prevent diversion of funds. Most of the state governments/UT administrations have followed a sectoral approach in earmarking funds under SCSP and TSP.
- Following the Planning Commission's guidelines, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Maharashtra, and Uttarakhand have empowered pr. secretary/secretary, Department of SC/ST with financial powers for SCSP and TSP funds.
- Except for a few states, such as Tamil Nadu and Gujarat, the other states do not seem to be fixing realistic physical targets for SCSP and TSP schemes/programmes. Several states are not conducting benchmark surveys and also not preparing perspective plans and vision documents for long-term goals and outcomes of the schemes/programmes. States, such as Andhra Pradesh, Maharashtra, Gujarat, Rajasthan, Orissa, Chhattisgarh, and Madhya Pradesh have adopted the practice of pooling funds

from all the sectoral/line departments and placing them under the nodal Department of SC and ST Welfare.

- Preparation of SCSP and TSP documents earmarking funds in each Annual Plan as per the guidelines with prioritized schemes that benefit the SC and ST population is a prerequisite. Nevertheless, states of Andhra Pradesh, Assam, Bihar, Goa, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Punjab, Tripura, and West Bengal did not submit the SCSP and TSP documents along with their Annual Plans for 2008–09.
- Though the state governments are earmarking funds under SCSP and TSP as per the guidelines, the actual expenditure met under SCSP and TSP is typically way below the desired level of expenditure. State governments need to ensure full utilization of funds and also the intended benefits reaching the target groups in terms of measurable outcomes.

8.68 Expenditure incurred during the first two years of the Eleventh Five Year Plan under SCA to SCSP was Rs 501.15 crore and Rs 601.59 crore and that to TSP was Rs 678.26 crore and Rs 780.87 crore respectively. Grants under Article 275(1) of the Constitution are 100 per cent central assistance provided to the states to supplement the efforts of the state governments. During Annual Plans 2007–08 and 2008–09, Rs 400 crore and Rs 416 crore respectively were made available to the states for Scheduled Area Administration and to raise their level of administration at par with other regions.

8.69 Planning Commission guidelines clearly emphasize the need to set up SCSP cells in central ministries/departments. Yet, the ministries/departments have not set up the cells to look after the implementation of SCSP and TSP. Recently, some of the ministries/departments have expressed willingness to formulate schemes and earmark funds under SCSP and TSP. The central ministries/departments need to prepare SCSP and TSP documents, which will provide a definite plan of action and roadmap for the sectoral role and contributions towards the socio-economic development of SCs and STs.

8.70 The major issues relating to implementation of SCSP and TSP strategies are:

- Priority sectors and need-based schemes/programmes for the benefit of SCs/STs, such as education, health, and technical/vocational training have not been devised as per the needs based on equity considerations.
- Schemes related to minor irrigation, asset creation, housing, and land distribution have not been given adequate importance under SCSP and TSP. The allocations typically made are only notional in nature showing supposed benefits accruing to SCs/STs welfare. The funds allocated are often not budgeted.
- Since the secretary in-charge of SC and ST development is often not designated as the nodal officer, there is no controlling and monitoring mechanism for the planning, supervision, and allocation of funds to these disadvantaged sectors.

8.71 Even after three decades of operationalization, the impression persist that SCSP and TSP are still not being implemented satisfactorily. There are some genuine problems regarding assignment or identification of benefits for infrastructure schemes, but even if these are treated differently, it is not clear that the SCSP or TSP are working as well as they should. The Planning Commission is reviewing the experience in this area to see how the implementation of the SC/ST Sub-Plan can be improved. New guidelines will be developed taking account of the experience thus far to guide the formation of the Sub-Plan in the Twelfth Plan.

OTHER BACKWARD CLASSES

8.72 The CSS Pre-Matric Scholarships for OBCs is being implemented since 1998–99 with the objective of enabling OBC children to pursue pre-matric education. The expenditure during the first three years of the Eleventh Plan was Rs 89.10 crore, which is 104.82 per cent of the Eleventh Plan allocation of Rs 85 crore for the scheme. Under the scheme, during the first three years of the Eleventh Plan, as many as 44.60 lakh OBC students are expected to benefit against the Plan target of 74.30 lakh students. The allocation for Annual Plan 2010–11 is Rs 50 crore.

8.73 Notwithstanding the fact that some states have not been availing funds for the Pre-matric Scholarships scheme, there is considerable demand from the rest of the states aggregating to as much as Rs 759 crore in 2008–09. The scholarship amount provided under the scheme has remained unchanged since the introduction of the scheme in 1998–99. Therefore, there is an urgent need to bring about an upward revision of the scholarship amount in accordance with the changes in the cost of living.

8.74 The scheme of PMS for OBCs is being implemented to encourage higher education by providing financial assistance to OBC students studying at the post-matric/post-secondary level and to enable them to complete their education. The expenditure during the first three years of the Eleventh Plan was Rs 477.75 crore, which is 129.30 per cent of the Plan outlay of Rs 369 crore for the scheme. A total of 44.6 lakh OBC students are estimated to have been receiving PMS during the first three years of the Eleventh Plan as against the Plan target of 74.30 lakh students. The allocation for Annual Plan 2010–11 is Rs 350 crore.

8.75 Coaching facilities for OBC candidates aspiring to appear for competitive examinations is extended along with SC candidates under the umbrella scheme of Coaching and Allied Scheme for SCs, OBCs and Other Weaker Sections. The coverage under the scheme is shared between SCs and OBCs in the ratio of 70:30.

8.76 There is considerable demand for this scheme for OBCs, which is reflected in the states seeking very large funding to the order of Rs 528 crore in 2008–09 alone. The scheme is also due for an upward revision of stipend amounts, which have remained unchanged since the scheme was launched in 1998–99.

DE-NOTIFIED, NOMADIC, AND SEMI-NOMADIC TRIBES

8.77 In the Eleventh Plan, the De-Notified, Nomadic, and Semi-Nomadic Tribes (DNTs), received a special attention not only for the reason that they are the most backward and vulnerable communities among the socially disadvantaged groups, but also for the fact that the developmental process has bypassed them.

Box 8.5 Commitments for Persons with Disabilities in the Eleventh Plan

- Adopting of a four-pronged approach: (i) delineate clear-cut responsibilities between the concerned ministries/departments; (ii) concerned ministries/departments to formulate detailed rules and guidelines within six months of approval of the Eleventh Plan; (iii) ensure that each concerned ministry/department reserves not less than 3 per cent of its annual outlay for the benefit of disabled persons as enjoined in the Persons with Disabilities Act, 1995; and (iv) setting up of monitoring mechanisms at various levels and developing a review system to monitor the progress made on a regular and continuing basis.
- Creating a separate Department of Disability in the Ministry of Social Justice and Empowerment.
- Appointing of a Chief Commissioner for Persons with Disabilities (CCPD) as mandated in the Persons with Disabilities Act, 1995.
- Income ceiling for availing assistance to be raised to Rs 10,000 per month. The ceiling for purchase/fitting of aids and appliances also to be enhanced to Rs 25,000 per month.
- Enhancing the production capacity of aids and appliances and avoiding monopolization by ALIMCO.
- Loans for disabled people through commercial banks, Regional Rural Banks (RRBs), and cooperatives on concessional terms for undertaking self-employment ventures.
- Every disabled person to possess a disability certificate within 30 days of application, by the end of the Eleventh Plan.
- Setting up of disability units in the UGC, All India Council for Technical Education (AICTE), National Council of Educational Research and Training (NCERT), Kendriya Vidyalaya Sangathan (KVS), and all other apex education bodies.
- Scholarships and stipends for pre-matric education to all disabled students and support for training/education abroad, especially in studies relating to disability.
- Backlog of vacancies to be filled up at the Centre and in the states. Employment for disabled people in the private sector as per the provision of Section 41 of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995.
- Barrier-free movement in all public buildings and facilities, such as schools, hospitals, and public transport.
- Multi-pronged, cross-sectoral approaches to identify, prevent, manage, treat, and rehabilitate persons with mental disabilities. Issues relating to hearing and/or speech impairment to receive focused attention.
- A Sign Language Research and Training Centre to be established for development and promotion of sign language and training.
- To amend all the four disability related legislations suitably in consonance with UNCRPD.
- To set up a National Institute of Universal Design to promote greater accessibility and a barrier-free environment.

These communities do not receive special attention under any welfare and developmental programmes, nor is there any specific developmental programme attending to their special problems and needs. While some of these communities are included in the list of SCs, STs, and OBCs, the rest, at large, are not receiving any welfare and developmental services in exclusive terms. The DNTs who are not listed as SCs/STs/OBCs need to be categorically identified with location targets and attended through special welfare and developmental programmes. To this effect, there is a need first to identify and include them in the list of SCs, STs, or OBCs as appropriate, after having resolved the prevailing differences and discrepancies with regard to their inclusion or exclusion in the lists of

the notified communities. Second, there is also a need to formulate special schemes over and above those already operational, as would be required.

SOCIAL WELFARE

Persons with Disabilities

8.78 The approach of inclusive growth adopted in the Eleventh Plan is pursued through suitably targeting the disabled in various welfare, developmental, and rehabilitative programmes, in tune with the fast changing socio-economic scenario in the country. To this effect, a strategy of empowerment of persons with disabilities was adopted mainly on the basis of the provisions of the Persons with Disabilities

(Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, (PWD Act).

Review of the Policies and Programmes

8.79 There are seven autonomous national institutes for different types of disabilities. These institutes are engaged in human resource development in the field of disability, providing rehabilitation services, and research and development efforts. During the first three years of the Eleventh Plan 10.31 lakh disabled persons benefited through these institutes. The expenditure in the first three years of the Eleventh Plan was Rs 138.75 crore accounting for 94.38 per cent utilization of the Plan allocation of Rs 147 crore. An outlay of Rs 54 crore has been made for 2010–11.

8.80 These institutes are required to be strengthened as Centres of Excellence (CoEs) on par with international standards. The activities of these institutes need to be decentralized so as to cater to the needs of the rural disabled. To this end, these institutes need to, in close collaboration with concerned governmental and non-governmental agencies, aim at developing training and service models especially suited to the demands and needs of the disabled in rural, tribal, and hilly areas. The national institutes continue to focus on building technical manpower by offering academic courses leading to degrees and diplomas. These institutes need to be more research and development-oriented so as to devise innovative, suitable, and useful rehabilitation service packages in making persons with disabilities self-dependent and productive.

8.81 The Artificial Limbs Manufacturing Corporation (ALIMCO) was established in 1976 as a non-profit company for manufacturing and supplying durable, sophisticated, scientifically manufactured, modern, and ISI standard quality assistive aids and appliances that can promote physical, psychological, social, and vocational rehabilitation for reducing the effect of disabilities and enhancing the potential for self-dependence. The value of production and sales was Rs 52.30 crore and Rs 52.44 crore respectively in 2008–09. The expenditure in the first three years of the Eleventh Plan was Rs 2 crore, which amounts to 25 per cent of the allocation of Rs 8 crore for the first

three years of the Eleventh Plan. The allocation for the Annual Plan 2010–11 is Rs 3 crore.

8.82 ALIMCO products are believed to be costly and also have low acceptability among users. As such, there is an urgent need to enhance the production capacity of assistive devices that are affordable, culture-specific, and repairable within a 5 km distance. Manufacturing of assistive devices in the private sector should also be promoted. Evaluation of the functioning of the corporation in terms of catering to the needs of the poorer segments of the disabled and for the optimization of the cost of production of various aids and appliances is called for.

8.83 Under the Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances (ADIP) scheme, around 2 lakh needy persons with disabilities are provided with assistive devices every year. The likely expenditure during the first three years of the Eleventh Plan is Rs 176.7 crore as against the Rs 228 crore allocation of the Plan indicating 77 per cent utilization. The allocation for Annual Plan 2010–11 is Rs 100 crore. Procedures under the ADIP scheme need to be simplified so as to facilitate easy availability of the much-needed aids and appliances to persons with disabilities. There should be involvement of rehabilitation professionals for designing appropriate and more viable aids and appliances. An evaluation study of the scheme carried out by Santek Consultants Private Limited, Delhi, suggests that the selection of NGOs for implementing the scheme is critical and therefore a stringent assessment should be made a prerequisite before selection.

8.84 The PWD Act, 1995, is being implemented with the aim of empowering persons with disabilities in equal terms with others by extending needed protective and promotive and rehabilitative services with a right-based approach. For effective implementation of the Act, a multi-sector collaborative approach needs to be undertaken by all the related ministries/departments, state governments, and other institutions. The total likely expenditure for implementation of the PWD Act, 1995, in the first three years of the Eleventh Plan works out to Rs 27.7 crore. The allocation for Annual Plan 2010–11 is Rs 100 crore. Recognizing the need to

amend the PWD Act, 1995, so as to bring it in consonance with the United Nation's Convention for Rights of Persons with Disabilities (UNCRPD), an amendment to the Act is being contemplated (see Box 8.5).

8.85 Under the Incentives to Employers in the Private Sector for Providing Employment to the PWD scheme, the Government of India provides the employer's contribution for the Employees' Provident Fund (EPF) and Employee State Insurance (ESI) for three years for physically challenged employees engaged in the private sector with a monthly salary up to Rs 25,000. The scheme was launched in the second year of the Eleventh Plan (April 2008) and hence had no allocation in the Eleventh Plan. The total expenditure of Annual Plans 2008–09 and 2009–10 was Rs 5.50 crore against the allocation of Rs 30 crore, which accounted for 18.33 per cent of the total Plan expenditure for the scheme. A provision of Rs 8 crore has been made in Annual Plan 2010–11 anticipating full utilization. Notwithstanding the objective of the scheme—encouraging the private sector to provide employment opportunities to persons with disabilities—the response from the employers has been very poor despite the incentives provided. Therefore, efforts need to be made to sensitize employers in the private sector to come forward and provide employment to persons with disabilities as an act contributing to the process of inclusive growth.

8.86 The National Handicapped Finance and Development Corporation (NHFDC) was set up in 1997 with the objective of supporting persons with disabilities to take up income generating and self-employment ventures through provision of loans at concessional rates for viable income generating activities and pursuing professional/technical education. An allocation of Rs 25 crore has been made for NHFDC in the Eleventh Plan. As against this, Rs 37 crore has been released in the first three years of the Eleventh Plan. The allocation for Annual Plan 2010–11 is Rs 50 crore. NHFDC would need to identify more job-oriented vocations and enhance funding under its schemes for the economic empowerment of persons with disabilities. The corporation needs to be decentralized with simplified procedures for loan facilities.

8.87 Recognizing the special problems and needs of persons with disabilities, specific aspirational and actionable pronouncements were made in the Eleventh Plan. An assessment of the progress made with regard to the actionable points concerning the welfare and development of persons with disabilities indicates a disappointing performance; most of them have remained unattended till date. Except for increasing the income ceiling for availing assistance to purchase aids and appliances, the ceiling for purchase of fittings of aids and appliances and partial achievement with regard to the implementation of reservation for persons with disabilities in various ministries and departments, the rest of the expected actionable pronouncements have seen little or no progress.

8.88 Strengthening the Office of the Disability Commissioners at the state level also needs to be ensured by providing both professional and budgetary support. More autonomy needs to be accorded to Commissionerates so that their recommendations are binding for the Centre as well for the state and local level authorities for delivering services and support as per the entitlements of persons with disabilities. Concerted efforts need to be made to set up District Disability Rehabilitation Centres (DDRCs) in 300 districts of the country so as to enable them to extend all rehabilitative support, especially for persons with disabilities living in remote rural and tribal areas on a priority basis. There should be a clear-cut guideline in the PWD Act, 1995, towards adherence to a uniform norm/definition while issuing disability certificates and this should be issued within 30 days of submission of applications. Scholarships provided by the state to persons with disabilities should be made equivalent to similar scholarships and stipend extended to SC and ST students. Any infrastructure to be created in the future should ensure a provision for easy accessibility for the benefit of persons with disabilities in all public buildings and civil infrastructure, which could be made mandatory.

8.89 Development programmes for disabled people are implemented generally in metropolitan cities and other urban centres by NGOs, while rural and tribal areas, by and large, remain unattended. Tribal and hilly areas should, therefore, be given more

focused attention, especially targeting women with disability. Performance of the NGOs working for persons with disabilities needs to be evaluated so as to ascertain their prominence in the sector. SC/ST disabled people should be given priority under all welfare and developmental activities. To this effect, state governments need to be persuaded to identify voluntary agencies in tribal and rural areas for their effective involvement in planning and implementation of programmes concerning persons with disabilities.

8.90 In order to develop a much-needed database on the population and other demographic variables, the Registrar General of India (RGI) needs to be persuaded to include the disability component in the forthcoming Census operations. District Rehabilitation Centres and Panchayati Raj Institutions (PRIs) should also provide relevant data on persons with disabilities to fill prevailing data gaps.

8.91 The state alone cannot provide all the services needed by persons with disabilities. Hardly any comprehensive service package is available with the private sector for persons with disabilities. The voluntary sector should play a credible role in providing user-friendly affordable services and in supplementing the endeavours of the state. Voluntary efforts should be promoted and supported in a bigger way to ensure their effective reaching out, especially to un-reached persons with disabilities in rural and tribal areas. Networking, exchange of information, and interaction among NGOs should be facilitated and encouraged to draw and adopt minimum standards, codes of conduct, and ethics. Transparency, accountability, and procedural simplification should also be the guiding factors in striving for improvement in the NGO-government partnership.

SOCIAL DEFENCE

SENIOR CITIZENS

8.92 The problems of old age, especially those of the indigent are growing consequent to the breaking up of joint families, weakening of family ties and social relations, and migration of the young to urban areas for livelihood. The population of the aged and the proportion of the indigent among them will continue

to increase with improvements in life expectancy. There is an imperative need to have a proactive cognition of these emerging and enlarging problems of senior citizens.

8.93 During the remaining period of the Eleventh Plan, the state governments need to be sensitized to formulate state policies for older persons. In order to implement the National Policy for Older Persons (NPOP), state governments should set up Regional Resource and Training Centres (RRTCs).

8.94 Non-availability of resources is a major hindrance in the construction of old age homes. A separate fund for older people could be created to meet the resource crunch by levying certain percentage of cess under corporate tax.

8.95 The persons in the 80+ age group need special protection and specific attention as their population is growing at a faster rate. Inadequacies of trained personnel in the areas of elderly care are of major concern. Available training facilities of geriatric care and gerontology are inadequate and require to be expanded with help from universities and NGOs. Emerging problems of older persons such as Alzheimer and dementia are increasing every day in the country. Accordingly, suitable proactive initiatives need to be taken to arrest these.

8.96 The Integrated Scheme for Older Persons is being implemented since 1992 to improve the quality of life of senior citizens by providing basic amenities like food, shelter, medicare, and entertainment facilities. An outlay of Rs 205 crore is provided for the scheme in the Eleventh Plan; against that, there has been an expenditure of Rs 53.5 crore during the first three years of the Plan indicating 26.09 per cent utilization of funds. The allocation for Annual Plan 2010-11 is Rs 140 crore. The total beneficiaries are 45,000. A study of senior citizens by the Centre for Gerontological studies, Thiruvananthapuram conducted in 2004-05 suggested that all older persons in the lower income level need to be provided with pensions. It was also suggested that old age homes should offer a minimum standard of living by ensuring provision of nutritive food, healthcare, and counselling facilities and the

staff attending to aged inmates should be trained in geriatric care.

DRUG ABUSE

8.97 The Prevention of Alcoholism and Substance (Drugs) Abuse scheme is being implemented since 1985–86 with the objective of reducing demands for drugs. The thrust is on preventive drug abuse and reintegration of addicts into mainstream society through coordinated efforts by the government and NGOs. The scheme was revised in October 2008. The changes made in the revised scheme are:

- The objective of the scheme has been revised to incorporate ‘whole person recovery’ of addicts.
- The PRIs and ULBs have also been included as eligible organizations to receive grants-in-aid under the scheme.
- Counselling Centres (CCs) and Treatment Centres (TCs) of the pre-revised scheme will be merged into a composite Integrated Rehabilitation Centre for Addicts (IRCA) for comprehensive treatment, rehabilitation, and social reintegration of the victims of drug abuse.
- There is a provision for a grant of Rs 900 per month per beneficiary for providing food for persons below the poverty line and for permitting the implementing agencies operating IRCA to charge an amount of Rs 900 per month from the Above Poverty Line (APL) addicts.
- The revised scheme provides that in IRCAs, 15 and 30 beds can be upgraded to 20 and 40 beds

respectively in urban areas and in the North-East, depending upon their actual utilization. There will be flexibility in authorizing the staff strength as well as recurring costs payable to them with the approval of the ministry.

- Maximum permissible period of stay in a de-addiction centre was one month. In IRCA, this may go up to two months depending on the recommendation of a local committee based on the peculiarity of each case.
- RRTCs have been made an integrated component of the scheme.

8.98 Against the allocation of Rs 110 crore in the Eleventh Plan, the expenditure during the first three years was Rs 69.79crore (63.45 per cent utilization) covering 1.79 lakh beneficiaries. The allocation for Annual Plan 2010–11 is Rs 41crore. The scheme was evaluated in 2007–08 by the Jai Prakash Institute of Social Change, Kolkata. The major findings and recommendations of this evaluation are given in Box 8.6.

8.99 In various states, social welfare programmes continue to be administered by more than one department. Adequate attention is not given to induction of trained professionals/social workers and on establishing linkages with grassroots level workers and institutions. Also, the feedback from states/UTs is not forthcoming on a regular basis. As a result, no meaningful assessment of the impact of various policies and programmes is feasible. Virtually, there

Box 8.6

Scheme for Prevention of Alcoholism and Substance (Drugs) Abuse

Findings	Recommendations
<ul style="list-style-type: none"> • The substances that were commonly used and abused by the respondents were tobacco, cannabis, alcohol, brown sugar, hallucinogens, and multiple drugs. • Most of the drug abusers were in the age group of 18–28 years. • More than 60 per cent of the clients did not get effective counselling services. 	<ul style="list-style-type: none"> • The study suggested behavioural and occupational therapy by professional experts. • De-addiction centres should be located in close proximity to hospitals, centres for medical and psychiatric care, and other support services. • Provision for proper accommodation for the centres, safe drinking water, and proper sanitation need to be ensured in de-addiction centres.

is no programme or scheme from the state side that addresses the problems of alcoholism and substance (drug) abuse.

ROLE OF NGOS

8.100 NGOs have been involved in the implementation of various social welfare programmes. Their role has been of functioning as motivators/facilitators to enable the community to chalk out an effective strategy for tackling social problems. However, there are a few drawbacks in the implementation through NGOs: (i) rigid rules and procedures; (ii) most of the NGOs working in social welfare are urban based; (iii) uneven spread of NGO services in various states/regions of the country; and (iv) lack of NGO activities in the rural and tribal hilly areas. There is also a need to encourage NGOs to build their capacity and strength to stand on their own. For existing social welfare programmes to reach the rural unreached areas, it is imperative that NGOs and voluntary agencies working at the grassroots level develop linkages with Panchayats, local bodies, and other agencies engaged in the extension of social services.

RESOURCE POSITION

8.101 The sector-wise financial achievements in terms of outlay and expenditure incurred in the Eleventh Plan and in the Annual Plans of 2007–08, 2008–09 and 2009–10 are given in Table 8.4. Statements showing scheme-wise details of outlays and expenditure during the Eleventh Plan are given in Annexures 8.1 and 8.2.

MINORITIES

8.102 Upholding the constitutional provisions, the government is committed to the all-round development and protection of minorities through implementation of various welfare and developmental programmes and legislative measures. It has established institutions, autonomous bodies, and commissions to monitor and protect their rights. Yet, these disadvantaged and marginalized segments face discrimination, violence, and atrocities. In view of this, the Eleventh Plan focused attention on the minorities, especially those living in relative socio-economic backwardness. It also recognized the need for systemic interventions through schemes and programmes to ensure that

they fully participate in the process of growth and development.

8.103 In pursuance of the approach of inclusive growth, the Plan triggered a wide range of welfare and developmental initiatives addressing sectors like education, economic empowerment, and access to amenities. However, the problem of communal violence has been causing adversities and impediments in implementation and thus distancing the developmental goals from bridging the schism between the minority and the majority. As long as deprivation continues to be a part of people's lives and they have to keep competing for limited resources, it will be difficult to build cohesiveness in society. Notwithstanding adversities, intensive efforts need to be made to ensure the effective implementation of policies and schemes and move away from ad-hocism to a comprehensive framework, which cumulatively addresses social-economic inequalities.

8.104 With the setting up of the Ministry of Minority Affairs (MoMA) on 29 January 2006, various schemes were introduced for the first time. For instance, the scheme for the Development of Minority Concentrated Districts was formulated for developing infrastructure in the backward parts of the districts. The Plan's recognition of the importance of access to quality education resulted in the formulation and implementation of Pre-Matric, Post-Matric, and Merit-cum-Means Scholarship schemes. Meanwhile, as a result of the Prime Minister's New 15 Point Programme, some ministries have set aside a minority component in their flagship schemes such as SSA, ICDS, SGSY, and IAY. Further, an Assessment and Monitoring Authority (AMA) and a National Data Bank (NDB) were set up to improve the present system of data collection and analysis and make available minority disaggregated data.

8.105 Many steps have thus been taken but their implementation has been facing difficulties. This is partly due to the fact that to be truly effective, these schemes need to be underpinned by a greater sensitization and change not only in the mindsets of the people but in the psyche of implementing officers as well. These changes are long in coming.

TABLE 8.4
Outlays and Expenditure during the Eleventh Plan

(Rs crore)

Sector	Eleventh Plan Outlay	Annual Plans				Total Expenditure for 3 Years of the Eleventh Plan	% to			
		2007-08		2008-09			Eleventh Outlay	with 3 years		
		BE	Expenditure	BE	Expenditure					
								Annual Plan 2010-11 BE		
A. Central Sector (CS)										
1	Welfare of SCs & OBCs	779.00	752.77	897.00	999.46	837.00	748.84	2,501.07	99.52	969.00
2	Welfare of Disabled, Aged, and Other Vulnerable Groups Total (A-CS)	289.00	240.37	335.00	253.86	355.00	255.41	749.64	76.57	673.00
		1,068.00	993.14	1,232.00	1,253.32	1,192.00	1,004.25	3,250.71	93.07	1,642.00
B. Centrally Sponsored Scheme (CSS)										
1	Welfare of SC and OBC	932.00	1,180.31	1,168.00	1,103.15	1,308.00	1,444.09	3,727.55	109.38	2,858.00
	Total (B-CSS)	932.00	1,180.31	1,168.00	1,103.15	1,308.00	1,444.09	3,727.55	109.38	2,858.00
	Total (A+B)	2,000.00	2,173.45	2,400.00	2,356.47	2,500.00	2,448.34	6,978.26	101.13	4,500.00

Box 8.7 Eleventh Plan at a Glance

The Approach

- Improving access, retention, and achievement in primary, elementary, and higher education, with particular emphasis on the education of children from minority communities, especially Muslim girl children
- Enhanced access to credit and subsidy for self-employment, promotion of traditional crafts, upgradation of technical skills, and equal opportunities for employment in the public and private sector
- Creation of a National Data Bank (NDB) to collect data on various aspects of Socio-Religious Communities (SRCs)
- In-depth evaluation of the National Minority Development and Finance Corporation (NMDFC) and the Maulana Azad Education Foundation (MAEF) to improve their efficacy and suggest other institutional innovations

Monitorable Targets

- Multi-Sectoral Development Programme (MSDP) for Minority Concentration Districts (MCDs): 90 districts
- Pre-Matric Scholarships Scheme: 25 lakh students
- Post-Matric Scholarships Scheme: 15 lakh students
- Merit-cum-Means Scholarships: 2.55 lakh students
- Free Coaching and Allied Assistance for minorities: 25,000 students

Therefore, there has been little visible difference in the condition of minorities. Some important legislations like the Communal Harmony Bill have also been introduced.

8.106 As a part of Mid-Term Appraisal process, five regional consultations were held at Chandigarh (north consultation), Bubhaneshwar (east consultation), Jaipur (west consultation), Bangalore (south consultation), and Guwahati (North-East consultation), in collaboration with UNIFEM, UNFPA, and UNICEF. Two NGOs, the Voluntary Health Association of India (VHAI) and the National Alliance of Women (NAWO), were also associated in the process. These consultations were preceded by state-level consultations. Consultations were also held with officials from state governments who are the main implementers of the schemes. A national-level workshop of academics, researchers, and NGOs was held to get their perspective on the schemes. Detailed feedback was obtained from MoMA regarding schematic appraisals in terms of physical and financial targets/outlays and achievements. Through this process it has been possible to identify difficulties, bottlenecks, and good practices over the first half of the current Plan. The MTA process for minorities also entailed a comprehensive review and analysis of the ministry's schemes for the first time, most of which were introduced in the first half of the Eleventh Plan. The

assessment is also based on field visits by a Planning Commission team to various parts of India. The findings and feedback received through the process of consultations have been taken into account in the MTA.

8.107 In the Eleventh Plan, MoMA was allocated Rs 7,000 crore, and outlay for the first three years is Rs 3,240 crore, constituting 46 per cent of the total proposed outlay. The expected expenditure for the first three years is Rs 2,527 crore, 77.99 per cent of the outlay. Several new schemes were introduced in the first half of the Eleventh Plan. Pre-and Post-Matric and Merit-cum-Means Scholarship schemes were introduced for the benefit of minority students, multi-sectoral development programmes in 90 Minority Concentration Districts (MCDs) were also introduced for filling developmental gaps in such districts. Mean-while, two existing institutes—the NMDFC and the Maulana Azad Education Foundation (MAEF)—were provided additional funds for enhancing the equity and corpus funds respectively. The Coaching and Allied Assistance scheme was revised. The scheme-wise details of allocations made and the expenditure incurred are given in Annexure 8.3.

8.108 Three new schemes have been introduced during the current financial year (2009–10): Maulana

Azad National Fellowship for Minority Students with a fiscal allocation of Rs 15 crore, Grants-in-aid to Computerization of records of State Wakf Boards with an allocation of Rs 10. crore, and the Scheme for Leadership Development of Minority Women with an allocation of Rs 8 crore, which was transferred from the Ministry of Women and Child Development (MoWCD) to the MoMA. Being a new ministry it is still early to make an assessment of the performance of the schemes. Due to lack of previous data no comparisons can be made.

EDUCATIONAL MEASURES

- **Pre-Matric Scholarships:** For education of children of minority communities, a CSS was launched in 2008 on a 75:25 fund-sharing basis between the Centre and the states. Students with not less than 50 per cent marks in the previous final examination and whose parents/guardians' annual income does not exceed Rs 1 lakh are eligible. An outlay of Rs 1,400 crore was provided for the Eleventh Plan to award 25 lakh scholarships of which 30 per cent are earmarked for girl students; a 73.69 per cent utilization was indicated for the three years. For Annual Plan 2010–11, Rs 450 crore was allocated (see Table 8.5).
- **Post-Matric Scholarships:** Minority students, especially those in backward areas find it difficult to access higher education because of fees and non-availability of good institutions of higher education in their areas. A CSS was launched in 2007 to address this problem, which has 100 per cent central funding. An outlay of Rs 1,150 crore has been provided in the Eleventh Plan to award 15 lakh scholarships (Table 8.5). Despite the huge demand, only 5.58 lakh minority students were awarded PMS in the first three years of the Eleventh Plan as against the target of 15 lakh students (see Box 8.7).
- Unlike the Pre-Matric scheme, the uptake for the Post-Matric scheme has been slow. This is partly because some states are not disbursing the stipends on time. Timely allocation of funds by the states through bank accounts is essential. This should be done at the beginning of the academic year because insistence on full payment of fees at the time of admission deters students from poor families. It is imperative that only deserving students access this scheme. Since the number of scholarships is predetermined and the demand is very high, there should be meticulous handling. It is better that for every account opened by a beneficiary for this purpose, the government is required to pay Rs 500 as an advance deposit. It is urgent to regulate this practice because it defeats the objective of the scheme.
- **Merit-cum-Means Scholarships:** This scheme for professional and technical courses at the graduate and postgraduate levels was launched in 2007 with the objective of providing financial assistance to students of minority communities from poor families with parental incomes of Rs 2.5 lakh per annum. The entire cost under the scheme is borne by the Central Government. It is proposed to award 20,000 scholarships every year, besides renewal of old scholarships. About 73.11 per cent of the Rs

TABLE 8.5
Targets and Achievements

Name of Scheme	Launch Year	Eleventh Plan Allocation (Rs crore)	Fiscal Allocation for 2007–10 (Rs crore)	Expenditure 2007–10 (Rs crore)	Eleventh Plan Targets	Achievements 2007–10	Annual Plan 2010–11 Allocation
Pre-Matric Scholarship	2008	1,400	360	265.31	25 lakh students	22.42 lakh	450.00
Post-Matric Scholarship	2007	1,150	350	229.69	15 lakh students	5.59 lakh	265.00
Merit-cum Means Scholarship	2007	600	279	204.00	2.55 lakh students	79,435	135.00
Coaching and Allied Assistance for the Minorities	2007	45	32	24.00	25,000 students	15, 151	15.00

279 crore sanctioned for the scheme for the first three of the Eleventh Plan (2007–10) has been spent. For 2010–11, Rs 135 crore has been allocated (Table 8.5).

- **Coaching and Allied Assistance for Minorities:** This scheme was launched in 2007 as a central sector scheme with 100 per cent central funding. The objective of the scheme is to assist candidates from economically weaker minority communities through supplementary coaching. In the first three years of the Eleventh Plan the total outlay was Rs 32 crore and the total expenditure was Rs 24 crore, that is, 75 per cent. For Annual Plan 2010–11, the allocation is Rs 15 crores (Table 8.5). It is imperative that state governments take up the scheme and identify good coaching institutes. The states have been falling behind in sending good proposals seeking support from the ministry. At the same time, good coaching institutes must also come forward and apply for students studying in their institutes in their respective states.
- **Maulana Azad Education Foundation (MAEF):** The foundation was set up in July 1989 with a corpus of Rs 30 crore to promote education among backward minorities in general, and girl children in particular. In 2009 the corpus fund of the foundation was Rs 425 crore. While there is a need for expanding and strengthening the activities of MAEF on one hand, there prevails a resource crunch due to static or declining rate of interest on the MAEF corpus on the other. In 2009, the foundation initiated action for an evaluation and asset verification study through an independent agency (see Box 8.7).

ECONOMIC MEASURES

- **National Minority Development and Finance Corporation (NMDFC):** This corporation was set up in 1994 with an authorized share capital of Rs 500 crore, which was enhanced to Rs 1,000 crore in 2009–10. It provides funding through NGOs and SCAs. NMDFC channelizes its activities through 36 SCAs working in different states. Despite incentives provided in the form of funds, the performance of SCAs remains unsatisfactory. Non-submission of utilization certificates has prevented them from getting additional funds that are due to them.

- The corporation also implements its programme through NGOs under micro-credit financing up to Rs 25,000, which is given to each member of the minority SHG. Funds for this purpose are made available to NGOs at the rate of 1 per cent for further loans at an interest rate of 5 per cent per annum. In addition to loaning activity, NMDFC assists targeted groups in skill upgradation and marketing assistance. Under the NGOs programme, there is also a provision for an interest free loan (adjustable as grant) for promotion and stabilization of SHGs.
- NMDFC continues to remain heavily dependent on government assistance, even though it was expected to become self-reliant within two to three years of its establishment. As on 31 March 2009, the Government of India had contributed Rs 520.36 crore towards share capital while Rs 123.41 crore was to be contributed by state governments. Some of the states have failed to contribute their balance share of Rs 131.50 crore. Individuals, philanthropists, and industrialists have not come forward to contribute to the corporation either. As a result, the programmes for economic upliftment of minorities in some states have stagnated.
- An expert committee of professional bankers and financial experts was constituted to review the functioning of the corporation and suggest an action plan for improving its operational performance. The expert committee in its report (April 2007) recommended its restructuring. The corporation would be converted from a company into a non-deposit taking Non-Banking Finance Company (NBFC) and will act as a holding company for two other institutions of Minority Partnership (MP) and the National Wakf Development Agency (NWDA). The government has approved the proposal and the MoMA is working in this direction.
- Like all other MoMA programmes this one also begs for intensive awareness generation and information dissemination. Guidelines in local languages should be made available. The consultative group stated that though the interest rate charged by NMDFC is low and without complexities, its funds are limited, that is, Rs 5–10 lakh per NGO, as is the loan repayment period. Details of term loans and

the micro-finance disbursed are on the website of NMDFC. However, it averred that the corporation does not respond to queries. The next two and half years should also make NMDFC more inclusive by reaching out to all minority groups. Further, a nodal department/agency as a facilitator should be identified to simplify all transactions and guarantee accountability.

- As the social and economic infrastructure in many MCDs is severely lacking, a CSS of Multi-Sectoral Development Programme (MSDP) of MCDs was launched in 2007 with 100 per cent funding from the Government of India. Ninety MCDs were identified based on population figures and the backwardness parameters of the 2001 Census. Activities for building better infrastructure are being undertaken. These include critical infrastructural linkages like basic health infrastructure, anganwadi centres, education, sanitation, health, pucca houses, drinking water, and electricity supply. Besides beneficiary-oriented programmes, income-generating activities like skill development are also covered. The scheme is being implemented through the PRIs/line departments/public agencies/Scheduled Areas Councils in accordance with the implementation mechanisms in practice at the states/UTs' level. Halfway through the Eleventh Plan, plans of only 72 districts have been approved. It should be ensured that the central assistance released for undertaking programmes in 72 districts is utilized in a time-bound manner and the remaining districts should also be motivated to undertake the programme.

SOCIAL MEASURES

- **Progress under the Prime Minister's New 15-Point Programme:** For the first time, a comprehensive effort was made in 2006 to sensitize ministries/departments about the needs of minority communities in. The PM's new 15-Point Programme directed that 15 per cent of funds in all the flagship schemes be earmarked for the welfare of minorities. MoMA, as the nodal ministry for coordinating and monitoring the implementation of this programme, is ensuring that the benefits of poverty alleviation schemes flow equitably to the minorities. It has quantified a certain portion of development

projects to be located in areas with concentration of minorities. All central ministries/departments, state governments/UT administrations have been asked to implement this programme. Six central ministries—Human Resource Development, Labour and Employment, Housing and Urban Poverty Alleviation, Rural Development, Women and Child Development, and the Department of Financial Services—are responsible for allocating funds and benefits as fixed in the 15-Point Programme, in their respective schemes.

8.109 Some flagship schemes covered under the 15-Point Programme are:

- **Sarva Shiksha Abhiyan:** The Sachar Committee report and the consultative meetings identified lack of access to education as a major barrier in the empowerment of minorities. Though the enrolment of Muslim children is 10.49 per cent to the total children enrolled in elementary education (DISE 2007–08), MHRD focuses on innovative strategies of community mobilization in minority concentration areas for participation of Muslim children at the elementary level. SSA was also to focus on 88 Muslim concentration districts (with more than 20 per cent Muslim population). For 2008–09, 22,922 primary schools and 20,243 upper primary schools were fixed as national targets. Of these, 4,404 primary schools and 4,154 upper primary schools were earmarked for minority areas. Out of these schools for minority areas, 3,266 and 2,662 have been constructed as primary and upper primary schools respectively. There is a provision of opening Alternative and Innovative Education (AIE) centres for children enrolled in unrecognized madaras. In 2008–09, SSA sanctioned funds for 7,340 unrecognized madaras to cover 33,2651 children in 15 states. Despite the commitments made under the PM's New 15-Point Programme an assessment of SSA's performance showed that the percentage of minority students at the upper primary school level had declined from 99.50 per cent in 2007–08 to 64 per cent in 2008–09. Construction of additional rooms in schools also declined from 100 per cent in 2007–08 to 74 per cent in 2008–09. Further, the recruitment of

Urdu teachers also declined from 86.44 per cent in 2007–08 to 72 per cent in 2008–09.

- **Kasturba Gandhi Balika Vidyalayas (KGBVs):** Out of 2,578 residential schools for girls at the upper primary level, a minimum of 75 per cent seats are reserved for minority, SC, ST, and OBC girls. Four hundred and twenty-seven KGBVs have been sanctioned in blocks with over 20 per cent Muslim population, out of which 357 are currently operational, enrolling 26 per cent Muslim girls. Under this scheme a positive aspect has been noted whereby there has been a 10 per cent increase in the enrolment rate of minority girls from 69 per cent in 2007–08 to 79 per cent in 2008–09.
- **Swarnjayanti Gram Swarozgar Yojana (SGSY):** This scheme, aimed at poverty alleviation, has been included for earmarking 15 per cent of its resources towards development of minorities under the 15-Point Programme. During 2007–08, under SGSY 1,42,399 swarozgaries belonging to the minority population were targeted, as against the target of assisting 2,02,912 swarozgaries indicating 71 per cent achievement. During 2008–09 more than 104 per cent achievement was indicated with 2,75,121 minorities being assisted for self-employment as against the target of 2,64,401.
- **Indira Awas Yojana:** In 2007–08 against the target of providing houses for 3,19,078 minority families, 1,56,015 families were targeted indicating 49 per cent achievement. In 2008–09, against the target of providing houses for 3,19,075 minority families, 3,84,775 families were provided housing indicating 120 per cent achievement.

8.110 In 2008–09, an evaluation study was conducted by the NIRD on the impact of SGSY and IAY programmes on minorities, covering the seven states of Bihar, Jharkhand, Karnataka, Kerala, Uttar Pradesh, Uttarakhand, and West Bengal. The study indicated that 80.14 per cent of the swarozgaries belonging to the minority community felt the positive impact of SGSY on their economic development; 36 per cent reported that due to their participation in SGSY their family incomes had increased; 43 per cent reported that they were spending more money on their children's education; and about 21 per cent perceived an increase in their social status. Under IAY about 85 per cent of

the beneficiaries belonging to the minority community reported that they felt more confident to 'lead an enhanced level of socio-cultural life' due to allotment of houses and about 71 per cent of the beneficiaries felt that they were putting more monetary resources in income generation activities. About 76 per cent beneficiaries are now spending more towards the education of their children. The positive outcomes accomplished should be further optimized through coverage of more minority beneficiaries and converging these schemes with other income generating programmes to ensure sustainable sources of income.

THE ROAD AHEAD

(a) During the Eleventh Five Year Plan

8.111 Scholarships offered by different ministries to weaker sections of society follow different norms and criteria concerning the stipend amount and parental incomes. This creates anomalies and mismatches as a minority can also be SC, ST, or OBC and vice-versa. There is a need to harmonize the norms of all scholarship schemes to offer the same benefits in different contexts. There is a need to create absorption capacity of funds by expanding coverage, generating awareness about the schemes, especially in remote rural and inaccessible areas, providing trained and adequate staff, infrastructure, and planning capacity at the state, district, and block levels.

- Women from minority communities are doubly disadvantaged as women and as members of the minority community. In the Eleventh Plan a scheme for Leadership Development of Minority Women was proposed in a pilot mode to ensure that the benefits of growth reach women of all minority communities. Implementation of this scheme started in 2009–10. The scheme needs to be implemented effectively.
- Maulana Azad National Fellowship for Minority Students from minority communities with an allocation of Rs 15 crore has been introduced recently by the ministry to facilitate research studies at the MPhil and PhD levels. The scheme will be implemented in the states through UGC.
- Under the MSDP for MCDs, activities related to education and income generation need to receive

greater attention. In this regard, the minority concentration localities should be given priority focus as intended.

- A new scheme the Prime Minister's Employment Generation Programme (PMEGP) was approved in August 2008 by merging the existing Pradhan Mantri Rozgar Yojana (PMRY) and the Rural Employment Generation Programme (REGP) schemes of MoRD. Under PMEGP, 92,884 candidates were selected for assistance by respective task forces. Financial assistance for 36,287 projects has been sanctioned by banks, which is expected to generate an estimated 3.63 lakh additional employment opportunities. An estimated 61,670 projects for generation of 6.17 lakh additional employment opportunities were targeted in 2008–09. The scheme provides for clear cut coverage of weaker sections, including minorities but there is no data to quantify the benefits accrued to the minorities. AMA and NDB need to direct organizations and concerned ministries to collect data on a SRC basis so that the benefits reach the minorities as, envisioned in the scheme.
- The scope of the PM's new 15-Point Programme needs to be expanded both in terms of bringing more development programmes under its ambit and optimizing its coverage.
- The Inter-ministerial Task Force on Implications of the Geographical Distribution of Minorities in its report identified 338 towns with substantial minority populations, which lack basic amenities and are backward in specified socio-economic parameters. Concerned ministries/departments, which have existing schemes addressing such deficits should be advised to give priority to implementing their schemes in such towns.
- Some of these schemes for MCDs require a large gestation period, but with demand-driven schemes like Pre- and Post-Matric Scholarships quick information dissemination throughout the year is the key. A majority of the beneficiaries are not aware of the programmes and none have an understanding of the various nuances and contours of these schemes. Awareness generation and information dissemination on all minority-specific and minority-related programmes is essential for which required resources must be budgeted and spent during the balance period.
- The handloom sector employs over 65 lakh persons in weaving and allied activities with 35 lakh looms. This sector is weaver-specific/occupational in nature, with a majority of the weavers belonging to the poorest and the marginalized sections of society, including minorities. As per the Handloom Census of 1995–96, of the total workforce of 65 lakh persons, women constituted 60.6 per cent, SCs constituted 9.91 per cent, STs constituted

(b) Beyond the Eleventh Five Year Plan

- Under the scholarship schemes for SCs, STs, OBCs, and minorities, there are several procedural difficulties like obtaining income certificates from tehsildars, (which is mandatory for filling applications), which deters students from accessing the scheme. There is an urgent need to simplify the process and facilitate students to take the fullest advantage of the scheme.

Box 8.8

Research Studies Monitoring and Evaluation of Development Schemes including Publicity

With an allocation of Rs 35 crore, this CSS came into effect from November 2007. The scheme provides professional charges to institutions with expertise to undertake situational analysis on the position of minorities through mechanisms like baseline surveys. It also provides assistance to private media agencies for carrying out multi-media campaigns and publicity activities to disseminate information and generate awareness. In the first two years of the Plan, there has been a positive increase in expenditure compared to budgetary allocations. Since lack of awareness was the concern expressed at every regional and expert consultation with NGOs and academics, a scheme like this can do immense good. The Ministry of Minority Affairs (MoMA) also plans to monitor the implementation of minority welfare programmes like the Multi-Sectoral Development Programme and the Minority Scholarship Schemes by employing 150 national-level monitors.

26.54 per cent, and 43.62 per cent weavers were OBCs. Although, a sizeable number of minorities are engaged in weaving, there is no disaggregated data about the number of minorities employed in this sector. This calls for urgent attention to ensure course correction—minorities receive appropriate opportunities for credit etc. in the sector. In the handicrafts sector, about 23 per cent of the artisans belong to minorities. However, the same condition prevails and there is no data available to establish that minority artisans are getting benefits under the programmes of the handicrafts sector.

- The National Rural Health Mission (NRHM) programme is operational throughout the country with a special focus on 18 states. The main aim of NRHM is to provide accessible, affordable, accountable, effective, and reliable primary healthcare facilities, especially to the poor and vulnerable sections of the population. Under the programme, states are spending 90 per cent of the allocations but no disaggregated data is available on the assessment of the benefits and funds being utilized by the minorities. AMA and NDB need to advise concerned organizations and institutions to generate the requisite data on a SRC basis.
- Besides having certain common issues, different minority communities also have specific contextual issues. For instance, the diminishing population of Parsis is an exclusive issue related to the community. The demographic problem related to this group needs to be attended to as an issue specific to Parsis. Similarly, there would be a plethora of such specific issues related to each minority community: Sikhs, Muslims, Christians, and Buddhists. More specifically, there are gender-specific issues across community lines that would require more systemic attention. Any developmental programmes and other strategic initiatives need to be sensitive to the cultural values of the minorities. We need to first locate their strengths and capacities and then supplement these with inputs that could be extended

through various schemes and programmes. For instance, many of the Muslim minority communities are engaged in household-based industries, handicrafts, small-scale industries, and other traditional occupations. Hence, they need schemes, which are specifically suited for these needs.

CONCLUSION

8.112 The minority question has been a subject of vigorous debate during the last three years. Discrimination in India is not confined to any single community or group. However, certain minorities, especially Muslims, have felt deprived of developmental benefits on the one hand, while on the other, they feel insecure in the context of the wider global scenario. Therefore, it is necessary to do all that is possible to mitigate their problems. Above all, the challenge is to ensure that society remains cohesive and culturally diverse. For this, there is a pressing need to bridge economic and social gaps, which affect the minorities and ensure their protection through minority policies and programmes. This has to be done in a way that integrates rather than divides people on a sectarian basis.

8.113 However, despite obstacles, there is growing consciousness and assertion among minorities to overcome their isolation and turn their marginalization into inclusion. This process needs to move in a certain natural way, in which they create their own (not artificial and controlled) mutual relations. Minorities are an essential part of the Indian mosaic and there is the need to constantly nurture policy that recognizes, accepts, and assimilates various ethnic, national, religious, as well as linguistic minorities. While the minorities are clamouring for space in the development paradigm, these new schemes can become significant building blocks for a new model of equality, which stresses upon issues of justice and inclusive growth.

ANNEXURE 8.1
Ministry of Social Justice and Empowerment—Backward Classes Sector (SCs & OBCs) and Social Welfare Sector (SW)
Scheme-wise Financial Outlays and Expenditure

S. No.	Schemes/Programmes	11th Plan (2007-12) Outlay	2007-08		2008-09		2009-10		2010-11		
			BE	RE	BE	RE	BE	RE	BE	RE	
1	2	3	4	5	6	7	8	9	10	11	12
A. CENTRAL SECTOR (CS) SCHEME											
I Backward Classes Sector (SCs & OBCs)											
1	Special Central Assistance (SCA) to Scheduled Castes Sub-Plan (SCSP)	3,069.7	470.0	501.4	501.2	480.0	594.1	601.6	480.0	458.8	600.0
2	National Finance Development Corporations for weaker sections	431.0	98.0	95.0	94.7	110.0	110.0	111.0	110.0	110.0	130.0
3	GIA to NGOs for SCs, OBCs, research and training, information, and other miscellaneous	325.0	52.0	52.2	46.6	52.0	52.0	35.0	53.0	18.9	69.0
4	Rajiv Gandhi National Fellowship for SCs	574.8	88.0	53.6	78.4	75.0	87.9	87.9	80.0	105.0	160.0
5	Top Class Education for SCs	204.5	16.0	6.0	2.2	20.0	5.0	5.0	20.0	8.3	25.0
6	Dr B.R. Ambedkar Foundation	6.3	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
7	Self-Employment Scheme for Rehabilitation of Manual Scavengers	350.0	50.0	50.0	25.0	100.0	100.0	100.0	100.0	50.0	5.0
New Scheme											
8	National Overseas Scholarships Schemes for SCs	125.0	4.0	4.0	2.9	5.0	5.0	5.0	5.0	3.4	6.0
	Babu Jagjivan Ram Foundation	0.0	0.0	0.0	1.0	54.0	54.0	53.0	0.0	0.0	0.0
	Total-I	5,086.2	779.0	763.2	752.8	897.0	1009.0	999.5	849.0	755.4	996.0
II Social Welfare Sector (SW)											
9	Scheme for Funding to National Institutes	359.0	55.0	56.3	48.8	55.0	55.0	53.4	55.0	49.6	70.0
10	Artificial Limbs Manufacturing Corporation, Kanpur (ALIMCO)	12.0	2.0	2.0	2.0	3.0	3.0	0.0	3.0	0.0	3.0
11	Fitting of aids and appliances for the handicapped	500.0	70.0	70.0	49.1	79.0	79.0	60.2	79.0	67.4	100.0
12	Deen Dayal Disabled Rehabilitation Scheme	500.0	70.0	77.0	70.6	70.0	70.0	64.7	76.0	61.6	120.0
13	National Handicapped Finance and Development Corporation (NHFDC)	30.8	7.0	10.0	10.0	9.0	18.0	18.0	9.0	9.0	50.0
14	Implementation of the Persons with Disabilities (PWD) Act, 1995.	25.0	18.0	17.4	9.5	20.0	19.0	7.4	20.0	10.8	100.0
15	Assistance to vol. orgns for providing social def. services, including prevention of alcoholism and drug abuse	275.0	40.0	31.5	29.3	40.0	35.0	23.9	40.0	25.8	46.0
16	Assistance to PRIs/ vol. orgns for programmes related to old aged	205.0	22.0	20.0	16.1	35.0	35.0	17.7	37.0	19.7	140.0

(contd....)

(Annexure 8.1 contd...)

S. No.	Schemes/Programmes	11th Plan (2007-12)		2007-08			2008-09			2009-10		2010-11	
		Outlay	BE	RE	Expenditure	BE	RE	Expenditure	BE	Expenditure	BE	Expenditure	
1	2	3	4	5	6	7	8	9	10	11	12		
17	Grants-in-aid to research, information, and financial assistance to women	Merged together at S. No. 3											
18	Rehabilitation Council of India	0.0	3.00	4.7	3.00	3.00	3.0	3.00	3.00	3.0	3.0		
19	Indian Spinal Injury	0.0	2.00	2.0	2.00	1.00	1.0	1.00	1.00	1.0	1.0		
20	Employment of physically challenged	0.0	0.00	0.0	0.00	15.00	7.0	4.5	15.0	1.0	8.0		
21	Financial assistance to women with disabilities to look after their children	0.0	0.00	0.0	0.00	5.00	0.0	0.00	5.0	0.0	5.0		
	Total-II	1,906.8	289.0	290.9	240.4	335.0	325.0	253.9	343.0	248.9	646.0		
	Total-A	6,993.0	1,068.0	1,054.1	993.1	1,232.0	1,334.0	1,253.3	1,192.0	1,004.3	1,642.0		
B. CENTRALLY SPONSORED SCHEME (CSS)													
22	Post-Matric Scholarships & book bank for SC students	4,082.0	625.0	825.0	875.1	750.0	636.0	645.5	750.0	1,016.0	1,700.0		
23	Pre-Matric Scholarships for children of those families engaged in unclean occupation	200.0	25.0	7.5	3.1	54.0	54.0	59.3	80.0	79.7	80.0		
24	Hostels for SC and OBC students	580.0	88.0	98.0	87.8	130.0	128.8	118.8	135.0	51.1	175.0		
25	Scheduled Caste Development Corporations (SCDCs)	88.0	20.0	20.0	20.0	20.0	20.0	19.0	20.0	15.0	20.0		
26	Coaching and Allied Scheme for SCs, OBCs, and Other Weaker Sections	115.0	7.0	7.0	3.9	8.0	6.0	4.0	8.0	2.8	10.0		
27	Upgradation of merit of SC students	10.0	1.0	2.0	1.2	2.0	2.0	1.8	2.0	2.0	4.0		
28	Implementation of PCR Act, 1955, and SC/ST (POA) Act, 1989	10.0	40.0	40.4	39.1	40.0	44.0	43.0	43.0	68.7	59.0		
29	Merit-based scholarships for OBCs												
	a. Post-Matric Scholarships for OBCs	700.0	100.0	120.0	125.2	134.0	145.2	179.6	135.0	173.0	350.0		
	b. Pre-Matric Scholarships for OBCs	265.0	25.0	25.0	25.0	30.0	30.0	32.2	30.0	31.9	50.0		
30	Educational and economic development of Denotified and Nomadic Tribes (DNTs)	—	—	—	—	—	—	—	5.0	0.0	10.0		
31	Pradhan Mantri Adarsh Gram Yojana	—	—	—	—	—	—	—	100.0	4.0	400.0		
32	Assistance to SCs for pursuing studies in residential schools	—	—	—	—	—	—	—	—	—	—		
	Total-B	6,050.0	932.0	1,145.9	1,180.3	1,168.0	1,066.0	1,103.2	1,308.0	1,444.1	2,858.0		
	Grand Total (A+B)	13,043.0	2,000.0	2,200.0	2,173.5	2,400.0	2,400.0	2,356.5	2,500.0	2,448.3	4,500.0		

ANNEXURE 8.2
Ministry of Tribal Affairs—Plan Outlays and Expenditure

(Rs crore)

S. No.	Schemes/Programmes	11th Plan (2007-12)			2007-08			2008-09			2009-10			2010-11	
		Outlay	BE	RE	BE	RE	Expenditure	BE	RE	Expenditure	BE	RE	Expenditure	BE	Provisional expenditure
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
A. CENTRAL SECTOR (CS) SCHEMES															
1	Grants-in-aid to NGOs for coaching ST students for competitive exams	300.0	33.0	33.0	36.8	29.5	33.0	43.1	42.8	49.8	55.0				
2	Vocational Training Centres in Tribal Areas	99.6	8.3	8.3	9.0	9.0	7.5	8.4	13.7	2.0	9.0				
3	Educational Complexes in Low Literacy Pockets	298.8	19.8	19.8	19.8	60.0	40.0	40.0	50.0	33.5	40.0				
4	Investment in TRIFED and Price Support	69.6	30.0	21.7	20.5	19.0	21.2	21.2	19.9	19.4	12.0				
5	Grants-in-Aid to STDCs for MFP Village Grain Banks	174.0	20.0	20.0	18.5	40.0	16.0	16.0	10.0	10.0	15.0				
6	Development of Particularly Vulnerable Tribal Groups (PTGs)	670.0	40.0	58.4	57.9	173.0	189.0	192.1	155.0	83.6	185.0				
7	Support to National ST Finance and Development Corporation and GIA to State Development and Finance Corporation	260.0	35.0	35.0	0.0	50.0	0.00	0.0	50.0	0.0	70.0				
8	Construction of Adivasi Bhavan in New Delhi	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0				
9	Rajiv Gandhi National Fellowships for ST Students	150.0	26.0	26.0	26.0	29.0	29.0	31.0	42.0	30.0	75.0				
10	National Overseas Scholarships	7.4	1.0	0.2	0.1	2.0	0.2	0.0	0.5	0.3	1.0				
11	National Institute of Tribal Affairs (NITA)	0.0	1.0	1.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0				
12	Top Class Education	73.8	10.0	1.5	1.1	10.0	2.5	1.2	4.0	1.8	2.5				
	Total-A	2,103.2	224.0	224.9	189.6	421.5	338.4	353.1	387.8	230.3	464.5				
B. CENTRALLY SPONSORED SCHEME (CSS)															
13	Scheme of PMS, Book Banks, and Upgradation of Merit of ST Students	1,496.3	163.2	162.0	201.4	195.0	195.0	226.6	218.0	271.4	558.0				
14	Scheme of Hostels for ST Students	273.0	34.5	34.5	37.0	61.0	60.0	65.0	59.0	64.0	78.0				
15	Ashram Schools in TSP Areas	147.6	20.0	20.0	20.0	30.0	30.0	30.0	41.0	41.0	75.0				
16	Research and Mass Education, Tribal Festivals, and Others	88.6	11.0	11.3	7.8	17.0	13.6	10.6	18.7	10.3	24.5				
	Total-B	2,005.5	228.7	227.8	266.2	303.0	298.6	332.2	336.7	386.7	735.5				
	Sub-Total (A+B)	4,108.6	452.7	452.7	455.8	724.5	637.0	685.3	724.5	617.0	1,200.0				
C. SPECIAL CENTRAL ASSISTANCE															
17	Special Central Assistance to Tribal Sub-Plan*	0.0	816.7	816.7	678.3	900.0	860.5	780.9	1,400.5	981.2	960.5				
18	Grant under Article 275(1) of the Constitution *	0.0	400.0	400.0	390.3	416.0	392.0	339.8	1,000.0	399.1	1,046.0				
	Total-C	0.0	1,216.7	1,216.7	1,068.5	1,316.0	1,252.5	1,120.7	2,400.5	1,380.3	2,006.5				
	Sub-Total (A+B+C)	4,108.6	1,669.4	1,669.4	1,524.3	2,040.5	1,889.5	1,805.9	3,125.0	1,997.4	3,206.5				
D. LUMP SUM PROVISION															
19	North-Eastern Areas	0.0	50.3	50.3	0.0	80.5	80.5	0.0	80.5	0.0	0.0				
	Grand Total (A+B+C+D)	4,108.6	1,719.7	1,719.7	1,524.3	2,121.0	1,970.0	1,805.9	3,205.5	1,997.4	3,206.5				

Note: * Allocations are made on a year-to-year basis.

ANNEXURE 8.3
Ministry of Minority Affairs—Plan Outlays and Expenditure

S. No.	Schemes/Programmes	11th Plan (2007-12)		2007-08		2008-09		2009-10		2010-11	
		Outlay	BE	RE	Expenditure	BE	RE	Expenditure	BE	Expenditure	BE
1	2	3	4	5	6	7	8	9	10	11	12
A. CENTRAL SECTOR (CS) SCHEMES											
1	Grant-in-Aid to Maulana Azad Education Foundation	500	50	50	50	60	60	60	115	115	125
2	National Minorities Development and Finance Corporation	500	70	70	70	75	75	75	125	125	115
3	Free Coaching and Allied Schemes for Minorities	45	10	10	6	10	9	7	12	11	15
4	Research/studies, monitoring and evaluation of development schemes for minorities including publicity	35	6	12	10	5	9	8	13	12	22
5	Grant-in-Aid to State Channelizing Agencies	20	10	10	10	5	2	0	2	2	4
6	National Fellowship for Students from the Minority community	0	0	0	0	0	0	0	15	15	30
7	Grants-in-Aid to Central Wakf Council for Computerization of Records of State Wakf Boards	0	0	0	0	0	0	0	10	8	13
8	Scheme for Leadership Development of Minority Women	0	0	0	0	0	0	0	8	0	15
New Schemes											
9	Interest Subsidy on Educational Loans for Overseas Studies*										2
10	Promotional Activities for Linguistic Minorities*										1
11	Scheme for Containing Population Decline of Small Minorities*										1
	Total-A	1,100	146	152	146	155	155	150	300	288	343
B. CENTRALLY SPONSORED SCHEME (CSS)											
1	Merit-cum-Means Scholarship for professional and technical courses at undergraduate and postgraduate levels	600	54	54	41	125	65	65	100	98	135
2	Pre-Matric Scholarships for Minorities	1,400	80	10	0	80	80	62.31*	200	203	450
3	Post-Matric Scholarships for Minorities	1,150	100	60	10	100	70	70.69*	150	149	265
4	Multi-Sectoral Development Programme for Minorities in Selected Minority Concentration Districts	2,750	120	74	0	540	280	270.96*	990	974	1,400
New Scheme											
5	Strengthening of the State Wakf Boards										7
	Total-B	5,900	354	198	50	845	495	469	1,440	1,422	2,257
	Grand Total (A+B)	7,000	500	350	197	1,000	650	619	1,740	1,711	2,600