

# COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(1984-85)

(SEVENTH LOK SABHA)

## FIFTY-SEVENTH REPORT

MINISTRY OF HOME AFFAIRS

AND

PLANNING COMMISSION

Action Taken by Government on the recommendations contained in the Thirty-Sixth Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Seventh Lok Sabha) on the Ministry of Home Affairs and Planning Commission—Special Component Plan for Scheduled Castes

Presented to Lok Sabha on 14 AUG 1984

Laid in Rajya Sabha on 14 AUG 1984



LOK SABHA SECRETARIAT  
NEW DELHI

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to

Fifty seventh Report of the Committee on  
the Welfare of Scheduled Castes and  
Scheduled Tribes (1984-85) VII Lok Sabha

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**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND  
SCHEDULED TRIBES**

**(1984-85)**

**Shri A. C. Das—Chairman**

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## INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Fifty-Seventh Report (Seventh Lok Sabha) on Action Taken by Government on the recommendations contained in the Thirty-sixth Report (Seventh Lok Sabha) on the Ministry of Home Affairs and Planning Commission—Special Component Plan for Scheduled Castes.

2. The Draft Report was considered and adopted by the Committee on the welfare of Scheduled Castes and Scheduled Tribes at their sitting held on the 4th June, 1984.

3. The Report has been divided into the following chapters:—

I. Report

II. Recommendations/observations which have been accepted by Government.

III. Recommendations/observations which the Committee do not desire to pursue in view of Government's replies.

IV. Recommendations/observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration.

V. Recommendations/observations in respect of which final replies of Government have not been received.

4. An analysis of the action taken by Government on the recommendations contained in the Thirty-Sixth Report (Seventh Lok Sabha) of the Committee is given in Appendix. It would be observed therefrom that out of 20 recommendations made in the Report, 14 recommendations i.e. 70 per cent have been accepted by the Government; 5 recommendations i.e. 25 per cent, in respect of which replies of Government have not been accepted by the Committee require reiteration and for 1 recommendation i.e. 5 per cent, final reply of Government has not been received.

NEW DELHI;  
June 20, 1984  
Jyaistha 30, 1906 (S)

A. C. DAS,  
Chairman,  
Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes.

## CHAPTER I

### REPORT

This Report of the Committee deals with the action taken by Government on the recommendations contained in the 36th Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the Ministry of Home Affairs and Planning Commission—Special Component Plan for Scheduled Castes.

1.2 In para 2.16 of the Report, the Committee had noted that as per data given in the Sixth Plan document (page 170), there were about 350 million people in the country who were living below the poverty line. Out of these, around 300 million people (60 million families taking 5 persons in a family on an average) were in the rural areas. These consisted largely of the landless labourers, small and marginal farmers, rural artisans and other workers. Precise figures regarding number of Scheduled Castes among them who were below the poverty line were not yet available. Integrated Rural Development Programme started in 1978-79 in 2000 blocks was extended with effect from 2nd October, 1980 to cover all the 5004 blocks in the country. Under this programme on an average 600 families were to be assisted every year and at least 3000 families were to be covered in each block during the Sixth Plan period. It had been laid down that at least 30 per cent of the beneficiaries under IRDP should be selected from among Scheduled Castes and Scheduled Tribes and at least 30 per cent of credit and subsidies should flow to persons belonging to these communities. For identification of beneficiaries under IRDP, a family whose annual income from all sources was below Rs. 3500 was considered to be below poverty line.

The Committee had been informed that for giving assistance under this programme, 600 families were identified in each block per year and in identifying the people to be assisted, the poorest among the poor were selected. Survey for identifying the people in each block was continued from year to year. The Committee felt that it would be desirable to complete 100 per cent survey of all Scheduled Caste families in each IRDP area. For this purpose villages should be listed in the descending order of the Scheduled Caste population in the village. Thus, villages pre-dominantly inhabited by Scheduled Castes (say 51 per cent or more of Scheduled Caste families) should be taken up first. List of villages so identi-

fied and expected to be covered in each year should be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc. The Committee believed that even with the existing machinery at the block level such a survey could be undertaken and completed expeditiously. Further in selecting families to be assisted, clusters of villages predominantly inhabited by the Scheduled Castes should be chosen first so that all the persons living in a cluster were covered within the same year. Lists of identified families expected to be covered in each year should also be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc.

1.3 In their reply dated 15th February 1984, the Ministry of Home Affairs have stated that according to the guidelines laid down by the Ministry of Rural Development, a cluster approach has to be adopted in providing assistance under I.R.D.P. It, therefore, calls for identification of families on a cluster basis and lays down emphasis on selection of cluster of villages where there is concentration of Scheduled Caste/Scheduled Tribe population. The cluster is expected to be a functional one and the approach is not restricted to activities under I.R.D.P. to a few selected villages only. The basic criterion for selection of beneficiary is his economic condition and is ascertained through a household survey, which forms a reasonable basis for identifying beneficiaries on the basis of the principle of "poorest among the poor first". The household survey has by and large taken place in most of the States/UTs. It may be that the methodology of carrying out the survey may vary from State to State. In various States they have been conducted as a one-time operation and the list of families below the poverty line has been prepared. While in some other States the beneficiaries are identified as a continuous process. However, block-level information in respect of house-hold survey has not been monitored at the national level. As the percentage of Scheduled Castes in the total population of a block varies from block to block and moreover the SC population is distributed in an uneven manner, the implementing agencies have been advised to pay due attention to the concentration of Scheduled Caste communities in the blocks and districts.

The guidelines for I.R.D.P. also provide that a list of identified families including Scheduled Castes/Scheduled Tribes has to be prominently displayed at Gram Sabha etc. after being vetted by the latter and other local grass-root agencies. The Gram Sabhas are also to be consulted during the house-hold survey for identification of beneficiaries. As this list is vetted by the Gram Sabhas/Panchayats/other local agencies, it is usually accepted by the village, banks

and other institutions. However, the recommendation of the Committee has been communicated to the Ministry of Rural Development for their consideration.

1.4 The Committee do not accept the reply of the Government. They reiterate their earlier recommendation that 100 per cent survey of all Scheduled Caste families should be completed in each IRDP area. For this purpose villages should be listed in the descending order of the Scheduled Caste population in the village. Thus, villages predominantly inhabited by Scheduled Castes (say, 51 per cent or more of Scheduled Caste families) should be taken up first.

1.5 In para 3.40 of the Report, the Committee had noted that all the States had not yet opened separate budget-heads of account/sub-heads for Special Component Plan for Scheduled Castes in spite of the fact that instructions in this regard had been issued to all the State Governments *vide* Ministry of Home Affairs letter No. 14011/8/79-SCBCD. III dated 21st January 1982. The Committee expected that these instructions would be complied with without delay by all the State Governments and it should also be ensured that the funds meant for the Special Component Plan were not diverted to other schemes, in the general sector.

1.6 In their reply dated 15th February 1984, the Ministry of Home Affairs have stated that the following States have already opened separate budget heads for the Special Component Plan:

1. Bihar
2. Madhya Pradesh
3. Manipur
4. Sikkim
5. Uttar Pradesh
6. Kerala
7. Himachal Pradesh

The matter is being pursued with the remaining States and Union Territories. The question of safeguarding Special Component Plan funds from being diverted to general sectors is being taken up with the States/Union Territories separately.

1.7 The Committee are not satisfied with the reply of the Government that 7 States have already opened separate budget-heads for Special Component Plan. They reiterate their earlier recom-

mendation that separate budget-heads of account/sub-head for 'Special Component Plan should be opened immediately by all the State Governments/Union Territory Administrations. The Committee would like to know the concrete steps taken to prevent the diversion of funds meant for Special Component Plan to other schemes.

1.8 In para 4.13 of the Report, the Committee had observed that so far only five Central Ministries, namely, Ministry of Agriculture and Cooperation, Ministry of Education and Culture, Ministry of Health and Family Welfare, Ministry of Labour and Ministry of Energy (Department of Power) had identified and quantified outlays for Special Component Plans. The Committee had been informed that scope for identification was limited in a number of Ministries' Departments' programmes. Those of the Ministries/Departments which had beneficiary oriented programmes had already initiated this work. The Planning Commission had vide letter No. PC/SW/112(5)77, dated 5th May, 1979 asked all the Central Ministries to quantify flow of funds for the Special Component Plan in the Annual Plan for 1979-80. In the Prime Minister's letter dated 12th March, 1980 to the Central Ministries it was clearly stated that "It is necessary now to ensure that an optimal Special Component Plan for the Scheduled Castes is expeditiously prepared by your Ministry, as part of your Annual Plan as well as the Five Year Plan." The Committee expressed concern that several of the Ministries/Departments had not prepared Special Component Plans in their respective Sectors although three years of the Sixth Plan were already over. Further, the few Ministries which quantified some amounts, had included items which did not directly benefit the Scheduled Castes. The Committee expected that every Central Ministry/Department whose activities had or could have a bearing on the development of Scheduled Castes would at least now identify the schemes which directly benefited the Scheduled Castes and quantify outlays for the Special Component Plan in their respective sectors.

1.9 In their reply dated 30th July 1983, the Planning Commission have stated that the Planning Commission has been pursuing with the Central Ministries/Departments the question of identifying schemes which directly benefit the Scheduled Castes and quantifying outlays for the Special Component Plan in their respective sectors. This exercise is undertaken in the meetings convened by the Ministry of Home Affairs with the concerned Central Ministries/Departments in which representatives of the Planning Commission also participate.

1.10 The Committee are not satisfied with the reply of the Government. They desired to know as to which of the Central Ministries/Departments have formulated Special Component Plans in their respective sectors as a result of the discussions with the Planning Commission. The Committee would once again like to emphasize that every Central Ministry/Department whose activities can have a bearing on the development of Scheduled Castes must identify the schemes which directly benefit the Scheduled Castes, and quantify outlays for the Special Component Plan in their respective sectors.

1.11 In para 6.27 of the Report, the Committee had observed that under the Integrated Rural Development Programme an Identity-cum-monitoring card known as "Vikas Patrika" had been introduced. This card usually contained columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation, etc. Some States had already introduced "Vikas Patrika" while a few others were considering its introduction. The Committee recommended that the identity cards which might be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These might contain various details such as:—

- (i) Family particulars
- (ii) Level of Education
- (iii) Description of House site and House
- (iv) Records of Rights copy and inclusion and exclusion (Khara, Plot, particulars of land, class of land and extent of land)
- (v) Livestock (Description of cattle, goats, sheep and birds etc. and the number)
- (vi) Moveable properties (worth above Rs. 50/-)
- (vii) Annual income and source of income
- (viii) Bank loans
- (ix) Loans from cooperative societies
- (x) Loans from other sources
- (xi) Assistance from Government (Agricultural operations)
- (xii) Assistance from Government (other sources)
- (xiii) Miscellaneous (such as special events, marriage, cyclone, drought etc.)

Items Nos. (viii) to (xii) should include particulars of credit, debit and balance etc.

In cases where assistance was provided by the Government the particulars might be entered and authenticated by the disbursing agencies.

The Committee further recommended that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committee were of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries including Scheduled Castes/ Scheduled Tribes, to find out what further assistance was required and to know the impact of the various schemes on the economic development of the beneficiaries.

1.12 In their reply dated 15th February 1984, the Ministry of Home Affairs have stated that as recommended by the Committee, the States and Union Territories had been requested to introduce "Vikas Patrika". According to the reports reaching them so far, this system has already been introduced in Uttar Pradesh, Himachal Pradesh, Goa, West Bengal, Bihar, Pondicherry, Delhi, Karnataka and Maharashtra. Other States like Kerala, Orissa, Jammu and Kashmir are working out the modalities for bringing out the Vikas Patrika. However, according to the State Government of West Bengal, these Patrikas should be simple and not too elaborate.

In so far as modification of Vikas Patrika is concerned, the matter has been taken up with the Ministry of Rural Development.

1.13 The Committee find that only a few States and Union Territories have introduced the system of "Vikas Patrika". The Committee desire that efforts should be made to convince the remaining States/Union Territories to introduce this system without any further delay. The Committee would like to be informed about the action taken by the Ministry of Rural Development in so far as the question of making the "Vikas Patrika" more comprehensive is concerned.

1.14 In para 7.10 of the Report, the Committee had observed that Scheduled Caste Development Corporations had been set up in 17 States in different years during the period 1971 to 1989. The Corporations in Punjab and West Bengal had been set up under the Acts of the respective State Legislatures whereas other Corporations had been set up under the Companies Act or Cooperative Societies Act. The Corporation set up in Karnataka and West Bengal were for both Scheduled Castes and Scheduled Tribes whereas other Corporations were for Scheduled Castes only.

Under a Centrally Sponsored Scheme introduced in March, 1979, grants were given by the Central Government to the State Governments for investment in the share capital of the Corporations in the ratio of 49 : 51. The scheme was modified in July, 1981 to include assistance for promotional activities like surveys and training for Staff, particularly for supervision, monitoring and evaluation. Grants given to the Corporations during the years 1979-80 and 1980-81 amounted to Rs. 12.24 crores and Rs. 13.00 crores respectively. A provision of Rs. 13.25 crores had been made for 1981-82 and the approved outlay was Rs. 13.50 crores for 1982-83. The total Sixth Plan outlay was for Rs. 65 crores.

According to the conditions of eligibility for assistance from the Corporations, an annual income limit of Rs. 3500 and Rs. 4300 for a family in rural and urban areas respectively had been prescribed. Agricultural labourers, small and marginal farmers, share-croppers and tenants and non-agricultural labourers employed in sectors other than large and medium scale industries were presumed to be within the above eligibility criterion without the need for income certificate. In the case of educated unemployed (Matric and above) who did not belong to the above categories, the income limit for post-matric scholarship applied.

The main function of these Corporations was to provide margin money assistance to Scheduled Caste families thereby helping to increase the flow of funds from the financial institutions to the Scheduled Caste families. The Corporations were envisaged to intercede between the Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. They were expected to take up only those schemes which had a non-recurring cost up to Rs. 12000/-. The schemes sponsored by them were expected to have an element of institutional finance from the commercial banking sector and the cooperative sector. They did not function as lending institutions for giving direct loans.

In the course of on-the-spot visits of the Committee to some States the Committee had been informed by the officials of the State Government that many of the Schemes prepared by the Corporations were rejected by the banks on the ground that those were not viable schemes. In several other cases, there were delays in sanctioning bank finance and releasing the loan amount. All this hindered the progress of schemes sponsored by the Corporation and the labour involved in preparing viable schemes of economic deve-

lopment and identifying the beneficiaries became infructuous. Further some banks expressed difficulties in maintaining accounts of margin money loans sanctioned by the Corporations and of the recoveries effected. The Committee felt that the policy of the Government that these Corporations should not function as lending institutions needed to be reviewed. They were of the view that these Corporations should perform dual functions, namely, to provide margin money loans for bankable schemes and also to provide direct loans for viable schemes sponsored by them. This would eliminate the delays that were experienced by them in getting bank finance sanctioned for the Schemes which were prepared by them and where beneficiaries had also been identified. Where direct loans were sanctioned, the Corporations themselves would release the margin money and the loan amount and take all necessary steps for effecting recoveries and monitoring accounts therefor. Additional financial requirements of Corporations as a result of enlargement of their functions should also be provided by the Central Government and the concerned State Government.

1.15 In their reply dated 15th February 1984, the Ministry of Home Affairs have stated that so far 18 States/Union Territories, with a substantial population of Scheduled Castes have established Scheduled Castes Development Corporations. The role of the Scheduled Castes Development Corporations in the matter of provision of institutional finance is to give a certain proportion of the cost of the beneficiaries' schemes as margin money loan, both as an inducement to the banks and other financial institutions, and with a view to reducing the banks institutional loan burden for Scheduled Caste borrower. In so far as direct lending by the Scheduled Caste Development Corporations is concerned, it is felt that through this mechanism the number of Scheduled Caste beneficiaries to be covered will be very much restricted; moreover, the Corporations have not been established to play the banks' roles.

1.16 The Committee do not accept the reply of the Government. They would like to reiterate their earlier recommendation that the policy of the government that Scheduled Caste Development Corporations should not function as lending institutions needs to be reviewed in order to eliminate the delays that are experienced by them in getting bank finance sanctioned. The Committee are unable to appreciate the logic that these corporations have not been established to play the role of the banks.

## CHAPTER II

### RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

#### Recommendation (Sl. No. 2—Para 2.17)

According to the data given in the Sixth Plan document (Page 16) the all India (weighted) percentage of population below the poverty line in 1977-78 was estimated at 48.13 (50.82 in rural areas and 38.19 in urban areas). This estimate was derived by using the all India poverty line of Rs. 65 per capita per month in 1977-78 prices corresponding to minimum daily calorie requirement of 2400 per person in the rural areas and the poverty line of Rs. 75 per month corresponding to daily calorie requirement of 2100 in urban areas. The Committee are of the view that measuring people below the poverty line on the basis of calorie intake below certain prescribed minimum level is not adequate. They, therefore, recommend that the concept of poverty should take into account not only the expenditure on food items but also reflect other essential consumption expenditure, the existing conditions of life and regional variations.

#### Reply of Government

It is clarified that, in the calorie intake criterion, the amounts indicated as the cut off points for poverty line determination relate to total expenditure on food as well as non-food items. The calorie concept is used only to identify the consumer expenditure groups which satisfy the minimum desired nutritional requirement. Efforts are, however, being made to find measures, other than calorie requirements, so that a broad based poverty line could be defined. The Department of Statistics in the Ministry of Planning constituted a Working Group in August 1982 to evolve an acceptable methodology for identification of the poor through alternative criteria other than per capita income/calorie requirement. The Working Group is yet to submit its report. Beside the Planning Commission has set up a Study Group to examine, *inter alia*, the conceptual problems of defining the poverty line. The recommendations of the Committee would be taken into account by these Groups.

[Planning Commission O.M. No. PC|BC|15-1 (8) |82-Vol. II  
dated 30-7-1983]

**Recommendation (Sl. No. 4—Para 3.36)**

The Committee feel surprised that the Planning Commission have no definite information on the point whether representatives of Scheduled Castes are being associated in the formulation of Special Component Plans by the respective States and Union Territories, even though there have been many discussions with the State Government's regarding Annual Plans in the Planning Commission. The Committee recommend that instructions should be issued to all States/Union Territory Administrations that Members of Parliament and MLAs representing Scheduled Castes should be actively associated in the formulation of Special Component Plan as well as in the implementation of various programmes for the development of Scheduled Castes.

**Reply of Government**

The recommendation of the Committee has been forwarded to the concerned States/Union Territories vide D.O. letter No. PC|BC|15-1 (8)|82-dated June 10, 1983 for information and necessary action (copy enclosed)

**S.K. GOVIL,**  
Adviser (MPD & BC)

**D.O. No. PC|BC|15-1 (8)|82**  
Government of India  
Planning Commission  
Yojana Bhavan,  
Sansad Marg,  
New Delhi-110001.  
June 10, 1983

Dear Shri

I enclose herewith for your information and necessary action an extract from the 36th Report of the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

With best regards,

Yours sincerely,  
Sd/-  
(S. K. GOVIL)

Committee on the Welfare of Scheduled Castes and Scheduled Tribes (1982-83)—Seventh Lok Sabha—Thirty Sixth Report—Ministry of Home Affairs and Planning Commission—Special Component Plan for Scheduled Castes—Part I.

The Committee recommend that instructions should be issued to all States/Union Territory Administrations that Members of Parliament and MLAs representing Scheduled Castes should be actively associated in the formulation of Special Component Plan as well as in the implementation of various programmes for the development of Scheduled Castes.

[Planning Commission O.M. No. PC|BC|15-1(8)|82-Vol. II  
dated 30-7-1983]

### Comments of the Committee

The Committee would like to be apprised as to how many States/Union Territory Administrations have accepted the principle to associate Members of Parliament and MLAs in the formulation of Special Component Plan and its implementation.

### Recommendations (Sl. No. 5—Para No. 3.37)

During evidence the representative of the Planning Commission and the Ministry of Home Affairs had stated that of the total plan outlays of States about 60 per cent was in non-divisible sectors like power, Major and Medium Irrigation, Transport and Communication, etc. As such, the quantification of benefits accruing to Scheduled Castes could be done only from the remaining 40 per cent funds meant for the divisible sectors. The Committee feel that even in non-divisible sectors quantification of benefits can be made with some approximation keeping in view the scheduled castes population likely to be benefited. For example, in the case of major and medium irrigation projects it is possible to work out the area within the command of such project and the direct benefits likely to accrue to the Scheduled Caste population within that area. Similarly, in the Power sector, the benefits likely to accrue to the scheduled castes by the rural electrification schemes, such as energisation of irrigation wells, electrification of Scheduled Caste, subsidy for provision of domestic connections to the Scheduled Caste can be worked out. In the roads sector, the benefits likely to accrue to the Scheduled Castes by construction of link roads connecting the Scheduled Caste villages can also be quantified. The Committee are of the view that the benefits resulting from creation of infrastructure and outlay in non-divisible sectors are largely derived by non-Scheduled Castes and Tribes.

From the data furnished to the Committee it is seen that the percentage of allocation made under the Special Component Plans of various States was much lower than the percentage of Scheduled Castes population in the respective States. The plea of the Government that the percentage of outlays in the Special Component Plans should be related to the percentage of outlay in the divisible sectors is not fully justified. The Committee, therefore, recommend that the percentage of outlay in the Special Component Plan of a State should not be less than the percentage of Scheduled Caste population in that State.

### Reply of Government

The recommendation of the Committee, that in non-divisible sectors, quantification of benefits can be made with some approximate keeping in view the Scheduled Caste population likely to be benefited has been noted. While discussing the Special Component Plan for Scheduled Castes as part of the States/UTs Five Year and Annual Plans, it is impressed upon the State Governments and Union Territory Administrations that they should quantify funds under non-divisible sectors also on the basis of the actual benefits likely to be derived by the Scheduled Castes and Scheduled Tribes. However, since some of the projects in non-divisible sectors like power, Irrigation and Transport and Communication are location-specific, the benefits from them to the Scheduled Castes may not be in proportion to their population. Subject to this, every effort is being made to increase the percentage of the outlay on the Special Component Plan in a State in line with the percentage of Scheduled Caste population in that State.

[Planning Commission O.M. No. PC|BC|15-1 (8) |82-Vol. II  
dated 30-7-1983]

### Recommendation (Sl. No. 6—Para 3.38)

The Committee have been informed that in the divisible sectors, there are two categories of programmes which are included in the Special Component Plan, namely, (i) Institutional programmes, e.g. schools, dispensaries, health centres, drinking water wells etc. The outlays on such schemes can be related to the benefits accruing directly to Scheduled Castes and therefore are quantified if these are located in Scheduled Caste Basties or areas where Scheduled Castes are in a Majority; and (ii) the divisible sectors under which programmes|schemes benefiting individual beneficiaries can be identified. According to the criteria laid down by the Government of India, where any primary schools, panchayat ghars, drinking water

wells, primary health centres, sub-health centres etc. intended for the entire village are located in a Scheduled Caste basti or in a village predominantly inhabited by Scheduled Castes (51 per cent or more of Scheduled Caste population), the entire, cost is to be included in the Special Component Plan. In the Roads sector, the outlay on construction of link roads connecting the Scheduled Caste village or a basti with the main road is also included. These are only illustrative cases. The provision of such facilities or services is intended to be availed of not only by Scheduled Castes but by all communities. The Committee are not therefore convinced that mere location of a particular facility in Schduled Caste Basti should be the reason for quantifying the outlay in the Special Component Plan. By inclusion of outlays on such community benefiting Schemes, the amounts included in the Special Component Plans have become inflated giving the impression that large sums of money are being spent on the Scheduled Castes whereas benefits have not exclusively flowed to them. The Committee consider that in the case of such schemes the basis of quantification of funds in the Special Component Plan should be critically reviewed and fresh guidelines issued so as to ensure that the amounts included in the Special Component Plans reflect the benefits which are actually intended to accrue to the Scheduled Castes.

#### **Reply of Government**

The recommendation of the Committee has been noted. The Working Group on Special Component Plans to be set up shortly in connection with the formulation of the Seventh Plan will be requested to examine the question of laying down appropriate guidelines for quantification of funds and benefits for Scheduled Castes from the various Plan programmes.

[Planning Commission O.M. No. PC|BC|15-1 (8) |82-Vol. II  
dated 30-7-1983]

#### **Recommendation (Sl. No 7—Para 3.39)**

The Committee have been informed that the Special Component Plans formulated by the State Governments are discussed in the Planning Commission with the representatives of the State Governments. A perusal of the Special Component Plans formulated by the State Governments indicates that sometimes there is a tendency to quantify amounts in certain sectors by mere segregation of funds on the basis of percentage of the total Plan outlay in the respective sectors. The Committee recommend that while scrutinising the allocations shown in the Special Component Plans it should be en-

sured that the quantification is not done mechanically but is related to the actual benefits likely to accrue to the Scheduled Caste.

### **Reply of Government**

The recommendation of the Committee has been noted.

[Planning Commission O.M. No. PC/BC/15-1(8) | 82-Vol. II  
dated 30-7-1983]

### **Comments of the Committee**

The Committee would like to know precisely if the recommendation has been accepted by Government.

### **Recommendation (Sl. No. 9—Para 4.41)**

Some State Governments have started a scheme under which shops are constructed by the Government and allotted to Scheduled Caste persons. A study Group of the Committee had visited two such shopping complex in January, 1983, one in a village in Kakori Block, District Lucknow (UP) and another in Malihabad Block in District Hardoi (UP). Another study group visited a shopping complex in Ranga Reddy District in Andhra Pradesh. The cost of each shop was Rs. 8000/- in Kakori Block and Rs. 9000/- in Malihabad Block. Fifty per cent of the cost of such shops is paid as Govt. subsidy and the balance is repayable free of interest in 10 years time. The cost of a shop constructed in shopping complex in Ranga Reddy District was Rs. 15000/-. The Committee would suggest that all the State Governments may consider the introduction of similar schemes under the Special Component Plan of their States.

### **Reply of Government**

This recommendation has been forwarded to all the States and Union Territories. Besides Uttar Pradesh and Andhra Pradesh, two other States namely Bihar and Delhi are also implementing this scheme. In States/Union Territories like Goa, Jammu and Kashmir, Pondicherry, Orissa and Maharashtra, the formulation of such scheme is under consideration. Other States and Union Territories are being pursued in the matter.

[Ministry of Home Affairs O.M. No. BC.16015|1|83-SC&BCD. II  
dated the 15th Feb., 1984]

### **Recommendation (Sl. No. 10—Para 3.42)**

Some State Governments have introduced a scheme under which Government purchases cultivable land and distributes to identified Scheduled Castes landless agricultural labourers. The Committee would suggest that a similar scheme may be introduced by all the State Governments. At least one acre of land could be distributed to an allottee free of cost if the cost of land is upto Rs. 5000/- per acre. Where purchase cost of land is higher than this limit the amount in excess of Rs. 5000/- may be given to the beneficiary as interest free loan which may be repayable in convenient instalments. As far as possible contiguous area of land should be purchased for distribution so that community irrigation facilities and other benefits may be conveniently made available to the allottees.

### **Reply of Government**

The recommendation has been brought to the notice of all States and Union Territories.

[Ministry of Home Affairs O.M. No. BC.16015/1/83-SC&BCD. II dated the 15th Feb., 1984]

### **Comments of the Committee**

**The Committee would like to know as to how many States/Union Territories have agreed to implement the Scheme.**

### **Reply of Government**

### **Recommendation (Sl. No. 12—Para 4.14)**

The Planning Commission and the Ministry of Home Affairs must also ensure that there is no further delay in the formulation of Special Component Plans by the Ministries. These Ministries which are unable to do so should give satisfactory reasons for the same. The amounts quantified by the Central Ministries for inclusion in the Special Component Plans should be scrutinised by the Planning Commission before giving approval.

### **Reply of Government**

In the guidelines issued to the Central Ministries for the formulation of their plans, the Planning Commission emphasises identification of schemes and quantification of the outlays for development of Scheduled Castes and Scheduled Tribes and preparation of Special

Component Plans for Scheduled Castes and Tribal Sub-Plans as part of the Ministries' Plans. These are discussed by the Planning Commission while finalising the Ministries' Plans. Thereafter, the Ministry of Home Affairs holds further discussions with the concerned Central Ministries for identifying, within their approved outlays, specific schemes and provisions in respect of the Special Component Plans for Scheduled Castes. The Planning Commission is also associated in these discussions.

[Planning Commission O.M. No. PC|BC|15-1 (8)|82.Vol. II,  
dated 30-7-1983]

**Recommendation (Sl. No. 13—Para 4.15)**

The Committee recommend that the Annual Reports of the Central Ministries/Departments should include details regarding their respective Special Component Plans and the achievements made in assisting the Scheduled Caste families under the various schemes

**Reply of Government**

Secretary, Department of Personnel and Administrative Reforms has already written in his D.O. letter No. 47011|1|81-O & M dated 15th December, 1981, to the Central Ministries/Departments to include a Chapter in their Annual Reports regarding their respective Special Component Plans and the achievements made in assisting the Scheduled Castes families under various schemes.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD.II dated the 15th February, 1984]

**Recommendation (Sl. No. 14—Para 5.25)**

Special Central Assistance is treated as an additive to each State Plan outlay with reference to the totality of the programmes for the development of Scheduled Castes. This assistance is not tied to specific schemes. The Committee have been informed that the Special Central Assistance has helped in motivating the State Governments to put in larger outlays from their respective State Plans into their Special Component Plans. The Committee would suggest that emphasis should be on utilisation of this assistance for infrastructure development schemes, research oriented programmes, training of staff and programmes of similar nature for which the resources of the State Governments in their State Plan outlay may not be adequate.

At the time of the Annual Plan discussion with the Planning Commission/Ministry of Home Affairs, actual utilisation of Special Central Assistance with reference to individual schemes during the previous financial year should also be looked into. This exercise will help in the proper appraisal of achievements made and distribution of Special Central Assistance among the States and Union Territories for the following year.

### **Reply of Government**

The Special Central Assistance is to help State Governments/Union Territory Administrations to give a thrust to the development programmes for Scheduled Castes, particularly in core sectors like Agriculture, Animal Husbandry, Village and Cottage Industries etc., so as to increase their productivity and incomes. It is an additive to the States Plan/Programmes and is channelled primarily towards schemes which can attract institutional finance and are income-generating. It is intended to have a catalytic effect on the development programme for Scheduled Castes and thereby strengthen the Special Component Plan as a whole.

During the Annual Plan discussions, the utilisation of Special Central Assistance on specific schemes in the previous years is always examined and the States/UTs are requested to indicate the performance in both financial and physical terms. The number of families assisted and the incremental income generated are specially gone into.

[Planning Commission O.M. No. PC/BC/15-1 (8) /82-Vol. II, dated 30th July, 1983]

### **Recommendation (Sl. No. 15—Para 6.25)**

The main objective of development programmes in the Special Component Plan is to enable at least 50 per cent of the Scheduled Caste families to cross the poverty line during the Sixth Plan period. No. precise data is available as regards the number of Scheduled Castes families who may have cross the poverty line by investments made in income generating assets and improvement of skills undertaken by different sectors. However, information is available about the number of Scheduled Caste and Scheduled Tribe families who were assisted under Integrated Rural Development Programme Schemes. The data shows that in 1980-81, 664 lakhs Scheduled Castes/Tribe families and in 1981-82, 9.82 lakhs Scheduled Caste/Tribe families

Tribe families were given assistance under different IRDP schemes. These figures however do not take into account the number of families who received assistance under individual schemes or under package programmes and have been counted more than once.

Under the Special Component Plan various family oriented schemes have been introduced by the various departments for the economic development of Scheduled Castes to enable them to cross the poverty line. These schemes are being implemented in sectors like Integrated Rural Development Programme, Village and Cottage Industries, minor irrigation, fisheries, allotment of house sites etc. A beneficiary may be financially assisted by the one or more of such schemes or by a package of schemes. In order to ensure that the data regarding number of families assisted under various schemes gives a correct picture, instructions have been issued to all the States by the Secretary, Ministry of Home Affairs *vide* letter No. BC. 17020/6/82-SC BCD II dated 11th March, 1982. It has been prescribed that the families which are given assistance for small items like fertilizers, pesticides, high yielding variety of seeds small poultry units incapable of generating incremental income should not be counted. Families assisted to acquire assets such as land individual/Community irrigation wells alongwith pump sets, milch animals, bullock carts, poultry, goat sheep and piggery units etc. in adequate numbers/quantum should be counted. The instructions prescribed that double counting is to be avoided in the following manner:—

- (i) When a family is given, assistance under different schemes because a single scheme may be incapable of generating the desired level of income, it should be counted only once.
- (ii) Different members of the family may be given different schemes so that they may together generate adequate incremental income, in such cases also the family should be counted only once.
- (iii) A family may be assisted through two or more different agencies like DRDA Scheduled Castes Development Corporations Cooperative Institutions, Khadi and Village Industries Commission, Khadi and Village Industries Board, Handloom Development Corporations, Small Industries Development Corporation, Regional Development Corporation SFC etc. In such cases also the families should be counted only once.

From the information furnished to the Committee, it is seen that in the first three years of the Sixth Plan the Flow from different sectors to the Special Component Plans of the States would be around Rs. 1800 crores and Special Central Assistance of the Ministry of Home Affairs would be about Rs. 330 crores. Scheduled Castes families have also been assisted under the programmes of Central Ministries and the Scheduled Caste Development Corporations. Finance has also been made available through various loan schemes in the Commercial banking sector and the cooperative sector for various programmes being implemented under the Special Component Plan. However, no data is available to assess how far the assistance provided to the Scheduled Castes families has resulted in actually raising their income level.

The Committee are not happy that with such large investments having been made under the various sectors programmes no critical evaluation studies have been about the actual achievements. They wish to point out that mere counting of number of families and that too on a data base which has not been perfected is not adequate. The Committee therefore recommend that a quick evaluation should be made in selected blocks in each State to assess the extent to which the assistance made available under the various schemes has resulted in raising the income level of Scheduled Castes families and enabled them to cross the poverty line as also sustained it thereafter. The evaluation studies should be carried out by specialised agencies. On the basis of results of such studies, the programmes being implemented should be suitably modified so that the objective of taking at least 50 per cent of the families above the poverty line during the Sixth Plan period is achieved.

#### **Reply of the Government**

Complete data regarding the assistance provided to the Scheduled Castes families enabling them to actually raise their income level is available at appropriate level in the State Governments/U.T. Administrations.

In so far as double counting of families covered is concerned necessary instructions have already been issued to all the State Governments/U.T. Administrations.

The question of undertaking evaluation studies about the actual achievements is under active consideration of the State Governments/ U.T. Administrations.

**Recommendation (Sl. No. 16—Para 6.26)**

It has been desired in the Prime Minister's letter dated 12th March, 1980 that a clear cut personnel policy consisting *inter-alia* of orientation of officers of Departments concerned with development of the Scheduled Castes and their careful selection training and continuity of tenure should be evolved. The Committee would suggest that the training aspect as well as posting of competent and trained staff in the various development blocks and at the district and State level should be given greater emphasis so that the various programmes may be implemented successfully.

The existing administrative machinery in the State should also be perfected with a view to continuous monitoring of various programmes.

**Reply of the Government**

The suggestion of the Committee for giving a greater emphasis on the training aspect as well as posting of competent and trained staff in the block, district and State level has been communicated to all the States and Union Territories. At an outset this suggestion has been agreed to in principle. According to the reports received, the implementing departments in the concerned States and Union Territories have been instructed to make suitable arrangements for review and monitoring of various programmes at State and field level so that better results are achieved and programmes are implemented successfully. State Government of Uttar Pradesh has taken a further step by selecting 50 per cent of the staff from the development departments including Rural Development Department.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD.II dated the 15th February, 1984]

**Recommendation (Sl. No. 19—Para 7.11)**

In the guidelines sent to the State Governments it has been emphasised that District Level Committee may be constituted for the work of Scheduled Castes Development Corporations and social workers and public representatives with a record of service to Scheduled Castes should be included as members of the District Level Committee and also in the Board of Directors at the State level. The Committee recommend that Scheduled Caste MLAs or other MLAs concerned from the District should also be associated with the District level Committee. In the Board of Directors of the Corporation also there should be representation of Members of

Parliament from the State. This will help in ensuring that the interests of Scheduled Castes beneficiaries are well looked after at various levels and schemes which are suitable to their requirements are actually implemented.

**Reply of the Government**

Instructions have already been issued to all the State Governments/Union Territories that the District Level Committees to be constituted in this region should also include Scheduled Castes M.Ps., M.L.As. and other Social Workers.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD-II dated the 15th February, 1984]

**Recommendation (Sl. No. 20—Para 7.12)**

The Committee note that Agricultural Finance Corporation has set up a Cell to assist the Central Government in monitoring the programmes taken up by Scheduled Caste Development Corporations. The Committee need hardly stress that Ministry of Home Affairs as the modal Ministry for the Welfare of Scheduled Castes, must ensure that these Corporations function efficiently.

**Reply of the Government**

The suggestion of the Committee has been noted for compliance.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD-II dated the 15th February, 1984]

## **CHAPTER III**

**RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES.**

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**NIL**

## CHAPTER IV

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

#### Recommendation (Sl. No. 1—Para 2.16)

As per data given in the Sixth Plan document (Page 170), there are about 350 million people in the country who are living below the poverty line. Out of these, around 300 million people (60 million families taking 5 persons in a family on an average) are in the rural areas. These consist largely of the landless labourers, small and marginal farmers, rural artisans and other workers. Precise figures regarding number of Scheduled Caste among them who are below the poverty line are not yet available. Integrated Rural Development Programme started in 1978-79 in 2000 blocks was extended with effect from 2nd October, 1980 to cover all the 5004 blocks in the country. Under this programme on an average 600 families are to be assisted every year and at least 3000 families are to be covered in each block during the Sixth Plan period. It has been laid down that at least 30 per cent of the beneficiaries under IRDP should be selected from among Scheduled Castes and Scheduled Tribes and at least 30 per cent of credit and subsidies should flow to persons belonging to these communities. For identification of beneficiaries under IRDP a family whose annual income from all sources is below Rs. 3500 is considered to be below poverty line.

The Committee have been informed that for giving assistance under this programme, 600 families are identified in each block per year and in identifying the people to be assisted, the poorest among the poor are selected. Survey for identifying the people in each block is continued from year to year. The Committee feel that it would be desirable to complete 100 per cent survey of all Scheduled Caste families in each IRDP area. For this purpose villages should be listed in the descending order of the Scheduled Caste population in the village. Thus, villages predominantly inhabited by Scheduled Castes (say 51 per cent or more of Scheduled Caste families) should be taken up first. List of villages so identified and expected to be covered in each year should be prepared in advance and

exhibited at the Gram Sabha/Panchayat Offices etc. The Committee believe that even with the existing machinery at the block level such a survey can be undertaken and completed expeditiously. Further in selecting families to be assisted, clusters of villages predominantly inhabited by the Scheduled Castes should be chosen first so that all the persons living in a cluster are covered within the same year. Lists of identified families expected to be covered in each year should also be prepared in advance and exhibited at the Gram Sabha/Panchayat Offices etc.

### Reply of Government

According to the guidelines laid down by the Ministry of Rural Development, a cluster approach has to be adopted in providing assistance under I.R.D.P. It, therefore, calls for identification of families on a cluster basis and lays down emphasis on selection of cluster of villages where there is concentration of Scheduled Castes/Scheduled Tribes population. The cluster is expected to be a functional one and the approach is not restricted to activities under I.R.D.P. to a few selected villages only.

The basic criterion for selection of beneficiary is his economic condition and is ascertained through a household survey, which forms a reasonable basis for identifying beneficiaries on the basis of the principle of "poorest among the poor first". The household survey has by and large taken place in most of the States/UTs. It may be that the methodology of carrying out the survey may vary from State to State. In various States they have been conducted as a one-time operation and the list of families below the poverty line has been prepared. While in some other States the beneficiaries are identified as a continuous process. However, block-level information in respect of house-hold survey has not been monitored at the national level. As the percentage of Scheduled Castes in the total population of a block varies from block to block and moreover the SC population is distributed in an uneven manner, the implementing agencies have been advised to pay due attention to the concentration of Scheduled Caste communities in the blocks and districts.

The guidelines for I.R.D.P. also provide that a list of identified families including Scheduled Castes/Scheduled Tribes has to be prominently displayed at Gram Sabha etc. after being vetted by the latter and other local grass-root agencies. The Gram Sabha are also to be consulted during the house-hold survey for identification of beneficiaries. As this list is vetted by the Gram Sabha/Pan-

chayats/other local agencies, it is usually accepted by the village, banks and other institutions. However, the recommendation of the Committee have been communicated to the Ministry of Rural Development for their consideration.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD.II dated the 15th February, 1984]

### Comments of the Committee

Please see Chapter I Para 1.4.

### Recommendation (Sl. No. 8—Para 3.40)

The Committee find that all the States have not yet opened separate budget-heads of account/sub-heads for Special Component Plan for Scheduled Castes in spite of the fact that instructions in this regard had been issued to all the State Governments *vide* Ministry of Home Affairs letter no. 14011/8/79-SCBCD. III dated 21st January, 1982. The Committee expect that these instructions will be complied with without delay by all the State Governments. It should also be ensured that the funds meant for the Special Component Plan are not diverted to other schemes in the general sector.

### Reply of Government

The following States have already opened separate budget heads for the Special Component Plan:

1. Bihar
2. Madhya Pradesh
3. Manipur
4. Sikkim
5. Uttar Pradesh
6. Kerala
7. Himachal Pradesh

The matter is being pursued with the remaining States and Union Territories. The question of safeguarding Special Component Plan funds from being diverted to general sector is being taken up with the States/Union Territories separately.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD.II dated the 15th February, 1984]

### Comments of the Committee

Please see Chapter I Para 1.7.

**Recommendation (Sl. No. 11, Para No. 4.13)**

So far only five Central Ministries namely, Ministry of Agriculture and Cooperation, Ministry of Education and Culture, Ministry of Health and Family Welfare, Ministry of Labour and Ministry of Energy (Department of Power) have identified and quantified outlays for Special Component Plans. The Committee have been informed that scope for identification is limited in number of Ministries/Departments' Programmes. Those of the Ministries/Departments which have beneficiary oriented programmes have already initiated this work. The Planning Commission had vide letter No. PC|SW|11-2(5)|77, dated 5th May, 1979 asked all the Central Ministries to quantify flow of funds for the Special Component Plan in the Annual Plan for 1979-80. In the Prime Minister's letter dated 12th March, 1980 to the Central Ministries it was clearly stated that 'It is necessary now to ensure that an optimal Special Component Plan for the Scheduled Castes is expeditiously prepared by your Ministry as part of your Annual Plan as well as the Five Year Plan. The Committee regret to point out that several of the Ministries/Departments have not prepared Special Component Plans in their respective Sectors, although three years of the Sixth Plan are already over. Further, the few Ministries which quantified some amounts, have included items which do not directly benefit the Scheduled Castes. The Committee expect that every Central Ministry/Department whose activities have or can have a bearing on the development of Scheduled Castes will at least now identify the Schemes which directly benefit the Scheduled Castes and quantify outlays for the Special Component Plan in their respective sectors.

**Reply of Government**

The Planning Commission has been pursuing with the Central Ministries/Departments the question of identifying schemes which directly benefit the Scheduled Castes and quantifying outlays for the Special Component Plan in their respective sectors. This exercise is undertaken in the meetings convened by the Ministry of Home Affairs with the concerned Central Ministries/Departments in which representative of the Planning Commission also participate.

[Planning Commission O.M. No. PC|BC|15-1(8)|82-Vol. II, dated 30-7-83].

**Comments of the Committee**

Please see Chapter I, Para 1.10.

**Recommendation (Sl. No. 17, Para 6.27)**

Under the Integrated Rural Development Programme an Identity-cum-monitoring card known as "Vikas Patrika" has been introduced. This card usually contains columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation, etc. Some States have already introduced "Vikas Patrika" while a few others are considering its introduction. The Committee feel that the identity cards which may be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These may contain various details such as:—

- (i) Family particulars
- (ii) Level of Education
- (iii) Description of House site and House
- (iv) Records of Rights copy and inclusion and exclusion (Khata, Plot, particulars of land, class of land and extent of land)
- (v) Lives stock (Description of cattle, goats, sheep and birds etc. and the number)
- (vi) Moveable properties (worth above Rs. 50/-)
- (vii) Annual income and source of income
- (viii) Bank Loans
- (ix) Loans from cooperative societies
- (x) Loans from other sources
- (xi) Assistance from Government (Agricultural operations)
- (xii) Assistance from Government (other Sources)
- (xiii) Miscellaneous (such as special events, marriage, cyclone, drought etc.)

Items Nos. (viii) to (xii) should include particulars of credit, debit and balance.

In cases where assistance is provided by the Government the particulars may be entered and authenticated by the disbursing agencies.

The Committee recommend that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committee

are of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries including Scheduled Castes/ Scheduled Tribes, to find out what further assistance is required and to know the impact of the various schemes on the economic development of the beneficiaries.

### **Reply of Government**

As recommended by the Committee, the States and Union Territories had been requested to introduce "Vikas Patrika". According to the reports reaching us so far, this system has already been introduced in Uttar Pradesh, Himachal Pradesh, Goa, West Bengal, Bihar, Pondicherry, Delhi, Karnataka and Maharashtra. Other States like Kerala, Orissa, Jammu and Kashmir are working out the modalities for bringing out the Vikas Patrika. However, according to the State Government of West Bengal, these Patrikas should be simple and not too elaborate.

In so far as modification of Vikas Patrika is concerned, the matter has been taken up with the Ministry of Rural Development.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD-II dated the 15th February, 1984]

### **Comments of the Committee**

Please see Chapter I Para 1.13.

### **Recommendation (Sl. No. 18, Para 7.10)**

Scheduled Caste Development Corporations have been set up in 17 States in different years during the period 1971 to 1980. The Corporations in Punjab and West Bengal have been set up under the Acts of the respective State Legislatures whereas other Corporation have been set up under the Companies Act or Cooperative Societies Act. The Corporations set up in Karnataka and West Bengal are for both Scheduled Castes and Scheduled Tribes whereas other Corporations are for Scheduled Castes only.

Under a Centrally Sponsored Scheme introduced in March, 1979, grants are given by the Central Government to the State Governments for investment in the share capital of the Corporations in the ratio of 49:51. The Scheme was modified in July, 1981 to include assistance for promotional activities like surveys and trainings for Staff, particularly for supervision, monitoring and evaluation. Grants given to the Corporations during the years 1979-80 and 1980-81 amounted to Rs. 12.24 crores Rs. 13.00 crores respectively. A provision of Rs. 13.25 crores had been made for 1981-82 and the

approved outlay is Rs. 13.50 crores for 1982-83. The total Sixth Plan outlay is for Rs. 65 crores.

According to the conditions of eligibility for assistance from the Corporations, an annual income limit of Rs. 3500 and Rs. 4300 for a family in rural and urban areas respectively has been prescribed. Agricultural labourers, small and marginal farmers, share-croppers and tenants, and non-agricultural labourers employed in sectors other than large and medium scale industries are presumed to be within the above eligibility criterion without the need for income certificate. In the case of educated unemployed (Matric and above) who do not belong to the above categories, the income limit for post-matric scholarship applies.

The main function of these Corporations is to provide margin money assistance to Scheduled Castes families thereby helping to increase the flow of funds from the financial institutions to the Scheduled Caste families. The Corporations are envisaged to interface between the Scheduled Caste families and financial institutions in respect of bankable schemes of economic development. They are expected to take up only those schemes which have a non-recurring cost upto Rs. 12000/-. The schemes sponsored by them are expected to have an element of institutional finance from the commercial banking sector and the cooperative sector. They do not function as leading institutions for giving direct loans.

In the course of on the spot visits of the Committee to some States the Committee had been informed by the officials of the State Government that many of the Schemes prepared by the Corporations were rejected by the banks on the ground that those were not viable schemes. In several other cases, there were delays in sanctioning bank finance and releasing the loan amount. All this hindered the progress of schemes sponsored by the Corporation and the labour involved in preparing viable schemes of economic development and identifying the beneficiaries became infructuous. Further some banks expressed difficulties in maintaining accounts of margin money loans sanctioned by the Corporations and of the recoveries effected. The Committee feel that the policy of the Government that these Corporations should not function as lending institutions needs to be reviewed. They are of the view that these Corporations should perform dual functions namely, to provide margin money loans for bankable schemes and also to provide direct loans for viable schemes sponsored by them. This would eliminate the delays that are experienced by them in getting bank

finance sanctioned for the Schemes which are prepared by them and where beneficiaries have also been identified. Where direct loans are sanctioned the Corporations themselves will release the margin money and the loan amount and take all necessary steps for effecting recoveries and monitoring accounts therefor. Additional financial requirements of Corporations as a result of enlargements of their functions should also be provided by the Central Government and the concerned State Government.

### **Reply of Government**

So far 18 States/Uts. with a substantial population of Scheduled Castes have established Scheduled Castes Development Corporations. The role of the S.C.D.Cs. in the matter of provision of institutional finance is to give a certain proportion of the cost of the beneficiaries' schemes as margin money loan, both as an inducement to the banks and other financial institutions, and with a view to reducing the banks/institutional loan burden for Scheduled Caste borrower. In so far as direct lending by the S.C.D.Cs. is concerned, it is felt that through this mechanism the number of S.C. beneficiaries to be covered will be very much restricted; moreover, the Corporations have not been established to play the banks' roles.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-  
SCECD-II dated the 15th February, 1984]

### **Comments of the Committee**

Please see Chapter I Para 1.16.

## CHAPTER V

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT HAVE NOT BEEN RECEIVED

#### Recommendation (Sl. No. 3—Para 2-18)

The Committee agree with the recommendation contained in the Second Report of the Commission for Scheduled Castes and Scheduled Tribes that while identifying families for benefits due weightage would be given to joint families and extended families. In the rural set up sometimes land remains in the name of the head of the household whereas in the actual practice there are several persons who share the land. Keeping this in view financial assistance should be given not only to the owner of land but also to others who share the benefits of this land in the undivided family. While rendering assistance to Scheduled Caste families, norm of a typical single family (husband, wife and their minor children) should be the governing criterion.

#### Reply of Government

The proposal regarding giving due weightage to joint and extended families while identifying families for benefits has been taken up with the Ministry of Rural Development. That Ministry is examining it in consultation with the States and Union Territories.

[Ministry of Home Affairs O.M. No. BC. 16015/1/83-SC & BCD-II dated the 15th February, 1984]

#### Comments of the Committee

The Committee would like to be apprised of the final view taken by the Ministry of Rural Development.

NEW DELHI;  
June 20, 1984  
Jyaistha 30, 1906 (Saka)

A. C. DAS,  
Chairman,  
Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes.

## APPENDIX

(*Vide* para 4 of Introduction)

Analysis of Action Taken by Government on the recommendations contained in the Thirty-sixth Report (Seventh Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

	Total number of Recommendations . . . . .	20
II.	Recommendations/Observations which have been accepted by Government ( <i>Vide</i> Recommendations at S. Nos. 2, 4 to 7, 9, 10, 12 to 16, 19 and 20 . . . . .	
III.	Number . . . . .	14
	Percentage to total . . . . .	70
III.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies . . . . .	Nil
IV.	Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration ( <i>Vide</i> Recommendations at Sl. No. 1, 8, 11, 17 and 18) . . . . .	
	Number . . . . .	5
	Percentage to total . . . . .	25
V.	Recommendations/Observations in respect of which final replies of Government have not been received ( <i>Vide</i> Recommendation at Sl. No. 3) . . . . .	
	Number . . . . .	1
	Percentage to total . . . . .	5

**LIST OF AUTHORISED AGENTS FOR THE SALE OF  
LOK SABHA SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Sl. No.	Name of Agent
<b>BIHAR</b>			
1.	M/s Crown Book Depot, Upper Bazar, Ranchi (Bihar).	10.	The Manager, M. M. Sub- scription Agencies, No. 2 1st Law Out Sivananda Colony, Coimbatore—641012.
<b>GUJARAT</b>			
2.	The New Order Book Company, Ellis Brilge, Ahmedabad-6.	<b>UTTAR PRADESH</b>	
<b>MADHYA PRADESH</b>			
3.	Modern Book House, Shiv Vilas Palace, Indore City.	11.	Law Publishers, Sardar Patel Marg, P. B. No. 77, Allahabad, U.P.
<b>MAHARASHTRA</b>			
4.	'M/s Sunderdas Gian Chand, 601, Girgaum Road, Near Princess Street, Bombay-2.	<b>WEST BENGAL</b>	
5.	The International Book Service, Decan Gymkhana, Poona—4.	12.	Mrs. Manimala, Buys and Sells, 128, Bow Bazar Street, Calcutta—12
6.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay—1.	<b>DELHI</b>	
7.	M/s Usha Book Depot, Law Book Seller and Publishers' Agents Govt. Publications, 585, Chitra Bazar, Khan House, Bombay—2	13.	Jain Book Agency, Connaught Place, New Delhi.
8.	M&J Services, Publishers, Representative Accounts & Law Book Seller, Mrhan Kunj, Ground Floor, 68, Jyotiba Fule Road, Nalgaum-Dadar, Bombay—14.	14.	J. M. Jain & Brother, Mori Gate, Delhi.
9.	Subscribers Subscription Services India, 21, Raghunath Dadaji St., 2nd Floor, Bombay—1.	15.	Oxford Book & Stationery Co., Scindia House, Connaught Place,
		16.	Bookwell 4, Sant' Nirankari Colony, Kingsway Camp, Delhi—9.
		17.	The Central News Agency, 23/30, Connaught Place, New Delhi.
		18.	M/s Rajendra Book Agency, IV—D/59, IV—D/50, Lajpat Nagar, Old Double Storey, Delhi—110024.
		19.	M/s Ashoka Book Agency, BH-82, Peervi Shalimar Bagh, Delhi—110033.
		20.	Venus Enterprises, B—2/85, Phase—II, Ashok Vihar, Delhi.

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