

Dalit Adivasi Budget Analysis 2019-20

National Campaign on Dalit Human Rights-Dalit Arthik Adhikar Andolon



Introduction

The projections of historical increase in allocations for SC's at 35.6% and 28% for ST's this year hides several harsh realities which communities have to deal in this election year. It has facilitated several unprecedented declarations which needs to be unpacked and compared to ground realities.

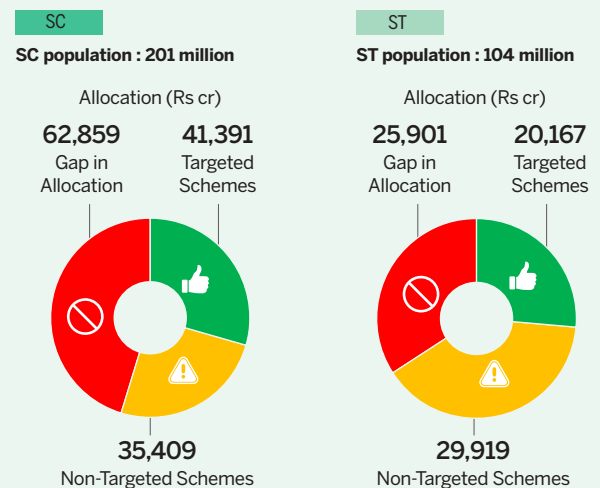
What is unprecedented with SC & ST budgets this year? The allocations for Scheduled Caste stands at 76,801 Rupees Crores and 50,086 Rupees Crores for the Scheduled Tribes, which by all measure is the highest benchmark till now for any kind of budgets, be it general or interim. For the first time, an unbelievable 315 schemes for SC and 324 schemes for ST will be benefitting with earmarking from Allocation for welfare of Scheduled Caste (AWSC) & Allocation for of Scheduled Tribes (AWST). There are now 9 new ministries / departments for SCs and 3 for STs which are set to implement new programmes. If it was not for a budget preceding general election, we could have easily labelled this as an 'aggressive development strategy'.

Another striking feature of 2019-20 budget is the systemic undermining of dozens of critical schemes by starving them of necessary funds. For example, schemes like post matric scholarship, University Grants Commission UGC, rehabilitation of bonded labour, self-employment of safai karamcharis, national fellowship for SC, Kendriya Vidyalaya Sanghathan, Navodaya Vidyalaya Samiti, IGNOU Open University, grants to voluntary organisations, land records modernization etc which are few of the direct benefitting schemes are denied necessary funds for SC & ST development. There is a definite political shift if we analyse the fine print of downward or stagnant budget numbers accompanying the above-mentioned schemes. It is also evident that now schemes are becoming more cash-transfer oriented and less focus is put on creating durable assets and sustainable livelihoods.

It is also unprecedented that the allocations for nodal ministries i.e. Ministry of Social Justice and

Figure 1: Budget for Scheduled Castes and For Scheduled Tribes -2019-20 (in Rs. Cr.)

	SC	ST
(a) Total Expenditure Budget Estimate 2019-20	2,784,200	2,784,200
(b) Total Eligible Central Sector Schemes and Centrally Sponsored Schemes (Note 1)	940,946	937,745
(c) Due Allocation for Scheduled Castes and Scheduled Tribes Schemes as per the New Guidelines of NITI Aayog (Note 1)	139,660	75,987
(d) Allocation for SC Schemes (as per Statement 10A) and ST Schemes (as per Statement 10B)	76,801	50,086
(e) Targeted Schemes	41,391	20,167
(f) Non-Targeted Schemes	35,409	29,919
(g) % of Allocation (g) = (e) as % of (b)	8.16	5.34
(h) Gap in Allocation (h) = (d) - (c)	62,859	25,901
(i) Total Gap in allocation (gap in allocation + Non Targeted Schemes) (i) = (h) + (f)	98,268	55,820



Source: Gov of India -Budget Expenditure Profile 2019-20, Ministry of Finance.

* In the new guidelines, SCSP and TSP are renamed as DAPSC (Development Action Plan for Scheduled Castes) & DAPST (Development Action Plan for Scheduled Tribes)

Note 1: New System of Budgeting for SC & ST is DAPSC & DAPST as per the new guidelines issued on Dated 26th Dec.2017, No.F.2 (21)-B(P&A)/2016, Govt. of India, Ministry of Finance, Department of Economic Affairs, Budget Division, page no-2. As per the Guidelines each obligatory Ministry/Department is given a set proportion of the CS+CSS to be earmarked as the Budget for SC and ST schemes.



Highlights Of Analysis On Union Budget 2019-20



- Guidelines issued by the Ministry of Finance along with NITI Ayog, post merger of plan and non-plan have not been followed resulting in denial of not only a large proportion of funds but quality planning has not been followed.
- The due allocation for SCs is Rs. Cr. 139,660 and for STs it is Rs. Cr. 75,987. But the total amount allocated towards SC Schemes is Rs.Cr. 76, 801 for SCs and Rs. Cr. 50,086 for STs.
- Out of the total allocation Rs.Cr. 35,409 for SCs and Rs.Cr. 29,919 are Non-Targeted schemes which have no direct benefit.
- About Rs.Cr. 750 has been allocated for Cow Protection and a mere Rs.Cr. 147 allocated for the protection of Dalit women through the implementation of PoA Act
- It was disappointing to see allocation for PMS was reduced from Rs.Cr. 6000 in RE 2018-19 to Rs.Cr. 2926.82 in FY 2019-20 for SCs. Similarly, for STs, it has been reduced from Rs.Cr. 1643.30 in FY 2018-19 RE to Rs. Cr. 1613.50 in FY 2019-20.
- The Department of Higher Education allocates Rs.Cr. 3,166 for SCs through 72 schemes. Only 7 schemes with Rs.Cr. 106.88 directly benefit SCs, the rest are towards grants-in-aid and infrastructure. Funds of UGC have decreased by 23.51% and for IGNOU by 50.35%.
- Welcome move to form a committee to look into DNT tribes but no allocation to go with it gives an impression that this is only tokenistic.
- A large proportion of Economic Sector schemes have no relevance to SCs and STs. For example, the allocation under the Depart. of Telecommunication for both SC and ST is Rs.Cr. 2623.89, which is allocated for schemes like 'optical fibre cable based network for Defence Services', 'Compensation to Service Providers'. This has no direct benefit to SCs or STs but only a general scheme.

empowerment has been significantly reduced compared to last year. Apart from this, the other critical Ministries with downward trend of allocations in SC development are Rural development, Micro Small and Medium Enterprises and Drinking water & sanitation. Similarly, from the Scheduled Tribe perspective, the critical ministries of Micro Small and Medium Enterprises and Drinking water & Sanitation are the biggest losers, whereas there is only a marginal increase in allocations for the Ministry of Tribal Affairs. In a scenario where the overall increase in allocations are as high as 36 % and 28% for SC & ST respectively, the nodal ministries of MSJE & MoTA are subjected to major budget cuts despite the existing NITI AAYOG guidelines.

The trend of non-targeted allocations both in statement 10A and 10B continues unabatedly. Good schemes are getting starved and irrelevant schemes allocation keep increasing. This year, out of 315 schemes for SC, 226 schemes are non-targeted and without any strategy to give benefits to the community. Similarly, only 21 out of 324 schemes for scheduled tribes have potential to give direct benefits, while rest of them are general in nature. Moreover, there outcomes do not spell any kind of clear roadmap for sustainable development of SC & ST communities.

2. Analysis of the Allocation of the Schemes SC & ST Budget

As per the guidelines on new arrangement for earmarking funds for Allocation for welfare of SCs, 41 ministries are supposed to allocate a fund of Rs. 1,39,669 Cr. for 315 schemes for SCs but the actual allocation is only Rs. 76,801 Cr with a huge gap amounting to Rs.62,859 Cr. Out of the total 315 schemes 89 targeted and 226 are non-targeted amounting to Rs. 41391 Cr. and Rs. 35409 Cr. respectively. The highest 10 ministries/departments account to more than 80% of the total allocated budget under CSS and CS. Compared to social (Rs. 93164 Cr.), economic sector has received less fund (Rs. 46496 Cr.) as a result, schemes that are fundamental for the economic growth of SCs are starved of the sufficient fund allocation. Furthermore, ministries that can do much to bridge the socioeconomic gap between SC, ST and general category people have not allocated adequate fund on the schemes or programs directly benefitting the SC population.

In case of Allocation for welfare of STs, around 83% of the fund is allocated to the highest ten ministries under CS and CSS. As per the New Guidelines, the allocation ought to be Rs. 75987 Cr. but the actual

Figure 2a: Budget for Scheduled Caste - 5 Yr Trend Analysis of Union Budget FYs 2015-20 (Rs.Cr)

Financial Year	Total plan Outlay/ CS+CSS Schemes (A)	Due Allocations* (B)	Allocation earmarked (Statement 10A of BE) [C]	Proportion of Allocation to SC schemes (C% to A) [D]	Gap in Allocation - SC [B-C] [E]	Total Targeted Schemes - SC [F]	Total Non-Targeted Schemes - SC [G]	Total Gap - SC (G+E)
2015-16 (BE)	465,277	77,236	30,851	6.63%	46,385	9,121	21,730	68,115
2016-17 (BE)	550,010	91,302	38,833	7.06%	52,469	6,665	32,168	84,637
2017-18 (BE)	588,025	97,612	52,393	8.91%	45,220	25,708	26,685	71,904
2018-19 (BE)	788,395	117,282	56,619	7.18%	60,663	28,698	27,921	88,584
2019-20 (BE)	940,946	139,660	76,801	8.16%	62,859	41,391	35,409	98,268
Total	3,332,653	523,092	255,496	7.67%	267,596	111,583	143,912	411,508

* 2015-16 & 2016-17 the due allocations are calculated as per the Jadhav Committee Guidelines issued in 2010. *2017-18 & 2018-19 in the post merger of Plan Non-Pan Budgets, the due allocations are calculated as per the Budget Circular of the respective years. *2019-20: The Due amount has been calculated by the new guideline issued by Finance Ministry No-F.2(21) B(P&A)/2016.Govt of India, Ministry of Finance, Dept of Economic Affairs, Budget division, Dated 26 December 2017. This Guideline gives Ministry wise allocation for SCs and has named it as DAPSC (Development Action Plan For Schedule Caste) vide. As per the Guidelines each obligatory Ministry/Department is given a set proportion of the CS+CSS to be earmarked as the Budget for SC and ST schemes. Source: Union Budget Expenditure Profile 2015-16 to 2019-20

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Figure 2b: Budget for Scheduled Tribes - 5 Yr Trend Analysis of Union Budget FYs 2015-20 (Rs.Cr)

Financial Year	Total plan Outlay/ CS+CSS Schemes (A)	Due Allocations* (B)	ST Allocation Earmarked (Statement 10 B of BE) [C]	Proportion of Allocation to ST schemes (C% to A) [D]	Gap in Allocation - ST [B-C] [E]	Total Targeted Schemes - ST [F]	Total Non-Targeted Schemes - ST [G]	Total Gap - ST (G+E)
2015-16 (BE)	465,277	40,014	20,000	4.30%	20,014	7,469	12,531	32,545
2016-17 (BE)	550,010	47,301	24,005	4.36%	23,295	8,791	15,215	38,510
2017-18 (BE)	588,025	50,570	31,920	5.43%	18,651	15,643	16,276	34,927
2018-19 (BE)	784,881	64,486	39,135	4.99%	25,351	19,623	19,512	44,863
2019-20 (BE)	937,745	75,987	50,086	5.34%	25,901	20,167	29,919	55,820
Total	3,325,938	278,357	165,145	4.96%	113,212	71,693	93,453	206,665

* 2015-16 & 2016-17 the due allocations are calculated as per the Jadhav Committee Guidelines issued in 2010. *2017-18 & 2018-19 in the post merger of Plan Non-Pan Budgets the due allocations are calculated as per the Budget Circular of the respective years. *2019-20: The Due amount has been calculated by the new guideline issued by Finance Ministry No-F.2(21) B(P&A)/2016.Govt of India, Ministry of Finance, Dept of Economic Affairs, Budget division, Dated 26 December 2017. This Guideline gives Ministry wise allocation for SCs and has named it as DAPSC (Development Action Plan For Schedule Caste) vide. As per the Guidelines each obligatory Ministry/Department is given a set proportion of the CS+CSS to be earmarked as the Budget for SC and ST schemes. Source: Union Budget Expenditure Profile 2015-16 to 2019-20

Figure 2c: Scheduled Castes Budget : Due, Allocated, Targeted

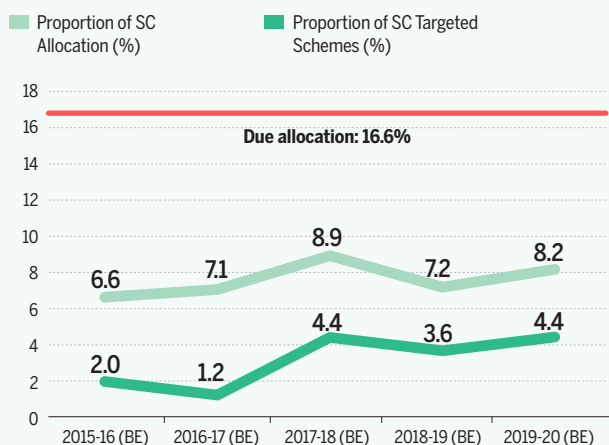
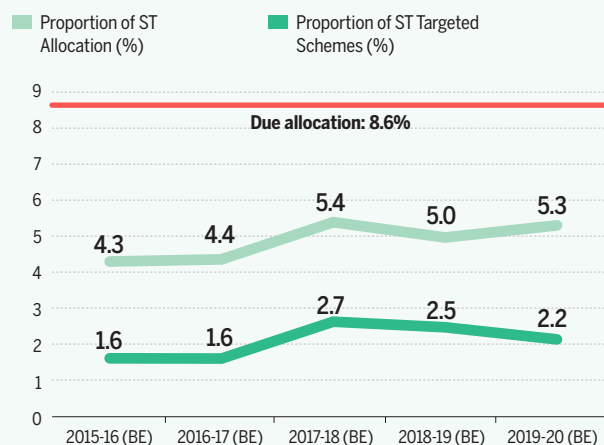


Figure 2d: Scheduled Tribes Budget: Due, Allocated, Targeted



allocation made in the 2019-20 is only Rs. 50086 resulting into a substantial gap. The realities for ST population are no different than the SCs; not adequate measures are ensured for economic development and to reduce inequality gap among SC, ST and the general population. Moreover, alike AWSC, schemes under AWST too have not considered adequate fund allocation for the economic development of the ST population.

3. Five Year Trends of SC and ST Allocations

The table no 2a & 2b shows the allocation trends over the last five years towards the developmental schemes for SC & ST communities. The initial two years allocation in the table are pre-merger of plan and non-plan budget expenditure i.e. FY 2015-16 to FY 2016-17. During these two years, the allocation trends are found to be declining and it grew by 26% for SC from FY 2015-16 to FY 2016-17. During these two years, the total plan outlay was Rs 1,015,287 Cr for SC of which the total allocation was Rs 69,684 Cr that accounts 6.86% against the due share of Rs 168,538 Cr (16.6%) fell short of Rs 98,854 Cr accounting to 9.74%, which is less than 50% of the due share. Similarly, for ST in the same period, the allocation trends are also found to be declining and it subsequently increased by 20% from FY 2015-16 to FY 2016-17. During these two years period the total allocation was Rs 44,005 Cr, that constitutes 4.27% as compared to the due share of Rs 87,315 Cr (8.6%). As a result of which, Rs 43,309 Cr fell short resulting in 50% less than the due share, as per the Jadhav committee guidelines .

In the post-merger scenario, the same scenario is also seen in AWSC & AWST budget, where the fund allocation is also found to be inclining trends from FY 2017-18 to FY 2019-20 and grew from pre-merger to post-merger. As the new guideline issued by the Ministry of Finance, states, the fund will be earmarked for SCC/AWSC & STC/AWST from the pool of schemes comprising of CS (Central Sector) and CSS (Centrally Sponsored Schemes) not from the Ministry/Department allocation. Therefore, according to eligible ministries suggested in four categories in the guidelines, the total eligible CS+CSS is Rs 94,09,46 Cr of which the total allocation under SCC/AWSC is Rs 76801 Cr against the due allocation of Rs 1,39,660 Cr. FY 2017-18 & FY 2019-20, the analysis of these three years reveals that only Rs 1,85,812 Cr is disbursed for the development schemes for SCC/AWSC and Rs 1,21,40 Cr for Development schemes for STC/AWST. A total Rs 1,68,742 Cr is not

allocated towards SC development and Rs 69,902 Cr was not allocated for ST Development as per New Guidelines and Budget Circular of Ministry of Finance 2017-18, 2018-19 & 2019-20.

Besides the above-mentioned gaps in the allocation stages for SCs and STs, the quantitative analysis reveals that, over the last five years the total expenditure of Union Govt has been found to be increasing but the allocation towards the development of SC & ST are found to be negligible. As far as the qualitative nature of fund allocation is concern, it is quite crucial for the communities, as it focus more on direct or non-direct nature of schemes for the communities.




Over the last five years, regarding the qualitative aspect, the Govt performance is not impressive, as huge chunk of funds are allocated for the non-direct funds, which hardly reach the targeted beneficiaries. The deeper analysis on the nature of allocation under SC funds reveal that, in FY 2015-16, the total fund allocation for SC development was Rs 30,851 Cr out of which the targeted fund was only Rs 8792.7 Cr that accounts for 29% and Rs 22058.18 Cr was allocated for non-targeted schemes which accounts for 71%. Similarly, the total fund allocation for ST development is Rs 20,000 Cr of which the targeted allocation was Rs 7399.15 Cr that accounts for 37% of the total SCC fund and Rs 12,600.44 Cr that accounts 63% of the total fund allocation for STC. Moreover, the total fund allocation over last five year is Rs 2,55,496 Cr for SC, of which the direct fund is Rs 1,11,583 Cr that accounts 44% for SC and non-direct fund is Rs 1,43,912 Cr that accounts 56%. Similarly, the total fund allocation over last five year is Rs 1,65,145 Cr for ST, of which the direct fund is Rs 71,693 Cr that accounts 43% for ST and non-direct fund is Rs 93,453 Cr that accounts 57% and a total of Rs 1,13,212 Cr has been denied to ST communities over the last five years.

4. Ministry / Department wise priority to schemes for Scheduled Caste and Scheduled Tribes:

In the budget speech of 2017-18, Finance Minister Shri Arun Jaitley had introduced outcome-based monitoring for Schemes for welfare of scheduled castes, scheduled tribe and minorities. Subsequently the nodal ministries of MSJE and MoTA launched e-utthaan monitoring portal is to have real-time data of performance and outcomes for all ministries and departments. These portals can become a useful tool for analyzing the approach and program implementation strategy of all

Figure: 3: Relevance of schemes for SCs and STs-Relevant, General and Obsolete in Union Budget 2019-20

Name of the Schemes	Amount Allocated (Rs. Cr.)	
Income Support Scheme	18,900	General flow schemes
Samagra Shiksha	11,151	General flow schemes
National Rural Health Mission	9,611	General flow schemes
Pradhan Mantri Awas Yojna (PMAY)- Rual	9,450	Relevant schemes
Anganwadi Services (Erstwhile Core ICDS)	7,426	General flow schemes
Educational Empowerment	5,348	Relevant schemes
Interest Subsidy for Short Term Credit to Farmers	4,536	Relevant schemes
Crop Insurance Scheme	3,438	General flow schemes
National Programme of Mid Day Meal in Schools	3,377	Relevant schemes
SBM-Rural	3,200	General flow schemes
National Rural Livelihood Mission	3,060	Relevant schemes
Special Central Assistance-	2,650	Relevant schemes
National Rural Drinking Water Mission	2,624	General flow schemes
Compensation to Service Providers and Augmentation of Telecom Infrastructure	1,961	Obsolete schemes
PMAY-Urban (Schemes financed from Central Road and Infrastructure Fund)	1,838	Relevant schemes
Integrated Power Development Scheme	1,331	Obsolete schemes
Employment Generation Programs	1,154	General flow schemes
Employees Pension Scheme, 1995	1,134	Obsolete schemes
Deen Dayal Upadhyaya Gram Jyoti Yojna	1,025	General flow schemes
Rashtriya Krishi Vikas Yojna	958	General flow schemes
Pradhan Mantri Krishi Sinchai Yojana (PMKSY)- Per Drop More Crop	882	General flow schemes
Human Resources for Health and Medical Resources	846	General flow schemes
Market Intervention Scheme and Price Support Scheme (MIS-PSS)	756	General flow schemes
Pradhan Mantri Matru Vandana Yojana	715	General flow schemes
Prime Minister Employment Generation Programme (PMEGP)	702	General flow schemes
Pradhan Mantri Kaushal Vikas Yojana	660	General flow schemes
Rashtriya Uchhatar Shiksha Abhiyan (RUSA)	635	General flow schemes
Optical Fibre Cable based network for Defence Services	629	Obsolete schemes
Navodaya Vidyalaya Samiti (NVS)	620	Relevant schemes
National Mission on Horticulture	614	General flow schemes
Grants to Central Universities (CUs)	592	Obsolete schemes
Support to Indian Institutes of Technology	556	Obsolete schemes
Integrated Watershed Development Program	549	Relevant schemes
Improvement in Salary Scale of University and College Teachers	540	Obsolete schemes
National Food Security Mission	539	General flow schemes
Credit Support Programme	488	Relevant schemes
Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana (PMJAY)	462	General flow schemes
Solar Power	419	Obsolete schemes
University Grants Commission (UGC)	418	Relevant schemes
Interest Subsidy and contribution for Guarantee Funds	393	Obsolete schemes
Pradhan Mantri Annadata Aay Sanrakshan Yojna (PM-AASHA)	378	General flow schemes
Kendriya Vidyalaya Sangathan (KVS)	370	Relevant schemes
National Urban Health Mission	364	General flow schemes
National Fellowship for SCs	360	Relevant schemes
Support to National Institutes of Technology (NITs) and IIES	342	Obsolete schemes
Sub - Mission on Agriculture Extension	241	General flow schemes
Technical Education Quality Improvement Programme of Government of India (EAP) 128.01 Support from Gross Budgetary Support (GBS)	239	General flow schemes
Sub- Mission on Agriculture Mechanisation	234	General flow schemes
Innovation, Technology Development and Deployment	229	Obsolete schemes
Central Silk Board	210	Obsolete schemes
Rashtriya Gram Swaraj Abhiyan (RGSA)	204	General flow schemes
Distribution of Pulses to State / Union Territories for Welfare Schemes	202	Relevant schemes

-  Relevant schemes
-  Obsolete schemes
-  General flow schemes

NOTE : Schemes highlighted under the color Green are Relevant, which ensure direct benefit; under the color Yellow are General, which benefit both SCs and STs; and under the color Red are Obsolete, which has no direct benefit for the SC/ST communities.

ministries / departments, which are earmarked for SC & ST communities.

The two monitoring portals have improved budget transparency with regard to implementation and monitoring, but at the same time, it reveals very little in terms of nature of allocations, priorities of the schemes, planned outcomes or outputs. Most importantly the data represented on the portals are misrepresented or a mismatch with the official documents of the ministries. These technical impediments make it difficult to link the priorities and targets of the ministries to actual outcomes of any given schemes hence measuring the impact of program for SC & ST communities

(A) Education Justice

According to U-DISE 2016-17, 4,83,87,652(19.11%) Scheduled Castes and 2,45,76,992(9.71%) Scheduled Tribe students have enrolled in School Education (I-XII) Institutions. AISHE 2018-19 says that 52,80,361 (14.41%) Scheduled Castes and 19,13,864 (5.22%) Scheduled Tribe students across the country have enrolled in higher education institutions.

This 2019-20 budget has allocated Rs. 13,424 Cr under SCC and Rs.7073 STC for the education schemes exclusively in the Departments of Higher and School Education. Samagra Shiksha has allocated Rs.Cr. 7264.40 for SCs and Rs.Cr. 3886.45 for STs. Apart from it, Ministries like MJSE & MoTA, have also allocated education empowerment schemes for SCs & STs. Particularly, Post Matric Scholarship which is a benchmark scheme to access higher education by these communities are allotted Rs. 2926 Cr. under SCC and Rs. 1613.5 Cr. under STC in FY 2019-20. UGC is nodal institute where the scheduled caste and scheduled tribe students gets fellowships and scholarships for PhD, Post Doctoral courses. The funds of UGC has decreased to 23.51%

In the department of higher education Rs. 3166 Cr. out of 72 schemes, 7 are general schemes and others are related to grants-in-aid and infrastructure. Under those 7 general schemes only Rs. 106.88 Cr. has been allocated. Critical schemes like UGC and IGNOUE are undermined for scheduled caste and scheduled tribes. IGNOUE is the nodal institute for distance education in which lakhs of SC and ST students enroll for higher education courses. In this budget 2019-20 IGNOUE

funds are decreased by 50.35%.

In last budget 2018-19, School education was a department with the highest allocation in total Budget Estimate (BE) as well as SCP allocation (i.e., BE Rs.49230 Cr./SCP Rs. 9175.91Cr.). However, this allocation under SCP is less than the actual earmarking percentage, i.e., 21.74%. Nevertheless, only Rs. 678.69 Cr. (7.39%) fund was realized in the finance year of 2018-19. Similarly, the Department of Higher Education allocated Rs. 2960 Cr. (9.26%) under SCP and spent only Rs. 1695.72Cr (57.28%). Similarly, under STC for 44.73% from higher education and 19.67% from school education has not been released. Along with this, from last five years, funds in the education sector have been less than the due allocation.

(B) Land Related Scheme

The unfavourable situation of the Scheduled Caste and Scheduled Tribe, in respect to land, is a basic preposition. According to the available data, even after 72 years after independence, with planned initiatives and policy measures, there has not been substantial improvement in the landholding status of Scheduled Caste and Scheduled Tribe in the country. Official data of Agriculture Census shows that the number of land holding for SC is 1,73,55,000 which is only 8.61% of the SC population.¹ Similarly, the number of ST landholding is 1,27,01,000 which is only 12.14% of ST population.² From the same sources it is also visible that average size of operational land holding among SC and ST are 0.78 and 1.41 (in hectare) respectively.³ As a result, the total percentages of SCs and STs casual labour (agriculture and non-agriculture) is 52.6% and 38.3 % while other social groups compose of only 21.6%.⁴ Keeping the situation in mind, the Government should ensure the enhancement in budget in access to land.

2019-20, Union Budget has provided only two schemes for SC and one scheme for ST related to land. The total allocation in the financial year 2019-20, towards land related schemes amount to Rs 367.86 Cr under SCC and Rs 15 Cr under STC.

(C) Manual Scavenging

Global firm PWC in their recent survey has said that India will overtake UK as the 5th largest economy in the world yet the situation on the ground does not reflect

¹ Agriculture Census 2015-16 (Phase-1)

² Ibid.

³ Ibid

⁴ Handbook on Social Welfare Statistic , 2016.

these figures. One of the most demeaning practices are exist in the world is manual scavenging which continues unabated and the government does not show or seem serious enough to eliminate this completely. Although there is a law in the prohibition and protection of women and men engaged in manual scavenging and also others who are sewerage workers, there is such an abysmal amount allocated for the prohibition and elimination of this practice, last year it was Rs. 55 Cr and this year it is Rs 65 Cr. Since 2017 there have been an average of about 123 deaths according to the National Safai Karamchari Commission, this is such a blot on the nation, neither any efforts towards mechanising this and ensuring protection to people engaged in these occupations is reflected in the budget.

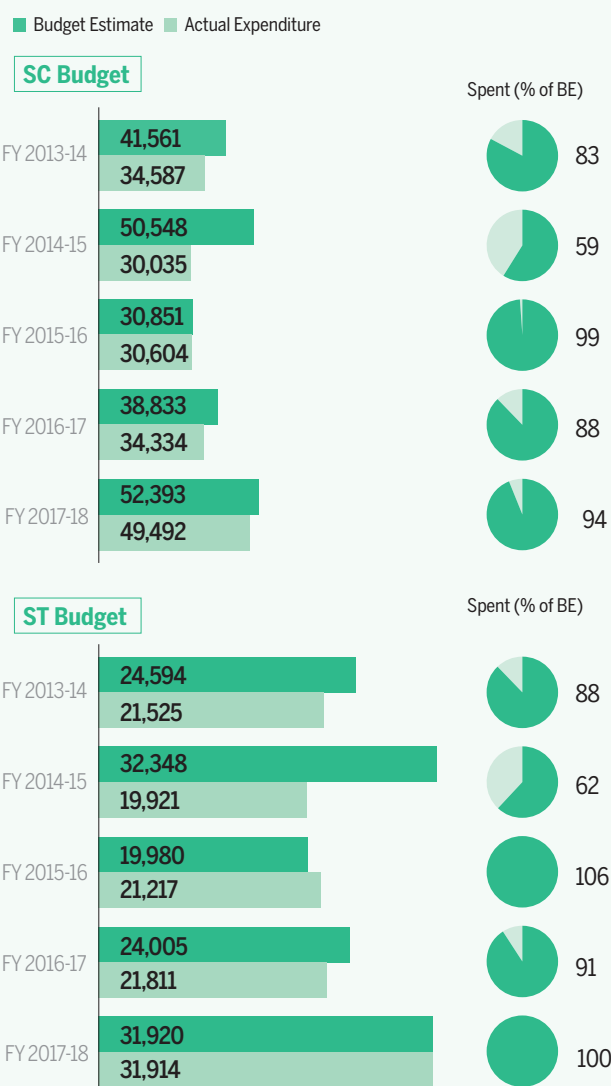
(D) Atrocities Against the Community

The NCRB data reveals that total 47064 cases of crimes against Scheduled Castes were reported in year 2014 in which charge-sheets were filed in 92.3% cases. In the year, 2015 around 45003 cases were reported and the charge sheet was filed in 94% cases. In the year 2016, total 40801 cases were reported and the charge-sheets were filed in around 78.3%. From the statistics it can be noted that there is decline in cases reported over a period of three years. The rate of charge-sheet has continued to remain high across the period of three years. Though, the rates of conviction in the cases of crimes against scheduled castes have increased in the above-mentioned period.

A total number of 16654 cases were pending for investigation by the end of year 2016. The pendency rate amounts to 29.6%. At national level a total of 113,937 cases were pending for trial from the previous year. Cases sent for trials during 2016 were 31043 which in total makes it to 144, 99 cases for trial in the year 2016. In 14615 cases trails were completed by the end of 2016. Out of 14615 cases, only 3753 cases resulted in conviction of the accused and a total of 10862 cases resulted in acquittal of the criminals. Total number of cases pending for trials by the end of the year 2016 amounts to 129831 cases and the data also clearly signals higher rate of atrocities against Dalit women with crimes such as rape, abduction and kidnapping are on the rise targeting Dalit women.

With the clear evidences proving the delay in delivering justice and increase in cases of crimes against the SC & ST, with low conviction rate, high pendency rate, limited number of Special Courts & Public Prosecutors it is essential for the state to

Figure 4: Utilisation of funds for Scheduled Caste & Scheduled Tribe Schemes in Union Budget FY 2014 to FY18 (Rs.Cr)



Source: Gov of India - Budget Expenditure Profile of 2015-16, 2016-17, 2017-18, 2018-19 and 2019-20, Ministry of Finance

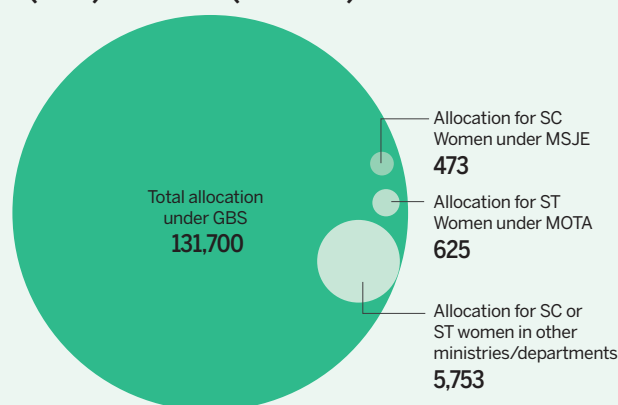
allocate more funds for strengthening & ensuring better implementation of PCR and PoA Act which act as a watershed for the Dalit Adivasi community

In FY 2017-18, the Union Government has allocated Rs. 300 Cr and in FY 2018-19, the allocation amounts to Rs. 403.72 Cr under the Department of the Social Justice & Empowerment for the Strengthening of Machinery for Enforcement of Protection of Civil Rights Act 1995 and Prevention of Atrocities Act 1989. In the Union Budget 2019-20, there has been an allocation of Rs 490 Cr for SC, which is insufficient to address the lapses that exist in the implementation of PCR & PoA Act.

(E) Child Rights

Children, a 40 per cent of the total population of the country; remain the most neglected category by financial planners. The current 2019-20 financial budget statement again fails the children in their financial assessment and planning as it focuses on wooing the middle class, farmers and the small businesses with its eye wash sops. Children received a total of Rs.Cr. 90,594,25 out of 27,84,200 crore of the Union Budget allocation. Granting only 3.25 percent of the total financial resources budgeted for children of the country.

Figure 5: Allocation for SC and ST Women in Gender Budget Statement (GBS)- 2019-20 (in Rs. Cr.)



Source: Gov of India - Budget Expenditure Profile 2019-20, Statement 13

However, a closer analysis of budgetary allocation under specific schemes for children belonging to SCs and STs the allocation is inadequate. Thus, revealing the lack of targeted focus on the socially marginalized sections of the society. A close look at the specific 20 schemes under different ministries for SC children (students) the allocation is Rs 17423.49 Cr (19.23 percent of the total Budget for children, Statement 12 A), whereas for ST children, there are 15 schemes allocating Rs 8876.32 Cr (9.79 percent of the total Budget for children, Statement 12 A). The total percentage of SC child budget is 22.69% as against total of statement 10 A and for ST children, it 17.72% against total of Statement 10 B.

5. Analysis of Utilization

Actual expenditure (AE) is considered to be the one of the authentic figures in the budget document, which is provided by the independent Audit Department published by Ministry of Finance. The issue of budget credibility relies upon the Approved budget vs Utilization amount. The four-year trends reveal about the underutilization throughout the last four years. During this period the fund utilization was found to be huge amount under SCC budget. In FY 2013 the approved budget under SCC was Rs 41,561 Cr of which the utilized amount is Rs 34587 Cr resulting in unutilized amount of Rs 6974 Cr. Similarly, under STC fund in FY 2013-14, the allocation was Rs 24,594.45 Cr of which the utilization is Rs 21,525.37 Cr as a result of which the fund unutilized is Rs 3,069.08 Cr. This multi-level denial of due budgetary share to SC and ST has a huge impact on their overall developmentⁱⁱ. It is obvious that, maximum schemes seem to be ill designed without having the real need of the communities.

6. Gender Budget Analysis

The Gender Responsive Budgeting (henceforth GRB), the Union Budget 2019-20 reveals that wide gaps continue to exist between the goals and the situational reality of the Dalit and Adivasi women on the ground. Our analysis of Gender Responsive Statement⁵ (henceforth GBS) reveals that the allocation under GBS constitute 4.7% of the total budget expenditure, out of which appallingly for the SC and ST women only Rs.6851.48 Cr (5.2%) has been allocated of the total Gender Budget Statement (GBS) which is Rs. 1,31,699.52 Cr. Allocations aimed at the development of Dalit and Adivasi women are introduced only by the Ministry of Social Justice and Empowerment (henceforth MSJE) and Tribal Affairs (henceforth MoTA) which amounts to Rs.473.33 Cr (0.36%) and Rs.625.26 Cr (0.47%) of the GBS respectively. This time around Ministry of Women and Child Development (MWCD) has allocated Rs.5752.89 Cr. There are almost negligible allocations by other Ministries/departments. This is a clear paradox where on one side there is a huge discussion on inclusive development while on the other hand there are no specific schemes addressing the needs of the SC and ST women under various important departments and Ministries. There has been a decline

⁵. As one of the mechanisms of Gender Responsive Budgeting the Ministry of Finance introduced Gender Budget Statement in the Union Budget as an initiative to estimate how much government's total budget is flowing for women.

6 a. Ministry/Department wise allocations for Scheduled Castes - Union Budget 2019-20

Ministry/Department	Due allocation (Rs cr)	SC Allocation (Rs cr)
Agriculture, Cooperation & Farmers' Welfare	21,416	21,416
School Education and Literacy	9,613	10,258
Health and Family Welfare	7,595	7,595
Rural Development	29,375	6,525
Social Justice and Empowerment	5,356	6,041
Women and Child Development	5,783	5,783
Drinking Water and Sanitation	4,004	4,004
Higher Education	1,604	3,166
Telecommunications	1,112	1,823
Labour and Employment	1,669	1,684
Housing and Urban Affairs	10,449	1,655
Power	2,014	1,552
MSME	1,155	1,127
Textiles	954	451
Animal Husbandry, Dairying and Fisheries	448	448
Skill Development and Entrepreneurship	487	446
New and Renewable Energy	426	426
Land Resources	368	368
Youth Affairs and Sports	217	303
Electronics and Information Technology	292	292
Science and Technology	202	281
Development of North Eastern Region	247	248
Agricultural Research and Education	224	205
Empowerment of Persons with Disabilities	137	173
Panchayati Raj	141	141
Environment, Forests and Climate Change	174	98
Food Processing Industries	91	91
Coal	63	63
AYUSH	50	56
Culture	73	48
Commerce	443	25
Consumer Affairs	181	5
Fertilisers	6,225	0
Pharmaceuticals	17	0
Food and Public Distribution	15,863	0
Petroleum and Natural Gas	3,550	0
Road Transport and Highways	6,877	0
Tourism	172	0
Water Resources, RD, GD	595	0
Total Allocation	139,660	76,796

6 b. Ministry/Department wise allocations for Scheduled Tribes - Union Budget 2019-20

Ministry/Department	Due allocation (Rs cr)	ST Allocation (Rs cr)
Agriculture, Cooperation and Farmers' Welfare	11,095	11,095
Tribal Affairs	4,185	6,480
Rural Development	20,562	5,984
School Education and Literacy	5,143	5,488
Health and Family Welfare	3,935	3,935
Road Transport and Highways	3,563	2,610
Women and Child Development	2,487	2,487
Drinking Water and Sanitation	1,820	1,820
Union Territories and others	0	1,627
Higher Education	831	1,585
Labour and Employment	865	872
Development of North Eastern Region	256	811
Power	1,043	804
Telecommunications	576	801
MSME	598	601
New and Renewable Energy	441	441
Housing and Urban Affairs	1,997	317
Water Resources, RD, GD	616	265
Animal Husbandry, Dairying and Fisheries	232	237
Electronics and Information Technology	236	236
Land Resources	222	222
Textiles	494	217
Skill Development and Entrepreneurship	252	215
Youth Affairs and Sports	113	161
Agricultural Research and Education	116	115
Environment, Forests and Climate Change	180	110
Science and Technology	105	108
Empowerment of Persons with Disabilities	71	90
Tourism	89	90
Coal	65	65
Panchayati Raj	73	63
Food Processing Industries	47	47
Culture	38	35
AYUSH	26	26
Commerce	229	25
Consumer Affairs	94	3
Pharmaceuticals	9	0
Food and Public Distribution	8,218	0
Petroleum and Natural Gas	1,839	0
Fertilisers	3,225	0
Total Allocation	75,987	50,086

Figure 7: Closing the Gap- Suggested Schemes

	SC Schemes	ST Schemes		SC Schemes	ST Schemes
Department of Higher Education			Ministry of Rural Development		
Paramedical and nursing colleges for SC/ST girls	1500.00	540.00	Unemployment Allowance for SC/ST BPL Individual/Families	1,000.00	500.00
Top Class Residential Coaching for SC Students	2,000.00	1000.00	Restoration of Alienated land for STs	0.00	1,200.00
Boys Hostels in every district headquarters - 640	2500.00	1500.00	Department of School Education and Literacy		
girls hostels in every district head-quarters - 640	2300.00	1000.00	500 state of the art modern schools for SC/ST students	2,000.00	1,000.00
Remedial coaching in english language	1500.00	500.00	Inclusion Cells in Schools	1000.00	800.00
B.R Ambedkar Universities in 10 states - Punjab, Bengal, U.P, Bihar, Andhra, Tamil Nadu, M.P, Gujarat, Rajasthan, Telangana	1000.00	500.00	Appointment of SC/ST Teachers in Rural Areas	1000.00	400.00
Department of Agriculture, Cooperation and Farmers Welfare			Special Teacher Training Programme on Anti-Discrimination and Inclusion	1400.00	300.00
Minor irrigation programme for SC/ST farmlands	900.00	200.00	High class hostels for SC/ST Students at district headquarters	1500.00	1000.00
Sustainable Agriculture Grants for SC/ST Farmers	4000.00	3000.00	Appointment of Permanent SC/ST Women Cooks	1800.00	250.00
Horticulture and sericulture scheme for SC/ST	3200.00	2000.00	Special Nutritional Supplements	1000.00	2100.00
Department of Agriculture Research and Education			Ministry of Skill Development		
Agricultural Training Institute for SC/ST	2000.00	1000.00	Training Capacity Building and Entrepreneurship Development for SC/ST Youth	3,000.00	2000.00
Department of Animal Husbandry and Dairying			Ministry of Social Justice and Empowerment		
District Level SC/ST Dairy Cooperatives Scheme	700.00	200.00	Implementation of SC/ST POA Act	2,000.00	1000.00
Livestock Development Fund for SC/ST Family	400.00	275.00	Finance Development Corporation for SC Woman	2,000.00	1000.00
Small Scale Entrepreneurship Fund for Goat, Pig, Hen and Cow Breeding	900.00	300.00	Insurance scheme for Criminally assulted SC/ST Woman	1000.00	600.00
Ministry of Drinking Water and Supply			Scaling up NFSC to all SC PhD Students	3,000.00	500.00
Community Well Regeneration Scheme in SC/ST Localities	1000.00	900.00	Pre-Medical Coaching and Scholarship for SC/ST Students	2000.00	1000.00
Provision for Drinking Water for SC/ST families	800.00	400.00	Special fund for protection and empowerment of SC/ST Woman	2000.00	1500.00
Ministry of Health and Family Welfare			Special Development funds for Nomadic, semi-nomadic and Vimuktajatis of SCs and STs.	1000.00	1500.00
Modernization of Health Centres in SC/ST Areas	500.00	270.00	Establishment of Centers in Universities for study of Social Exclusion and Inclusive Policy	800.00	500.00
Paramedical and nursing colleges for SC/ST girls	400.00	260.00	Special Fast Track Court for Speedy Trail of SC/ST Cases	1500.00	700.00
Financial Medical Assistance for SC/ST Families	400.00	200.00	SC & ST fellowship for non-NET research students	1500.00	500.00
Superspeciality hospital for Malaria, TB, Hypertension, sickle cells, and other diseases in SC/ST Areas.	1000.00	200.00	Compensation to Victims	1500.00	500.00
Health Contingency fund at Municipal level for SC/ST community	800.00	100.00	B.R Ambedkar Centres for learning and libraries in SC ST dominated districts	2500.00	500.00
Ministry of HUPA			Rehabilitation of Women Ex. Manual Scavengers	1500.00	0.00
Ambedkar Model Housing Scheme	1,000.00	0.00	Formation of Special POCSO Courts to Trail SC/ST Cases	1000.00	800.00
Birsa Munda Model Housing Scheme	0.00	1,000.00	Overseas Scholarship for SC/ST Woman	200	100.00
Housing Scheme in Disaster prone for SC/ST Families	400.00	200.00	National Single Window Helpline for SC/ST Students	800.00	300.00
Housing Loan on Subsidised Interest rate to SC/ST Man/Women	1,000.00	500.00	Fellowships for SC- ST students under exchange programmes to foreign universities	1000.00	400.00
Savitri Bai Phule SC/ST Woman Housing Programme	500.00	250.00	Establishment of SC - ST Research institutes	1800.00	350.00
Ministry of Labor and Employment			Ministry of Tribal Affairs		
Rehabilitation and Protection of SC Child Labour	1,000.00	450.00	Innovation fund for Tribal Cooperatives and Tribal Entrepreneurship	2000.00	2000.00
Top class coaching for competetive exams	1500.00	500.00	Special fund for FRA Implementation	0.00	1,200.00
Establishment of Employment Centre for SC/ST Labour	1000.00	1000.00	Special fund for implementation of PESA in Schedule Areas	0.00	1,200.00
Ministry of MSME			Special Mission for Development of Minor Forest Produce	0.00	1,000.00
Standup Fund for Unemployed SC	3,000.00	1000.00	Model Schools for SC/ST Girls	1,000.00	500.00
SC/ST Innovation fund for employment generation activities	2000.00	1500.00	Schools of international Standard at State Level for SC/ST Students	1,000.00	500.00
Cedit Support Program for SC/ST educated unemployem youth for Self Employemnt	2000.00	1,000.00	Special Development Fund for most Vulnerable Tribal Groups	0.00	1,000.00
Special SC/ST Women Employment Fund	1500.00	1000.00			
Market Development Programme for SC/ST Farmers Product	500.00	400.00			

Continued ...

Figure 7: Closing the Gap- Suggested Schemes

	SC Schemes	ST Schemes
Ministry of Women and Child Development		
Establishment of Mini health centres in SC/ST Habitants	1000.00	550.00
Financial Medical Assistance for SC/ST Women	2000.00	800.00
Special Child Protection Mission for SC/ST Children	1500.00	300.00
Targeted Health Coverage for Migrants SC/ST Children	1000.00	200.00
Appointment of SC/ST Caretakers	1000.00	400.00
Rehabilitation of Trafficked SC/ST Women	2000.00	900.00
Ministry of Water Resources, River Development & Ganga Rejuvenation		
Canal Construction Programme for SC/ST farmland	400.00	200.00
Water Catchment Area Development Programme for SC/ST	300.00	150.00
Ministry of Youth Affairs and Sports		
Special Sports program for SC/ST youths under Khelo India	800.00	500.00
Overseas Training for SC Sports Persons	200	0.00

NOTE:- 1. In the Union Budget FY2019-20 with reference to Fig -1 Total Targeted Schemes for SCs is Rs. 41,391 Cr. and STs Rs. 20,167 Cr. with the total gap of SC allocation is Rs. 98,268 Cr. and Rs. 55,820 Cr. for STs. The above table details of suggested schemes are for closing the Gap in the allocation. 2. The schemes given the Green Color are existing ones proposed to scale up allocation and under the Yellow color are newly suggested ones.

Ministry of Railway and Dalit and Adivasi rights

The Indian Railways is the largest public sector employer and service provider of the country with immense potential of contributing towards SC & ST communities. Till 2017, the Railway budgets were presented separately and was kept separate from receiving allocations under SCSP & TSP. With the amalgamation of Union with railway budget, there are several possible avenues for schemes, which could be financed by sub-plans and towards development programmes of SC's and ST's. The sectors into which the department of railways should prioritise is to promote MSME and stand-up ventures targeting SC and ST unemployed youth by earmarking population proportionate percentage in granting of contracts and leases. There is immense possibilities for inclusion of SC & ST in granting of catering services, kiosks, parking contracts, supplies and professional services. Therefore, we suggest that at least 10% of SCC and 5% of STC should be earmarked in the Railways and new schemes which directly benefit the SC and ST community be introduced with clear objectives of inclusion in different programmes.

by 27% for SCs and increase by 4.35% for STs under MSJE and MOTA as compared to the last financial year of 2018-19.

Our analysis of the Gender Budget Statement reveals that 56% and 63% of allocations under MSJE and MOTA have been towards education including all levels of education. Under MSJE for Post Matric Scholarship there has been a huge decline of 60% as compared to last financial year with the allocation of meagre Rs.360Cr. Despite growing incidences of violence against SC and ST women there are no specific schemes pertaining to their access to justice and adequate compensation. There is only one scheme pertaining to the same namely 'Strengthening of Machinery for Enforcement of PCR Act, 1955 and PoA Act,1989' with an allocation of Rs.147Cr, which is mainly towards sensitisation programmes. There have been massive cases of violence against the Dalit and Adivasi women across the country demonstrating the systematic manner in which Dalit and Adivasi women are imperilled to extreme forms of violence and inhuman treatment for asserting their rights. It is in this context that there is need to have more schemes pertaining to access to justice and adequate compensation for Dalit and Adivasi women. The budget also failed to make allocations for alternate sexual identities such as transgender, bisexual, intersex. The budget has completely invisibilised them and has failed to address intersectionality with the category of gender. Such an approach towards development shows the failure of the planning process to redistribute resources towards inclusive development.



Recommendations

1. National Legislation: The policy of allocation and utilization of funds for the welfare and development of the Scheduled Castes and Scheduled Tribes is excellent and appropriate for bridging the gap between SC/STs and the rest of the population. However, there is a lack of implementation as there is no legislative framework. It is therefore critical that this must be legislated and machinery established not only to bridging the gap but for ensuring financial inclusion.

2. Strict Guidelines: The previous guidelines for SCSP and TSP had outlined that the schemes in which sub-plan funds are earmarked should have a clear strategy of how benefits could directly reach to SC & ST individuals, areas or household / communities. It is critical that this objective of ensuring direct benefit for SC & ST communities should be spelt out in Programme designing and planning with a clear directive in the new guidelines.

3. Empowered Nodal Ministries: Though Nodal Ministries for SC funds – MSJE (Ministry for Social Justice Empowerment) and for ST funds (Ministry of Tribal Affairs) are appointed, there needs to be sufficient resources allocated for an efficient machinery capable of implementing the plans for SC ST welfare and development. Nodal ministries should be empowered to take strict penal measures against the defaulting Ministries and Departments.

4. Interactive Portals enabling Community participation: The nodal ministries of MSJE and MoTA had launched subsequently to have real-time data of performance and outcomes for all ministries and departments. But these monitoring portals have no participation by the community organizations which may provide valuable insights for better program implementation. Therefore, clear mechanism for community participation at all levels must be put into an institutionalized structure.

5. Ombudsman: There is an urgent need of an Ombudsman who will overlook the whole process of planning, financing and implementation of the SC & ST welfare budgets along with clear rules and procedures holding the state accountable for strict implementation.

6. Planning with Community: For the new ministries which will now earmark allocations under the sub-plans, there needs to be new schemes planned and designed for providing direct benefits for the SC & ST communities.

7. A Central non-lapsable pool of SCC & STC funds must be created for enabling the unspent money to be deposited and plan must be designed to implement new schemes, which will be directly beneficial for SC & ST population.

8. Innovative schemes like the Nirbhaya Fund for the

survivors of sexual assault, schemes for the socio-economic rehabilitation of the survivor of atrocities and their families should be ensured, by providing housing, livelihood support, education facilities and safety including free legal aid to survivors of atrocities.

9. Notional allocations prohibited: These do not have exclusive schemes benefitting the SCs and STs. The general schemes should revise their and guidelines for creating special provisions and tailor-made projects for the development of SCs and STs.

10. Manual Scavenging: Increase allocation for manual scavenging to ensure that this practice is totally eliminated and adequate mechanisms should be in place to monitor and track the effective use of the funds

11. Education Justice: The Funds allocated for the Post Matric Scholarship and other UGC schemes need to be timely disbursed so that students can avail of the scholarships in time to complete their studies. Adequate budgetary allocation to meet the demand from students of the SC and ST communities who would like to pursue their higher education in universities abroad. Funds to be allocated for high quality residential schools for SC & ST children

12. Gender Justice: A special component for the Dalit women should be allocated within the scheduled caste component and Scheduled Tribe Component.

13. Child Budget: Develop assessment based budgetary allocation for all children as per the requirements to provide facilities, and infrastructures in schools and hostels. Ensure necessary schemes for prevention of all forms of discrimination and violence in primary, secondary, senior secondary schools, Angan-Wadis and hostels, and schemes for institutionalizing safety standards and equality for all children. Allocate necessary funds to appoint adequate teachers in the government schools, specific /special schools for ST and SC such as the Eklavya Model Schools, Kasturba Gandhi Vidhayalas;

14. Access to Justice: Adequate budgetary allocations to ensure that both punitive and pecuniary measures are in place to prevent the high incidences of violence and atrocities that are taking place on Dalits and Adivasis. Special Courts for speedy trial of cases related to Dalit & Adivasi community. Increased compensation amount to be given to victims of caste and ethnicity-based atrocities. Schemes for the socio-economic rehabilitation of the survivor of atrocities and their families should be ensured, by providing housing, livelihood support, education facilities and safety including free legal aid to survivors of atrocities.

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