

Dalit Adivasi Budget Analysis 2019-20

National Campaign on Dalit Human Rights-Dalit Arthik Adhikar Andolon



Introduction

In February 2019, the Ministry of Finance presented the interim Union Budget 2019-20 in view of the general elections. On 5 July, the first full budget of NDA 2.0 after the general elections has been announced. There was a visible increase in allocations for the SCs and STs in the interim budget by 35.6% for SCs and 28% for STs. It is clear that the budgets in this year are reflective of the Government's underlying priorities. Our analysis attempts to unpack the nature and quality of allocations and the schemes under the SC and ST budgets.

Sab ka Vishwas (Everyone's Trust) along with *Sab ka Vikas* (Development for All) is the slogan of the present Government. It aims to bridge the development gap between the Dalits & Adivasis and the rest of the population through its commitment towards promoting socio-economic interests and inclusive development. The vehicle to realise this slogan is the SC, ST Budgets. In order to unpack the full Union Budget 2019-20 we need to look at three levels – Allocations, proportion of targeted schemes which directly benefit SCs and STs and budget credibility which measures the gap between the approved Budget and the utilised Budget.

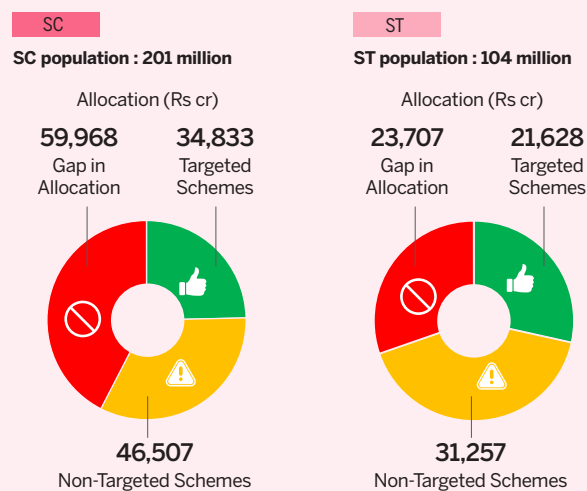
However, the budget in this financial year does not reflect the same. It presents several unparalleled declarations which needs to be demystified and compared to ground realities.

The allocation for Scheduled Caste stands at 81341 Rupees Crores and 52885 Rupees Crores for the Scheduled Tribes. For the first time, 329 schemes for SC and 338 schemes for ST has been allocated for the welfare of Scheduled Castes (AWSC) & Allocation for Welfare of Scheduled Tribes (AWST).

However, if we place these figures, against the background of large scale poverty among SC, ST communities as well as against the guidelines issued by the Ministry of Finance, these schemes will not go far in addressing the development gap between SC/ST and the rest of the population. The proportion of targeted schemes is 42.82% with Rs.Cr. 34833 allocated for targeted schemes under SC budget and with 40.9 % with Rs. Cr. 21628 for STs. These are de facto general schemes, with a mask of SC or ST budget schemes. They do not qualify as SC, ST schemes that benefit the communities

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

	SC	ST
(a) Total Expenditure Budget Estimate 2019-20	2,786,349	2,786,349
(b) Total Eligible Central Sector Schemes and Centrally Sponsored Schemes (Note 1)	951,334	947,228
(c) Due Allocation for Scheduled Castes and Scheduled Tribes Schemes as per the New Guidelines of NITI Aayog (Note 1)	141,309	76,592
(d) Allocation for SC Schemes (as per Statement 10A) and ST Schemes (as per Statement 10B)	81,341	52,885
(e) Targeted Schemes	34,833	21,628
(f) Non-Targeted Schemes	46,507	31,257
(g) % of Allocation (g) = (d) % of (b)	8.55	5.58
(h) Gap in Allocation (h) = (c) - (d)	59,968	23,707
(i) Total Gap in allocation (gap in allocation + Non Targeted Schemes) (i) = (f) + (h)	106,475	54,964



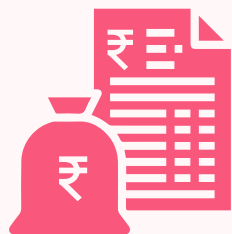
Source: Gov of India -Budget Expenditure Profile 2019-20 Ministry of Finance.

* 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.
- Only 42.8% out of the total AWSC and 40.9 % of the total AWST will reach directly to the community
- Post Matric Scholarships Reduced: It was disappointing to see that the allocation for PMS was reduced from Rs 3000 Cr in RE 2018-19 to Rs. 2926.82 Cr in FY 2019-20 for SCs and similarly, for STs it is reduced from Rs 1643.30 Cr in FY 2018-19 RE to Rs 1613.50 Cr in FY 2019-20.
- Reduction in Funds for Higher Education: The funds allocated for Higher Education for SCs and STs have grossly reduced- UGC has reduced by 23.5 % and IGNOU has reduced by 50%.
- A large proportion of the Economic Sector schemes have no relevance to the Scheduled Castes and Scheduled Tribes. For eg. the total allocation under the Depart. of Telecommunication for both SC and ST is a total of Rs.Cr. 2623.89 which is allocated for schemes like 'optical fibre cable based network for Defence Services', 'Compensation to Service Providers' which has no direct benefit to SCs or STs but only a general scheme.
- As against the background of the threat to the FRA where more than 11 lakh forest dwellers (both Adivasi & Dalit) are in the danger of eviction, it is almost an irony that Rs. 35 Crs is allocated for Tiger Project from the STC budget.
- One of the largest Income support schemes under SC ST budget does not have any special allocations for SC and STs.

which it is intended to do.

Another striking feature of 2019-20 budget is the systemic undermining of number of critical schemes by starving them of necessary funds. For example, schemes like Post Matric Scholarship (PMS), University Grants Commission (UGC), Rehabilitation of Bonded Labour, 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 that are denied necessary funds for SC & ST development.

The allocations for nodal ministries i.e. Ministry of Social Justice and Empowerment has been significantly reduced compared to last year. Apart from this, the other critical Ministries which have witnessed steep declines in SC development are Rural development, Micro Small and Medium Enterprises (MSME) and Drinking water & sanitation. Similarly, from the ST perspective, the critical ministries are MSME and Drinking water & sanitation with substantial decrease. Moreover, there is only a marginal increase in allocations for the Ministry of Tribal Affairs (MoTA). 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 for Earmarking of Funds for on implementation of SCSP/TSP.

The trend of non-targeted allocations both in statement 10A and 10B continues unabated. Good schemes are starved of funds and irrelevant schemes' allocations are increasing. This year, out of 329 schemes for SC, 233 schemes are non-targeted and without any comprehensive strategy to give benefits to the community. Similarly, only 71 out of 338 schemes for STs have the potential to give direct benefits, while the rest of them are general in nature. Moreover, their outcomes do not spell any kind of clear roadmap for sustainable development of SC & ST communities.

1. Methodology

For our analysis of the Dalit and Adivasi budget we have used a three-pronged methodology:

Firstly, we have used the guidelines of Ministries for Scheduled Caste and Scheduled Tribe schemes¹. Secondly, we have used the Statement 10A and 10B in the expenditure profile of Union Budget 2019-20 published by Ministry of Finance used for allocating funds for SCs and STs. Thirdly, Expenditure Budget is used under respective Ministries which has been further analysed as targeted schemes, directed to SCs and STs or non-targeted either as obsolete or general schemes.

This is further cross-referenced by the details mentioned in outcome budget wherein the expected

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

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)	951,334	141,309	81,341	8.55%	59,968	34,833	46,507	106,475
Total	3,343,041	524,740	260,035	7.67%	264,705	105,025	155,010	419,715

* 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 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)	947,228	76,592	52,885	5.58%	23,707	21,628	31,257	54,964
Total	3,327,500	278,281	167,944	5.02%	110,337	73,154	94,791	205,128

* 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 (₹crore)

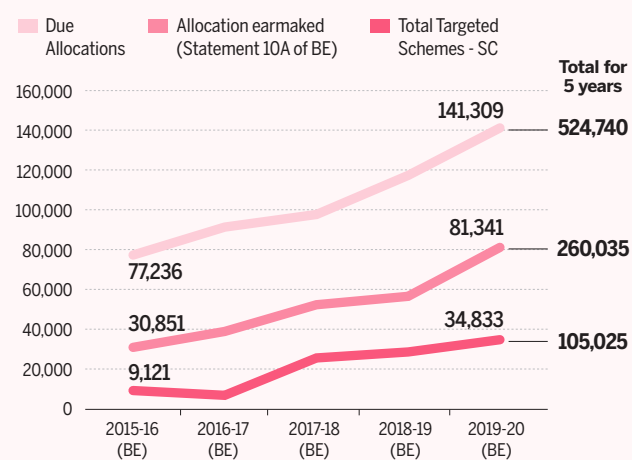
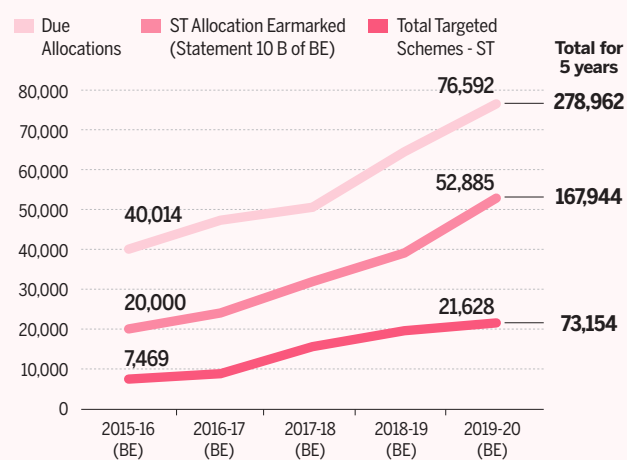


Figure 2d: Scheduled Tribes Budget : Due, Allocated, Targeted (₹crore)



outcome and physical target for each scheme is provided. If the physical target is not towards the SCs/STs it is taken as a non-targeted scheme. Likewise, if the SC/ST is mentioned in the outcome then it is considered as targeted scheme. Further wherever possible the Annual report of the Ministry/Department are referred which explains the physical target, physical achievement, financial target and financial achievement and beneficiary's coverage. These are then accordingly calculated, if they are targeted or non-targeted schemes. Lastly the utilization figures are taken from Statement 10A and 10B of expenditure profile which are mentioned for the previous year. This utilisation figure is provided as actual expenditure and is taken as completely authentic figure of utilisation.

2. Scheme Analysis

As per the guidelines on new arrangement for earmarking fund for allocation for the Welfare of SCs, 37 ministries which comprises special budgets to states are supposed to allocate a fund of Rs. 1,41,309 Cr. for 329 schemes for SCs but the actual allocation is only Rs. 81,341 Cr with a huge gap amounting to Rs.59,968 Cr. Out of the total 388 schemes 78 targeted and 310 are non-targeted amounting to Rs. 34833.44 Cr. and Rs. 46507.3 Cr. respectively. Compared to social development sector (Rs. 31954 Cr.), economic growth sector has received more fund (Rs. 49387 Cr.). The schemes that contributes to the social development of SC are considered as Social Development Sector and schemes that contributes to the economic growth are regarded as Economic Development Sector. Around 84% of the fund allocated in economic growth sector is allocated for non-targeted schemes, it means that there is very less opportunity for SC population to further their economic growth. Additionally, the fund allocated in social development sector is inadequate in proportion to the SC population leaving little scope for their social development.

In case of Allocation for the Welfare of STs the allocation ought to be Rs. 75911 Cr. but the actual allocation made in the 2019-20 is only Rs.52885 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 social and economic development of the ST population.

3. Five Year Trends of SC & ST Allocations

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 before the 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 increasing as 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 as 6.86%. Similarly, for STs in the same period, the allocation trends are also found to be increasing 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%) for STs.

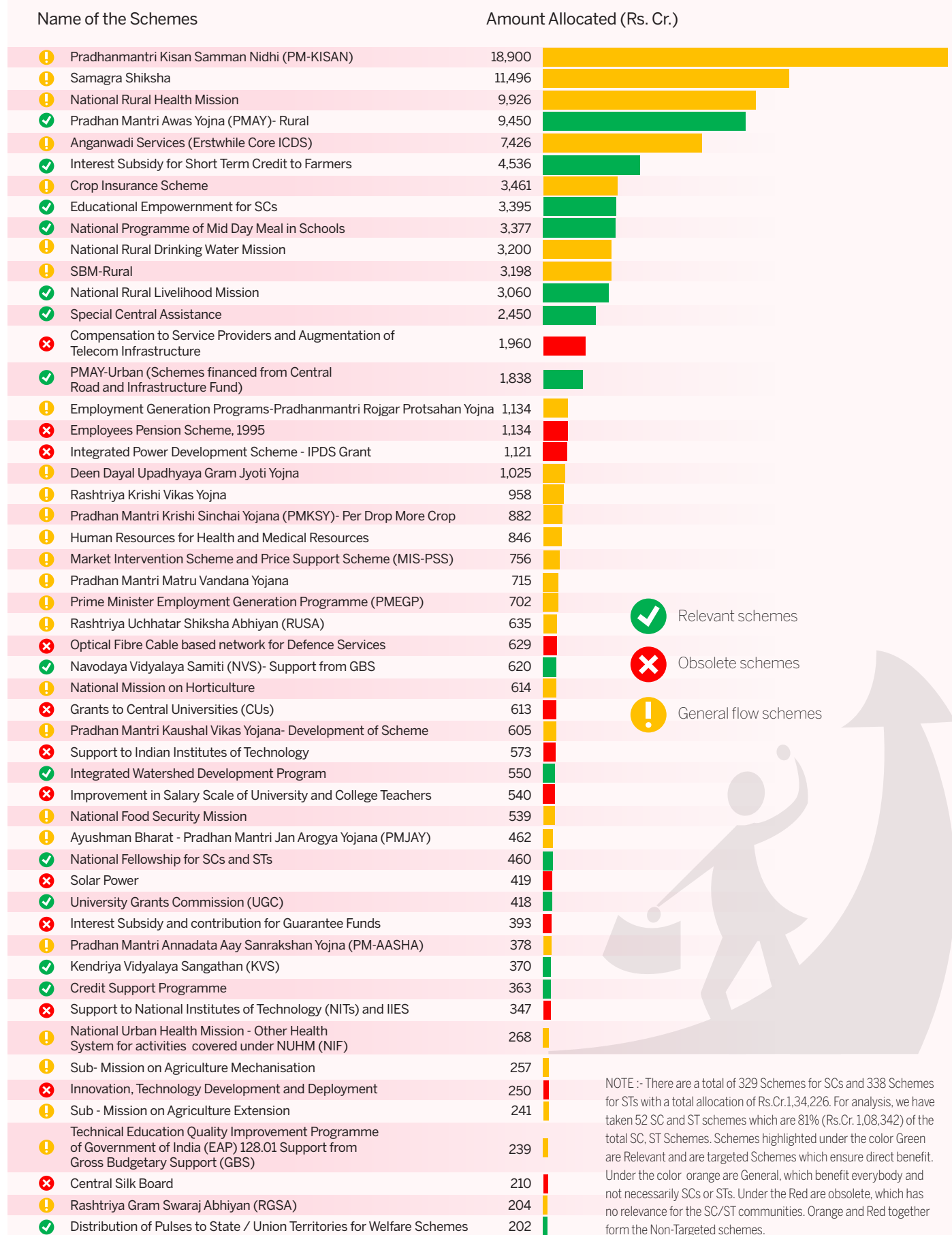
In the post-merger scenario, a similar trend is seen in SC and ST budgets. Here the fund allocation is found to be increasing from FY 2017-18 to FY 2019-20 and grew by 55% from pre-merger to post-merger. As per the new guidelines issued by the Ministry of Finance, the fund will be earmarked for SCs and STs from the pool of schemes comprising of CS (Central Sector) and CSS (Centrally Sponsored Schemes) not from the Ministry/Department allocations. Therefore, according to eligible ministries suggested in four categories in the guidelines, the total eligible CS+CSS for FY 2019-20 is Rs 9,51,334 Cr of which the total allocation under SC budget is Rs 81,341 Cr against the due allocation of Rs 1,41,309 Cr. From FY 2017-18 & FY 2019-20, the analysis of these three years reveals that only Rs 1,90,352 Cr is disbursed for the development schemes for SCs and Rs 1,23,939 Cr for development schemes for STs. A total Rs 2,66,964 Cr is denied towards SC development and Rs 1,34,072 Cr denied for ST development.

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.

In terms of qualitative aspect, the Government's performance is not impressive, as a huge proportion 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 2019-20, the total fund allocation for SC development is Rs 81,341 Cr out of which the targeted fund was only Rs 34,833 Cr that accounts for 43% and Rs 46,507 Cr was allocated for non-targeted schemes which accounts for 57%. Similarly, the total fund allocation for ST development is Rs 52885 Cr of which the targeted allocation was Rs 21,628 Cr that accounts for 41% of the total STC fund.

Furthermore, the total fund allocation over the last five years is Rs 2,60,035.3Cr for SC, of which the direct fund is Rs 1,05,025.18 Cr that accounts for 40% and non-

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



direct fund is Rs 1,55,010Cr that accounts 60%. Similarly, the total fund allocation for STs over last five year is Rs 1,67,944 Cr, of which the direct fund is Rs 73,154 Cr that accounts 44% for ST and non-direct fund is Rs 94,790.76 Cr that accounts 56% and a total of Rs 2,05,128 Cr has been denied to ST communities over the last five years

4. Relevance of Schemes for SCs & STs

Figure 3 highlights the relevance of the schemes for the SCs and STs in terms of the nature of allocations. Majority of the huge allocations which are allocated in sub-plans are general in nature with no direct impact on the development of SC and ST communities. As per the figure the schemes with largest allocation are general in nature and do not directly benefit the communities. For eg - Income Support Scheme which is renamed as Pradhan Mantri Kisan Samman Nidhi with an allocation of Rs.12,450 Cr, Samagra Shiksha with an allocation of Rs. 7264 Cr, National Rural Health Mission with allocation of Rs.6611.47 Cr all are general in nature. Here it also includes the obsolete schemes which are absolutely not relevant to the community. In the FY 2019-20 out of 52 major schemes there are 26 general schemes amounting to Rs. 69,065 Cr and 12 obsolete schemes amounting to Rs 8189 Cr.

5. 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, a monitoring portal to get 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 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 scheme hence measuring the impact of program for SC & ST communities.

A. Education Justice

According to U-DISE (Unified District Information System) 2016-17², 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 (All India Survey of Higher Education) 2018-19³ states 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. To address this gap in School education as well as the higher education, in the SC, ST Budgets, the Department of School Education has allocated Rs. 10257.92 Cr for SCs and Rs. 5831.51 Cr for STs and the Department of Higher Education has allocated Rs. 3207 Cr for SCs and Rs. 1605 Cr for STs for the financial year 2019-20. In this FY 2019-20, the Ministry of Social Justice and Empowerment, the nodal ministry for scheduled castes which has Rs. 3845.09 Cr to be spent for education where the Ministry of Tribal Affairs for scheduled tribes has allocated Rs. 1953.81 Cr. to ensure the educational justice for ST's.

Among all the schemes for school education in FY 2019 -20, Samagra Shiksha Abhigyan has the highest allocation of which Rs. 7264.4 Cr and Rs. 4232.69 Cr are exclusively committed for SC's and ST's respectively.

In this entire Budget, for the Higher Education of SCs and STs, there are only two major schemes each. 1) Ministry of Social Justice and Empowerment and Ministry of Tribal Affairs have Post Matric Scholarships, which is a benchmark scheme to access higher education. It has given an allocation Rs. 2926.82 Cr for SCs and Rs. 1613.5 Cr. for STs in FY 2019-20). 2.The other set of Schemes are through UGC which offers various fellowships and scholarships for PhD, Post-Doctoral courses, has continuously decreased from 2014-15 to this year from Rs 602.85 Cr to Rs 283 Cr for SCs and Rs. 439.03 Cr to Rs 135 Cr for STs.

In addition to the decrease in allocations, if we further unpack these schemes, and look at the nature of the scheme, they are general schemes and do not focus on the SCs and STs. They are not sufficiently planned to target for SCs and STs in the Annual Work Plans nor are they monitored to count the number of the SC, ST students that are being reached through these schemes. This clearly shows it is allocated only for accounting purposes and not for real implementation.

When we examine the approved budget and the utilised budgets, it is shocking to see that UGC spends about 55% of its approved budgets to schemes for SC, STs. This is a gross violation of the Finance Ministry of SC, ST Budget guidelines issues. If this is the fact for the education schemes, then in most of the other schemes, the reality could be far worse.

2. U-DISE is Unified District Information System for Education. It is the school education database developed at the National University for Educational Planning and Administration.

3. AISHE is All India Survey of Higher Education, Department of Higher Education, Government of India

B. Land Related Scheme:

As a lifeline, land plays a vital role in the life of SC's and ST's mainly because they are agricultural workers and small-marginal landholders. The agriculture census of 2015-16 shows that scheduled castes operate in less than 9% and scheduled tribe in less than 11% of the country's total agricultural land.⁴ From the same sources, it is also visible that the average size of operational land holding among SC and ST are 0.78 and 1.41 (in hectare), respectively⁵.

Related to land, the 2019-20 Union Budget has provided only two schemes for SC, STs with an allocation of Rs. 367.86 Cr under SCC and Rs. 221.60 Cr under STC, respectively.

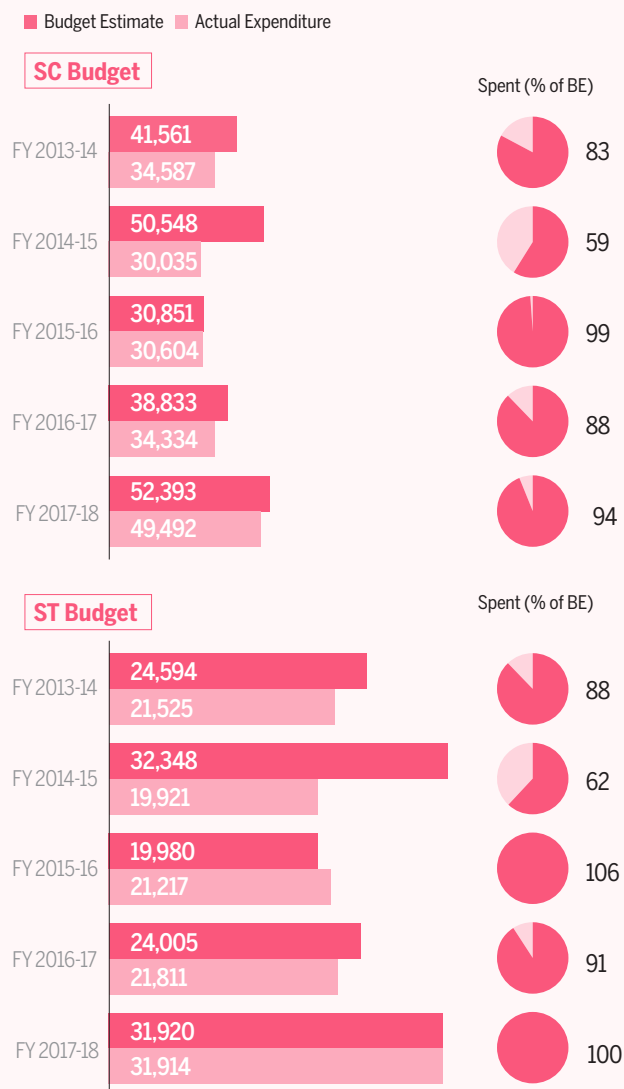
The largest Scheme under SC, ST budget is the Pradhan Mantri Kisan Samman Nidhi (PM Kisan) of the Department of Agriculture, Cooperation and Farmers Welfare which is Rs. 12,450 Cr for SCs and Rs. 6450 Cr for ST. This indeed is a great programme. However, when we unpack this scheme, it has no targets for SC nor STs which is therefore only on paper accounting purpose with a mask of SC, ST budgets and has neither mechanisms to deliver to SCs nor STs. This is a denial of funds and diversion at the conception itself.

On the ground level, the total percentages of SCs and ST's casual labour (agriculture and non-agriculture) is 52.6% and 38.3 % while other social groups composed of only 21.6%.⁴ Keeping the situation in mind, the Government should ensure the enhancement in the budget in access to land, not as general scheme, but a clear targeted schemes especially for SCs and STs. It will be good if the Income Support Schemes is re-designed with clear and strict guidelines and mechanisms for ensuring its access by SCs and STs. Otherwise, it will continue to be a denial to SC and STs and a continuing mirage.

C. Manual Scavenging

One of the most demeaning practices that exist in the world is manual scavenging which continues unabated and the government does not show or seem serious enough to eliminate this completely. The legislation for the Prohibition of Employment of Manual Scavengers and their Rehabilitation, 2013 does not take into account the cases, compensation and punishment in cases of sewer deaths. It is a mandate of the National Commission for Safai Karamchari (NCSK) to conduct survey and document data from all states on the number of deaths since 1993. The latest annual report available from NCSK is of the year 2015-16 which states that 'no person died in Sewerage work since 1993. It is also mentioned that no sewer death has been reported by the local bodies i.e.

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

EDMC, SDMC, NDMC, New Delhi Municipal Council and Delhi Jal Board' and similarly, many other states have submitted similar responses. However, the total number of deaths recorded by the NCSK across India from 1993 to 2018 amounts to 676.⁶

Despite the national legislation on prohibition & Rehabilitation of Manual Scavengers, there are constant lapses in the fund allocation & its disbursement. An amount of Rs. 70 Cr was allocated in FY 2018-19 under the Self Employment Scheme for Rehabilitation of Manual Scavengers however, this year Rs. 110 Cr has been

4. Agriculture Census, 2015-16, Agriculture Census Division, Department of Agriculture, Co-operation and Farmers Welfare, Govt of India; 5. Agriculture Census, 2015-16, Agriculture Census Division, Department of Agriculture, Co-operation and Farmers Welfare, Govt of India; 6. National Commission for Safai Karamcharis (<https://nscsk.nic.in/about-us/sewer-death-cases>);

allocated under this scheme.

Funds allocated under the scheme continue to remain on the government documents and does not reach the beneficiaries. Data from RTI⁷ reveals that for the FY 2015-16, Rs. 36 crore was allocated for manual scavengers' rehabilitation was left unused, whereas for the year 2017-18, Rs. 24 crore remained unutilized, and not a single amount of money has been utilized until September 22, 2017.

Ministry of Railway and Dalit & Adivasi Budget

The total Railway expenditure budget for FY 2019-20 is 3,68,075 Rupees Crores. At an economic juncture when the unemployment rate, especially for SC & ST in the country is significantly high, the Indian Railways remains largest public sector employer and service provider providing window of opportunity for SC & ST communities. There are several possibilities for schemes, which could be financed by AWSC & AWST towards development programmes of SC's and ST's. The sectors into which the department of railways should prioritise is to promote entrepreneurship of SC and ST unemployed youth by earmarking funds for granting of contracts and leases. SC & ST owned ventures must be granted catering services, kiosks, parking contracts, supplies and professional services. Therefore, we suggest that at least 8% of AWSC and 4% of AWST 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.

D. Atrocities Against the Community

The latest NCRB data available is of the year 2016 which reveals that 40801 cases of crimes against Scheduled Castes and 6568 cases of crimes against the Scheduled Tribes are registered 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. The total number of cases up for investigation including previous year's cases amounts to 56299 of the SC's and 9096 of the ST's. Cases in which Trial were completed by 2016 are recorded to be 14615 cases of the Scheduled Castes and 2895 cases of the Scheduled Tribes.

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 and minor girl children with crimes such as rape, abduction and kidnapping are on the rise targeting Dalit women.

In FY 2018-19, the fund of Rs. 403.72 Cr was allocated and for the FY 2019-20, a fund of Rs. 530 Cr has been allocated 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.

With clear evidences which are the proof of 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 not only allocate more funds but also fulfil the mandates provided under the Act, invest in mechanisms like establishment of Exclusive Special Courts & Exclusive Special Public Prosecutors that are necessary for strengthening & ensuring better implementation of PCR and PoA Act which act as a watershed for the Dalit Adivasi community. Inadequate preventive measures to address violence in the atrocity prone district are absent.

E. Child Rights

Children, despite constituting 29.50% (0-14 years) of the total population⁸, remain one of the most neglected categories by the public financial planners. The total budget allocated for the welfare of children to various departments under *Statement 12* on 'Allocation for the Welfare of Children' is Rs. 91644.29.Cr, which was Rs.79090.35 Cr in FY2018-19 Budget⁹. In the Full Union Budget 2019-20, released 3.28 % out of total budget expenditure has been allocated for the welfare of children under various departments, marking 15.87 % increase compared to the FY 2018-19.

However, a deeper analysis of the Government schemes for children under the Scheduled Caste Component (SCC) and Scheduled Tribe Component (STC) shows that there are only 20 schemes under SCC and 16 schemes under STC which are related to child welfare. The government has announced a total amount of Rs.17920.92Cr for children's welfare SCC and Rs.10881.7C under the STC of the Full Budget 2019-20. The overall percentage of allocation for SC children's welfare against the total of SCC (Statement-10 A) is 22.03% and for ST children, it is 20.58% out of total expenditure of STC (Statement-10B). According to the Full Union Budget 2019-20 allocations, 'Direct

7. The Wire (<https://thewire.in/government/modi-govt-manual-scavengers-rehabilitation>); 8. https://www.indexmundi.com/india/demographics_profile.html

9. Union Expenditure Budget Profile Statement 12A, 2019-20

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

Ministry/Department	Due allocation (Rs cr)	SC Allocation (Rs cr)
Agricultural Research and Education	224	205
Agriculture, Cooperation and Farmers' Welfare	21,557	21,557
Animal Husbandry and Dairying	455	455
AYUSH	66	67
Chandigarh	0	26
Coal	91	91
Commerce	443	25
Consumer Affairs	181	5
Culture	65	48
Daman and Diu	0	4
Development of North Eastern Region	247	248
Drinking Water and Sanitation	4,399	4,399
Electronics and Information Technology	311	311
Empowerment of Persons with Disabilities	135	169
Environment, Forests and Climate Change	157	100
Fertilisers	6,640	0
Fisheries	91	113
Food and Public Distribution	15,863	0
Food Processing Industries	91	91
Health and Family Welfare	7,802	7,802
Higher Education	1,583	3,207
Housing and Urban Affairs	10,449	1,696
Labour and Employment	1,778	1,793
Land Resources	184	368
Mines	0	48
MSME	1,155	1,106
New and Renewable Energy	426	426
Panchayati Raj	139	141
Petroleum and Natural Gas	3,550	3,124
Pharmaceuticals	17	0
Power	1,987	1,552
Road Transport and Highways	6,877	0
Rural Development	29,375	6,525
School Education and Literacy	9,608	10,258
Science and Technology	223	223
Skill Development and Entrepreneurship	444	427
Social Justice and Empowerment	6,012	6,371
Telecommunications	1,112	1,823
Textiles	788	451
Tourism	172	0
Women and Child Development	5,783	5,783
WR, RD, GD	611	0
Youth Affairs and Sports	217	303
Total Allocation	141,309	81,341

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

Ministry/Department	Due allocation (Rs cr)	ST Allocation (Rs cr)
Agricultural Research and Education	116	115
Agriculture, Cooperation and Farmers' Welfare	11,168	11,168
Andaman and Nicobar Islands	0	251
Animal Husbandry and Dairying	236	236
AYUSH	34	35
Coal	94	94
Commerce	229	25
Consumer Affairs	94	3
Culture	33	35
Dadra & Nagar Haveli	0	48
Daman & Diu	0	25
Development of North Eastern Region	256	811
Drinking Water and Sanitation	1,999	1,999
Electronics and Information Technology	251	251
Empowerment of Persons with Disabilities	70	88
Environment, Forests and Climate Change	163	103
Fertilisers	3,440	0
Fisheries	48	54
Food and Public Distribution	8,218	2
Food Processing Industries	47	47
Health and Family Welfare	4,042	4,042
Higher Education	820	1,605
Housing and Urban Affairs	1,997	325
Labour and Employment	921	929
Lakshadweep	0	1,277
Land Resources	222	222
Mines	0	26
MSME	598	560
New and Renewable Energy	441	441
Panchayati Raj	72	63
Petroleum and Natural Gas	1,839	1,570
Pharmaceuticals	9	0
Power	1,029	804
Road Transport and Highways	3,563	2,610
Rural Development	20,562	5,984
School Education and Literacy	5,140	5,832
Science and Technology	116	116
Skill Development and Entrepreneurship	230	215
Telecommunications	576	801
Textiles	408	217
Tourism	89	90
Tribal Affairs	4,185	6,848
Water Resources, River Development, Ganga Rejuvenation	633	272
Women and Child Development	2,487	2,487
Youth Affairs and Sports	113	161
Total Allocation	76,592	52,885

Figure 7: Closing the Gap - Suggested Schemes

	SC Schemes (Rs. Cr.)	ST Schemes (Rs. Cr.)		SC Schemes (Rs. Cr.)	ST Schemes (Rs. Cr.)
Department of Higher Education			Ministry of Rural Development		
Paramedical and nursing colleges for SC/ST girls	2,500	1,000	Unemployment Allowance for SC/ST BPL Individual/Families	2,500	500
Top Class Residential Coaching for SC Students	3,000	2,000	Restoration of Alienated land for STs	0	1,200
Boys Hostels in every district headquarters - 640	3,500	2,500	Department of School Education and Literacy		
girls hostels in every district head-quarters - 640	3,500	2,000	500 state of the art modern schools for SC/ST students	3,500	1,500
Remedial coaching in english language	1,500	500	Inclusion Cells in Schools	1,500	800
B.R Ambedkar Universities in 10 states - Punjab, Bengal, U.P, Bihar, Andhra, Tamil Nadu, M.P, Gujarat, Rajasthan, Telangana	1,000	500	Appointment of SC/ST Teachers in Rural Areas	2,500	400
Department of Agriculture, Cooperation and Farmers Welfare			Special Teacher Training Programme on Anti-Discrimination and Inclusion	1,800	300
Minor irrigation programme for SC/ST farmlands	900	200	High class hostels for SC/ST Students at district headquarters	2,449	1,500
Sustainable Agriculture Grants for SC/ST Farmers	4,000	3,000	Appointment of Permanent SC/ST Women Cooks	1,800	250
Horticulture and sericulture scheme for SC/ST	3,200	2,000	Special Nutritional Supplements	2,000	2,500
Department of Agriculture Research and Education			Ministry of Skill Development		
Agricultural Training Institute for SC/ST	2,000	1,000	Training Capacity Building and Entrepreneurship Development for SC/ST Youth	3,000	2,000
Department of Animal Husbandry and Dairying			Ministry of Social Justice and Empowerment		
District Level SC/ST Dairy Cooperatives Scheme	700	200	Implementation of SC/ST POA Act	2,000	1,000
Livestock Development Fund for SC/ST Family	400	275	Finance Development Corporation for SC Woman	2,000	1,000
Small Scale Entrepreneurship Fund for Goat, Pig, Hen and Cow Breeding	900	300	Insurance scheme for Criminally assaulted SC/ST Woman	2,000	1,000
Ministry of Drinking Water and Supply			Scaling up NFSC to all SC PhD Students	3,500	1,200
Community Well Regeneration Scheme in SC/ST Localities	1,000	900	Pre-Medical Coaching and Scholarship for SC/ST Students	2,500	1,500
Provision for Drinking Water for SC/ST families	1,500	800	Special fund for protection and empowerment of SC/ST Woman	2,500	1,500
Ministry of Health and Family Welfare			Special Development funds for Nomadic, semi-nomadic and Vimuktajatis of SCs and STs	1,500	1,500
Modernization of Health Centres in SC/ST Areas	500	270	Establishment of Centers in Universities for study of Social Exclusion and Inclusive Policy	1,500	1,200
Paramedical and nursing colleges for SC/ST girls	400	260	Special Fast Track Court for Speedy Trail of SC/ST Cases	1,500	700
Financial Medical Assistance for SC/ST Families	400	200	SC & ST fellowship for non-NET research students	2,000	1,000
Superspeciality hospital for Malaria, TB, Hypertension, sickle cells, and other diseases in SC/ST Areas	1,000	200	Compensation to Victims	2,500	500
Health Contingency fund at Municipal level for SC/ST community	800	100	B.R Ambedkar Centres for learning and libraries in SC ST dominated districts	3,000	800
Ministry of HUPA			Rehabilitation of Women Ex. Manual Scavengers	2,160	0
Ambedkar Model Housing Scheme	1,000	0	Formation of Special POC SO Courts to Trail SC/ST Cases	1,000	800
Birsa Munda Model Housing Scheme	0	1,500	Overseas Scholarship for SC/ST Woman	1,500	700
Housing Scheme in Disaster prone for SC/ST Families	1,500	500	National Single Window Helpline for SC/ST Students	1,500	300
Housing Loan on Subsidised Interest rate to SC/ST Man/Women	1,000	500	Fellowships for SC- ST students under exchange programmes to foreign universities	4,000	1,500
Savitri Bai Phule SC/ST Woman Housing Programme	2,000	1,000	Establishment of SC - ST Research institutes	3,000	500
Ministry of Labor and Employment			Ministry of Tribal Affairs		
Rehabilitation and Protection of SC Child Labour	2,500	450	Innovation fund for Tribal Cooperatives and Tribal Entrepreneurship	2,000	3,000
Top class coaching for competetive exams	2,300	500	Special fund for FRA Implementation	0	1,200
Establishment of Employment Centre for SC/ST Labour	1,500	1,000	Special fund for implementation of PESA in Schedule Areas	0	1,200
Ministry of MSME			Special Mission for Development of Minor Forest Produce	0	1,000
Standup Fund for Unemployed SC	5,000	3,000	Model Schools for SC/ST Girls	2,500	1,300
SC/ST Innovation fund for employment generation activities	3,500	2,500	Schools of international Standard at State Level for SC/ST Students	2,500	1,500
Cedit Support Program for SC/ST educated unemployemnt youth for Self Employmnt	3,500	2,000	Special Development Fund for most Vulnerable Tribal Groups	0	1,000
Special SC/ST Women Employment Fund	2,000	1,300			
Market Development Programme for SC/ST Farmers Product	1,000	400			

Continued ...

Figure 7: Closing the Gap- Suggested Schemes

	SC Schemes (Rs. Cr.)	ST Schemes (Rs. Cr.)
Ministry of Women and Child Development		
Establishment of Mini health centres in SC/ST Habitants	1,500	537
Financial Medical Assistance for SC/ST Women	2,500	1,500
Special Child Protection Mission for SC/ST Children	2,000	800
Targeted Health Coverage for Migrants SC/ST Children	2,000	200
Appointment of SC/ST Caretakers	1,000	400
Rehabilitation of Trafficked SC/ST Women	2,500	1,000
Ministry of Water Resources, River Development & Ganga Rejuvenation		
Canal Construction Programme for SC/ST farmland	800	400
Water Catchment Area Development Programme for SC/ST	300	150
Ministry of Youth Affairs and Sports		
Special Sports program for SC/ST youths under Khelo India	1,100	700
Overseas Training for SC/ST Sports Persons	400	200
Grand Total	141,309	76,592

Allocations for SC and ST children is 79.19% and 82.05 % respectively. From the fact mentioned above, it is clear that there are still deficit of almost 20% allocation for the children in the allocation phase. It will be warm approach if the government can increase the targeted schemes allocation.

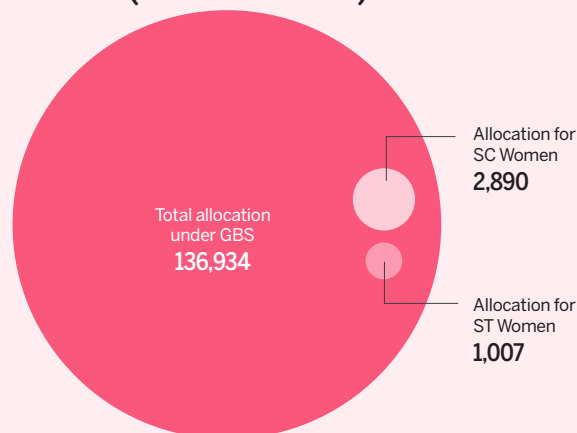
6. Analysis of Utilization

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. In FY 2014-15 the approved budget under SCC was Rs 50,548 Cr of which the utilized amount is Rs 30,035 Cr resulting in unutilized amount of Rs 20,513 Cr. Similarly, under STC fund in FY 2014-15, the allocation was Rs 32,348 Cr of which the utilization is Rs 19,921 Cr as a result of which the fund unutilized is Rs 12,427 Cr. This multi-level denial of due budgetary share to SC and ST has a huge impact on their overall development¹⁰. It is obvious that, maximum schemes seem to be ill designed without having the real need of the communities.

7. 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 Budget Statement 13(henceforth GBS) reveals that the allocation under GBS is Rs. 136934 Cr out of

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



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

which appallingly for the SC and ST women only Rs.2890 Cr (2.1%) and Rs.1006.74 Cr (0.73%). This is a clear paradox where on one side there is a huge discussion on inclusive development while on the other hand there is very limited allocations addressing the needs of the SC and ST women. Despite growing incidences of violence against SC and ST women there is an insignificant allocation of Rs.42Cr 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' 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. Moreover, large number of schemes are non-targeted in nature, which means there is no direct bearing on the lives of Dalit and Adivasi women. 10 Under allocation and unspent balances as evidenced in NCDHR's Dalit Adivasi Budget Analysis 2017-18 15 The budget also failed to make allocations for alternate sexual identities such as transgenders, bisexuals, and intersex. The budget has completely invisibilised them and has failed to address intersectionality. Such an approach towards development shows the failure of the planning process to redistribute resources towards inclusive development.

10. Under allocation and unspent balances as evidenced in NCDHR's Dalit Adivasi Budget Analysis 2017-18

7. Recommendations on SC and ST Budget Policies

I. Legislation on SC/ST Budget: The policy of allocations and utilization of funds for the welfare and development of SCs and STs is excellent and appropriate for bridging the gap between SC/STs and the rest of the population. However, there are issues of implementation as there is no legislative framework. It is therefore critical that this must be legislated and a machinery established not only to bridge the gap but also to ensure financial inclusion.

II. Sufficient Budgetary allocations for enabling community participation through Online Portals: 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 efficient machinery capable of implementing plans. Nodal ministries should be empowered to take strict penal measures against defaulting Ministries and Departments.

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

Recommendations on Fund Allocation

IV. 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 SC & ST individuals, areas or household/communities. 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.

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

Recommendations on Quality Schemes

VI. Innovative schemes: The Nirbhaya Fund for survivors of sexual assault, schemes for socio-economic rehabilitation of 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.

VII. Manual Scavenging: Increase allocation on "The Self Employment Scheme for Rehabilitation of Manual Scavengers (SRMS)". Provide adequate schemes to ensure this practice is eliminated. Have adequate mechanisms to monitor and track the effective use of the funds.

VIII. Education Justice: Release arrears/unspent amount

assured by Department of Higher Education in Financial Year 2018-19. The Funds allocated for the Post Matric Scholarship and other UGC schemes need to be disbursed timely so that students can avail 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 higher education in universities abroad. Funds to also be allocated for high quality residential schools for SC & ST children.

IX. Gender Budget: Increase direct schemes catering to SC and ST women. A special component for Dalit and Adivasi women should be allocated within the Scheduled Caste Component and Scheduled Tribe Component. Also inclusion of transgenders in the SCC and STC is critical.

X. Child Budget: Develop assessment based budgetary allocations 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, Anganwadis and hostels, and schemes for institutionalizing safety standards and equality for all children. Allocate necessary funds to appoint adequate teachers in government schools, specific /special schools for SC and STs such as the Eklavya Model Schools and Kasturba Gandhi Vidhayalas.

XI. Access to Justice: Release the latest NCRB (National Crime Record Bureau) report for 2017. Adequate budgetary allocations to ensure that both punitive and pecuniary measures are in place to prevent the high incidences of violence and atrocities against Dalits and Adivasis. Special Courts for speedy trial of cases related to Dalit & Adivasi community. Increased compensation for victims of caste and ethnicity-based atrocities.

Recommendations on Public Participation

XII. 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.

XIII. 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 mechanisms for community participation at all levels must be put into an institutionalized structure.

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