

An Analysis of Allocations for Disaster and Climate Resilience for Scheduled Castes and Scheduled Tribes



National Campaign on Dalit Human Rights-National Dalit Watch

Guidance on reading the Policy Brief

The disaster mitigation and climate budgets' analyses have looked into the Central Sector and Centrally Sponsored Schemes of the Union Government implemented by the nodal ministries and line departments. The allocations have been examined through the lens of Allocation for Welfare of SC-ST (AWSC-AWST) respectively, popularly known as Scheduled Caste Sub Plan, or Special Component Plan, and Tribal Sub Plan (SCSP/SCP-TSP). Promulgated in mid-1970s by the Government, the Guidelines have evolved over years with most recent amendments from the NITI Aayog, in 2018 renaming SCSP-TSP as Development Action Plan for the Scheduled Castes and Development Action Plan for the Scheduled Tribes (DAPSC-DAPST).¹ These Sub-Plans are recognized as an integral part of the Annual Plans.

Analytical Framework

The NITI Aayog has identified 26 Ministries/ Departments for SCs and 32 for STs for earmarking of funds. However, the policy brief tries to examine through the below-mentioned key principles, if at the SCSP-TSP allocations in disaster management, if any, and climate change adaptation and mitigation scheme/programme budgets are measurably targeted and relevant to SC-STs in meeting their growing needs for disaster recovery and rehabilitation and climate change adaptation. Broadly, the scheme/programme allocations assessed herein fall under agriculture, coastal livelihood security, disaster relief, loss and damage assistance, green energy alternatives, and water and sanitation.

Key Principles for Earmarking SCSP-TSP Funds by Ministries/Departments

1. National and state population proportionate allocations as per latest population Census
2. Targeted schemes to ensure quantifiable direct benefits to the SC-ST individuals, household and community²
3. Non-divertible, hence cannot be used for purposes other than SC-ST development
4. Wage component especially under rural employment schemes cannot be included in SCP-TSP
5. Entitled to benefit from the Union and State Finance Commission fund that directly flows to Gram Panchayat besides the general schemes implemented for senior citizens, transgender, destitute, drug addicts, etc. to address the issue of multiple vulnerability appropriately

Objective of the special funds for SC-ST

1. Substantially reduce poverty and unemployment
2. Creation of productive assets in favors of the SC-ST
3. Human resource development of SC-ST by providing adequate educational and health services
4. Provision of physical and financial security against all types of exploitation and oppression

¹ https://www.niti.gov.in/sites/default/files/2019-12/NITI_Aayog_Guideliens_for_SCSP_TSP_2017.pdf

² 1. Hamlets/villages with 50% and above SC/ST saturated first for all development activities

Union and State Governments implementing SCP-TSP

1. Must formulate and implement area oriented targeted schemes under SCP & TSP Budget.
2. If non-targeted schemes are identified then the Nodal Ministries should take responsibility to reformulate the new targeted schemes and allocate and implement in consultation with the concerned Ministries/Department.
3. Non-allocating departments must also identify schemes for SCSP-TSP allocations, and earmark as per the DAPSC-ST guidelines on percentage of allocations by non-obligated Ministries/Departments.
4. The calculation of the percentage of proposed allocation of fund for SC/ST communities should be as against the total overall allocation under Centrally Sponsored (CS) plus Central Sector Schemes (CSS) of each Min/Dept rather than the total budget of the concerned Ministries/Departments.
5. Secretary, Social Welfare/Tribal Welfare is the nodal officer in designing of schemes/programmes for SCSP-TSP and allocation of funds to the implementing departments/agencies.

Budget Codes 789 & 796

Separate Minor Head of Account as has been listed for earmarking of funds for SC-ST communities for the Obligated Ministries/Departments of both the Union and State Governments, as issued by Comptroller and Auditor General of India (CAG) as Minor Head of Account "789" for SCP and "796" for TSP.

Disaster Management and Mitigation

The year 2022-23 was yet another period of multiple disaster events in different parts of the country. With the IPCC draft 6th Assessment Report (2021) projections on climate change impacts and vulnerabilities for South Asia, and forecasts of rampant, intense and frequent forest fires, heatwaves, water stress and flooding, shifts in weather conditions have raised an alarm for India as well. Notably, the report of the National Crime Records Bureau

(2019) has recorded an increase of 18.2% fatalities (from 6,891 to 8,145 deaths) due to forces of nature between 2014-2019. These include deaths due to lightning, heat/sun stroke, floods and exposure to Cold, landslide, and cyclones³.

It is against the magnifying, climate-aggravated disaster risks and calamities that budgetary allocations for disaster management and mitigation need to be studied. The total outlay for disaster management in Ministry of Home Affairs (MHA) budget has been reduced by 20% from FY 2022-23 Budget Estimate (BE) Rs 492.78Cr to BE Rs 393.65Cr in FY 2023-24. The allocations in FY 2022-23 Revised Estimate (RE) plummeted by 60% from FY 2022-23 BE. The National Cyclone Risk Mitigation Project (NCRMP), a centrally sponsored scheme supported by the World Bank, has been allocated Rs 110.00 Cr in FY 2023-24 for administrative expenses. The decline in allocation for NCRMP over the years could likely be on account of the completion of the project in September 2022 (NDMA, GoI, Annual Report 2020-21). Schemes such as NCRMP are required for building the adaptive and risk management capacities of the coastal communities by securing their lives, livelihoods, and shelters. Often, the major proportion of the disaster losses are endured by the informal coastal workers, not registered with public cooperatives, such as informal fishing communities engaging men and women, both. A significant segment of informal workers hail from SC-ST communities going by varying official statistics.

Exemption of Disaster Management from AWSC & AWST

The overall decrease in MHA's budget for disaster response can be attributed to the decentralized nature of disaster management functions in India, where the states governments are the primary authorities and the Central assistance is largely restricted to providing immediate relief to support the States in times of rare severity and natural calamities to supplement the funds from the SDRF.

The Ministry of Finance has allocated Rs. 8780 Cr. to the **National Disaster Response Fund (NDRF)** and Rs 10928Cr. to the **State Disaster Response Fund (SDRF)** in FY 2023-24. The assistance to states from NDRF was reduced from Rs. 10408Cr. (BE) to Rs.6400 Cr

3 <https://ncrb.gov.in/sites/default/files/ADSI-2019-FULL-REPORT.pdf> p.9

(RE) in 2022-23, with only 5% increase in allocation in FY 2023-24. It is important to note that based on the recommendations of the 15th Finance Commission, the Centre allocated Rs 32,031Cr to the SDMF and Rs 13,693 crore to the **National Disaster Mitigation Fund (NDMF)** for FY 2021-22 to 2025-26. Moreover, most of the disaster risk reduction (DRR)-oriented schemes have been dovetailed with regular development schemes, which has made it unfeasible to track the DRR allocations and expenditures of India. The development schemes do not provide the proportion of the DRR 'sensitive' or 'relevant' budget share as is done by the state of Odisha for its climate budget.

The NDRF /SDRF Norms of Assistance have resulted in default exclusion of the landless, homestead-less and sharecroppers/tenant farmers and daily wage losses of informal workers from accessing relief assistance for the disaster losses. This has been systematically examined through a series of social inclusion assessments of damages and losses in disasters by National Dalit Watch, NCDHR's Climate and Disaster Resilience unit⁴. The allocations for disaster relief and mitigation have remained non-targeted for SCP-TSP at the central level owing to the MHA's exemption from earmarking for the DAPSC and DAPST. Moreover, the absence of SC-ST disaggregated data on disaster losses and damages would further impede an output and outcome budget on disaster management for SC-ST communities.

With a surge in disaster events across the most vulnerable states, Central assistance needs to go beyond providing immediate relief and be redesigned to assist such communities recover from the losses and restore local livelihoods safely and swiftly to make them truly resilient. This will also help in protecting women, children and youth against social pressures and risks that they become vulnerable to in the absence of protective measures and safety nets.

Climate Change Adaptation and Mitigation

Climate change has aggravated prevailing inequalities in the availability, access and realization of quality public services, social protection schemes and sustainable livelihood opportunities. Among all, it impacts the marginal landholders, landless and homestead less,

chiefly constituted of SC and ST communities, iniquitously. They are deprived of secure livelihood, and resilient shelters, and dwell in precarious conditions threatening women, young girls and children more without water and sanitation infrastructure and livelihood assistance for lack of land ownership. While leapfrogging in climate commitments, the Economic Survey 2022-23 has very pertinently acknowledged that the jobs that are likely to be created in the so-called 'green economy' are tilted towards skill and technology-intensive than in traditional industries. This implies that without targeted budgets for climate-resilient livelihood options both on-farm and off-farm, these communities would be ill-prepared to eke out a living with dignity and security since a majority of them are engaged in informal labour. It is against these climate risk and impact scenarios that India's climate budget for adaptation and mitigation becomes vital for SC-ST communities.

In 2022-23, India and the world witnessed a significant enhancement in climate commitments by the various countries, and the historic decision to institute a Loss and Damage Fund, at the 27th session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) held in Egypt, in November 2022, to compensate the vulnerable countries suffering disproportionate impacts of climate change. During the intervening period between Cop26 to Cop27 the Government of India advanced noteworthy initiatives. In a nutshell, the Cabinet approved India's updated Nationally Determined Contribution (NDC), translating into a transition to greener economic growth and clean energy; net zero emissions by 2070; reduced Emissions Intensity of its GDP by 45% and 50% of cumulative electric non-fossil fuel-based energy resources by 2030, and the launch of the campaign LiFE, 'Lifestyle for Environment'. In all this, what are the budget outlays for making SC/ST communities climate resilient is a key question as the global commitments get implemented nationally, invoking the equity principle of Common but Differentiated Responsibilities for being disproportionately impacted with lesser capacity to recoup without the state's intervention.

India's Climate Goals

India's climate actions are operationalized through the National Action Plan on Climate Change (NAPCC),

4 <http://www.ncdhr.org.in/ndw-publications/>

which comprises eight missions. These pertain to solar energy, energy efficiency, water, sustainable agriculture, Himalayan ecosystem, sustainable habitat, health, green India, and strategic knowledge for climate change to combat against climate change. Different ministries/ departments implement the programmes and schemes under the NAPCC monitored by the Ministry of Environment, Forest and Climate Change (MoEFCC). Therefore, in the absence of a consolidated national climate budget and statement, accessing information about the fund flow has remained onerous and unviable for analysis.

Among various climate change schemes, the total budget of the National Green India Mission has been allocated Rs. 220.00 Cr in FY 2023-24, of which only 6.82% has been allocated for SCs, and 9.09% for STs. Furthermore, the National Adaptation Fund has no budgetary allocation in FY 2023-24 BE, from being halved to Rs 30.00Cr in FY 2022-23 RE. Consequently, the already insufficient allocations for SC-STs in previous years have been deprived of allocations in FY 2023-24.

The National Coastal Mission (NCM) budget was slashed from Rs 195.00Cr BE to Rs 4.00Cr RE, with Rs 12.50Cr in FY 2023-24 BE. The scheme is meant to ensure livelihood security of coastal communities including fisher-folks, to conserve and protect the coastal stretches. Within the scheme, the allocations for SC-ST have remained negligible to zero over the past 3 years. It is difficult to comprehend how such low allocations would deliver its objectives considering that close to 5,700 km coastline is prone to cyclones and tsunamis⁵, and the erstwhile NCRMP programme too has been concluded. The *Climate Change Action Plan/programme* as well has not been allocated budget even though the previous allocations too were egregiously low, rendering the paltry allocations for SCs and STs insignificant and aimless.

The agriculture ministry has allocated 16.62% for SCs and 8.63% for STs of its CS+CSS budget of Rs 113655.00 Cr. However, the normative allocations remain elusive without explicit targets to cover SC-ST communities. Within the ministry's budget, *Pradhan Mantri Fasal Bima Yojana's (PMFBY)* budget for FY 2023-24 at Rs. 13625.00Cr BE, the allocations for SCs and STs have remained static at Rs. 2666.94Cr. and Rs 1381.26Cr respectively.

The earmarking for Pradhan Mantri Kisan Samman Nidhi (PM-Kisan) scheme has also remained constant at Rs. 60,000Cr as the 2022-23 RE⁶, of which 16.98% has been earmarked for SCs and 8.66% for STs. Notably, of the marginally increased budget for *Rashtriya Krishi Vikas Yojna* at Rs 7150.35Cr, Rs. 1307.79Cr (18.29%) and Rs. 950.00Cr (13.29%) have been allocated for SC and STs, marking a 11% and 39.51% increase from the FY 2022-23 RE but only a marginal increase from FY 2022-23 BE. These schemes concentrate on expansion of cultivable area, increased production and training of farmers and so on. From the climate resilience perspective, they are of significance to the SC-ST small and marginal landholders being confronted with persistent droughts and drought-like situations due to erratic rainfall and climatic conditions. However, the schemes remain universal in nature without specifying the intended coverage of SC-STs.

Jal Jeevan Mission (JJM) has been allocated Rs 69684.75Cr, which is 16.84% increase from 2022-23 BE. JJM constitutes 90% of the Ministry of Jal Shakti/ Department of Drinking Water and Sanitation's BE 2023-24. The allocations for SC-STs have remained above 22% and 10% under the scheme in the last three years, with a slight decrease from FY 2020-21 Actual Expenditure (AE) to FY 2022-23 AE.

Climate change has resulted in spatial and temporal variation in rainfall pattern, ensuing in diminished surface storage and further exploitation for commercial and household usage. Hence, ensuring piped water connection to the SC-ST households who face greater hardship in accessing potable water particularly in rural areas is paramount. Similarly, Swachh Bharat Mission-Rural (SBM-Gramin) being implemented by the Ministry under the NAPCC National Mission on Sustainable Habitat (NMSH), has been allocated Rs. 7192.00Cr, the same as FY 2022-23 BE, with 18.84% allocations for the SCs and 8.56% for STs. However, both the schemes are universal in nature and therefore, without quantifiable targets for SC-ST coverage, it is infeasible to ascertain the actual number of beneficiaries despite allocations.

It is to be noted that the mandatory condition of 5%-10% beneficiary contribution for the piped-water connection and ownership of homestead land for SBM have precluded the SC-STs from availing these vital public services even

5 https://nidm.gov.in/easindia2014/err/pdf/country_profile/India.pdf

6 A merger of Pradhan Mantri Krishi Sinchai Yojna-Per Drop More Crop, Paramparagat Krishi Vikas Yojna, National Project on Soil and Health Fertility, Rainfed Area Development and Climate. Change, Sub-Mission on Agriculture Mechanization including Management of Crop Residue etc.

as they grapple with recurrent drought and floods and resultant agrarian distress, loss of land and biodiversity, poor access to water and sanitation that continues to impact the reproductive and child health in perilous ways, as duly acknowledged in the SBM guidelines.

Ministry of New and Renewable Energy's (MoNRE) budget estimate for FY 2023-24 is Rs. 9874.81Cr, which is an understandably enormous 45% increase from FY 2022-23 BE in view of transition to renewable energy sources, viz. solar power, wind power, bio, and hydrogen power. Among them, Solar Power bagged 75.61% of the Ministry's total central sector scheme budget. Under the solar schemes, three lakh solar street lights, distribution of 25 lakh solar study lamps and installation of solar power packs had to be installed⁷. However, the Outcome Budget 2023-24⁸ reveals concentration on creation of solar parks, rooftop solar panels and cells, domestic manufacturing of solar modules and cells, barring the only direct benefit scheme from *Kisan Urja Suraksha Evam Utthaan Mahabhiyan (KUSUM)* for the installation of solar powered agriculture pumps. This scheme too is silent on the intended coverage of SC-ST household and villages. Overall, the Ministry has allocated 119% more for SCs from Rs 364.00 Cr. in FY 2022-23 BE to Rs. 799.00Cr in FY 2023-24 BE. The enhanced outlay marks a 45% increase from FY 2022-23 RE. Likewise, the Ministry's total allocation for STs stands at Rs. 572.00Cr in accordance with FY 2022-23 RE. Going by the AWSC and AWST earmarking norms, the allocation for SCs is 10.70% and 7.66% for STs.

India is yet to have its Climate Policy and 'Climate Budget Statement' delineating adaptation and mitigation financing. The reduction in social sector spending, such as, MGNREGA, can lead to maladaptation and greater vulnerability to climate shocks, despite the allocations for SC-STs in climate adaptation schemes. The absence of clear SC/ST target-oriented outputs and outcomes, indicators and results, risks defeating the purpose for earmarking. They are prerequisites to tracking the progress of programmes objectives and rationalising the fund flow for the target communities. The finance minister in her budget speech has announced new schemes for ecological conservation in, namely, GOBAR-DHAN, PM-PRANAM, MISHTI. However, they would also have to be spell out SC/ST oriented targets specifying the intended and actual coverage and benefits of climate actions to the SC / ST communities.

⁷ As per scheme's description in the Ministry's Budget Demand No. 71

⁸ https://www.indiabudget.gov.in/doc/OutcomeBudgetE2023_2024.pdf pg.179-181

Recommendations For Leveraging SCP-TSP Allocations For SC-ST Resilience Building

(A) The following recommendations are being made for climate budgeting:

1. Institute the national Climate Budget with earmarking for adaptation and mitigation by mainstreaming climate actions across the central sector and centrally sponsored programmes/schemes, with proportionate allocations for SC-ST communities in climate budget as already being done by the Government of Bihar.
2. Enhance the budget for climate actions under the AWSC and AWST proportionate to SC and ST population taking into consideration regional and socio-economic vulnerabilities and exposure to climate risks.
3. Mandate clear SC/ST targets and reporting for ministries earmarking for climate adaptation and mitigation schemes under AWSC and AWST
4. Adopt a matrix-based allocation and utilization of budgets for adaptation and mitigation disaggregated by caste and tribal status, gender, age and disability.
5. Specify the coverage targets for SCs and STs across climate adaptation and mitigation budgets under the AWSC and AWST
6. Converge the Climate Adaptation budget with the existing Gender budget, Child budget, and SC & ST welfare and development budgets
7. Introduce measures to include the landless, homestead less and sharecroppers under existing and new schemes/programmes for land allocation and alternative local and stable livelihood and income generation for climate resilience
8. Constitute a Special Authority for Climate Change Adaptation in order to conceive and implement such packages where in the locus of decision-making both pertaining to implementation administration and finances should be devolved to the Panchayat level to ensure immediate, ongoing and complete access to the SC-ST and other marginalized communities.

(B) The following recommendations are being made with regard to disaster management and mitigation financing:

1. The regions/geographies most vulnerable to Climate Change and the resultant recurrent disasters and the most vulnerable populations in those regions (especially the SC-ST communities with pre-existing vulnerabilities imposed by caste, gender, ethnicity, and disability) should be identified based on the projections made using IPCC reports and other scientific studies.
2. Introduce special targeted packages that integrate immediate relief, relocation to safe locations when required and adaptation of livelihoods along with

relevant and diversified skilling need to be designed to enhance their resilience.

3. Obligate AWSC and AWST allocations under the National Disaster Response Fund schemes to extend immediate assistance for the losses and damages of informal workers, landless and homestead-less to enable immediate recovery after disasters.
4. Obligate AWSC and AWST allocations under National Disaster Mitigation Fund to undertake targeted disaster mitigation projects/schemes for SC/STs
5. Institute disaggregated data and targets for the existing and new central sector and centrally sponsored schemes on disaster relief and mitigation.



The National Campaign on Dalit Human Rights is a forum launched in 1998, committed to the elimination of discrimination based on caste. A democratic secular platform led by Dalit women and men activists, with support and solidarity from movements and organizations, academics, individuals, people's organizations and institutions throughout the country who are committed to work to protect and promote human rights of Dalits. **National Dalit Watch (NDW)** is the specialised unit that works on facilitating socially inclusive and equitable disaster and climate resilience through trainings, action research, policy engagements, alliance building, community engagement and leadership building, and realisation of disaster relief, climate change adaptation schemes and social protection schemes.



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