

**IMPLEMENTATION OF THE SOCIO-ECONOMIC  
PROGRAMMES FOR THE UPLIFTMENT OF  
THE SCHEDULED CASTES AND SCHEDULED  
TRIBES IN INDIA—A SELECT REVIEW OF  
THE LITERATURE**

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**AUGUST 1988**

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## CHAPTER I

### INTRODUCTION

#### 1.1 The Problem

One of the distinctive and pervasive features of Indian society is its division into castes. Scheduled Castes, Scheduled Tribes and other Backward Classes such as Denotified and Nomadic Tribes, comprising more than one fifth of Indian population live below the poverty line (GOI, 1973, p. 274). During the British regime the socially advanced classes got the advantages of the traditionally inherited skills, education and employment opportunities (Encyclopaedia of Social Work in India, 1968, p. 189).

The Scheduled Castes and Scheduled Tribes problem was one of the most important and controversial issues before the framers of the Constitution of India (Wadhva, 1975, p. 47). The term "Backward Class" is difficult to define. Backwardness is expressed in lack of adequate opportunity for group and individual self-development especially in economic life and in matters of health, housing and education. It is measured in terms of low levels of income, extent of illiteracy and low standard of life demonstrated by living conditions (GOI, 1952, p. 1). They were even denied basic civil rights for thousands of years and subjected to the worst kind of discrimination, deprivation, custom-bred inequalities and

social disabilities. Theirs was a condition of economic poverty made more miserable by social injustice. They had no houses to live in, generally not enough clothes to wear or food to eat and often no sanitary or drinking water facilities (Kamble, 1982, pp. 30-31). It was natural that after the attainment of independence in the year 1947 the constituent assembly provided statutory safeguards in the Constitution for the backward communities such as Scheduled Castes and Scheduled Tribes by defining them as socially and educationally backward classes of citizens (Encyclopaedia of Social Work in India, 1968, p. 171).

After Independence in pursuance of the provision of Articles 46 and 275 of the Constitution, funds were provided in the planning period to the welfare of weaker sections of the society. These groups for historical reasons have remained socially and economically backward and hence concerted efforts have been made under various plans to raise their social and economic status.

Kananaikil (1985) expressed his view in regard to condition of the Scheduled Castes and Scheduled Tribes in the seminar on Seventh Plan and development of weaker sections held at the Indian Social Institute, New Delhi, from January 29 to 31, 1985. He states that Scheduled Castes and Scheduled Tribes are still being denied basic human rights and ruthlessly oppressed in the rural areas. As far as planning for development is concerned, it is common knowledge that



consumer items like television and video sets which are the needs of 15 to 20 per cent of the people, get more attention than the needs for safe drinking water or employment for the rural people.

Kananaikil (1985) further mentioned that speaking to the members of the First Planning Commission in 1950, Jawaharlal Nehru said that the aim of planning in our country should be "growth with justice". Thirty five years of planning has taught us that no growth and no justice is possible until those who are kept away from the growth process and those who are denied justice themselves become part of the planning process. It is gradually dawning upon us that no planning for the poor and the weaker sections can be effective and lasting, if they themselves are not included in the planning and implementation at every level (Kananaikil, 1985, pp. xi & xii).

## 1.2 Methodology of the Study

### 1. Title of the Study

On the background mentioned above I desire to take up a study the title of which is "Implementation of the Socio-Economic Programmes for the Upliftment of the Scheduled Castes and Scheduled Tribes in India - A Select Review of the Literature".

### 2. Scope of the Study

The scope of the present study is confined mainly to

three items at the all India level.

1) Economic programmes for the Scheduled Castes and Scheduled Tribes.

2) Reservation for the Scheduled Castes and Scheduled Tribes in the various levels and branches of education.

3) Representation of the Scheduled Castes and Scheduled Tribes in services.

3. Sources of the Study

The study is mainly dependent on the secondary data. The relevant data are collected from various government and other publications.

4. Period of the Study

The study covers the period from 1951 to 1985.

5. Objectives of the Study

The specific objectives set up for this study are outlined below:

1) To find out the decadal change in population of Scheduled Castes and Scheduled Tribes.

2) To study the constitutional safeguards for the Scheduled Castes and Scheduled Tribes.

3) To examine the planwise expenditure for the Scheduled Castes and Scheduled Tribes.

4) To analyse the Seventh Five Year Plan strategy for the Scheduled Castes and Scheduled Tribes.

5) To study the various programmes for the Scheduled Castes and Scheduled Tribes.

6) To analyse the educational development of Scheduled Castes and Scheduled Tribes.

7) To analyse the reservation for Scheduled Castes and Scheduled Tribes.

8) To examine the approaches of Backward Class Commission.

9) To put together the broad conclusion emerging from the review attempted here.

6. The Questions of the Study

The following questions will be tested in this study.

1) What is the basis of reservations?

2) Are the Scheduled Castes and Scheduled Tribes enabled to cross the poverty line sufficiently in the planning period?

3) Is the planwise expenditure for Scheduled Castes and Scheduled Tribes adequate?

4) What is the extent of the shortfall in the services of the Scheduled Castes and Scheduled Tribes?

5) Are the programmes for Scheduled Castes and Scheduled Tribes administered systematically and on proper lines?

6) Are any changes necessary in the reservation policy?

7) How long should the reservations continue?

7. The Structure of the Study

The structure of the study is briefly given below. The study contains six chapters. The first chapter will be introductory giving the nature and the methodology of the study. The second chapter will describe the constitutional safeguards for the Scheduled Castes and Scheduled Tribes, and this chapter will highlight the approaches of the Backward Classes Commission. The third chapter will deal with the progress of various programmes which are implemented by Central Government. The fourth and fifth chapters give an analysis of reservation for the Scheduled Castes and Scheduled Tribes at various levels and branches of education and representation of the Scheduled Castes and Scheduled Tribes in the services. The last i.e. the six chapter gives the broad conclusions and a few suggestions emerging from the present study.

1.3 Meaning of Caste

The word "Caste is not of Indian origin. It is derived from the Portuguese word "CASTA", which means 'breed', 'race' or 'class'. The word in common use amongst the Hindus is 'Jat' or 'Jati' which means 'birth' or 'descent' (James & Others, /Encyclopaedia, 1958, p. 234), caste systems are moral systems that differentiate and rank the whole population of a society in corporate units (castes) generally defined by

descent, marriage and occupation. Elaborately differentiated and ranked caste systems have developed especially in the regional societies of India and among adjacent Hindu and related populations in the territories of modern Pakistan, Bangladesh, Nepal and Sri Lanka over the past 2000 years (The New Encyclopaedia Britannica, 1975, p. 982). However, the caste system is unique to the Hindu society. Even to-day caste influences selection of profession. A man's dignity as human being is also to an extent related to the caste, to which he belongs (Encyclopaedia of Social Work in India, 1968, p. 168). Ghurye (1932) calculates that there are 2000 sub-castes (Jatis) in each linguistic area (Ghurye, 1932, p. 27). The term 'caste' itself has a variety of meanings. It takes on different shadings in the context of village, locality, region and nation.

#### 1.4 Inception of the Word Scheduled Caste and Scheduled Tribe

According to Kamble (1977) the Shudra (Fourth Class of the four varnas of Hindu religion) were "external" in the sense that they were required to stay outside the village settlements. The concept of pollution was attached to them and they were treated as untouchable castes. These castes were systematically listed in the 1931 Census of India. These untouchable castes in India were officially defined as "depressed castes" in 1932. Gandhiji named them Harijans, where 'Hari' means God, 'Jan' means people and thus 'Harijans'

means people of God. The expression Scheduled Castes was first coined by the Simon Commission and embodied in the Government of India Act (1935). While the castes were listed systematically in the 1931 Census of India Act of 1935, the terms Scheduled Castes (SC) was applied to these castes for the first time in the Government of India Act (1935). Until then they were known as untouchables, depressed classes or exterior castes. Then the Government of India published a list of Scheduled Castes under the Government of India (Scheduled Castes) Order 1936 (Kamble, 1977, pp. 36-37).

According to Encyclopaedia of Social Work in India (1968) tribal groups are presumed to form the oldest ethnological sector of the national population. In the national language such groups are referred to as 'adivasis' (adi-original, vasi-inhabitant). However, a scientific and standard definition for the identification of tribal groups has not, so far, been evolved. This is because different and sometimes contradictory criteria, such as the colour of the skin, social organisation, religion, customs, language and habitat, trend are adopted by administrators, lawyers and social scientists as the basis for their definitions.

There is no generally accepted definition for the identification of tribal communities. The Constitution too does not indicate any criterion for distinguishing a tribe or a tribal community from other communities. In view of the reservation of seats in Parliament and legislatures, inclusion

or exclusion of numerically large tribal communities has political implications. The statewise lists of Scheduled Tribes prescribed under the Constitution have been evolved from the list of 'primitive tribes' prepared at the 1931 Census, the list of 'Backward Tribes' adopted under the Government of India Act 1935 and the views expressed by state governments. The lists of Scheduled Tribes notified in 1950 were revised in 1956 by acts of Parliament, to accommodate recommendations made by the Backward Classes Commission and the territorial changes following the reorganisation of states. (Encyclopaedia of Social Work in India, 1968, p. 181).

Encyclopaedia (1968) observed that the Scheduled Tribes are recognised by the Government of India as the weakest section of the Backward Classes an omnibus expression embracing the Scheduled Tribes, the Scheduled Castes, the denotified tribes, nomadic tribes and 'other (economically) backward classes' (Encyclopaedia of Social Work in India, 1968, pp. 181-182).

#### 1.5 Meaning and Definition of Scheduled Castes and Scheduled Tribes under the Constitution of India

The question on the meaning of the term 'Scheduled Castes' and Scheduled Tribes are required to be answered because of the fact that reservations under the Constitution of India are granted to the Scheduled Castes and Scheduled Tribes.

### 1.5.1 Scheduled Castes

The term Scheduled Castes is defined under Article 366(24) read with Article 341 of the Constitution. It runs "366(24) 'Scheduled Castes' means such castes, races or tribes or parts of or groups within such castes, races or tribes as are deemed under Article 341 to be Scheduled Castes for the purposes of the Constitution." (Constitution of India, 1986, p. 134).

It is clear that the definition of the term 'Scheduled Castes' given under Clause 24 of Article 366 is not a self-contained definition as it is necessary to know along with the provision that has been made under Article 341.

The Scheduled Castes and Scheduled Tribes were enumerated from 1951 Census onwards. The Scheduled Castes and Scheduled Tribes are those notified by the President under Articles 341 and 342 of the Constitution. The relevant articles are quoted below:

### 1.5.2 Definition of Scheduled Castes

341(1) - The President may with respect to any state (or union territory) and where it is a state, after consultation with the governor (thereof) by public notification specify the castes, races or tribes or parts of, or groups within castes, races or tribes, which shall for the purposes of this Constitution be deemed to be Scheduled Castes in relation to the state (or union territory as the case may be) (Constitution of India, 1986, Part XVI, p. 116).



According to 341(2) Parliament may by law include in or exclude from the list of Scheduled Castes specified in a notification issued under Clause (1) any caste, race or tribe or part of or group within any caste, race or tribe, but save as aforesaid a notification issued under the said clause shall not be varied by any subsequent notification (Constitution of India, 1986, p. 117).

### 1.5.3 Scheduled Tribes

The term 'Scheduled Tribe' is defined under Article 366(25) read with Article 342 of the Constitution of India. It runs:

"366(25) 'Scheduled Tribes' means such tribes or tribal communities or parts of or groups within such tribes or tribal communities as are deemed under Article 342 to be Scheduled Tribes for the purposes of this Constitution."  
(Constitution of India, 1986, p. 134).

It is clear that the definition of the term Scheduled Tribes given under Clause 25 of Article 366 is not the self-contained definition. It is necessary to know the provision that has been made under Article 342.

### Definition of Scheduled Tribes

Under Article 342(1) the President (may with respect to any state (or Union territory) and where it is a state, after consultation with the governor thereof) by public

notification specify the tribes or tribal communities or parts of or groups of within tribes or tribal communities which shall for the purposes of this Constitution be deemed to be Scheduled Tribes in relation to that state (or union territory, as the case may be) (Constitution of India, 1986, p.117).

Under Article 342(2) Parliament may by law include in or exclude from the list of Scheduled Tribes specified in a notification issued under Clause (1) any tribe or tribal community or part of or group of within any tribe or tribal community, but save as aforesaid a notification issued under the said clause shall not be varied by any subsequent notification (Constitution of India, 1986, p. 117).

## CHAPTER II

### CONSTITUTIONAL SAFEGUARDS FOR THE SCHEDULED CASTES AND SCHEDULED TRIBES IN INDIA

The "Backward Classes" included three sections of Indian society viz.

- 1) The Scheduled Castes,
- 2) The Scheduled Tribes, and
- 3) Other Backward Classes.

The constitution framers tried to solve the problem of Backward Classes through legislation. The Indian Constitution provides some special concessions to the Backward Classes.

#### 2.1 Constitutional Provisions

The Constitution of India make General and Specific Provisions for the Scheduled Castes and Scheduled Tribes.

##### 2.1.1 Constitutional Provisions - General

There are the preamble and Article 38 holding forth the ideal of a society in which social, economic and political justice shall inform all institutions of national life. The central provision, however, is in Article 17, which declares that 'untouchability' is abolished and its practice in any form forbidden. The enforcement of any disability arising out of its practice becomes an offence punishable under the law. There are then the general provisions in Articles 15,

23, 29(2), and 25. Article 15 prohibits discrimination against any citizen on grounds only of religion race, caste, sex, place of birth or any of them to ensure that no citizen shall be subject to any disability liability, restriction or condition with regard to access to shops, public restaurants, hotels and places of public entertainment, or the use of wells, tanks, bathing ghats, roads and places of public resorts maintained wholly or partly out of state funds or dedicated to the use of the general public. Article 23 prohibits traffic in human beings and beggar and other similar forms of forced labour and makes any contravention of this provision an offence punishable in accordance with law. Article 29(2) provides that no citizen shall be denied admission into any educational institution maintained or aided by the state on grounds only of religion, race, caste, language or any of them. Lastly, Article 25 envisages a law providing for throwing open of Hindu religious institutions of a public character to all classes and sections of Hindus.

#### 2.1.2 Constitutional Provisions - Specific

More specific articles are 46, 330, 332 and 335 (Part XVI). Article 46 lays down as one of the directive principles of state policy, the promotion with special care of the educational and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and Scheduled Tribes and protecting these people from social injustice and all forms of exploitation.

Article 330 makes provisions for reservation of seats for these weaker sections in Lok Sabha (House of the People). Article 332 contemplates similar reservations for these classes in the states. Article 335 seeks to ensure that in making appointments to public services and posts, the claims of these sections are duly taken into considerations. Further Articles 341 and 342 empower the President to specify by public notification the castes, races or tribes or tribal communities which shall for the purpose of the Constitution be deemed to be Scheduled Castes and Scheduled Tribes, authorising at the same time, Parliament by law to include in or to exclude from these lists any caste, race or tribe. Article 164 provided for the appointment in certain states of ministers specially in charge of the welfare of Scheduled Castes and Scheduled Tribes. Article 338 makes provision for a special officer for Scheduled Castes and Scheduled Tribes (designated Commissioner for Scheduled Castes and Scheduled Tribes) to report to the President at regular intervals upon the working of the safeguards in respect of these classes, with provision for laying his reports before the House of Parliament. The commissioner presents a report for every year, which occasions a debate in Parliament and also provides valuable assistance to the Parliamentary Committee exclusively concerned with the welfare of Scheduled Castes and Scheduled Tribes. Article 339 envisages the appointment of a commission on the expiry of

10 years to report on the administration of the scheduled areas and welfare of the Scheduled Tribes in the state. Article 340 provides for the appointment of a commission to investigate the conditions of socially and educationally backward classes and requires its report to be laid before the House of Parliament with a memorandum on the action taken thereon. (Constitution of India, 1986). (For particular Articles, See Appendix A.2.1).

## 2.2 Lists of Scheduled Castes and Scheduled Tribes

The Lok Sabha Secretariat (1986) observed that, in pursuance of the provisions of Articles 341 and 342, the President, after the promulgation of the Constitution, made two orders in 1950, in relation to the then part 'A' and part 'B' states called (i) the Constitution (Scheduled Castes) Order 1950 and (ii) the Constitution (Scheduled Tribes) Order 1950. These orders, inter alia, specified various castes and tribes as Scheduled Castes and Scheduled Tribes in relation to respective states and union territories.

A Bill called "The Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1976", providing for the removal of area restrictions except in cases where it was considered necessary and for readjustment of representation of parliamentary and assembly constituencies was introduced in the Fifth Lok Sabha. It was passed by Parliament and

"the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1976" came into force with effect from 27th July 1977. The existing lists of the Scheduled Castes and Scheduled Tribes were kept untouched and no new castes or tribe was included or deleted (GOI, 1986d, pp. 2-5).

### 2.3 Special Provisions for Scheduled Tribes

The Lok Sabha Secretariat (1986) point out that, ever since the promulgation of the Constitution the problems of the Scheduled Tribes are engaging the careful attention of the Government of India. The scheduled areas and Scheduled Tribes Commission was of the view that, "the problem of problems is not to disturb the harmony of tribal life and simultaneously work for its advance, not to impose anything upon the tribals and simultaneously work for their integration as members and part of the Indian family." Both these objects were in the minds of the framers of the Constitution when they provided special measures in the Constitution. Under Article 275 provision has been made for special grants by the Central Government to a State Government for the purpose of promoting the welfare of the Scheduled Tribes in that state or raising the level of administration of the scheduled areas therein to that of the administration of the rest of the areas of that state.

Article 339(2) states that, "The executive power of the union shall extend to the giving of directives to a state

as to the drawing up and execution of schemes specified in the direction to be essential for the welfare of the Scheduled Tribes in the states." This provision is aimed at coordinating the activities of the central and the state governments in the matter of welfare schemes for the Scheduled Tribes.

The Constitution makes special provisions for the administration of certain areas called "Scheduled Areas" in states other than Assam and Meghalaya even though such areas are situated within a state or union territory because of the backwardness of the people of these areas. The power to declare any area as "Scheduled Areas" is given to the President. Special provisions for the administration of such areas are given in the Fifth Schedule of the Constitution.

The Constitution provides for the appointment of a Commission to report on the administration of the Scheduled Areas and the welfare of Scheduled Tribes in the States. The President may appoint such Commission at any time, but the appointment of such commission at the end of 10 years from the commencement of the Constitution is obligatory.

For proper execution of the special plans, projects and schemes for the welfare of the Scheduled Tribes, the Constitution provides in Article 164(1). Paragraph 14(3) of the Sixth Schedule of the Constitution, relating to the Administration of Tribal Areas in the states of Assam and Meghalaya (GOI, 1986d, pp. 5-7).



## 2.4 The Backward Classes Commissions

In the following sections of the present work we shall be concerned with the provisions and implementation of Article 340 for the appointment of a commission to investigate the condition of backward classes. We shall study:

- 1) Terms of reference,
- 2) Criteria of backwardness,
- 3) The recommendations of the commission, and
- 4) Government action on commission report.

### 2.4.1 The First Backward Classes Commission (Kalelkar Commission)

#### 2.4.1.1 Terms and References

On January 29, 1953 central government appointed first Backward Classes Commission under the Chairmanship of Shri Kakasaheb Kalelkar, a Member of Parliament under Article 340 of the Constitution.

The terms of references of the Commission as announced in the notification were:

The Backward Classes Commission shall:

(a) determine the criteria to be adopted in considering whether any section of the people in the territory of the India (in addition to the Scheduled Castes and Scheduled Tribes specified by notifications issued under Articles 341 and 342 of the Constitution) should be treated as socially and educationally backward classes, and in accordance with

such criteria. Prepare a list of such classes setting out also their approximate numbers and their territorial distribution.

(b) investigate the conditions of all such socially and educationally backward classes and the difficulties under which they labour : and make recommendations -

(i) as to the steps that should be taken by the union or any state to remove such difficulties,

(ii) as to the grants that should be made for the purpose by the union or any state and the conditions subject to which such grants should be made,

(c) investigate such other matters as the president may hereafter refer to them, and

(d) present to the president a report setting out the facts as found by them and making such recommendations as they think proper (GOI, 1955a, pp. 2-3).

The Commission submitted its report on 30th March 1955.

#### 2.4.1.2 Criteria of Backwardness

After a consideration of social conditions in Indian society and the causes for the backwardness of a large section of the people, the Backward Classes Commission formulated the following criteria for the determination of the backward classes. They were:

1) Low social position in the traditional caste hierarchy of Hindu society.

2) Lack of general educational advancement among the major section of a caste or community.

3) Inadequate or no representation in government service,

4) Inadequate representation in the field of trade, commerce and industry.

The Backward Classes Commission states following description with notes would be found helpful for classification of various communities as educationally and socially backward:

1) Those who suffer from the stigma of untouchability or near untouchability. (These are already classified as Scheduled Castes).

2) Those tribes who are not yet sufficiently assimilated in the general social order. (These are already classified as Scheduled Tribes).

3) Those who, owing to long neglect have been driven as a community to crime. (These are known as criminal tribes and now are known as ex-criminal tribes or denotified groups).

And also the Commission states that, the remainder would be considered as belonging to other backward classes. They were:

4) Those nomads who do not enjoy any social respect and who have no appreciation of a fixed habitation and are given to mimicry, begging, jugglery, dancing etc.

5) Communities consisting largely of agricultural or landless labourers.

6) Communities consisting largely of tenants without occupancy rights and those with insecure land tenure.

7) Communities consisting of a large percentage of small land owners with uneconomic holdings.

8) Communities engaged in cattle, breeding, sheep breeding or fishing on a small scale.

9) Artisan and occupational classes without security of employment and whose traditional occupations have ceased to be remunerative.

10) Communities, the majority of whose people, do not have sufficient education and, therefore, have not secured adequate representation in government service.

11) Social groups from among the muslims, christians and sikhs who are still backward socially and educationally.

12) Communities occupying low position in social hierarchy (GOI, 1955a, pp. 46-47).

#### 2.4.1.3 The Recommendations of the Commission

Some of the most noteworthy recommendations of the Commission were:

1) The Commission proposed reservation for other backward classes in all government and local body services will be as follows:

Class I - 25 per cent  
 Class II - 33 1/3 per cent, and  
 Class III & IV - 40 per cent (GOI, 1955a, p. 140).

2) Reservation of 70 per cent seats in all technical and professional institutions for qualified students of backward classes (GOI, 1955a, p. 202).

3) Treating all women as a class backward. (GOI, 1955a, p. 31).

4) Undertaking castewise enumeration of population in the census of 1961 (GOI, 1955a, p. 140).

#### 2.4.1.4 Government Action on Commission Report

The Backward Classes Commission Report was laid on the table of both houses of Parliament on September 3, 1956. The government has given careful thought to the report submitted by the Commission. Ministry of Home Affairs expressing his view about the Commission in memorandum on the report of the Backward Classes Commission (1956) that, "The task that had been entrusted to the Commission was of great complexity specially in the respect of the first term of reference. There is a well-defined and easily ascertained criterion namely that of untouchability in the case of Scheduled Castes and similarly such a criterion is available in the case of the Scheduled Tribes. But no simple and clear-cut line of distinction is available regarding other castes and classes whose members may be backward. And also states that, the

Report of the Commission has not been unanimous on this point. In fact, it reveals considerable divergence of opinion.

The Ministry of Home Affairs accounted with wonder that "The Commission's list contains as many as 2399 communities out of which 913 alone account for an estimated population of 11.51 crores! Scheduled Castes and Scheduled Tribes will make up another 7 crores. Women as a class have also been regarded by them as backward though they have not listed them among the backward classes since they do not form a separate community."

Lastly, Ministry of Home Affairs concluded that further investigations will have to be undertaken so that the deficiencies that have been noticed in the finding of the Commission are made good and the problem is solved with due regard to the requirements of Article 340 of the Constitution and the Ministry requested to the state governments that to render every possible assistance and to give all reasonable facilities to the people who come within the category of backward classes in accordance with their existing lists and also the such others who in their opinion deserve to be considered as socially and educationally backward in the existing circumstances (GOI, 1956b, pp. 1-5).

#### 2.4.2 The Second Backward Classes Commission (Mandal Commission)

Under Article 340 of the Constitution, the President appointed a Backward Classes Commission in January 1979.

(Janata Government) under the Chairmanship of Shri B. P. Mandal.

#### 2.4.2.1 Terms and References

The terms of references of the Commission as announced in the notification were ; The Backward Classes Commission shall

1) to determine the criteria for defining the socially and educationally backward classes,

2) to recommend steps to be taken for the advancement of the socially and educationally backward classes to be identified, and .

3) to examine the desirability or otherwise making provision for the reservation of the appointments or posts in favour of such backward classes of citizens who are not adequately represented in public service and post in connection with the affairs of the union or any state.

4) present to the President a report setting out the facts as found by them and making such recommendations as they think proper (GOI, 1981a, p. vii).

The Commission submitted its report on December 12, 1980.

The Commission were prepared special questionnaires, though the questionnaires information was collected from the central and state governments and from the general public. A socio-economic field survey was conducted through a panel headed by Prof. M. N. Srinivas (GOI, 1981a, p. 13).

#### 2.4.2.2 Criteria of Backwardness

The Commission evolved 11 indicators or criteria for determining social and educational backwardness. These 11 indicators were grouped under three broad heads: that is social, educational and economic. They are as follows:

##### Social

- 1) Castes/classes considered as socially backward by others.
- 2) Castes/classes which mainly depend on manual labour for their livelihood.
- 3) Castes/classes where at least 25 per cent females and 10 per cent males above the state average get married at an age below 17 years in rural areas and at least 10 per cent females and 5 per cent males do so in urban areas.
- 4) Castes/classes, where participation of females in work is at least 25 per cent above the state average.

##### Educational

- 5) Castes/classes where the number of children in the age group of 5-15 years, who never attended school at least 25 per cent above the state average.
- 6) Castes/classes, where the rate of students drop out in the age group 5-15 years is at least 25 per cent above the state average.
- 7) Castes/classes amongst whom the proportion of matriculates is at least 25 per cent below the state level.



Economic

8) Castes/classes, where the average value of family assets is at least 25 per cent below the state average.

9) Castes/classes, where the number of families living in kuccha houses is at least 25 per cent above the state average.

10) Castes/classes, where the source of drinking water is beyond half a kilometer for more than 50 per cent of the households.

11) Castes/classes, where the number of households having taken consumption loan is at least 25 per cent above the state average.

The Commission decided that the social factors should have highest weightage and assigned three points to social indicators. The educational backwardness was assigned two points. The economic factors were put on the last ladder of weightage and were assigned one point each. As a result of this application, all cases which had a score of 50 per cent (that is 11 points out of total 22 points) or above, were listed as socially and educationally backward and the rest were treated as advanced. The Commission assumed that socially and educationally backward classes are economically backward also (GOI, 1981a, p. 53).

#### 2.4.2.3 The Recommendations of the Commission

The Commission's main recommendations are contained

in Chapter 13 of the first part of the report. The following are its recommendations.

1) Scheduled Castes and Scheduled Tribes constitute 22.5 per cent of the country's population. Accordingly, a pro-rata reservation of 22.5 per cent has been made for them in all services and public sector undertakings under the central government. In the states also, reservation for Scheduled Castes and Scheduled Tribes is directly proportional to their population in each state.

As stated in the last chapter (para 12.12), the population of OBCs both Hindu and non-Hindu, is around 52 per cent of all posts under the central government should be reserved for them. But this provision may go against the law laid down in a number of supreme court judgement wherein it has been held that the total quantum of reservation under Articles 15(4) and 16(4) of the Constitution should be below 50 per cent. In view of this the proposed reservation for OBCs would have to be pegged at a figure which, when added to 22.5 per cent for Scheduled Castes and Scheduled Tribes, remains below 50 per cent. In view of this legal constraint, the Commission is obliged to recommend a reservation of 27 per cent only, even though their population is almost twice this figure.

2) The Commission recommended that a reservation should apply to all government services as well as technical and professional institutions, both in the centre and in the

states. The Commission has also recommended that similar to the other provisions for Scheduled Castes and Scheduled Tribes, there should be a roster system and a carry-forward rule.

3) As regard the educational concessions, apart from reservations in selections, free educations, free education and boarding facilities are recommended by the Commission.

4) Regarding the period of operation of the Commission's recommendations the entire scheme should be reviewed after twenty years.

The Commission has finally recommended a list of over 2000 castes to be included in the Other Backward Classes. This list is prepared statewise (GOI, 1981a, pp. 57-60).

#### 2.4.2.4 Government Action on Commission Report

The report has not yet been accepted by the central government and hardly any state government has accepted it.

But the report has led to the intensive social conflicts through the organisations of different castes.

Appendix A.2.1 : Constitutional Provisions for the  
Scheduled Castes and Scheduled Tribes

The following Articles of the Constitution of India make general and specific references to the Scheduled Castes and Scheduled Tribes:

Part III - Fundamental Rights

General

Article 12 - Definition

Right of Equality

Article 14 - Equality before Law

Article 15 - Prohibition of discrimination on grounds of religion, race, caste, sex or place of birth.

Article 16 - Equality of opportunity in matters of public employment.

Article 17 - Abolition of untouchability

Right of Freedom

Article 19 - Protection of certain rights regarding freedom of speech etc.

Right against Exploitation

Article 23 - Prohibition of traffic in human beings and forced labour.

Cultural and Educational Rights

Article 29 - Protection of interests of minorities.

Article 30 - Right of minorities to establish and administer educational institutions.

Right to Constitutional Remedies

Article 32 - Remedies for enforcement of rights conferred by this part.

Part IV - Directive Principles of State Policy

Article 37 - Application for the principles contained in this part.

Article 38 - State to secure a social order for the promotion of welfare of the people.

Article 39 - Certain principles of policy to be followed by the state.

Article 45 - Provision for free and compulsory education for children.

Article 46 - Promotion of educational and economic interests of Scheduled Castes, Scheduled Tribes and other weaker sections.

Part VI - The States

Chapter II - The Executive Council of Ministers

Article 164 - Other provisions as to ministers

Chapter V - The High Courts in the States

Article 226 - Power of High Courts to issue certain writs.

Part X - The Scheduled and Tribal Areas

Article 244 - Administration of scheduled areas and tribal areas

Part XII - Finance, Property, Contracts and Suits

Chapter I - Finance - Distribution of Revenues between the Union and the States

Article 275 - Grants from the union to certain states

Part XIV - Services under the Union and the States

Chapter II - Public Service Commissions

Article 320 - Functions of public service commissions

Part XV - Elections

Article 325 - No person to be ineligible for inclusion in, or to claim to be included in a special electoral roll on grounds of religion, race, caste or sex.

Part XVI - Special Provisions Relating to Certain Classes

Article 330 - Reservation of seats for Scheduled Castes and Scheduled Tribes in the houses of the people.

Article 332 - Reservation of seats for Scheduled Castes and Scheduled Tribes in the Legislative Assemblies of the states.

Article 334 - Reservation of seats and special representation to cease after thirty years.

Article 335 - Claims of Scheduled Castes and Scheduled Tribes to services and posts.

Article 338 - Special officer for Scheduled Castes, Scheduled Tribes etc.

Article 339 - Control of the union over the administration of scheduled areas and the welfare of Scheduled Tribes.

Article 340 - Appointment of a commission to investigate the conditions of backward classes

Article 341 - Scheduled Castes

Article 342 - Scheduled Tribes

Part XIX - Miscellaneous

Article 366 - Definitions  
(24) (25)

## CHAPTER III

### POLICIES AND PROGRAMMES FOR THE SCHEDULED CASTES AND SCHEDULED TRIBES

#### 3.1 The Constitutional Provisions

The Scheduled Caste and Scheduled Tribe communities have for historical reasons, remained socially and economically backward, and hence concerted efforts have been made under the plan to raise their social and economic status, as required by the Directive Principles of Articles 46 and 275 of the Constitution of India.

According to Article 46, "The state shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation. (Constitution of India, 1986). Under Article 275 provision has been made for special grants by the central government to a state government for the purpose of promoting the welfare of the Scheduled Tribes in that state or raising the level of administration of the scheduled areas therein to that of the administration of the rest of the areas of that state.

In pursuance of the provision of Articles 46 and 275 of the Constitution, funds were provided in all the five year plans for schemes for the welfare of Scheduled Castes and



Scheduled Tribes with a view to help them to come to the level of the rest of the citizens.

In the following sections of the present work we shall be concerned with the provisions and implementation of Articles 46 and 275 for the Scheduled Castes and Scheduled Tribes. In particular we shall study:

- i) Planwise expenditure,
- ii) Strategy for the development of Scheduled Castes and Scheduled Tribes, and
- iii) Various centrally sponsored programmes for the development of Scheduled Castes and Scheduled Tribes.

### 3.2 Population of Scheduled Castes and Scheduled Tribes

The Scheduled Castes and Scheduled Tribes whose total population is 10.6 crores and 5.4 crores respectively according to 1981 Census; constitute 15.75 per cent and 7.9 per cent respectively of the total population of the country.

Table 3.1 shows the population of Scheduled Castes and Scheduled Tribes according to 1961, 1971 and 1981 Censuses.

It is observed from Table 3.1 that the population of Scheduled Castes and Scheduled Tribes has been stable over the decade 1961-71. The population of Scheduled Castes and Scheduled Tribes have been increasing over the decade 1971-81, accounted for 1 per cent of the total population of Scheduled Castes and Scheduled Tribes.

Table 3.1 : Population of Scheduled Castes and Scheduled Tribes

					(Millions)
Year	Total population	SC population	SC as % of the total	ST population	STs as % of the total
1961	439	65	14.6	30	6.9
1971	548	80	14.5	39	6.9
1981	685	106*	15.5	54*	7.9

\* Includes projected estimates for Assam.

Source : GOI (1985), p. 329.

### 3.3 Rural and Urban Distribution of Scheduled Castes and Scheduled Tribes

According to 1981 Census, 84 per cent and 93.80 per cent of the total Scheduled Castes and Scheduled Tribes population resides in the rural areas respectively and only 16 per cent and 6.20 per cent respectively resides in the urban areas.

Table 3.2 reveals that the percentage of Scheduled Castes to total Scheduled Castes population and the percentage of Scheduled Tribes to total Scheduled Tribes population in rural areas is quite high compare to the percentage of general population to total general population in India according to the Census 1981.

**Table 3.2 : Percentage Distribution of Scheduled Castes and Scheduled Tribes in Rural and Urban Areas to the Total Population of Scheduled Castes and Scheduled Tribes According to 1981 Census**

Item	Rural	Urban	Total
India - Percentage of total population	76.69	23.31	100.00
India percentage of Scheduled Castes total Scheduled Castes population <u>a/</u>	84.00	16.00	100.00
India percentage of Scheduled Tribes total Scheduled Tribes population <u>b/</u>	93.80	6.20	100.00

Source : a/ - Census of India 1981b, pp. xxv & xxiv.

b/ - Census of India 1981c, pp. xxiv.

#### 3.4 Land Ownership among Scheduled Tribe and Scheduled Caste Households

National Sample Survey (NSS) the 37th round data provides a separate tabulation for the categories of Scheduled Tribe and Scheduled Caste households.

Table 3.3 shows the percentage of Scheduled Tribe and Scheduled Caste households to all households and their share of area owned in the total area owned by all households.

The survey reveals that of the total households in rural areas of the country about 10 per cent belonged to the

Table 3.3 : Land Ownership among Scheduled Tribe and Scheduled Caste Households

Social group	Percentage of	
	House-holds	Area owned
Scheduled Tribes	9.75	10.10
Scheduled Castes	19.71	7.89
Others	70.55	82.01
All households	100.00	100.00

Source : GOI (1988c), p. 15.

Scheduled Tribes and another 20 per cent to the Scheduled Caste community. Interestingly, between the two social groups, Scheduled Tribe households appear to be much better off than Scheduled Caste households as the percentage of tribal households and the percentage of area owned by them were both nearly 10, whereas Scheduled Caste households constituting about 20 per cent of total households had a share of only 8 per cent in the total owned area, on the other hand, 82 per cent of total owned area belonged to the remaining 70 per cent other households. The problems of Scheduled Tribe and Scheduled Caste households are well recognised. That the percentage of these two groups is comparatively more among households owning no land or only small holdings and

much less among households owning large holdings, has been known for a long time (GOI, 1988c, pp. 15-16).

3.5 Strategy for the Economic Development of Scheduled Castes and Scheduled Tribes in the Planning Period

In the first two plans, welfare programmes were drawn up and implemented for improving the educational and economic status of the Scheduled Castes, Scheduled Tribes and other backward classes. In addition, in the tribal and the scheduled areas, an area development approach was adopted. By the end of the Fourth Plan, however, it was evident that the strategy for the development of these disadvantaged groups would have to be based on comprehensive economic and human resource development efforts so that these sections of the population would acquire the ability to utilise the fruits of general economic development programmes. The tribal sub-plan approach was adopted in the Fifth Plan and the special component plans (for Scheduled Castes) formulated in the Sixth Plan and these resulted in earmarked allocations for the tribal sub-plan and Scheduled Castes socio-economic development, apart from the general programmes of economic development undertaken by the central and state governments. In the Sixth Plan, the emphasis shifted from welfare to family and beneficiary oriented development schemes within the general framework of socio-economic programmes specially directed at and designed for the benefit of the Scheduled

Castes and Scheduled Tribes. In the Sixth Plan a definite target of assisting 50 per cent of the Scheduled Castes and Scheduled Tribes families to cross the poverty line was adopted for the first time.

Clearly at the beginning of the Seventh Plan, an assessment is called for in order to ascertain if the major objective of narrowing the socio-economic gap between the general economic and social development and that of the Scheduled Castes, Scheduled Tribes and other backward classes has been achieved and to know how far the modified strategies have been successful in tackling the historical legacy of their backwardness. Specifically it is important to know what has been the impact of the programmes undertaken for their benefit in the following areas:

- a) Education, which accounted for over 50 per cent of all expenditure upto the end of the Sixth Plan;
- b) Economic programmes, which accounted for about 28 per cent of expenditure till the end of the Sixth Plan; and
- c) Social welfare schemes, which accounted for about 22 per cent of total expenditure till the end of the Sixth Plan (GOI, 1985, p. 329).

### 3.6 Expenditure on Welfare of Backward Classes

The welfare of Scheduled Castes and Scheduled Tribes is given special attention by both the central and state governments. Special programmes for their welfare have been

undertaken in the successive five year plans and the size of investment on these special programmes has been from plan to plan as shown in Table 3.4.

It will be observed from Table 3.4 that the plan/yearwise actual expenditure on welfare of backward classes by central government, state governments and union territories administrators has been increasing over the planning period. But when considered the plan/yearwise percentage of actual expenditure to total expenditure, it is declining.

### 3.7 Special Component Plan for the Scheduled Castes (SCP)

#### 3.7.1 Strategy of the Special Component Plan (SCP)

The Sixth Report of the Commission for the Scheduled Castes and Scheduled Tribes (1987) observed that "one of the main causes for the slow development of the Scheduled Castes during the earlier plans has been the lack of economic support programmes."

The Special Component Plan evolved for the Sixth Five Year Plan gave a new dimension to the approach and strategy for the development of the Scheduled Castes. It envisaged three important instruments for the development of Scheduled Castes namely,

1) the special component plans of the states and the central ministries (SCPs),

2) the Special Central Assistance (SCA), and

**Table 3.4 : Plan/Yearwise Expenditure on Welfare of Backward Classes by Heads of Development : Centre, States and Union Territories from 1951 to 1988-89**

(Rs.in crores)				
Plan/Year	Total ex- penditure	Amount actual	Percentage distribution	Total
First Plan <sup>a</sup> 1951-56	1960	32	1.63	100
Second Plan <sup>a</sup> 1956-61	4672	83	1.78	100
Third Plan <sup>b</sup> 1961-66	8576.5	99.1	1.2	100
Annual Plan <sup>b</sup> 1966-69	6625.4	73.6	1.1	100
Fourth Plan <sup>b</sup> 1969-74	15778.8	164.6	1.0	100
Fifth Plan <sup>b</sup> 1974-79	39426.2	724.0*	1.8	100
Annual Plan <sup>b</sup> 1979-80	12176.5	247.9*	2.0	100
i) 1980-81 <sup>c</sup>	8994	58	0.64	100
ii) 1981-82 <sup>c</sup>	10250	153	1.49	100
iii) 1982-83 <sup>c</sup>	11913	149	1.25	100
iv) 1983-84 <sup>c</sup>	14038	145	1.03	100
v) 1984-85 <sup>c</sup>	16615	206	1.24	100
(i+v) Sixth Plan 1980-85 <sup>c</sup>	61810	711	1.15	100
i) 1985-86 <sup>c</sup>	19914	180	0.90	100
ii) 1986-87 <sup>c</sup>	22941	221	0.96	100
iii) 1987-88 <sup>c</sup>	24925	235	0.94	100
iv) 1988-89 <sup>c</sup>	25714	305	1.19	100

**Note** : \* Includes hill and tribal areas

**Sources** : a - Ezetiel (1984), p. 170  
 b - GOI (1987a), p. S.31.  
 c - GOI (1988a), pp. 109-110.



3) the Scheduled Castes Development Corporations in the states (SCDCs).

### 3.7.2 The Special Component Plans (SCPs)

The strategy of the Special Component Plan envisages identification of schemes under general sectors of development in the plans of states and of the central ministers which would be of benefit to the Scheduled Castes quantification or channelling of funds from all divisible programmes under each sector, and determination of specific targets in terms of Scheduled Castes families which are to be benefited from these programmes under each sector. Thus a careful and systematic effort is being made as part of the Annual Plan exercise to extend adequate benefits to the Scheduled Castes from all possible plan schemes through composite income generating programmes. It has been further envisaged that at least 50 per cent of Scheduled Caste families living below the poverty line are to be assisted to enable them to cross the poverty line and that the family oriented programmes are to cover all the major groups among the Scheduled Castes such as agricultural labourers, small and marginal farmers, fishermen, traditional artisans, sweepers and scavengers, and unorganised labourers in urban areas living below the poverty line. In addition, the Special Component Plan also attempts to improve the living conditions of the Scheduled Castes in their "bastis" through provision of drinking water supply,

link roads, houses and house sites, and such services as primary schools, health centres, Panchayat Ghars, community halls, and rural electrification both under the Minimum Needs as well as other programmes, so as to facilitate their access to social, educational and other community services (GOI, 1987b, p. 18).

### 3.7.3 Special Central Assistance (SCA)

The Government of India continued to provide special central assistance to the states special component plans for the Scheduled Castes during the year and this assistance has had the desired effect in motivating the state governments to provide larger outlays in their special component plans. The amount of special central assistance released during various years is given in Table 3.5.

It is observed from Table 3.5 that the amount have been increasing from 1978-79 to 1986-87. The proposed outlay for Special Central Assistance (SCA) to Special Component Plan (SCP) for the Seventh Five Year Plan period (1985-90) is Rs. 930 crores. The proposed outlay of Special Central Assistance (SCA) for 1987-88 is Rs. 175 crores (GOI, 1987h, p. 14).

### 3.7.4 Scheduled Castes Development Corporations (SCDCs)

The Ministry of Welfare States in his Welfare Report 1986-87 (1987) that the Scheduled Castes Development

**Table 3.5 : Special Central Assistance to the States for the Scheduled Castes by Central Government**

Year	SCA(Rs.in crores)
1979-80	5.00
1980-81	100.00
1981-82	110.00
1982-83	120.00
1983-84	130.00
1984-85	140.00
1985-86	165.00
1986-87	175.00
1987-88	175.00

Source : GOI (1987h), p. 14.

Corporations in the states envisages providing an inter face between Scheduled Caste families and financial institutions in respects of bankable schemes of economic development. Eighteen states and three union territories with a sizable population of Scheduled Castes have set up Scheduled Castes Development Corporations. The Government of India provides assistance to states for share capital investment in their corporations in expanding their activities in the ratio of 49:51 and this has helped the corporations in expanding

their activities. The amount released by the state governments and the Government of India to Scheduled Castes Development Corporations is as follows.

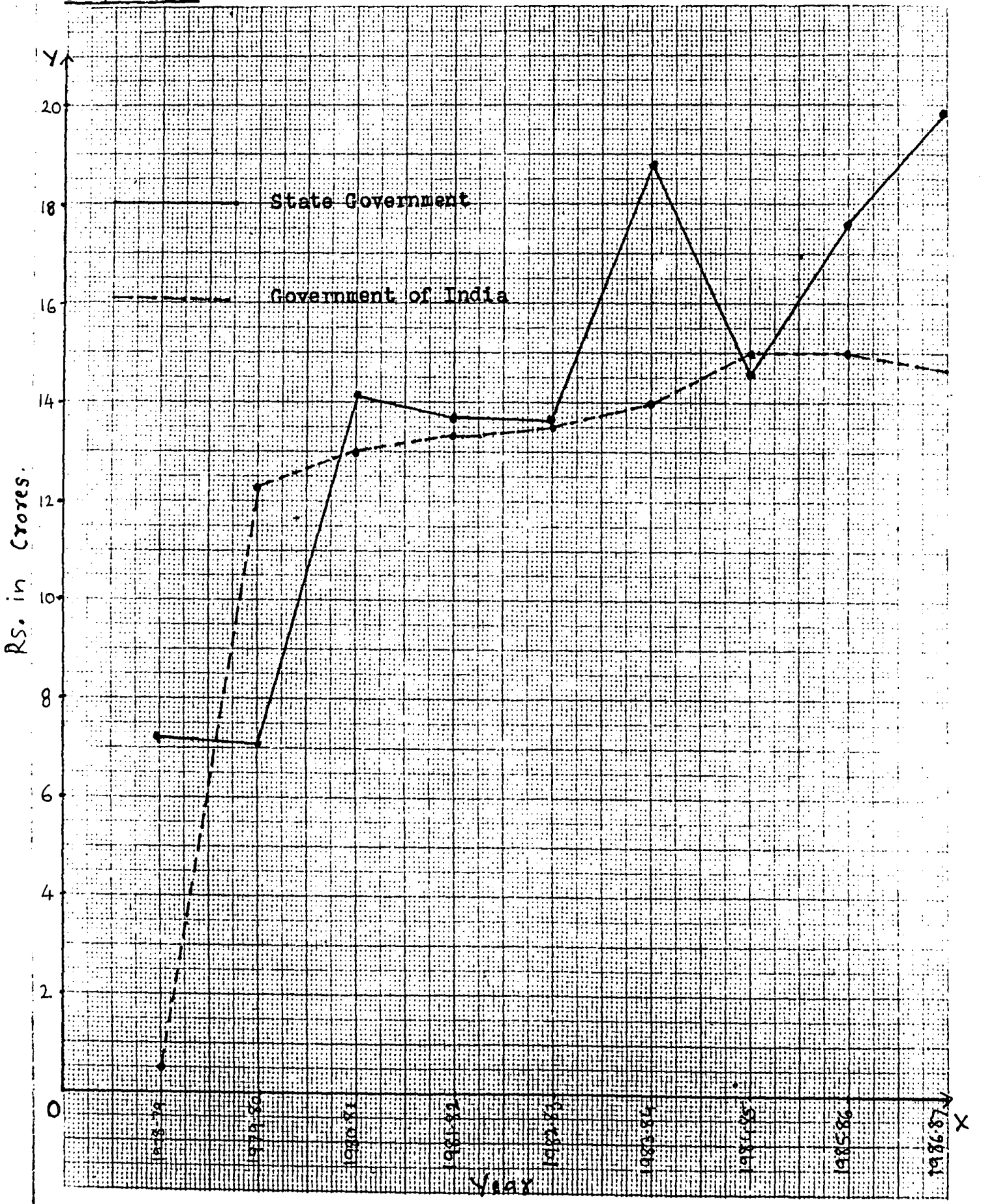
Against a target of 50 lakh Scheduled Caste families more than 25 lakhs Scheduled Caste families have been covered under this scheme during the Sixth Five Year Plan. An outlay of Rs. 15 crores has been provided by the Government of India for 1985-86 (GOI, 1987h, p. 16).

Table 3.6 : The Amount Released by the State Governments and the Government of India to Scheduled Castes Development Corporations

Year	(Rs. in crores)	
	State government contribution	Amount released by the Government of India
1978-79	7.11	.5
1979-80	7.03	12.24
1980-81	14.03	13.00
1981-82	13.68	13.32
1982-83	13.64	13.50
1983-84	18.66	14.00
1984-85	14.54	15.00
1985-86	17.55	15.00
1986-87	19.82	14.58

Source : GOI (1987h), p. 17.  
(See Graph 3.1).

Graph G.3.1: Investment on Scheduled Castes Development Corporations



### 3.8 Assistance Provided to Scheduled Castes and Scheduled Tribes by Financial Institutions

Financial assistance provides to Scheduled Castes and Scheduled Tribes by following financial institutions. These are:

- 1) Small Farmers Development Agency (SFDA),
- 2) Regional Rural Banks (RRBs), and
- 3) Nationalised Banks.

#### 3.8.1 Small Farmers Development Agency (SFDA)

The Small and Marginal Farmers Development Agency (SFDA) was started in the Fourth Five Year Plan.

Table 3.7 shows the details of the scheme and number of Scheduled Caste and Scheduled Tribe beneficiaries.

It will be observed from Table 3.7 that the Small Farmers Development Agency covering 874095 total beneficiaries of which 226536 persons belonged to Scheduled Castes and Scheduled Tribes (25.92 per cent).

#### 3.8.2 Regional Rural Banks (RRBs)

The Regional Rural Banks were set up as credit institutions to cater exclusively to the needs of the rural economy by providing credit and other facilities to the weaker sections of the society including the Scheduled Castes and Scheduled Tribes. The small and marginal farmers, agricultural labourers, artisans and small entrepreneurs were

Table 3.7 : Progress of Schemes Implemented - Details of Scheduled Caste and Scheduled Tribe Beneficiaries under SFDA Programme During 1979-80

Item	Beneficiaries 1979-80		Percentage
	Total	SC/ST	
Improved agriculture	621290	162640	26.18
Minor irrigation	99595	24230	24.33
Animal husbandry	140137	36490	26.04
Village industries	2779	681	24.51
Forestry & pasture	2536	730	28.79
Others (territory sector)	7758	765	22.75
<b>Total</b>	<b>874095</b>	<b>226536</b>	<b>25.92</b>

Source : GOI (1981e), p. 72.

covered by these banks. So far, 84 RRB covering 141 districts in 17 states of the country have been established.

The Twenty Seventh Report of the commissioner for Scheduled Castes and Scheduled Tribes (1982a) observed that the total number of loan accounts at the end of March 1980 was 17.09 lakhs and the total amount of loans outstanding was Rs. 168.41 crores; 1.45 lakh persons belonging to the Scheduled Castes and Scheduled Tribes (8.48 per cent) were provided financial assistance amounting to Rs.2023.02 lakhs (12.01 per cent) (GOI, 1982a, pp. 126-127).

### 3.8.3 Assistance Provided to Scheduled Castes and Scheduled Tribes by Nationalised Banks

After the nationalisation of some commercial banks in 1969, the scheme of differential rate of interest was introduced in 1972 to meet the credit requirements of weaker sections of the society including the Scheduled Castes and Scheduled Tribes. The rate of interest charged from these sections under the scheme was 4 per cent.

#### Targets for Banks

With a view to achieving these objectives certain targets have been stipulated for the banks, providing them with a time-bound programme to reach a certain proportion of their lending to the preferred sections and in rural areas/backward states. The targets are:

i) Advances to weaker sections within the small scale industries should constitute 12.5 per cent of total advances to small scale industries by 1985.

ii) Out of the total advances under differential rate of interest scheme 40 per cent should go to Scheduled Castes and Scheduled Tribes.

At the end of December 1979, the total amount outstanding under the Differential Rate of Interest Scheme was Rs. 141 crores covering 20.85 lakh beneficiaries, of which 8.78 lakh (43.4 per cent) belonged to SC/ST and received Rs. 61.1 crores (GOI, 1982a, pp. 124-125).



### 3.9 The Twenty Point Programme

#### 3.9.1 The Scheme

The 20 point programme was launched on 1st July 1975 as a "Garibi Hato" programme to alleviate the conditions of the poorer sections of the society.

The new 20 point programme broad-based in accordance with the directive from the Prime Minister to cover a number of major areas of social concern was launched on April 1st, along with the commencement of the annual plan for 1987-88.

The Seventh Five Year Plan has set a target of reducing the number of persons living below poverty line in rural areas from 39.9 per cent at the beginning of the plan to 28.2 per cent in 1989-90 and further to 10 per cent by 1994-95 and 5 per cent by 1990-2000. In order to bring a ray of hope in the life of every single poor family in every village, it is essential to ensure that one or the other of the anti-poverty programmes reaches every poor person in the country. The major poverty alleviation programmes launched in the Sixth Plan were the Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP). These programmes are being continued with stability as higher outlays and sharper focus is concentrated therein during the Seventh Plan (GOI, 1988h, p. 14).

While some schemes like RLEGP and the Family Welfare

Programmes are funded entirely by the central government, other programmes, namely IRDP, NREP and Bonded Labour Rehabilitation are jointly financed by central and state resources on a 50:50 basis (GOI, 1988h, p. 7).

### 3.9.2 The Progress of Implementation of Integrated Rural Development Programme (IRDP)

Table 3.8 shows the progress of implementation of Integrated Rural Development Programme.

It will be observed from Table 3.8 that the achievement of implementation of Integrated Rural Development Programme has been much higher than the target during the Sixth Five Year Plan.

Ministry of Agriculture (Department of Rural Development) mentioned in its Annual Report 1987-88 (1988) that the percentage of Scheduled Castes/Scheduled Tribe beneficiaries covered under Integrated Rural Development Programme increased from about 29 per cent in 1980-81 to 44.8 per cent during 1986-87. Among the Scheduled Caste/Scheduled Tribe beneficiaries the share of Scheduled Caste beneficiaries was 32 per cent and that of Scheduled Tribe 12.8 per cent (GOI, 1988b, p. 11).

### 3.10 Wage Employment Programmes

According to the Ministry of Programme Implementation (1988) the following wage employment programmes are creating durable community assets while also improving the quality of

**Table 3.8 : Progress of Implementation of IRDP During the Sixth Plan 1985-86 and 1986-87**

Item	Sixth Plan		Achievement	
	Target	Achievement	1985-86	1986-87
Total allocation (Rs. crores)	1500	1766.81	407.36	543.83
Total expenditure (Rs. crores)	1500	1661.17	441.10	604.37
Total team credit mobilised (Rs. crores)	3000	3101.61	730.15	997.78
Total investment (Rs. crores)	4500	4762.78	1171.25	1602.15
Total no. of beneficiaries covered (lakh Nos.)	SC/ST 50	SC/ST 64.03	SC/ST 13.23	SC/ST 16.80
Per capital subsidy (Rs.)	-	1003	1159	1292
Per capita credit (Rs.)	-	1872.72	2386	2667
Per capital investment	-	2875.72	3542	3959

Source : GOI, 1988h, p. 15.

life in the rural areas. These two programmes are as below:

- 1) National Rural Employment Programme (NREP), and
- 2) Rural Landless Employment Guarantee Programme (RLEGP) (GOI, 1988h, pp. 16-17).

### 3.10.1 National Rural Employment Programme (NREP)

According to the Ministry of Agriculture (Department of Rural Development) under NREP only works which benefit the community and are durable in nature are permitted to be taken up. To ensure that benefits of the programmes reach the weaker sections of society, 10 per cent of the allocations are earmarked for utilisation on works exclusively benefiting Scheduled Castes and Scheduled Tribes. The Ministry observed that 17 per cent of Scheduled Castes and Scheduled Tribes beneficiaries were covered under Sixth Plan and 20.2 per cent beneficiaries of both communities were covered in 1986-87 under NREP (GOI, 1988b, p. 12).

### 3.10.2 Rural Landless Employment Guarantee Programme (RLEGP)

The Ministry of Agriculture (Department of Rural Development) (1988b) states that among the rural landless labourers preference is given to Scheduled Castes and Scheduled Tribes for employment under RLEGP.

Table 3.9 shows the employment generation under RLEGP during Sixth Plan period and also during the years 1985-86, 1986-87 and 1987-88.

It is observed from Table 3.9 that the employment generation under RLEGP has been constant in 1986-87 and 1987-88 (GOI, 1988b, pp. 12-13).

Table 3.9 : Employment Generation under RLEGP During Sixth Plan Period and 1985-86, 1986-87 and 1987-88

Plan year	Total	(Lakh mandays)	
		Scheduled Castes	Scheduled Tribes
Sixth Plan	1336.33	436.04 (32.63)	245.08 (18.34)
1985-86	2379.79	819.00 (34.41)	395.23 (16.61)
1986-87	3053.72	1223.48 (40.00)	583.75 (18.00)
1987-88	1732.30	709.22 (40.94)	314.30 (18.14)

As on 15.1.1988

Source : GOI (1988b), pp. 12-13.

### 3.11 Self-Employment Programme

#### Training of Rural Youth for Self-Employment (TRYSEM)

The National Scheme of Training of Rural Youth for Self-Employment (TRYSEM) is an integral part of the integrated rural development programme. The scheme is providing technical skills to rural youth in the age-group of 18-35 years from families below the poverty line. The Ministry of Agriculture (Department of Rural Development) (1988b) observes that under the scheme priority is given to rural youth from Scheduled Castes and Scheduled Tribes. Their minimum coverage should be 30 per cent of the total youth selected for training (GOI, 1988b, p. 22).

3.12 Other Programmes for the Scheduled Castes and Scheduled Tribes

Second Report of the Commission for the Scheduled Castes and Scheduled Tribes (1981e) mentioned that the following programmes are useful for both the communities.

- 1) Khadi and Village Industries,
- 2) Fertilizers and Manures Scheme,
- 3) Animal Husbandry and Dairy Development Programme,
- 4) Crop Insurance Scheme,
- 5) Farmers Training and Education Programme,
- 6) Application of Science and Technology Science,
- 7) Minimum Needs Programme,
- 8) Drought Prone Area Programme (DPAP),
- 9) Desert Development Programme (DDP), and
- 10) Aid to voluntary organisations for Scheduled Castes and Scheduled Tribes,
- 11) Minimum wages for Agricultural Labourers,
- 12) Rehabilitation of Bonded Labour,
- 13) Land Reforms etc.

Also the above Commission (1981e) suggested Need Based Implementation of Economic Development Programmes to improve the economic conditions of the Scheduled Castes and Scheduled Tribes communities. These programmes are such as animal husbandry sheep and goat development, piggery development, poultry development, cattle insurance, special livestock production, dairy development, shifting cultivation,

minor irrigation, soil conservation, sericulture, horticulture and forestry programme (GOI, 1981e, pp. 64.98).

The above-mentioned various programmes could not yield the expected results for the Scheduled Castes and Scheduled Tribes because in this implementation the financial and physical targets were not earmarked for the Scheduled Castes and Scheduled Tribes separately. Therefore in future such earmarking separately for Scheduled Castes and Scheduled Tribes would be necessary.

### 3.13 Tribal Sub-Plan (TSP)

#### 3.13.1 The Plan .

The Tribal Sub-Plan is in operation since 1974-75 in 16 states and 2 union territories (GOI, 1987h, p. 25). It covers 184 integrated tribal development projects, 285 pockets of tribal concentration under modified area development approach, 47 clusters and 73 primitive tribal groups. The sub-plans cover 17 states and 2 union territories (GOI, 1988a, p. 263).

The Tribal Sub-Plan aims to:

- a) protect and promote tribal interests through legal and administrative support, and
- b) raise the socio-economic conditions of the tribal population and strengthen infrastructure in tribal areas (GOI, 1987h, p. 26).

The Tribal Sub-Plan programmes are being implemented through:

a) 184 Integrated Tribal Development Projects (ITDPs) comprising generally of tehsils/blocks with fifty per cent or more Scheduled Tribe population.

b) 277 pockets of tribal concentration (Modified Area Development Approach Projects) having a total population of 10,000 or more and Scheduled Tribe population of 50 per cent or more and

c) 73 primitive tribe projects.

The Scheduled Tribe population covered under the above specified projects in the nineteen states and Union Territories is about seventy-five per cent. It has been decided that during the Seventh Five Year Plan period the coverage of Scheduled Tribe population under the broad strategy of tribal sub-plan will be extended to hundred per cent.

The following objectives have been set up under Tribal Sub-Plan strategy during the Seventh Plan:

1) taking up family oriented beneficiary programmes through raising productivity levels of the beneficiary families in the field of agriculture, horticulture, animal husbandry, small industries, etc.

2) elimination of exploitation of tribals in the sphere of alienation of land, money-lending, debt bondage, forest, etc.

3) human resources development through education and training programmes,



4) infrastructure development,

5) development of vulnerable tribal areas and groups like forest villagers, shifting cultivators, displaced and migrant tribals including tribal women, and

6) upgradation of environment of tribal areas (GOI, 1987h, p. 27).

### 3.13.2 Twenty Point Programme

The 20 point programme - 1986 (T.P.P. - 1986) lays special emphasis on the development of Scheduled Tribes. The Ministry of Welfare the nodal ministry for overall policy, planning and coordination of programmes for the development of Scheduled Tribes is concerned with different points of TPP-1986 wherever the development of Scheduled Tribes is involved. In particular, the ministry is concerned with the following points relating to Scheduled Tribes:

a) Point 11 - Justice to Scheduled Castes and Scheduled Tribes,

b) Point 7(3) - Pay special attention to water supply for Scheduled Castes and Scheduled Tribes,

c) Point 14(3) - Lays special emphasis on construction of houses for Scheduled Castes and Scheduled Tribes,

d) Point 16(2) - Protects the traditional right of tribal population and local communities of access to fire wood and forest produce (GOI, 1987h, pp. 25-28).

In so far as it relates to poverty alleviation programme, it has been targeted to assist economically 40 lakhs tribal families during the Seventh Five Year Plan period, 19.03 lakh families were assisted during the first two years of the plan. During 1987-88, 5.68 lakh families have been assisted upon November 1987. Thus 60 per cent of the total target of families for Seventh Plan has already been achieved (GOI, 1988h, p. 13).

### 3.13.3 Special Central Assistance (SCA)

The Special Central Assistance (SCA) administered by the Ministry is one of the four sources of financing tribal sub-plan programmes, the others three being flow from state plan funds, flows from centrally sponsored schemes and institutional finance. The Planning Commission has approved an outlay of Rs. 756 crores as SCA for Tribal Sub Plan during the Seventh Five Year Plan (GOI, 1987b, p. 28). The SCA allocated for 1986-87 and 1987-88 has been Rs. 155 crores and Rs. 168.50 crores respectively. The budget allocation for 1988-89 is Rs. 175 crores (GOI, 1988h, pp. 13-14).

The Planning Commission has approved an outlay of Rs. 7560 million as Special Central Assistance (SCA) for Tribal Sub Plan (TSP) in the Seventh Plan. It is 55.7 per cent more than the Rs. 4,855.2 million provision for the Sixth Plan (Data India, 1987, p. 331).

### 3.14 Evaluation of Programmes

The Commission's (1987c) field officers as in previous years, continued to engage themselves with the evaluation of various programmes implemented for the welfare of Scheduled Castes and Scheduled Tribes under Tribal Sub-Plan (TSP), Integrated Rural Development Programme (IRDP) and the Backward Classes Welfare Sector etc. During the year 1984-85 15 such evaluation studies were completed.

Six studies were taken up on the following subjects:

- 1) An evaluation study on the working of micro project for the development of primitive tribe-saharia in Rajasthan,
- 2) Study on the implementation of the schemes under IRDP, SCP and TSP in Phulbani, District of Orissa,
- 3) Study on the impact of the implementation of schemes under IRDP, SCP and TSP, Bihar,
- 4) Study on the working of the IRDP in Myllien Development Block, Meghalaya,
- 5) Study on the working of schemes implemented by the Kerala State Development Corporation for Scheduled Castes and Scheduled Tribes,
- 6) Study of IRDP schemes in 24 Parganas, District of West Bengal.

The main observations made from these studies are:

- 1) Although the schemes have been formulated to

benefit the poorest of the poor, the benefits are generally cornered by the more resourceful persons who may or may not be below the poverty line.

2) Most of the poorest sections are neither aware of the schemes nor about the procedures required to be followed.

3) A few among the poorest sections who get selected for benefits are often made to forcibly sign documents they do not fully understand and receive only part of the benefits intended for them as a result of which the viability of the projects taken up by them suffers and the intended long term benefits never materialise.

4) The implementing machinery hand out routine schemes without ensuring their suitability to particular beneficiaries or viability in the local conditions. Consequently, the beneficiaries frequently fall into debt-traps to banks which are no less formidable than their traditional indebtedness to local money-lenders.

5) Diversion of scarce resources to stereotyped income generating schemes and their half-hearted and even callous implementation has led to inadequate attention being paid to critical areas like education, provision of hygienic drinking water, treatment of malnutrition, land reforms, payment of minimum wages and opening up of depressed tribal areas. Resultantly, the economic condition of tribals over the decades has shown practically no improvement (GOI, 1987c, p. 48).

3.15 National Commission for Scheduled  
Castes and Scheduled Tribes

The Commission for Scheduled Castes and Scheduled Tribes has been renamed as National Commission for Scheduled Castes and Scheduled Tribes vide Ministry of Welfare's Resolution No. BC 13015/12/86-SCD VI dated 1st September 1987 and will function as an advisory body on board issue of policies and levels of development of the Scheduled Castes and Scheduled Tribes. With this objective in view, the National Commission may include experts in the field of social anthropology, social work and other related social sciences. The National Commission shall consist of a chairman and not more than eleven other members. The terms and conditions of the chairman and members of the National Commission shall be determined by the government in each case provided that their term of office shall not normally exceed three years. Shri Bheeka Bhai, ex-MP is the Chairman and Shri D. L. Baitha, MP and Vevible Lama Lebzang are the members of the National Commission at present.

The functions of the National Commission for Scheduled Castes and Scheduled Tribes are as follows:

1) To study the extent and ramifications of untouchability and social discrimination arising therefrom and effectiveness of the present measures and recommend further measures to be taken.

2) To study socio-economic and other relevant circumstances leading to the Commission of offences against persons belonging to Scheduled Castes and Scheduled Tribes, and to recommend appropriate remedial measures to ensure prompt investigation of such offences.

3) To take up studies on different aspects of development of the Scheduled Castes and Scheduled Tribes with a view to ensuring integration of these groups with the main stream of the society in all aspects. These would include studies in the field of socio-economic development, education, commerce, trade, art, literature, housing communication, agriculture forestry, horticulture, fisheries, rehabilitation, pollution and environment, and

4) Such other functions as may be entrusted to the National Commission for Scheduled Castes and Scheduled Tribes in evolving general policies relating to any aspects of development of the Scheduled Castes and Scheduled Tribes as may be thought proper by the central government (GOI, 1988f, pp. 10-11).

### 3.16 Commissioner for Scheduled Castes and Scheduled Tribes

The Special Officer commonly known as the Commissioner for Scheduled Castes and Scheduled Tribes, who is appointed under Article 338 of the Constitution, is charged with the duty to investigate all matters relating to safeguards provided for Scheduled Castes and Scheduled Tribes under the

constitution and to report annually to the President of India upon these safeguards. Dr. B. D. Sharma is the Commissioner for the Scheduled Castes and Scheduled Tribes.

The Commissioner for Scheduled Castes and Scheduled Tribes has so far submitted 27 reports to the President. All these reports were laid on the table of the Lok Sabha and of the Rajya Sabha and were also discussed in both the Houses (GOI, 1988f, p. 11).

### 3.17 Eighth Finance Commission Award

The Eighth Finance Commission has allocated funds amounting to Rs. 8870 crores to 13 tribal sub-plan states for raising the level of administration in tribal areas. The Award was for grant of compensatory allowance to personnel working in tribal areas and construction of residential quarters for transferable government employees posted in tribal areas. The Eighth Finance Commission in addition to providing enhanced grants compared to the recommendations of the Seventh Finance Commission has provided funds for certain of infrastructure facilities in selected tribal areas Rs.5 lakhs per village. The Commission has provided Rs. 19.27 crores as compensatory allowance, Rs. 30.97 crores for residential quarters and Rs. 38.45 crores for infrastructural facilities in villages for a period of four years (1985-89) in respect of 13 states. The four tribal sub-plan states, namely, Gujarat, Karnataka, Maharashtra and Tamil Nadu which

are revenue surplus states have not been covered under this Award (GOI, 1988f, p. 15).

3.18 Monitoring of Progress under Point 11(A) of 20 Point Programme 1986

Twenty Point Programme 1986, became effective from 1st April 1987. Monitoring of progress under Point 11(A) "justice to Scheduled Castes..." continued during the year 1987-88.

Monthly progress reports have been received for the current financial year 1987-88 (upto December 1987) on Scheduled Caste families economically assisted to enable them to cross the poverty line from 21 states and 4 union territories implementing special component plan.

The cumulative achievement upto December 1987 has reached to 15.09 lakhs Scheduled Caste families against the annual target of 20.43 lakhs families. The achievement works out to 73.87 per cent.

This is the third year of the current Seventh Five Year Plan. During the last financial year 1986-87, 23.51 lakhs families were economically assisted against the annual target of 19.32 lakh families, percentage of achievement being 21.67.

The progress is continuously monitored and monthly/quarterly basis and wherever shortfalls are noticed necessary instructions are issued to the defaulting states/Union



Territories. Monthly/quarterly reviews are prepared and sent to the Ministry of Programme Implementation and the Prime Minister's office by the stipulated dates (GOI, 1988f, p.18).

**Appendix A.3.1 : Budget Provisions for Scheduled Castes and Scheduled Tribes  
(1987-88 and 1988-89)**

				(Rs. in crores)
S. No.	Item	1986-87 revised total (Plan + Non-plan) expenditure*	1987-88 revised total (Plan + Non-plan) expenditure**	1988-89 budget total (Plan + Non-plan) expenditure**
1.	Secretariat - Social Services	1.49	1.82	1.98
	<u>Welfare of Scheduled Castes</u>			
2.	Special Central Assistance for Scheduled Castes Component Plan	175.00	175.00	180.00
3.	Post-matric scholarships	8.90	17.11	29.72
4.	Machinery for implementation of protection of Civil Right Act 1955	8.58	9.50	11.00
5.	Assistance to Scheduled Castes Development Corporation	12.75	13.00	10.00
6.	Girls hostel	3.15	3.50	3.50
7.	Other programmes for welfare of Scheduled Castes	3.80	4.14	4.56
	<b>Total - Welfare of Scheduled Castes (2 to 7)</b>	<b>212.18</b>	<b>222.25</b>	<b>238.78</b>
8.	Common programmes for Scheduled Castes and Scheduled Tribes	1.42	1.64	1.99
	<u>Welfare of Scheduled Tribes</u>			
9.	Girls hostels	1.40	1.50	2.00
10.	Post-matric scholarship scheme	2.10	9.62	12.28
11.	Other programmes for welfare of Scheduled Tribes	1.67	1.92	2.26
	<u>Central Assistance for State Plans</u>			
12.	Tribal Area Sub-Plan	155.00	168.50	185.00
13.	Assistance for schemes under provision (1) to Art.275 of the Constitution	20.00	20.00	20.00
	<b>Total - Central Assistance for State Plans (12+13)</b>	<b>175.00</b>	<b>188.50</b>	<b>205.00</b>
	<b>Total - Welfare of Scheduled Tribes (9 to 13)</b>	<b>180.17</b>	<b>201.54</b>	<b>221.54</b>
	<b>Total - Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes (2 to 13)</b>	<b>393.77</b>	<b>425.43</b>	<b>462.31</b>
	<u>Central Sector Plan</u>			
14.	Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes	226.86	235.00	255.00
	<u>State Plan</u>			
15.	Tribal Sub-Plan	155.00	168.50	185.00
	<b>Total - (14 + 15)</b>	<b>381.86</b>	<b>403.5</b>	<b>440.00</b>
	<b>Total - (2 to 15)</b>	<b>775.63</b>	<b>828.93</b>	<b>902.31</b>
	<b>Grand Total (1 to 15)</b>	<b>777.12</b>	<b>830.75</b>	<b>904.29</b>

Sources : \* GOI, 1987a, Expenditure Budget 1987-88, pp. 248-250.  
\*\* GOI, 1988a, Expenditure Budget 1988-89, pp. 261-262.

## CHAPTER IV

### EDUCATIONAL DEVELOPMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES

#### 4.1 The Constitutional Provisions

As said earlier 'Backwardness' is expressed in lack of adequate opportunity for group and individual self-development especially in education. It is measured in terms of low levels of literacy. Since Independence, the governments of various states as well as the Government of India have been trying to improve educational standards and expand educational facilities for all students and particularly those of Scheduled Castes and Scheduled Tribes. Under Article 46 of the Constitution the government is committed to promote with special care the education of the Scheduled Caste and Scheduled Tribe communities. Huge amounts have been earmarked and spent for the welfare of this communities in their educational progress.

In the following sections of the present work we shall be concerned with the provisions and implementation of Article 46 for the development of Scheduled Castes and Scheduled Tribes. In particular we shall study

1) Seventh Plan strategy for educational development of Scheduled Castes and Scheduled Tribes,

- 2) Co-efficient of equality for Scheduled Castes and Scheduled Tribes,
- 3) Enrolment ratio for the Scheduled Castes and Scheduled Tribes,
- 4) Actual admissions of Scheduled Castes and Scheduled Tribes to under-graduate and post-graduate courses (1977-78),
- 5) Centrally sponsored educational development schemes for the Scheduled Castes and Scheduled Tribes,
- 6) The role of University Grants Commission with regard to Scheduled Castes and Scheduled Tribes,
- 7) National Adult Education (NAEP), and
- 8) Non-formal education.

#### 4.2 Literacy Rates among Scheduled Castes and Scheduled Tribes

According to the 1981 Census the literacy rate among the Scheduled Castes and Scheduled Tribes is 21.38 and 16.35 respectively (36.23 general population).

Table 4.1 shows the literacy rate among the Scheduled Castes and Scheduled Tribes in India according to 1961, 1971 and 1981 Censuses.

It is observed from Table 4.1 that the literacy rate among the Scheduled Castes and Scheduled Tribes in India has been increasing over the decade 1961-71 and 1971-81. The percentage of literacy among rest of the population showed an increase from 33.80 in 1971 to 41.22 in 1981. The

**Table 4.1 : Literacy Rates among Scheduled Castes, Scheduled Tribes and the Rest of the Population**

Year	Rest of the population	Scheduled Castes	Scheduled Tribes
1961	27.86 (16.59)	10.27 (3.29)	8.53 (3.16)
1971	33.80 (17.11)	14.67 (6.44)	11.30 (4.85)
1981	41.22 (29.51)	21.38 (10.93)	16.35 (8.04)

**Note** : Figures in brackets represent female literacy percentages.

**Source** : GOI, 1985, p. 330.

corresponding increase for Scheduled Castes and Scheduled Tribes have been less. The increase in female literacy among the Scheduled Castes and Scheduled Tribes has been very slow.

#### 4.3 Seventh Plan Strategy for Educational Development of Scheduled Castes and Scheduled Tribes

According to the Seventh Five Year Plan 1985-90 (1985) that the schemes of welfare for the backward classes in the Seventh Plan will continue to lay emphasis on strengthening the educational base of the Scheduled Castes, Scheduled Tribes and other backward classes, both in the state plans and through centrally sponsored schemes.

In order to increase the school enrolment of Scheduled Caste/Scheduled Tribe children, provision will be made for 100 per cent coverage along with supply of free text-books and stationery, provision of free uniforms, and provision of attendance scholarships, particularly for girls (including, possibly, some compensation to their parents for their opportunity cost). Other incentives like mid-day meals, hostel facilities, special coaching in schools/colleges in classes IX, X, XI and XII for such children as are weak in some subjects, particularly, English, Science and Mathematics, will also be provided in the Seventh Plan. Introduction of merit scholarship at the post-matric stage at the rate of one-and-a-half times the rate of normal scholarships and removal of the present restriction limiting scholarships to two children of the same parents are also envisaged. Book banks for all professional courses, liberalisation of pre-matric scholarship schemes for children of those engaged in unclean occupations (increasing the rate of scholarships) and inclusion of day scholars in the scheme for pre-matric scholarships are other educational schemes. Suitable modifications of the schemes for educational development, keeping in view the needs of Scheduled Castes/Scheduled Tribes and the introduction of preparatory training, remedial teaching and special coaching for professional courses at the district level will be undertaken (GOI, 1985, pp. 336-337).

In the Seventh Plan, the outlay for education was enhanced to Rs. 63,830 million from Rs. 25,240 in the Sixth Plan. The new education policy envisages that from the Eighth Plan, onwards the education outlay will be more than 6 per cent of the national income (Data, India, 1988, p.103).

The focus in the educational development of Scheduled Castes/Scheduled Tribes is their equalisation with the non-Scheduled Castes/Scheduled Tribes population at all stages and all levels of education in all areas and the poor dimensions - rural male, rural female, urban male and urban female. To this end all children in the age group 6-11 by 1990, enrolment of Scheduled Castes/Scheduled Tribes children in the age group by the end of Seventh Plan, and their retention in schools - leading to satisfactory completion of the primary stages of education (or its equivalent through the non-formal) has to be ensured. This would mean enrolling approximately 15.5 million children in the age group 6-11 and 7.5 million in the same age-group (total 23 million) by 1990. By 1990, the government plans to enroll at least 75 per cent children in the age specific group in classes VI-VIII (age group 11-14) (Data, India, 1988, pp. 103-104).

4.4 Co-efficient of Equality for Scheduled Castes and Scheduled Tribes

Twenty Seventh Report of the Commissioner for Scheduled Castes and Scheduled Tribes (1981) states that since Independence, considerable progress has been made in

the educational development of the Scheduled Castes and Scheduled Tribes through a number of schemes like pre-matric and post-matric scholarships, backward class hostels, Ashram schools, book banks, supply of uniforms, stationery, mid-day meals, etc., and yet there is still a wide educational gap between these communities and the rest of the population. The rate of wastage and stagnation among them is much higher as compared to that among the latter. The problem is specially more acute among a sizeable population of these communities living below the poverty line, and engaged mostly as agricultural labourers, collectors of minor forest produce, subsistence farmers and artisans. The higher rate of wastage and stagnation among the Scheduled Castes/Scheduled Tribes may be seen from Table 4.2 showing the co-efficients of equality of Scheduled Castes/Scheduled Tribes for enrolment at primary, middle, high/higher secondary, university levels of education, during 1965-66 and 1976-77.

Co-efficient of equality is calculated according to the following formula:

$$\text{Co-efficient of equality (C.E.)} = \frac{\frac{\text{Enrolment of SC/ST}}{\text{Total enrolment}}}{\frac{\text{Population of SC/ST}}{\text{Total population}}} \times 100$$

Note : If the co-efficient of equality is 100 the enrolment of Scheduled Castes/Scheduled Tribes is in proportion to their population. If it is less than 100 it indicates that their enrolment is less than proportionate to their population. (GOI, 1982a, p. 7).



Table 4.2 : Co-efficient of Equality for Scheduled Castes and Scheduled Tribes at Primary, Middle, Secondary and Universities and Colleges for General Education (1965-66 to 1976-77)

Stage of education	Co-efficient of equality for			
	Scheduled Castes		Scheduled Tribes	
	1965-66	1976-77	1965-66	1976-77
Primary/Junior basic schools	84.5	91.0	77.0	86.8
Middle/Senior basic schools	57.8	72.4	42.5	56.1
High/Higher secondary schools	45.5	61.8	19.5	29.4
Universities & colleges for general education	26.2	51.2	12.6	26.7

Source : GOI, 1982a, p. 7.

It would be seen from Table 4.2 that co-efficient of equality for Scheduled Castes as well as Scheduled Tribes has moved up at all the above-mentioned stages of education in 1976-77 as compared to that in 1965-66, indicating that the enrolment of these communities has increased at all these stages of education. Another point which strikes from Table 4.2 is that the co-efficient (CE) for Scheduled Tribes is lower for all stages of education, as compared to the

Scheduled Castes, indicating that they are educationally more backward as compared even to the Scheduled Castes.

4.5 Enrolment Ratio for the Scheduled Castes and Scheduled Tribes

Ministry of Human Resources Development (Department of Education) states in its "Selected Educational Statistics" 1985-86 (1987) that "The total enrolment of Scheduled Castes was 139.21 lakhs, 36.18 lakhs and 18.09 lakhs respectively in classes I-V, VI-VIII and IX-XI/XII during 1985-86. The corresponding figures for the Scheduled Tribes were 65.80, 12.82 and 5.84 lakhs respectively (GOI, 1987f, p. 4).

Table 4.3 gives the enrolment ratios for the Scheduled Castes and Scheduled Tribes in 1970-71, 1980-81 and 1985-86.

It is observed from Table 4.3 that the enrolment ratios for the Scheduled Castes and Scheduled Tribes in India has been increasing at all the above-mentioned stages over the decade 1970-71 - 1980-81, and in the period 1980-81 - 1985-86.

One more point which emerges from Table 4.3 that the increase in the enrolment ratio at the middle and secondary stages has been increasing very slow.

Another point which strikes from Table 4.3 is that the enrolment ratios for the Scheduled Tribes is lower for all stages of education as compared to the Scheduled Castes indicating that they are educationally more backward as compared even to the Scheduled Castes.

**Table 4.3 : Enrolment Ratios for Scheduled Castes and Scheduled Tribes at Primary, Middle and Secondary Stages 1970-71, 1980-81 and 1985-86 in India**

Stages/Classes	1970-71	1980-81	1985-86
<u>Scheduled Castes</u>			
Primary (I-V)	59.7	82.2	95.5
Middle (VI-VIII)	20.5	29.1	42.5
Secondary (IX-XI/XII)	9.6	12.5	N.A.
<u>Scheduled Tribes</u>			
Primary (I-V)	48.6	69.5	91.6
Middle (VI-VIII)	12.9	17.8	30.6
Secondary (IX-XI/XII)	5.9	7.0	N.A.

Notes

- 1) Enrolment ratios are based on the revised population estimates supplied by the Registrar General Office.
- 2)(a) Enrolment ratio for S.C. at particular stage  $\frac{\text{S.C. enrolment at particular stage}}{\text{S.C. population in corresponding age group}} \times 100$
- (b) Enrolment ratio for S.T. at particular stage  $\frac{\text{S.T. enrolment at particular stage}}{\text{S.T. population in corresponding age group}} \times 100$
- 3) If the enrolment ratio for SC/ST at particular stage is 100 the enrolment ratio for SC/ST is in proportion to their population in corresponding age group. If it is less than 100 it indicates that their enrolment is less than proportionate to their population in corresponding age group.
- 4) NA - Not available

Source : 1) GOI, 1987e, pp. 250-253.

2) GOI, 1987f, p. 5.

4.6 Actual Admissions of Scheduled Castes/  
Scheduled Tribes to Under-Graduate and  
Post-Graduate Courses (1977-78)

Information regarding the actual admissions of Scheduled Castes and Scheduled Tribes to under-graduate and post-graduate courses, separately grouped into 10 areas of learning is given in Table 4.4. In addition, similar information in respect of these courses grouped as professional and non-professional is given at Table 4.4.

The above-mentioned position is against the reservation of 15 per cent seats for Scheduled Castes and 5 per cent seats for Scheduled Tribes.

4.6.1 Scheduled Castes

It would be seen that in the under-graduate courses, the Scheduled Castes had been able to take less than 10 per cent seats in all the areas except arts courses, in which also they could take only 10.5 per cent seats.

4.6.2 Scheduled Tribes

So far as the Scheduled Tribes are concerned, it would be seen that the position regarding the percentages of seats actually secured by them in various categories was extremely bad, both in under-graduate as well as post-graduate courses. It would be seen that in no course they could secure more than 2 per cent seats.

Table 4.4 : Actual Admissions of Scheduled Castes and Scheduled Tribes to Under-Graduate and Post-Graduate Courses (1977-78)

Group	Percentage of Scheduled Castes/Scheduled Tribes enrolment to total enrolment			
	Scheduled Castes students		Scheduled Tribe students	
	U.G. course	P.G. course	U.G. course	P.G. course
	%	%	%	%
Arts	10.4	10.5	0.2	1.7
Science	4.4	3.6	0.8	0.7
Commerce	4.7	5.2	1.3	1.0
Education	6.1	3.6	2.0	1.0
Engineering and Technical	6.1	2.9	0.9	0.5
Medicine	8.5	4.3	1.9	0.7
Agriculture	6.0	2.8	0.4	0.4
Veterinary Science	5.6	1.5	1.4	-
Law	6.8	1.8	1.9	0.2
Others	13.5	1.7	0.5	0.4
Professional	6.8	3.2	1.6	0.5
Non-professional	7.7	8.1	1.6	1.4

Source : GOI, 1982a, p. 172.

4.7 Centrally Sponsored Educational Development Schemes for the Scheduled Caste and Scheduled Tribe Communities

Centrally sponsored educational development schemes for the Scheduled Castes and Scheduled Tribes are as follows:

- 1) Post-matric scholarships for Scheduled Caste and Scheduled Tribe students,
- 2) Pre-matric scholarships for the children of those engaged in unclean occupations,
- 3) Book banks for Scheduled Caste/Tribe students studying in medical and engineering colleges,
- 4) Girls hostels scheme for Scheduled Castes.
- 5) Coaching and allied scheme for Scheduled Castes and Scheduled Tribes,
- 6) National overseas scholarships,
- 7) Ashram schools, and
- 8) Navodaya schools.

4.7.1 Post-Matric Scholarships for Scheduled Caste and Scheduled Tribe Students

The post-matric scholarships scheme is the most important centrally sponsored scheme meant for providing financial assistance to Scheduled Caste and Scheduled Tribe students to enable them to pursue post-matriculate education. The scheme is implemented by the state governments/union territory administrations according to the rules framed by the Government of India and the students get the scholarships

through the government of the state to which the students belong irrespective of the place of the study. The scholarships are sanctioned on a year to year basis.

The committed liability for all the state governments/ union territories administrations during the Seventh Plan is Rs. 88.53 crores starting with a meagre 114 awards to the Scheduled Caste students in 1944-45 and 89 to Scheduled Tribe students in 1948-49, the number of awards in 1985-86 for these two categories together stood at 10 lakhs and is expected to go upto 12 lakhs by the end of 1987-88 (GOI, 1988f, p. 6).

#### 4.7.2 Pre-Matric Scholarships for the Children of those Engaged in Unclean Occupations

The main object of this scheme is to provide good quality of education to the children of those engaged in unclean occupations viz. scavenging, flaying, tanning and sweepers who have traditional link with the job of scavenging by keeping them in hostels away from unhygienic surroundings in which their parents live.

During the year 1986-87 a central assistance of Rs. 13.12 lakhs was sanctioned to various states/union territories over and above the committed expenditure. For the year 1987-88 a provision of Rs. 2.00 crores has been made. The number of beneficiaries under this scheme during 1986-87 was 8948. Upto 31.12.1987 a central grant of Rs. 43.02 lakhs has been sanctioned for 7391 children (GOI, 1988f, p. 6).

4.7.3 Book Banks for Scheduled Caste/Tribe Students Studying in Medical and Engineering Colleges

This scheme is intended for Scheduled Castes and Scheduled Tribe students pursuing medical and engineering degree courses in the country.

During the year 1986-87 central assistance of Rs.46.56 lakhs was sanctioned to various states/union territories for 19,631 Scheduled Caste/Scheduled Tribe students as against an outlay of Rs. 55.00 lakhs. For the year 1987-88 a provision of Rs. 55.00 lakhs has been made for this scheme (GOI, 1988f, p.6).

4.7.4 Girls Hostels Scheme for Scheduled Castes

Under this scheme central assistance is provided to the state government/union territories administrations on 50:50 basis for the construction of hostel buildings to provide hostel facilities to the girls belonging to Scheduled Castes studying in middle, high, higher secondary schools, colleges and universities.

During the year 1986-87 an amount of Rs. 3.15 crores was sanctioned as central assistance to various states/union territories. A provision of Rs. 3.50 crores has been made for this scheme during the year 1987-88 (GOI, 1988f, p. 7).



#### 4.7.5 Coaching and Allied Scheme for Scheduled Castes and Scheduled Tribes

In order to improve the representation of Scheduled Castes and Scheduled Tribes in various posts and services under the central government and public undertakings the Ministry of Welfare has taken up a centrally sponsored programme of coaching and allied scheme. Under this scheme pre-examination coaching facilities are provided to the Scheduled Caste and Scheduled Tribe candidates who intend to appear for the various competitive examinations held by the Union Public Service Commission (UPSC), Staff Selection Commission, State Public Service Commission and other recruiting agencies. At present more than 80 coaching centres are being run. Central assistance is also given to the state governments/union territories on 50:50 basis. In case of centres run directly by the universities, financial assistance is provided to them on 100 per cent basis.

During the year 1986-87 a central assistance of Rs. 35.00 lakhs was given to state governments/union territories. For the year 1987-88 a provision of Rs. 52.00 lakhs has been made for this scheme (GOI, 1988f, p. 7).

#### 4.7.6 National Overseas Scholarships

The scheme of national overseas scholarships is a non-plan scheme for enabling the candidates belonging to the Scheduled Castes/Scheduled Tribes, Denotified, Nomadic and

Semi-Nomadic Tribes to go abroad for higher education for the post-graduate studies leading to Ph.D. and post doctoral research etc. in engineering, technology and other subjects for which adequate facilities are not available in the country. In the year 1985-86, 25 scholars were selected and the awardees are in the process for award of scholarships for selection period 1986-88 (GOI, 1988f, p. 8).

#### 4.7.7 Ashram Schools

The Sixth Report of the Commission for Scheduled Castes and Scheduled Tribes (1987) states that even before the Independence, voluntary agencies engaged in the welfare of the tribals had started ashram type of schools where free boarding and lodging was provided along with facilities of education for children of these communities. Establishment of ashram schools was speeded up after Independence and now there are large number of such institutions in the tribal areas of the country as well as for Scheduled Castes in the areas where their population is substantial. These are run by government as well as by voluntary agencies with grant-in-aid from the state governments.

#### 4.7.8 Navodaya Schools

In all 1,21,151 children appeared for admission to 81 Navodaya vidyalayas during 1986. Out of that 18 per cent and 10 per cent candidates belong to Scheduled Castes and Scheduled Tribes respectively (Data, India, 1987, p. 304).

#### 4.8 The Role of University Grants Commission with Regard to Scheduled Castes and Scheduled Tribes

##### 4.8.1 The Scheme

The University Grants Commission (UGC) have an important role in promoting the higher education among the Scheduled Castes and Scheduled Tribes. Their annual report 1985-86 include a section specifically dealing with the facilities for Scheduled Castes and Scheduled Tribes. The University Grants Commission continued its efforts to ensure that Government of India's orders are followed in the spirit in which these were envisaged in regard to reservation of seats for various courses of studies, recruitment to teaching (upto lecturer's post) and non-teaching posts and posts to be filled by promotion (15 per cent for Scheduled Castes and 7 1/2 per cent for Scheduled Tribes - total 22 1/2 per cent reserved). The Commission from time to time provides various incentives for the upliftment of Scheduled Caste and Scheduled Tribe communities. Some of the important schemes drawn up by them are as under.

##### 4.8.2 Sub-Plan and Special Component Plan

As a part of its Seventh Five Year Plan programme the Commission has earmarked an outlay of Rs. 925 lakh for the sub-plan for Scheduled Tribes and Rs. 16.30 lakhs as the special component plan for Scheduled Castes.

#### 4.8.3 Reservation of Scholarships/Fellowships

50 junior research fellowships are exclusively reserved for Scheduled Caste and Scheduled Tribe candidates in science/humanities (including social sciences) and these are directly awarded by the Commission every year.

#### 4.8.4 Reservation for Teacher Fellowships

The Commission has instituted 30 teacher fellowships for M.Phil. and 20 teacher fellowships for Ph.D. annually for Scheduled Caste and Scheduled Tribe candidates. During 1985-86, 51 teacher fellowships were awarded.

#### 4.8.5 Remedial Courses

The University Grants Commission have circulated guidelines to the universities and colleges for organising special supplementary remedial courses to mark up for the deficiency of the early school education of the students from the weaker section of the societies like Scheduled Castes and Scheduled Tribes.

#### 4.8.6 Junior Research Fellowships

Out of 2,870 junior research fellowships allocated to various universities/institutions, 10 per cent of these fellowships are reserved for the students belonging to Scheduled Caste and Scheduled Tribe communities.

4.8.7 Post-Graduate Scholarships  
in Science Humanities

25 scholarships are awarded by the Commission every year to Scheduled Castes, Scheduled Tribes and backward classes of border hill areas students in science humanities including social sciences.

4.8.8 Research Fellowships in Engineering  
and Technology

Out of 60 research fellowships in engineering and technology awarded annually on all India basis 10 per cent are reserved for Scheduled Castes and Scheduled Tribes.

4.8.9 Creation of Special Cells in  
Universities

A Scheduled Caste/Scheduled Tribe cell was set up by the University Grants Commission in January 1979. The cell collected information regarding the actual admissions made by universities and colleges to various courses of studies from among these two communities.

4.8.10 Reservation of Seats in Univer-  
sities/Colleges Hostels

Universities have been requested to reserve seats in the hostels for Scheduled Caste/Tribe students to the extent of 25 per cent (nearly 22 1/2 per cent) (UGC, 1986c, pp. 191-196).

4.9 National Adult Education Programme (NAEP)

The National Adult Education Programme (NAEP) was

initiated in October 1978, with a view to extending educational facilities to the entire population of illiterate persons in the age group 15-35 numbering about 10 crores. Since the incidence of illiteracy and social disability is much higher among the Scheduled Castes and Scheduled Tribes, priority was to be accorded to these communities, while organising the programme.

The commissioner observed that in India out of the total enrolment of 32.33 lakhs, the enrolment of Scheduled Castes and Scheduled Tribes was 6.12 lakhs and 4.87 lakhs constituting 19 per cent and 15 per cent of the total enrolment respectively (GOI, 1982a, pp. 166-167).

#### 4.10 Non-Formal Education

The Twenty Seventh Report of the Commissioner for Scheduled Castes and Scheduled Tribes (1982) states that, a predominant majority of non-enrolled and non-attending children in the age group 6-14 belong to Scheduled Castes, Scheduled Tribes, etc. Even if formal schools are provided within easy walking distance from their homes, such children are not likely to join these schools, since they required to work at home, to augment the family income. Another weakness of the formal schools system is that there is a huge drop-out at the elementary stage. Out of every 100 children who enter class I, only about 40 complete class V and only about 25 complete class VII. An outlay of Rs. 25 crores was made under the scheme for the Sixth Plan period (GOI, 1982a, p.167).

## CHAPTER V

### POLICY OF RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES

#### 5.1 The Constitutional Provision

Lok Sabha Secretariat (1986) observed that, after Independence, the whole policy of reservation in services for Scheduled Castes and Scheduled Tribes was laid down by the government in pursuance of certain constitutional provisions, namely, articles 16(4) 46 and 335. Article 335 states that "The claims of the members of the Scheduled Castes and Scheduled Tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration, in the making of appointments to services and posts in connection with the affairs of the union or of a state." (GOI, 1986d, p. 9).

In the following sections of the present work we shall be concerned with the provisions and implementation of Articles 16(4) 46 and 335 for the Scheduled Castes and Scheduled Tribes. In particular we shall study

- 1) History of the reservation for the Scheduled Castes and Scheduled Tribes,
- 2) Occupational classification of workers,
- 3) Central government's schemes for representation of Scheduled Castes and Scheduled Tribes in service sector,

4) Representation and their shortfalls of Scheduled Castes and Scheduled Tribes in services in ministries and departments under the Government of India, and

5) Recruitment performance of candidates belonging to Scheduled Castes and Scheduled Tribes through Union Public Service Commission.

## 5.2 A Brief History of the Reservation for the Scheduled Castes and Scheduled Tribes

### 5.2.1 Before Independence

According to Sharma and Reddy (1982) the reservation of posts in public services on community and caste basis has a fairly long history behind it. They pointed out that, in the second and last quarter of the nineteenth century Jyotiba Phule (1827-1890) of Poona advocated adequate representation for members of all castes in the public services. His demand went unheeded till the 1880s when Shahu Chatrapati (1874-1922) the Maharaja of Kolhapur took up the cause advocated by Phule. The Maharaja was instrumental in securing special representation for non-brahmin classes under the Montagu-Chelmsford reforms. In 1925 the Government of India initiated the policy of reserving a certain percentage of direct appointments in government service to the minority communities. The instructions were issued in July 1934, but not definite percentage was specified. In August 1943 orders were issued reserving 8 1/3 per cent of posts filled by direct recruitment and in



June 1946 the percentage of reserved vacancies was raised to 12 1/2 per cent, corresponding to their percentage in the population (12 3/4 per cent in undivided India) (Sharma and Reddy, 1982 (ed), pp. 1-2).

According to Galanter (1984) the central government has provided reservations in government employment for Scheduled Castes since 1943 and for Scheduled Tribes since 1950. Since 1947 of posts recruited directly on an all India basis by open competitive examination, 12 1/2 per cent are reserved for Scheduled Castes and 5 per cent for Scheduled Tribes. These percentages were raised to 15 per cent and 7 1/2 per cent in 1970 (Galanter, 1984, p. 86).

#### 5.2.2 The Percentage of Reservation

The annual report of Department of Personnel and Administrative Reforms (1986) states that in pursuance of Articles 16(4) and 335 of the Constitution reservation of 15 per cent and 7 1/2 per cent (raised in 1970) vacancies have been fixed for Scheduled Castes and Scheduled Tribes respectively in appointments by direct recruitment on an all India basis by open competition through Union Public Service Commission (UPSC) or by means of open competitive test held by any other authority. In direct recruitment on an all India basis otherwise than by open competition the percentage prescribed is 16 2/3 per cent and 7 1/2 per cent for Scheduled Castes and Scheduled Tribes respectively

provided the element of direct recruitment in all such grades/ services does not exceed 66 2/3 per cent (GOI, 1986a, p.48).

Galanter (1984) observed that, at the state level there are similar reservations for Scheduled Castes and Scheduled Tribes. Reservations range from 5 per cent to 25 per cent of posts for Scheduled Castes and 3 per cent to 80 per cent for Scheduled Tribes. And also he mentioned that, there are no reservations for Other Backward Classes at the centre, such reservations are not uncommon at the state level. Central Government jobs are divided into four grades : Class I (senior administrative), Class II (other administrative), Class III (clerical) and Class IV (attendants, peons). (Galanter, 1984, p.87).

### 5.2.3 Time Limit for Reservation

Galanter (1984) pointed out that the special treatment and the provision for reserved posts in government services (and the reserved seats in legislatures) are subject to a constitutional time limit (Galanter, 1984, p. 46). In accordance with the provisions of the Article 335 of the Constitution, reservation for Scheduled Castes and Scheduled Tribes has been provided in recruitment to services and posts with effect from 26th January 1950 (Encyclopaedia of Social Work in India, 1968, p. 178). Sheth (1987) observed that during the discussions in the constituent assembly, Sardar Patel argued against a time limit for reservations. He suggested that reservations continue until the backward

classes had visibly improved their position (Sheth, 1987, p. 1962). According to Article 334 that such reservations should expire forty years after the commencement of the Constitution, (Constitution of India - 1986). It was originally ten years, but extended for successive ten year periods by the Constitution (Eighth Amendment) Act 1959, the Constitution (Twenty-third Amendment) Act 1969 and the Constitution (Forty-fifth Amendment) Act 1980. Such reservations should expire on 26th January 1990.

#### 5.2.4 The Quota for Reservation

The Commission for Scheduled Castes and Scheduled Tribes in its Sixth Report (1987) pointed out that the quota of reservation provided for Scheduled Castes/Scheduled Tribes in services prescribed according to their population percentage in the state/union territories and at all India level on the basis of 1971 Census. The 1981 Census has indicated marked increase in percentage of Scheduled Castes and Scheduled Tribes population in some of the states, union territories thus necessitating reservation of their reservation quota in services proportionate to their actual population percentage in the state/union territories (GOI, 1987b, p. 64).

#### 5.3 Percentage Distribution of the Population of Scheduled Castes and Scheduled Tribes by Workers and Non-workers

According to the 1981 Census 39.58 per-cent and 49.80 per cent workers of the Scheduled Castes and Scheduled Tribes

form the workers population respectively (36.8 general population).

Table 5.1 shows the percentage distribution of the population of Scheduled Castes and Scheduled Tribes by workers and non-workers according to 1961, 1971 and 1981 censuses.

It is observed from Table 5.1 that the percentage distribution of the population of Scheduled Castes, Scheduled Tribes and general population by workers has been declining over the decade 1961-71 and increasing over the decade 1971-81.

The increase in percentage distribution of the population of Scheduled Castes by workers is slightly higher than general population by workers and the increase in percentage distribution of the population of Scheduled Tribes by workers is much higher than Scheduled Castes by workers in decade 1971-81.

#### 5.4 Occupational Classification of Workers 1971 Census

Out of 54.81 crores total population of the country, according to 1971 Census, the Scheduled Castes and Scheduled Tribes constitute 14.67 per cent (8,00,05,398) and 6.8 per cent (3,80,15,162) respectively. Total number of persons under "workers" category in the country was 1804 crores of them Scheduled Castes and Scheduled Tribes constituted for 16.08 per cent (2.90 crores) and 8.09 per cent (1.46 crores) respectively (GOI, 1981a, p. 65).

**Table 5.1 : Percentage Distribution of the Population of Scheduled Castes and Scheduled Tribes by Workers and Non-Workers (1961 to 1981)**

Year	General			Scheduled Castes			Scheduled Tribes		
	Worker	Non-worker	Total	Worker	Non-worker	Total	Worker	Non-worker	Total
1961	43.00	57.00	100 <sup>c1</sup>	47.06	52.94	100 <sup>c</sup>	56.64	43.36	100 <sup>c</sup>
1971	32.9	67.1	100 <sup>c2</sup>	36.34	63.66	100 <sup>b</sup>	38.47	61.53	100
1981	36.8	63.2	100 <sup>c3</sup>	39.58	60.42	100 <sup>a1</sup>	49.80	50.20	100 <sup>a2</sup>

**Notes** : Excludes that portion of North-East Frontier Agency where simplified census schedule was canvassed.

**Sources** : a1 - Census of India, 1981b, p. xxix.  
a2 - Census of India, 1981c, p. xxvii.  
. . b - Census of India, 1971, p. 38.  
c - Census of India, 1961, p. ii.  
c1 - Government of Maharashtra, 1971, p. 2.  
c2 - Government of Maharashtra, 1983, p. 2.  
c3 - Government of Maharashtra, 1988, p. xii.

Of the 18.04 crore 'workers' in the country the percentage of cultivators is 43.88 per cent whereas among the Scheduled Castes workers the percentage of cultivators is 27.87 per cent and among the Scheduled Tribes 57.56 per cent. Prominent feature of the occupational classification is that among the Scheduled Castes, agricultural labourers represent 51.74 per cent, Scheduled Tribes 33.04 per cent as against all-India percentage of 26.32 per cent. It is therefore evident that proportion of Scheduled Castes agricultural labourers to general population is almost double. The representation of Scheduled Castes and Scheduled Tribes is much less in occupations like transport, storage and communication, trade and commerce. The occupations like Construction, manufacturing, processing, servicing and repairs have not yet become popular among the tribals. Both the Scheduled Castes as well as the Scheduled Tribes equally took interest in mining and quarrying and livestock, forestry, fishing and plantation of orchards etc. (GOI, 1981e, p. 65). Details of the occupational classification of 'workers' have been furnished at Table 5.2.

Second report of the Commission for the Scheduled Castes and Scheduled Tribes (1981) estimated that a number of members of Scheduled Castes and Scheduled Tribes are engaged in following occupations.

Table 5.2 : Occupational Classification of Workers - 1971 Census

Category	All India	%	Sch.Castes	%	Sch.Tribes	%
Cultivators	7,82,67,087	43.38	81,01,567	27.87	84,18,491	57.56
Agricultural labourers	4,74,93,990	26.32	1,50,44,761	51.74	48,32,427	33.04
Livestock, forestry, fishing and plantation of orchards and allied activities	42,97,420	2.38	6,30,919	2.17	3,43,968	2.35
Mining and quarrying	9,22,821	0.50	1,67,210	0.64	89,264	0.61
Manufacturing, processing, servicing and repairs						
(a) Household industry	63,52,120	3.55	9,67,225	3.33	1,50,486	1.03
(b) Other than household industry	1,07,16,838	5.92	10,34,171	3.56	1,62,132	1.11
Construction	22,19,101	1.22	3,51,451	1.21	59,311	8.41
Trade and commerce	1,00,40,631	5.54	3,85,369	1.33	87,398	0.60
Transport storage and communication	44,02,979	2.44	4,99,667	1.72	84,348	0.50
Other services	1,57,72,419	9.75	18,68,999	6.43	3,96,616	2.71
Total	18,04,85,006	100.00	2,90,71,359	100.00	1,46,24,441	100.00

Source : GOI, 1981e, p. 106.

#### 5.4.1 Leather Workers

The Commission (1981) observed that the leather industry is an ancient industry in the country giving employment to more than 12 lakh families mostly belonging to Scheduled Caste communities.

#### 5.4.2 Other Handicraft Artisans of Cottage and Village Industrial Sector

The Scheduled Castes are traditionally engaged in the manufacture of products based on cane and bamboo, palm leaves and other leaves.

#### 5.4.3 Fishing

The Commission (1981) estimated that 30 lakhs Scheduled Caste persons and nearly 15 lakhs Scheduled Tribe persons are engaged in fishing.

#### 5.4.4 Construction Workers

The Commission (1981) estimated that out of 18.04 crores "workers" in the country nearly 22.20 lakh (1.22 per cent) persons worked in the occupation of construction. Out of the 22.20 lakh workers nearly 3.51 lakhs were Scheduled Castes and 0.59 lakh Scheduled Tribes (GOI, 1981, pp. 74-92).

5.4.5 According to the Commission (1981) a good number of members of Scheduled Castes and Scheduled Tribes are engaged in occupations like weavers, rickshaw pullers, cart pullers, head load workers and bidi workers (GOI, 1981e, pp. 74-92).



5.5 Central Government's Schemes for Representation of Scheduled Castes and Scheduled Tribes in Services Sector

Central government's schemes for the representation of Scheduled Castes and Scheduled Tribes in service sector are as follows:

5.5.1 Reservation in Promotion

Lok Sabha Secretariat in its brochure, welfare of Scheduled Castes and Scheduled Tribes (constitutional safeguards and role of Parliament) (1986) pointed out that promotions are made on three different bases and by different procedures : (1) seniority subject to fitness in all grades and in all groups, (2) limited departmental examination to Group B, C and D and (3) promotion by selection upto the lowest rung of Group A. Though there is no specific reservation in promotion by selection within Group A there is a special concession available to Scheduled Castes/Scheduled Tribes officers in this segment of promotion. And detailed guidelines have now issued to facilitate the consideration of Scheduled Castes/Tribes candidates. Under these guidelines the interest of Scheduled Castes and Scheduled Tribes has been adequately protected in the matter of ad hoc promotions also (GOI, 1986d, pp. 11-13). According to Galanter (1984) that promotion depends in part on favourable evaluation by superior officers who rate each subordinate in a "confidential report" as outstanding, very good, good, etc.

And he observed that, the central government's policy on reservation in promotions has vacillated (Galanter, 1984, pp. 99-100).

#### 5.5.2 Carry Forward of Reservation

When adequate number of Scheduled Castes/Scheduled Tribes candidates are not available in spite of the best efforts made by the government, dereservation of the reserve vacancies is permissible so that the work of the government does not suffer due to vacancies remaining unfilled for want of Scheduled Castes/Scheduled Tribes candidates. Such dereservation permits appointment of general category candidates. At the same time, the interests of Scheduled Castes and Scheduled Tribe candidates are also protected by the mechanism of carry forward of reservation to three subsequent recruitment years in all cases wherever vacancies are carried forward to three subsequent recruitment years, the reservation is exchangeable between Scheduled Castes and Scheduled Tribe candidates in the third and final year of carry forward (GOI, 1986d, p. 13).

#### 5.5.3 Special Coaching Scheme for Scheduled Castes and Scheduled Tribes

Fifty nine coaching centres have also been opened for preparing Scheduled Caste/Scheduled Tribe candidates for various competitive examinations (GOI, 1986d, p. 10).

#### 5.5.4 Relaxation in Selection for Scheduled Castes and Scheduled Tribes

The concessions available for appointment by direct recruitment are relaxation of the maximum age limit by five years, reduction in examination fees to 25 per cent of the normal fees, relaxation of 'experience' qualification, grant of travelling allowance for journeys performed for interviews, relaxation of standards of suitability etc. (GOI, 1986d, p. 10).

#### 5.6 Representation of Scheduled Castes and Scheduled Tribes in Services in Ministries and Departments under the Government of India

The Commission for Scheduled Castes and Scheduled Tribes in its Sixth Report - April 1983-March 1984 (1987) gives information about the position of actual representation of Scheduled Castes and Scheduled Tribes in different groups of posts in the ministers and departments under the Government of India. Table 5.3 shows representation of Scheduled Castes and Scheduled Tribes in services in ministers and development under the Government of India.

The Commission for Scheduled Castes and Scheduled Tribes (1987) observed from Table 5.3 that the actual intake of Scheduled Castes/Scheduled Tribes in different groups of posts in the ministries/departments under the Government of India as on 1.1.83 and the percentage of increase in their representation as compared to the position on 1.1.65 as indicated in Table 5.3.

**Table 5.3 : Representation of Scheduled Castes and Scheduled Tribes in Services in Ministries and Departments under the Government of India**

Group of posts	Percentage of representation as on 1st January				Percentage of increase in representation		Percentage of short-fall as on 1.1.1983	
	1965		1983**		SCs	STs	SCs	STs
	SCs	STs	SCs	STs				
A	1.64	0.27	6.71	1.41	309.15	422.22	55.27	81.20
B	2.82	0.34	10.16	1.46	260.28	329.41	32.27	80.53
C	8.88	1.14	14.61	4.14	64.53	263.16	2.60	44.80
D*	17.75	3.39	19.58	5.51	10.31	62.54	-	26.67

**Notes :** \* Excluding sweepers  
 \*\* Information excluding President's Secretariat

**Source :** GOI, 1987b, p. 60.

A comparative analysis of the actual representation of Scheduled Castes and Scheduled Tribes in services over the last 18 years indicates an upward trend in their intake in all groups of posts. In spite of heavy shortfall, the increase is more pronounced in case of Scheduled Tribes. For Scheduled Castes, it is 10.31 per cent in Group D posts, 64.53 per cent in Group C posts and 260.28 per cent and 309.15 per cent in Groups B and A post respectively. For Scheduled Tribes, the corresponding increase in their representation in services is 422.22 per cent, 329.41 per cent, 263.16 per cent and 62.54 per cent in Groups A, B, C and D post respectively. In spite of the progress, the prescribed quota of reservation i.e. 15 per cent for Scheduled Castes and 7.5 per cent for Scheduled Tribes has not been fully achieved both in case of Scheduled Castes and Scheduled Tribes.

The percentage of shortfall, in case of Scheduled Castes is very high (55.27 per cent) in Group A posts, whereas the same is only 26.93 per cent in Group B posts. In Group C posts, it is marginal (2.60 per cent) as the actual representation is 14.61 per cent against the prescribed quota of 15 per cent. The situation, however, is alarming in case of Scheduled Tribes, who have not been adequately represented even in Group D posts. The shortfall in respect of Scheduled Tribes works out to be 81.20 per cent, 80.53

per cent, 44.80 per cent and 26.67 per cent in Group A, B, C and D posts respectively (GOI, 1987b, pp. 10-12).

5.7 Representation of Scheduled Castes and Scheduled Tribes in Services in Central Government's Services

The Ministry of Personnel Public Grievances and Pensions in its Annual Report 1986-87 (1987) gives the representation of Scheduled Castes and Scheduled Tribes in central government's services. These services are as following:

- 1) Indian Administrative Service (IAS),
- 2) Indian Police Service (IPS), and
- 3) Indian Forest Service (IFS).

Table 5.4 shows the representation of Scheduled Castes and Scheduled Tribes in services of central government's services i.e. Indian Administrative Services, Indian Police Services and Indian Forest Services.

The Ministry of Personnel Public Grievances and Pensions (1987) observed from Table 5.4 that the present trend in the central government's services as indicated in Table 5.4 shows that all the vacancies reserved for Scheduled Castes and Scheduled Tribes are now being filled up by the candidates belonging to the these communities and there is no shortfall in the annual recruitment in these services (GOI, 1987g, p. 55).

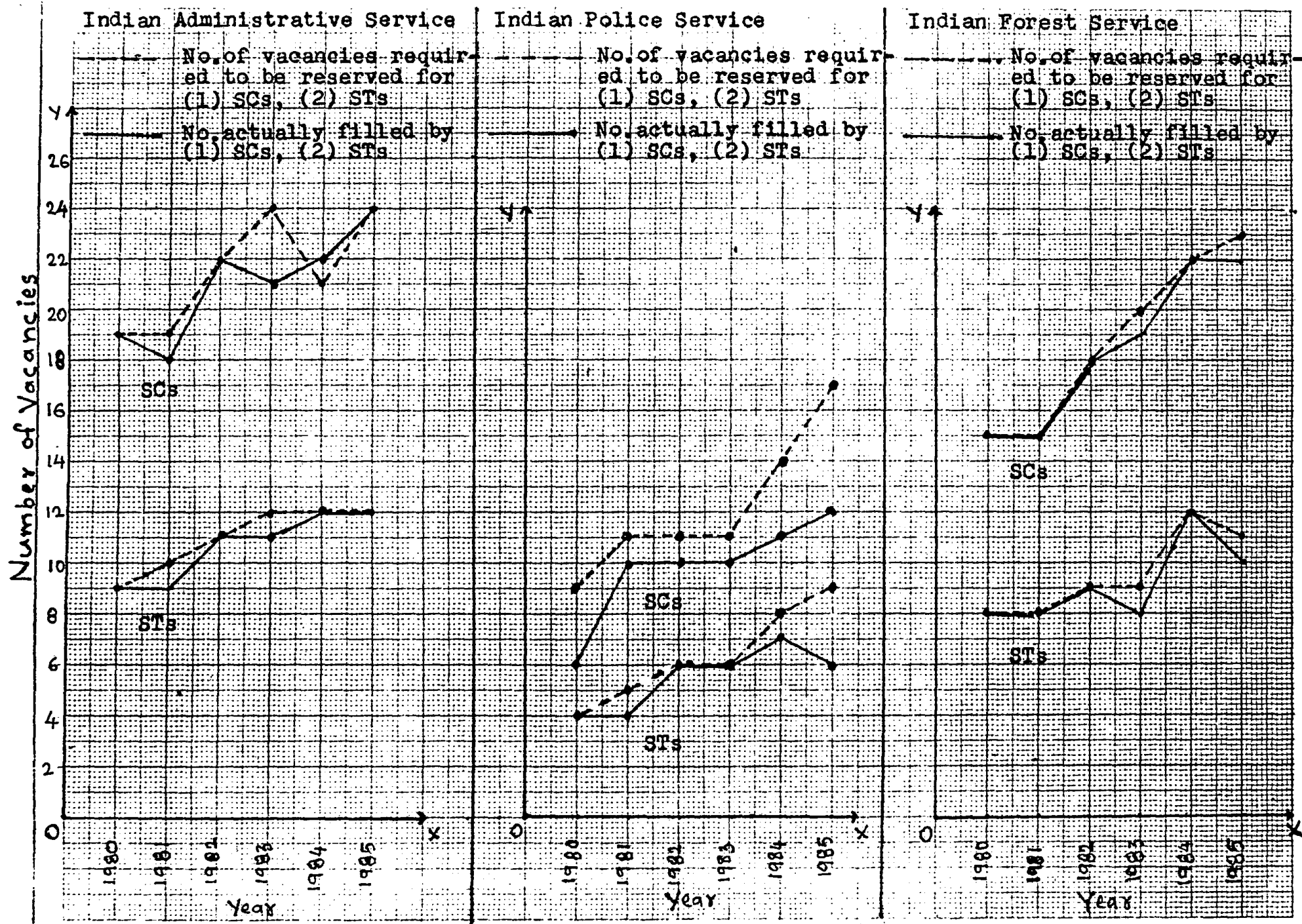
Table 5.4 : Scheduled Castes and Scheduled Tribes Employment in Central Government Services

Year	No. of vacancies filled	No. of vacancies required to be reserved for		No. of actually filled by	
		SC	ST	SC	ST
<u>Indian Administrative Service</u>					
1980	126	19	9	19	9
1981	128	19	10	18	9
1982	145	22	11	22	11
1983	156	24	12	21	11
1984	143	21	12	22	12
1985	160	24	12	24	12
<u>Indian Police Service</u>					
1980	51	9	4	6	4
1981	61	11	5	10	4
1982	64	11	6	10	6
1983	80	11	6	10	6
1984	84	14	8	11	7
1985	100	17	9	12	6
<u>Indian Forest Service</u>					
1980	91	15	8	15	8
1981	93	15	8	15	8
1982	109	18	9	18	9
1983	109	20	9	19	8
1984	154	22	12	22	12
1985	150	23	11	22	10

Source : GOI, 1987g, p. 16.

(See Graph 5.1).

**Graph G.5.1: Scheduled Castes and Scheduled Tribes Employment in Central Government Services**





5.8 Representation of Scheduled Castes  
and Scheduled Tribes in Services  
in the Public Enterprises

The Bureau of Public Enterprises (BPE) oversees the working of the rules provided for safeguarding the service interests of Scheduled Castes/Scheduled Tribes in Public Enterprises and keeps a watch on the progress in recruitment and promotion of Scheduled Castes/Scheduled Tribes in services. The present quota of reservation provided in the public undertakings for recruitment made on all India basis is 15 per cent for Scheduled Castes and 7.5 for Scheduled Tribes. In case of Groups C and D posts, for which recruitment is made on regional basis, the quota of reservation prescribed corresponds to the percentage of Scheduled Caste and Scheduled Tribe population in the region. The actual representation (consolidated) of Scheduled Castes and Scheduled Tribes in different posts and services in 195 undertakings as on 1.1.1984 is given in Table 5.5.

The Commission (1987) observed from Table 5.5 that the prescribed quota of reservation for Scheduled Castes and Scheduled Tribes in Groups C and D posts have been fully achieved as on 1.1.84, the shortfall in their intake continues to persist in Groups A and B posts. In Group A posts, the shortfall in representation of Scheduled Castes is to the extent of 73.8 per cent while for Scheduled Tribes it is 88.13 per cent. In Group B posts the shortfall in intake of Scheduled Castes and Scheduled Tribes works out to

Table 5.5 : Scheduled Castes and Scheduled Tribes Representational Shortfall or Surplus in Public Enterprises with Reference to 1.1.1974 to 1.1.1984

Group of posts	Total no. of employees as on 1.1.74	Percentage of representative as on 1.1.1974		Representation of SC/ST as on 1.1.1984				Percentage of shortfall or surplus as on 1.1.1984	
		-----		SCs		STs		-----	
		SCs	STs	No.	%	No.	%	SCs	STs
A	1,40,700	1.19	0.26	5,534	3.93	1,254	0.89	73.8	88.13
B	1,40,922	2.96	0.41	7,582	5.38	2,258	1.60	64.13	78.67
C	13,62,412	13.18	6.30	2,48,312	18.23	1,17,840	8.65	+21.53	+15.33
D	3,85,896	26.70	11.69	1,05,615	27.37	58,372	15.13	+82.47	+101.73
Total	20,29,930	16.89	7.64	3,67,043	18.08	1,79,724	8.85		

Source : GOI, 1987b, p. 62.

be 64.13 per cent and 78.67 per cent respectively. The intake of Scheduled Castes and Scheduled Tribes in the public undertakings has no doubt improved during the course of the decade. The shortfall, however, continues to be striking in Group A and Group B posts for both Scheduled Castes and Scheduled Tribes, and is more pronounced in case of Scheduled Tribes (GOI, 1987b, pp. 61-62).

During 1984-85 the Commission (1987) examined the position of reservations as prevailing in public sector undertakings by conducting studies, organising meetings and by collecting detailed information from the Bureau of Public Enterprises. Eight studies were conducted by the field officers of the Commission on the working of service safeguards provided for Scheduled Castes and Scheduled Tribes.

These studies have revealed an extremely distressing position of representation of Scheduled Castes and Scheduled Tribes in Groups A and B. The representation of Scheduled Castes has been very low varying from 1.85 per cent to 4.57 per cent of the total number of employees. In the Hindustan Teleprinters Ltd., Madras and Reactor Research Centre, Kalpakkam, there was not a single scheduled caste officer in Group B cadre as on 1.4.1970 and 1.1.1984 respectively. The Hindustan Teleprinters authorities did not seem to have made any effort to improve this position by promoting Scheduled Castes/Scheduled Tribes employees in these categories.

The representation of Scheduled Tribes was also found to be very poor in all the groups of posts. In the Reactor Research Centre, Kalpakkam, Madras Refineries Ltd. and Nayveli Lignite Corporation, there was not a single scheduled tribe officer in either Group A or B. In the Heavy Vehicles Factory, the representation of Scheduled Tribes varied from 0.40 per cent in the industrial establishment to 1.62 per cent in the non-industrial establishment.

The reason for these shortfalls was stated to be the non-availability of suitable candidates for the reserved vacancies. The Commission also found that some of the undertakings were not maintaining the rosters in the form prescribed in the brochure on reservation for Scheduled Castes and Scheduled Tribes in services. The roster registers were generally incomplete and were rarely checked or signed by the appointing authorities. While making conformations against posts, the managements were not following the guidelines issued by the Department of Personnel and Administrative Reforms. While advertising vacant posts the managements did not clearly indicate the number of posts reserved for Scheduled Castes and Scheduled Tribes and the types of relaxations available to such candidates in regard to qualifications or experience. The Commission has also noted that undertakings do not provide any reservation in the allotment of residential accommodation for Scheduled Castes and Scheduled Tribes (GOI, 1987g, pp. 5-7).

5.9 Representation of Scheduled Castes and Scheduled Tribes in Services in the Nationalised Banks and Financial Institutions

The representation of Scheduled Castes and Scheduled Tribes in the nationalised banks, State Bank of India and its subsidiaries and other financial institutions as on 1.1.86 were furnished by the Ministry of Finance in its Annual Report 1986-87.

Table 5.6 shows the representation of Scheduled Castes and Scheduled Tribes in services in the nationalised banks and financial institutions.

Table 5.6 : Representation of Scheduled Castes and Scheduled Tribes in Services of Financial Institutions

Category of employees	Total no. of employees	No. of belonging to		Percentage of shortfall on 1.1.86	
		SCs %	STs %	SCs	STs
Officers	212835	14696 (6.9)	3742 (0.85)	54	88.67
Clerks	438582	61589 (14.04)	16466 (3.75)	6.4	50
Sub-staff	176646	43761 (24.77)	7832 (4.43)	165.13	40.93

Source : GOI, 1987d, p. 15.

It is observed from Table 5.6 that the prescribed quota of reservation for Scheduled Castes, in sub-staff categories have been fully achieved as on 1.1.1986. The shortfall in respect of Scheduled Castes works out to be 54 per cent in officers categories, and in clerks categories it is marginal (6.4 per cent) as the actual representation is 14.04 per cent against the prescribed quota of 15 per cent.

The percentage of shortfall in case of Scheduled Tribes is very high (88.67) in officers categories. The situation however, is alarming in case of Scheduled Tribes, who have not been adequately represented even in sub-staff categories.

The shortfall in respect of Scheduled Tribes works out to be 88.67 per cent, 50 per cent and 40.93 in categories officers, clerks and sub-staffs respectively.

A comparative statement indicating the percentage of actual representation of Scheduled Castes and Scheduled Tribes in these banks and financial institutions as on 1.1.86 may be seen in Appendix A.5.1.

During 1984-85, the Commission (1987) collected details of actual representation of Scheduled Castes and Scheduled Tribes in the grades of officers, clerks and sub-staff in respect of 34 nationalised banks and financial institutions. An analysis of the information concerning the actual representation shows some improvement in the

position of representation of Scheduled Castes and Scheduled Tribes in the three categories of posts but the distressing feature is that the actual representation still remains low.

A study of the working of service safeguards provided for Scheduled Castes and Scheduled Tribes in the Bihar circle of the State Bank of India was conducted by the Patna field office of the Commission. The study revealed that the actual representation of Scheduled Castes and Scheduled Tribes in the officers cadre was far below their prescribed quota of reservations (15 per cent for Scheduled Castes and 7 1/2 per cent for Scheduled Tribes). The scheduled caste officers accounted for only 2.7 per cent of the total cadre, while in the case of Scheduled Tribes it was 1.1 per cent. There was also a heavy backlog in the intake of Scheduled Castes in the clerical and subordinate cadres although the prescribed quota of reservation for Scheduled Tribes was fully achieved in the circle cadre. The rosters were neither maintained properly nor inspected regularly by the liaison officer. There was also no special cell under the liaison officer to look into the grievances of the Scheduled Caste and Scheduled Tribe employees (GOI, 1987g, p. 7).

5.10 Recruitment Performance of Candidates  
Belonging to Scheduled Castes and  
Scheduled Tribes through Union Public  
Service Commission

The Union Public Service Commission being a constitutional body set up under Article 315 of the Constitution, has

to discharge the duties and functions, assigned to it under Article 320 of the Constitution.

In the 35th Report the Union Public Service Commission had stated that on the basis of the Civil Services (Preliminary) Examination 1984, 10,853 candidates were declared qualified for admission to the Civil Services (Main) Examination. On the result of the written part of the Civil Services (Main) Examination 1984, 1682 candidates (including 275 belonging to the Scheduled Castes and 150 belonging to the Scheduled Tribes) qualified for the personality test.

In the Thirty-sixth Report the Commission had stated that the results of Civil Services (Main) Examination, 1984 were announced on June 4, 1985. The Commission recommended in order of merit, 814 candidates including 129 candidates belonging to the Scheduled Castes and 71 candidates belonging to the Scheduled Tribes. The Commission were able to recommend candidates belonging to Scheduled Castes and Scheduled Tribes for all the vacancies reserved for them.

The Commission had stated that the number of Scheduled Castes/Tribes candidates applying for admission to the Civil Services Examination has increased steadily over the years. As may be seen from Table 5.7 that the number of Scheduled Castes candidates has risen from 15,215 in 1979 to 26,580 in 1985 showing an increase of about 75 per cent. Similarly, the number in respect of Scheduled Tribes candidates has



Table 5.7 : Number of Scheduled Caste/Tribe Candidates  
Applying for Admission to Civil Services  
Examination since 1979 to 1985

Year of ex- amination	Total	Number of candidates	
		Scheduled Castes	Scheduled Tribes
1979	1,00,742	15,215	3,888
1980	89,277	14,952	4,138
1981	94,419	18,132	4,767
1982	85,462	17,865	5,047
1983	89,312	18,722	5,795
1984	1,30,942	22,725	7,471
1985	1,52,598	26,580	8,535

Source : GOI, 1986e, p. 8.

registered an increase from 3,888 in 1979 in 1979 to 8,535 in 1985 showing an increase of about 120 per cent (GOI, 1986e, pp. 1-8).

Appendix Table A.5.1 : Total Number of Employees and the Number of Scheduled Castes and Tribe Employees among them in the Nationalised Banks and Financial Institutions as on 1.1.1986

Name of the bank/financial institutions	Total no. of employees			No. of employees belonging to						Percentage of shortfall as on 1.1.1986					
				SCs			STs			SCs			STs		
	Officers	Clerks	Sub-staff	Officers	Clerks	Sub-staff	Officers	Clerks	Sub-staff	Officers	Clerks	Sub-staff	Officers	Clerks	Sub-staff
Total of 20 nationalised banks	1,32,819	2,72,004	1,10,696	10,074 (7.58)	38,858 (29.26)	66,600 (50.14)	2,688 (2.02)	8,879 (6.69)	5,006 (3.77)	49.47	195.07	334.27	73.07	10.8	49.73
State Bank group	66,256	1,46,361	57,690	3,934 (5.94)	20,294 (13.87)	14,326 (24.83)	854 (1.29)	6,523 (4.46)	2,306 (4.00)	60.4	7.53	165.53	82.8	40.53	46.67
RBI	5,764	17,136	8,051	320 (5.55)	2,065 (12.05)	1,829 (22.71)	66 (1.15)	969 (5.65)	488 (6.06)	63	19.67	151.4	84.67	24.67	19.2
IFCI	369	523	196	19 (5.15)	65 (12.43)	56 (28.57)	2 (0.54)	4 (0.76)	3 (1.53)	65.17	17.13	190.47	92.8	89.87	79.6
IRCI	98	68	45	8 (8.16)	6 (8.82)	12 (26.67)	1 (1.02)	-	1 (2.22)	45.6	41.2	177.8	86.4		70.4
IDBI	999	1,103	472	70 (7.00)	159 (14.42)	134 (28.39)	15 (1.50)	38 (3.45)	36 (7.63)	53.33	3.87	189.27	80	54	101.73
NABARD	2,287	1,387	678	186 (8.13)	142 (10.24)	160 (23.60)	84 (3.67)	48 (3.46)	41 (6.05)	45.8	31.17	157.33	51.07	53.87	19.33
Bank	131	-	15	7 (5.34)	-	-	1 (0.76)	-	-	64.4	-	-	89.87	-	-

Note : Figures in brackets show percentage of SCs/STs.

Source : GOI, 1987h, p. 53.

## CHAPTER VI

### SUMMARY AND CONCLUSIONS

6.1 The main objective of this study is to look into the implementation of the socio-economic programmes for the upliftment of the Scheduled Castes and Scheduled Tribes at the all India level. For this purpose I have concentrated on aspects like constitutional safeguards for the Scheduled Castes and Scheduled Tribes, various programmes which were implemented by central government, reservation at various levels and branches of education and representation of the Scheduled Castes and Scheduled Tribes in services.

6.2 In the first i.e. the introductory chapter I have raised the problem of Scheduled Castes/Scheduled Tribes and explained the nature and the methodology of the study. The study is mainly dependent on the secondary data and covers the period 1951 to 1985.

6.3 The second chapter describes constitutional safeguards for the Scheduled Castes/Scheduled Tribes as general and specific provision for Scheduled Castes and Scheduled Tribes and also explains the approaches of Backward Classes Commission which was set up under Article 340 Constitution of India. In particular we study term and references, criteria of backwardness, the recommendations of the

Commission and government action on the Commission report. The first Backward Classes Commission proposed reservation for other backward classes in all government and local body services, as follows:

Class I	-	25 per cent
Class II	-	33 1/3 per cent, and
Class III & IV	-	40 per cent

And the Second Backward Classes Commission proposed reservation for the Scheduled Castes and Scheduled Tribes in proportion to their population, i.e. 22.5 per cent. But as there is a legal obligation to keep reservations under Articles 15(4) and 16(4) of the Constitution below 50 per cent the Commission recommends a reservation of 27 per cent for OBCs. The Commission evolved 11 indicators (criteria) for determining social and educational backwardness. This reservation should apply to all government services and other sectors. The First Backward Classes Commission's Report was not discussed by the Parliament and the Second Report has not yet been accepted.

6.4 The third chapter deals with the progress of various programmes which are implemented by the Central Government. The Scheduled Castes and Scheduled Tribe communities have remained socially and economically backward and hence concerted efforts have been made under the plan to raise their social and economic status as required by the directive

principles of Articles 46 and 275 of the Constitution of India.

The main interest to study Scheduled Castes and Scheduled Tribes arises as a result of their population size. They account for about one fifth of the total population in the country (3.2). According to 1981 Census 84 per cent and 93.80 per cent of the total Scheduled Castes and Scheduled Tribes population resides in rural areas (3.3). Between these two social groups Scheduled Tribes households appear to be much better off than Scheduled Castes households (3.4). Special programmes for the Scheduled Castes and Scheduled Tribes welfare have been undertaken in the successive five year plans and the size of investment on these special programmes has been increasing over the planning period but percentage of actual expenditure to total expenditure is declining (3.6). The Special Component Plan envisaged three important instruments for development of Scheduled Castes namely Special Component Plan (SCP), Special Central Assistance (SCA) and Scheduled Castes Development Corporations (SCDCs). The proposed outlay for Special Component Plan for the Seventh Five Year Plan period (1985-90) is Rs. 930 crores (3.7). Financial assistance is provided to Scheduled Castes and Scheduled Tribes by Small Farmers Development Agency (SFDA), Regional Rural Banks (RRBs) and nationalised banks. Small Farmers Development Agency 25.92 per cent and 8.48 per cent Regional Rural Banks and 43.4 per cent

nationalised banks have covered beneficiaries belonging to Scheduled Castes and Scheduled Tribes respectively (3.8). The percentage of Scheduled Castes and Scheduled Tribes beneficiaries covered under Integrated Rural Development Programme increased from about 29 per cent in 1980-81 to 44.8 per cent during 1986-87 (3.9). The employment generation under Rural Landless Employment Guarantee Programme (RLEGP) covered 40.94 per cent and 18.14 per cent beneficiaries belonging to Scheduled Castes and Scheduled Tribes respectively during 1987-88 (3.10). And we have studied the various programmes which are useful and able to improve the economic conditions of the Scheduled Castes and Scheduled Tribes (3.12). We have observed the evaluation studies of various programmes implemented for the welfare of Scheduled Castes and Scheduled Tribes. The main observations made from these studies are: Most of the benefits are generally cornered by the more resourceful persons who may or may not be below the poverty line (3.14). The Planning Commission has given emphasis on Tribal Sub-Plan (TSP). The Planning Commission has approved an outlay of Rs. 7560 million as Special Central Assistance (SCA) for Tribal Sub-Plan in the Seventh Plan (3.13). National Commission for Scheduled Castes and Scheduled Tribes (Commission for Scheduled Castes and Scheduled Tribes), is an advisory body on board issue of policies and levels of development of the Scheduled Castes and Scheduled Tribes (3.15). The Commissioner for Scheduled

Castes and Scheduled Tribes, who is appointed under Article 338 of the Constitution, is charged with the duty to investigate all matters relating to safeguards provided for Scheduled Castes and Scheduled Tribes under constitution. The commissioner has so far submitted 27 reports to President. These reports were discussed in both the Houses (3.16). The Eighth Finance Commission has allocated funds amounting to Rs. 8870 crores to 13 tribal sub-plan states for raising the level of administration in tribal areas (3.17). The progress is continuously monitored on monthly/quarterly basis and wherever shortfalls are noticed necessary instructions are issued to the defaulting states/union territories. Monthly/quarterly reviews are prepared and sent to the Ministry of Programme Implementation and the Prime Minister's office by the stipulated dates (3.18).

Several schemes have been planned and implemented by Central Government to improve the socio-economic condition of the Scheduled Castes and Scheduled Tribes. One important observation emerging from this study is that the benefits are yet to reach the lower strata among the Scheduled Caste and Scheduled Tribe communities. In the above-mentioned various programmes for their implementation the financial and physical targets should be earmarked for the Scheduled Castes and Scheduled Tribes separately. In these various programmes reservation quota should be provided to Scheduled Castes and Scheduled Tribes persons.

6.5 The fourth chapter have given an analysis of reservation for the Scheduled Castes and Scheduled Tribes. Under Article 46 of the Constitution the government is committed to promote with special care the education of the Scheduled Castes and Scheduled Tribes (4.1). According to the 1981 Census the literacy rate among the Scheduled Castes and Scheduled Tribes is 21.38 and 16.35 respectively. The literacy rate among the Scheduled Castes and Scheduled Tribes in India has been increasing; but increase in female literacy has been very slow (4.2). The Seventh Plan (1985-90) has emphasised on strengthening the educational base of the Scheduled Castes and Scheduled Tribes (4.3). The co-efficient of equality and enrolment ratio has increased at all stages of the Scheduled Castes and Scheduled Tribes. The co-efficient and enrolment ratio for Scheduled Tribes were lower for all stages of education as compared to the Scheduled Castes (4.4 and 4.5). The actual admissions of Scheduled Castes and Scheduled Tribes to under-graduate and post-graduate courses had been able to get less than 10 per cent and 2 per cent respectively (4.6). Several schemes have been planned and implemented by Central Government to improve the literacy and educational levels of the Scheduled Castes and Scheduled Tribes. These include post-matric scholarships, pre-matric scholarships, book banks, girls hostels, coaching and allied scheme, national overseas scholarships, ashram schools and Navodaya schools etc. One important observation emerging



from this study is that these benefits are yet to reach the lower strata among the Scheduled Castes and Scheduled Tribes (4.7). The University Grants Commission (UGC) has an important role in promoting the higher education among the Scheduled Castes and Scheduled Tribes. Some of the important schemes drawn up by University Grants Commission are as under Sub-Plan and Special Component Plan: Reservation for scholarships/fellowships. Reservation for teacher fellowships, junior research fellowship, post-graduate scholarships in science, humanities, research fellowship in engineering and technology, reservation of seats in universities and college hostels, creation of special cells in universities and also remedial courses have been started for the Scheduled Castes and Scheduled Tribes (4.8). The National Adult Education Programme (NAEP) enrolment of Scheduled Castes and Scheduled Tribes was 19 per cent and 15 per cent respectively during the year 1978 (4.9). Non-formal education scheme is useful for the non-enrolled and non-attending children in the age group 6-14 belonging to Scheduled Castes and Scheduled Tribes.

6.6 The fifth chapter has given an analysis of reservation in the services for Scheduled Castes and Scheduled Tribes. Under Articles 16(4), 46 and 335 seeks to ensure that in making appointments to public services and posts, the claims of these sections are duly taken into consideration. First Jyotiba Phule of Pune advocated adequate representation

for members of all castes in the public service. The Central Government has provided reservations in government employment for Scheduled Castes since 1943 and for Scheduled Tribes since 1950 (5.2.1). The constitution reservation of 15 per cent and 7 1/2 per cent vacancies has been fixed for Scheduled Castes and Scheduled Tribes respectively (5.2.2). The reservations should expire on 26th January 1990 (5.2.3). The quota of reservation provided for Scheduled Castes and Scheduled Tribes in services is prescribed according to their population percentage in the state/union territories and on all India level on the basis of 1971 Census but it should be on all India level on the basis of 1981 Census (5.2.4). The Scheduled Castes and Scheduled Tribes communities are mostly engaged in traditional and primitive sector (5.4). Several schemes have been planned and implemented by Central Government to improve representation in the services. These include reservation in promotion, carry forward of reservation, special coaching scheme for Scheduled Castes and Scheduled Tribes, relaxation in selection for Scheduled Castes and Scheduled Tribes etc. (5.5). Representation of Scheduled Castes and Scheduled Tribes in services in ministries and departments under the Government of India, the percentage of shortfall in case of Scheduled Castes is very high (55.27) in Group A posts, whereas the same is only 26.93 per cent in Group B posts, and in respect of Scheduled Tribes it works out to be 81.20 per cent, 80.53 per cent, 44.80 per cent and

26.67 per cent in Group A, B, C and D posts respectively (5.6). The representation of Scheduled Castes and Scheduled Tribes in Central Government's services i.e. Indian Administrative Service (IAS), Indian Police Service (IPS) and Indian Forest Service (IFS), all the vacancies reserved for Scheduled Castes and Scheduled Tribes are now being filled up by the candidates belonging to these communities (5.7). The prescribed quota of reservation for Scheduled Castes and Scheduled Tribes in Groups C and D posts have been fully achieved in the public enterprises. The shortfall in their intake continuous to persist in Groups A and B posts (5.8). The representation of Scheduled Castes and Scheduled Tribes in services in the nationalised banks and financial institutions, the prescribed quota of reservation for Scheduled Castes in sub-staff categories have been fully achieved. The shortfall in respect of Scheduled Castes works out to be 54 per cent in officers categories. The percentage of shortfall in case of Scheduled Tribes is very high - 88.87 per cent, 50 per cent and 40.93 in categories of officers, clerks and sub-staffs respectively. The situation however, is alarming in case of Scheduled Tribes (5.9). However, the Union Public Service Commission were able to recommend candidates belonging to Scheduled Castes and Scheduled Tribes for all the vacancies reserved for them.

One important conclusion emerging from the above study is that, only in Class IV position Scheduled Castes and

Scheduled Tribes have representation according to their population size and sometimes more. There is under representation in Class I, Class II and Class III. The reason for this shortfall is stated to be the non-availability of suitable candidates for the reserved vacancies. Therefore there is a need to take a series of determined steps to ensure that all public sector undertakings implement government instructions more seriously in providing adequate reservation in posts for Scheduled Castes and Scheduled Tribes especially in Groups A and B.

We can conclude our study with the observation that what is lacking in India is not the sympathy for the backward classes or the awareness of the things that should be done for their upliftment. What is lacking is the will to implement the programmes which have a rich potential to integrate the backward class into the Indian society.

It is not enough to proceed on the right lines - that is a necessary condition, no doubt - it is necessary to quicken the pace.

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