

**REPORT**  
**OF THE**  
**WORKING GROUP**  
**ON**  
**THE DEVELOPMENT**  
**OF**  
**SCHEDULED CASTES**  
**DURING THE SEVENTH FIVE YEAR PLAN**

**1985—90**



**GOVERNMENT OF INDIA**  
**PLANNING COMMISSION**  
**JANUARY 1985**

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Report of the Working Group on the Development of Scheduled Castes for the Seventh Five Year Plan

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## INTRODUCTION

The Working Group for formulation of the strategy and priorities for development of Scheduled Caste was constituted by the Planning Commission in their office memorandum No. PC|BC|11-8(2)|83 dated 4 October, 1983 Annexure-I. Some changes were made subsequently and the final composition of the Group is as per Annexure-II herewith. The first meeting of the Group was held on 10 February, 1984, at which it was decided to constitute sub-groups for dealing in depth with specific subjects in the field of scheduled caste development covering nearly all sectors of development. For some reasons, the sub-groups could not meet. However, the Ministry of Home Affairs held two meetings on 23-4-84 and 27-6-84. Further one more meeting was held by the Minister of State for Home Affairs with the Members of Parliament belonging to scheduled castes on 21-6-84. The Ministry of Home Affairs prepared a draft report in October, 1984, which was circulated to the members of the Working Group. The Draft report was discussed on 30 October 1984 and several suggestions emerged.

Some of the suggestions are taken care of in the report of the Working Group for the Sixth Plan period and some others have been incorporated in this report. If, notwithstanding the various steps taken, some inconsistencies persist in the report, we shall be grateful for their being pointed out.

2. During the meetings, held on the dates mentioned above, particularly in the first and the last meetings, several members referred to the report of the Working Group on Scheduled Caste Development during the Sixth Plan 1980—85 as the basic document. The present report builds up on that report in the light of experience gained in the Sixth Plan period. The Seventh Plan report is not claimed to be exhaustive and should be read with the earlier report for a complete picture and perspective.

3. The members of the Working Group took an enormous amount of interest in its deliberations and made highly constructive contribution. Our thanks are due to them.

## CHAPTER 1

### PROFILE OF THE SCHEDULED CASTES

The Scheduled Castes, according to 1981 Census, number 10.48 crores (104.8 millions) and constitute 15.75 per cent of the total population of the country excluding Assam. The percentage distribution of the Scheduled Castes population among the States (excluding Assam) shows that the major concentration of Scheduled Castes is in Uttar Pradesh (22.39 per cent), West Bengal (11.46 per cent), Bihar (9.69 per cent), Tamil Nadu (8.48 per cent), Andhra Pradesh (7.6 per cent), Madhya Pradesh (7.02 per cent), Rajasthan (5.57 per cent) and Karnataka (5.34 per cent). Taken together, the Scheduled Castes population in these eight States comes to 77.5 per cent of the total Scheduled Caste population in the country.

2. Only 16 per cent of the Scheduled Castes in the country reside in the urban areas. Bulk of the urban Scheduled Castes population have to reside in the slums, without amenities such as drinking water, link roads, sanitation, electricity, etc.

3. 84 per cent of the Scheduled Castes population reside in the rural areas of India. The States in which the Scheduled Castes population in rural areas is higher than the all India average are :—

(1) Himachal Pradesh . . . . .	(94.64%)
(2) Tripura . . . . .	(93.70%)
(3) Bihar . . . . .	(91.52%)
(4) Orissa . . . . .	(90.60%)
(5) Uttar Pradesh . . . . .	(89.54%)
(6) Jammu and Kashmir . . . . .	(88.47%)
(7) Kerala . . . . .	(87.59%)
(8) West Bengal . . . . .	(87.59%)
(9) Andhra Pradesh . . . . .	(84.81%)

4. The bulk of the Scheduled Castes population are agricultural labourers or having miniscule holdings, or Bargadars (soare croppers) or other types of insecure tenants. According to the 1981 Census data for country as a whole, the Scheduled Castes agricultural labourers constitute 48.22% of the total Scheduled Castes workers. Among the States/UTs which have higher percentage of Scheduled Castes agricultural labourers than the national average are :

States	Percentage of S.C. agricultural labourers to total scheduled caste workers
(1) Bihar . . . . .	72.88
(2) Andhra Pradesh . . . . .	68.24
(3) Punjab . . . . .	60.03
(4) Kerala . . . . .	58.08
(5) Haryana . . . . .	51.28
(6) Pondicherry . . . . .	73.95

5. For the Scheduled Castes cultivators, the all-India percentage is 28.17. Of the total Scheduled Castes workers, 28.17 per cent are cultivators. Almost all of them are only marginal holders and naturally are in the poverty group alongwith the landless agricultural labourers. They together form 76.39 per cent of the total Scheduled Castes workers. Then, there are traditional occupations such as leather workers, handicrafts especially bamboo and cane, weaving, fishery etc. These occupations are all in the unorganised sector, providing employment to the Scheduled Castes. There is another category of professions like carrying of night soils, flaying and tanning. This occupational profile of Scheduled Castes is linked with very low economic and social status. Almost all of them are concentrated in the rural areas. They have hardly any assets and they suffer from the dual handicap of social disability and economic deprivation; social disabilities arising out of the stigma of untouchability and the economic deprivation arising out of exploitation and denial of opportunities for centuries to develop economic capability.

6. The practice of untouchability still persists in many regions mostly in the rural areas. In the urban areas the overt practice of this form of social discrimination is much less although covert/disguised practice of it can be discerned in group actions.

7. As regards literacy level, we notice that the literacy rate among the Scheduled Castes, as recorded in the 1981 Census is only 21.38 per cent as against the all-India average of 41.30 per cent (excluding Scheduled Castes and Scheduled Tribes). In the States like the following, the levels of literacy among the Scheduled Castes continues to be much lower than all-India level of their literacy :—

State	Literacy rate among S.C.
(1) Bihar . . . . .	10.40
(2) Rajasthan . . . . .	14.04
(3) Uttar Pradesh . . . . .	14.96
(4) Madhya Pradesh . . . . .	18.97
(5) Andhra Pradesh . . . . .	17.65

Some of the communities have hardly any literate person among them. The condition of education among them is very unsatisfactory. The percentage of literacy among S. C. women in 1981 is only 10.93 as against 29.43 among other women (excluding the Scheduled Castes and S. T. women).

8. There are about 48 districts in the country where the literacy amongst Scheduled Castes women is even less than 2 per cent (1981 Census). In the

following States levels of literacy among the Scheduled Castes women continues to be much lower than the all-India levels of their literacy :—

State	Literacy rate among S.C. Women
(1) Bihar . . . . .	2.51
(2) Rajasthan . . . . .	2.69
(3) Uttar Pradesh . . . . .	3.89
(4) Madhya Pradesh . . . . .	6.37
(5) Haryana . . . . .	7.06

9. Education directly affects the largest number of individuals and it is widely regarded as one of the prime instrumentalities for improving the condition of the backward : "one of the most important social objects of education is to equalize opportunity, enabling the underprivileged castes and individuals to use their education as a lever for the improvement of their condition".

10. The Scheduled Castes are still far below the general population in educational accomplishments. While free primary education was gradually extended to larger portions of the whole population, in some States the education through the Second level was

made free to the SC students. But it must be conceded that mere exemption from fees was found insufficient. Economic distress, and compulsion to rely on school-age children to earn look after younger children disinclined many parents from enrolling their children in school, and encouraging them to stay in schools. Moreover, there is a strong co-relation between social status and proclivity to stay in school. Caste factor and its aspect in the social structure has the strongest affect, along with a few others, on the wastage (dropping out) and also on stagnation "(repeating a grade)."

11. The educational development amongst the Scheduled Castes is lagging behind both in economically and educationally backward States as well as in advanced States. In every State, the literacy level of SCs lags behind the literacy levels of non-SC & non-ST population of that State. This shows that the educational backwardness of SCs account of their peculiar socio-economic condition and its solution requires a systematic effort directed towards the SCs and cannot come about just through educational developmental effort.

12. These are some of the important facts which are to be borne in mind while reviewing the present arrangement and for formulating a strategy for the socio-economic development of these deprived classes of our people.

## CHAPTER II

### REVIEW OF SCHEDULED CASTE DEVELOPMENT

#### *Strategy evolved during the Sixth Five Year Plan*

The Sixth Plan document has identified the "lack of economic support" as the main cause of extremely slow pace of development of the Scheduled Castes during the earlier Plans. Though it was inherent in the earlier Five Year Plans that the benefits of economic development resulting from the investments in agriculture and industry in particular would, in course of time, trickle down to the poorest of the poor, the experience was otherwise. This necessitated the search for a new strategy during the Sixth Five Year Plan. The new strategy so evolved is a combination of the following three instruments :—

- (i) The Special Component Plans of the States and Central Ministries, (SCP).
- (ii) The Special Central Assistance, (SCA).
- (iii) Scheduled Castes Development Corporations in the States, (SCDC).

#### *Special Component Plan*

2. The role of different departments of State Governments and Central Ministries in the development of Scheduled Castes was underlined by the Prime Minister in her letter of March 12, 1980 in which she exhorted them for the development of Scheduled Castes to be made by bringing in expertise to ensure a better planning and better implementation. In her own words :—

"The Special Component Plans already prepared by the State Governments, have not only to be improved quantitatively and qualitatively but should also be implemented satisfactorily. . . . . For this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan."

The Special Component Plan is designed to channelise the flow of benefits and outlays from the general sectors in the plan of the States and Central Ministries for the development of Scheduled Castes in physical and financial terms. These plans are envisaged to help poor Scheduled Caste families through composite income generating during the Sixth Plan period. Such family oriented programmes are to cover all the major occupational groups amongst Scheduled Castes, such as, agricultural labourers, small and marginal

farmers, share-croppers, fishermen, sweepers and scavengers, urban un-organised labourers below the poverty line. In addition, the Special Component Plans also seek to improve the living conditions of Scheduled Castes through provision of drinking water supply, link road, house sites and housing improvements, establishment of such services as primary schools, health centres, veterinary centres, panchayat ghars, community halls, nutrition centres, rural electrification, common work places, common society centres etc., in the Scheduled Caste basis under the Minimum Needs Programme to improve their access to social, educational and other community services and earmarking outlays for this purpose in appropriate sectors.

3. 20 States and 4 Union Territories with sizeable Scheduled Castes population have formulated their Special Component Plans. The outlays in the SCPs rose from Rs. 528 crores in 1980-81 to 630 crores in 1981-82 and Rs. 662 crores in 1982-83 and Rs. 755 crores in 1983-84.

#### *Special Central Assistance*

4. The Special Central Assistance is additive to the States' Special Component Plans and programmes for the development of Scheduled Castes. During the Sixth Plan, it has not been tied to specific schemes on a schematic pattern. It is meant for the totality of the States' efforts for the development of Scheduled Castes; and the only condition laid down is that this fund is to be used by the States only for income generating economic development schemes (including directly relevant training, directly relevant back-up services and arrangements for implementation, supervision, monitoring and evaluation). The assistance is distributed among the State Governments and Union Territories taking into account factors like population of Scheduled Castes, backwardness of the States and the efforts of the State Governments as reflected in their annual Special Component Plans. The total allocation of SCA for the Sixth Plan period (for SCP) was Rs. 600 crores.

5. On examination of the information received from the State Governments it has been found that a very large chunk of the Special Central Assistance has been utilised as subsidy either to raise the total rate of subsidy to 50% by linking it up with IRDP provision or by providing it for schemes outside the IRDP. In some of the States in respect of some of the schemes the rate of subsidy was as high as 75% and bulk of the amount of subsidy was spent out of the Special Central Assistance. It is noticed that initially, in respect of many schemes, Special Central Assistance was being spent without effective linkage with the viability of the scheme. The Ministry of

Home Affairs have been all along emphasising that use of SCA for subsidy is not the best way of spending the money even though in a sense it is the simplest. Ideally, the Special Central Assistance should go for meeting the critical gaps in such a way as to give a composite and integrated shape to economic development programmes for Scheduled Caste families.

#### *Scheduled Caste Development Corporations*

6. The Scheduled Castes Development Corporations in the States are envisaged to inter-face between the poor Scheduled Caste entrepreneurs and the financial institutions in respect of bankable schemes of economic development. 17 States with the substantial population of Scheduled Castes and 2 UTs have already set up such Corporations. When the Sixth Plan strategy for the development of the Scheduled Caste was being formulated the utility of these specialised Corporations was recognised. The main functions of the SC Development Corporations was mobilisation of institutional credit for the economic development schemes of the Scheduled Castes entrepreneurs by functioning as catalysts, promoters and guarantors. The Government of India provide assistance to States for share capital investment in their Corporation, in the ratio of 49:51, and this has helped the Corporations in expanding their activities and rejuvenating some which have been dormant.

The following releases have been made in this behalf :—

Year	State Govt. contribution	(Rs. in lakhs)	
		Amount released by the Government of India	
1978-77	710.55	50.00	
1979-80	703.10	1274.00	
1980-81	1403.00	1300.97	
1981-82	1367.56	1332.37	
1982-83	1364.40	1350.00	
1983-84	Final figures not yet available	1400.00	(Provisional)

7. The proposed outlay for 1984-85 is Rs. 16 crores. The Corporations were to ensure flow of every possible assistance available to the Scheduled Caste beneficiaries from different Government agencies including DRDA, KVIC etc. Loan subsidy and margin money were to be routed through one window, preferably the bank. The Corporations were to ensure that outlays were available for disbursement of these three components so that the proposed beneficiary could ground the scheme expeditiously.

8. Another facility offered to the States' Scheduled Caste Corporations by the Government of India was the matching grant to State Governments for the Corporations' promotional activities (1 per cent of cumulative share capital contribution) and staff for monitoring, technical and recovery wings and (3 per

cent of cumulative share-capital contribution). These funds could be drawn upon by the State Corporations for undertaking a number of activities and to provide support services for recovery of dues. Proposals in this regard have started coming to the Government of India only very recently.

9. The task of monitoring and on-going evaluation of the Scheduled Caste Development Corporations (SCDCs) has been entrusted by the Ministry of Home Affairs to the Agricultural Finance Corporation (AFC) which has set up a Special Cell in Delhi for this purpose in June, 1982. As these Corporations play a major role in the economic development of Scheduled Castes, the subject (this has been given a detailed treatment in a subsequent Chapter XI.

#### *The experience of the Sixth Plan*

10. As the needs of the Scheduled Caste families and of the Scheduled Caste bastis are very large, the whole gamut of the Plan will have to be tapped. The State Governments and the Central Ministries were to make attempts at quantifying outlays from all possible schemes in the Special Component Plan.

11. The result is that the number of schemes in the Special Component Plans is generally very large. As for example, there are nearly 188 schemes in the SCP of Uttar Pradesh. It is, therefore, not feasible to review the implementation of the individual schemes from the Centre except in the manner in which the State Plans as a whole are reviewed during the Annual Plan discussions. The Ministry of Home Affairs and also the Planning Commission have prescribed proforma for reporting the financial and physical progress under the SCPs. On the basis of the data so supplied by the States, the monitoring at the Centre covers policy issues in general and the number of the families benefited and progress of expenditure incurred and physical achievements in regard to the expansion of infrastructural facilities in SC bastis every quarter, in particular.

12. In the course of reviewing of the Special Component Plans for the last 4 years, we have noticed gradual improvement in the quality of the schemes and their implementation. Given the fact that the strategy of SCP was evolved only during the Sixth Five Year Plan, it can be said that generally the schemes have made good progress during the last 4 years in terms of financial as well as physical achievements.

13. Under the IRDP, for instance, it has been observed that while the quantitative parameters show satisfactory and healthy trends, efforts are also being made to put due emphasis on the qualitative aspects also. Wherever untruncated schemes or packages of schemes have been provided with adequate financial support, linkages and back-up services and care in implementation has been taken right from the beginning, there have been good chances of success. However, it will take some time to estimate the impact of the IRDP schemes in SC beneficiaries and the extent to which incremental incomes have been generated.



14. The difficulties noticed in the implementation of the IRD Programmes are in the nature of administrative, organisational and of coordination. The major difficulty is in the field of mobilisation of credit and linkage of the schemes with banks and other financial institutions. The other deficiency noticed is that of inadequacy of dosage of assistance made available to the Scheduled Caste beneficiaries. Particularly in the sector of animal husbandry the general experience is that one milch cow or some five goats per family would not be expected to be sufficient to generate adequate to take the poor SC families above the poverty-line. When the poor Scheduled Caste families are provided with assistance through IRD Programme for enabling them to become small entrepreneurs, care has to be taken to link it up properly with back-up services particularly provision of raw materials and marketing. In many cases inadequacy of infrastructure support has been identified as one of the deficiencies and the State Governments are advised to take remedial measures.

15. The Special Component Plan in the agricultural sector in different States encompasses a very large number of small schemes like distribution of mini-kits, distribution of seeds samplings, land levelling, land bunding, minor irrigation etc; but there is hardly an integrated approach. In many of the States, land holding pattern of the Scheduled Caste is not fully known. In the absence of this basic data it would be difficult to formulate meaningful programmes that would make an impact on the Scheduled Caste families having land.

16. Most of the Schedule Caste cultivators land of miniscule sizes are scattered in a number of very tiny plots. Notwithstanding the programmes so far taken up for agricultural development, the small and marginal Scheduled Caste cultivators are still outside the pale of many programmes taken up in the agricultural sector. The fund earmarked in the Special Component Plan in this particular sector is very little and has not yet made the desired impact for want of careful integrated planning and implementation by the sectoral agencies. Even in the cases of new allottees on ceiling surplus land, the land distribution has not been linked up with meaningful programmes. Quite often such ceiling surplus land are of marginal or sub-marginal quality needing development before these can be put to proper economic use.

17. In the case of minimum needs programmes for the development of Scheduled Caste bastis in the shape of providing drinking water, street-lights, link roads etc. much is left to be done. The impact could not be felt in the absence of priority being assigned to these important needs of the poor Scheduled Castes.

18. Some of the major difficulties noticed in the implementation of Special Component Plan in many States are as follows :—

(1) Implementation of Special Component Plan schemes did not make adequate progress in

many States because the physical and financial targets under various sectors were not disaggregated and communicated to the District and Block level by the Departments concerned, as repeatedly emphasised by the Government of India. The disaggregation of targets should be made at the beginning of the financial year and communicated to the officers at the district and block levels with such detailed programming done well in time, the targets should not appear very ambitious and would infact be fully achievable.

(2) Even while sufficient funds might be available, the implementing agencies are structurally weak for absorption of large amounts under different programmes. It is, therefore, essential that each department reviews the staff position particularly at the field level strengthening the implementing machinery wherever necessary. The States are also somewhat slow in suitably strengthening the monitoring machinery due to financial and other constraints.

(3) In some States it has been found that because of lack of coordination and proper tie-up and linkage even the fund made available by the Ministry of Home Affairs as Special Central Assistance was lying unutilised. In some of the States the State Governments transferred the amount of Special Central Assistance to a number of State Corporations where it was lying unutilised and without notice of the State Government.

(4) In some of the States, District Magistrates/Collectors were not made directly involved with the Special Component Plan schemes either at the stage of formulation or at the stage of implementation though this was pointed out in the Working Group report for the Sixth Plan and the Government of India repeatedly. This has resulted in blurring of the focus.

19. On the basis of these experiences, our main stress should be on the development of different occupational categories specially the agricultural labourers and marginal farmers, leather workers, fishermen and vulnerable groups. With this end in view implementation of the cluster-cum-saturation approach which was evolved during the Sixth Plan should be intensified to ensure the total coverage of all eligible families in village clusters identified on the basis of size of Scheduled Caste population. In such an approach the investment for the development of individual families and on the development of directly related economic infrastructure and provision of back-up services and linkages of the Scheduled Caste bastis is required to be made in an integrated way to have the desired impact.

20. Two observations are noted in the working of the Special Component Plans in the Sixth Plan. The first is that the outlays provided were not fully utilised even though these outlays, as a proportion of the State Plan, were considerably short of the population percentage of the SCs in respect of the States and very much short of the developmental needs of the SCs. This indicates lag in detailed planning exercises by the departments and other sectoral agencies in the States and the lag has repeatedly been pointed out by the Govt. of India. It is essential to identify physical benefits from every scheme from which outlays are earmarked into the Special Component Plans such as number of scheduled caste families to be assisted to cross the poverty-line, number of SC basties to be provided with minimum needs and so on and to identify the outlays required, the extent to which the outlays earmarked will meet the needs of the families/basties etc. and ensure satisfactory implementation from the beginning all along the line to the extent outlays are earmarked, without any failure in reaching the earmarked benefits in physical as well as financial terms to SC families and SC basties.

21. The second observation is that some of the major Departments of the States were avoiding the strenuous exercise of earmarking of funds specifically for the development of Scheduled Castes. It was mainly due to their inertia both of these tendencies could be brought under a general heading "attitudinal problem—lack of proper orientation". In many States the officials at the field levels are not fully oriented to the needs and programmes for the Scheduled Castes. It is essential to have officials with the right attitude with reasonable amount of commitment to the development of the poor Scheduled Castes. The work involved in the Special Component Plan is not a routine job; and for this the officials particularly the field staff should go through in the following table :—

22. During the last two years, the States and Union Territories have shown gradual improvement in planning as well as implementation of the Special Component Plan schemes. The outlay of the Special Component Plan as compared to the total Plan outlay for the annual plans 1982-83 and 1983-84 are given in the following table :—

OUTLAY OF SPECIAL COMPONENT PLAN VIS-A-VIS THE TOTAL PLAN OUTLAYS FOR THE ANNUAL PLANS  
1982-83 AND 1983-84

(Rs. in crores)

Sl. No.	State/Union Territory	1982-83			1983-84		
		Total Plan outlay	S.C.P. outlay	Percentage	Total Plan outlay	S.C.P. outlay	Percentage
1	2	3	4	5	6	7	8
(1)	Andhra Pradesh	695.00	63.67	10.52	826.23	139.51	16.89
(2)	Assam	238.00	4.31	1.81	291.00	5.68	1.95
(3)	Bihar	670.00	58.77	8.77	681.00	43.58	6.40
(4)	Gujarat	760.00	17.58	2.31	900.00	19.08	2.12
(5)	Haryana	320.00	24.68	7.71	406.59	28.14	6.92
(6)	Himachal Pradesh	120.00	10.16	8.46	138.58	15.40	11.11
(7)	Jammu & Kashmir	168.00	0.86	0.51	185.00	6.14	3.32
(8)	Karnataka	475.00	63.39	13.35	575.00	53.14	9.24
(9)	Kerala	275.00	15.59	5.66	320.00	20.75	6.48
(10)	Madhya Pradesh	725.00	46.71	6.44	855.00	46.98	5.49
(11)	Maharashtra	1322.00	31.01	2.31	1500.00	30.81	2.05
(12)	Manipur	48.00	0.90	1.87	52.80	0.78	1.48
(13)	Orissa	300.00	11.57	3.86	345.00	27.25	7.90
(14)	Punjab	385.00	20.50	5.32	440.00	23.47	5.33
(15)	Rajasthan	340.00	30.73	9.03	401.00	40.31	10.0
(16)	Sikkim	25.41	0.41	1.61	30.50	0.47	1.49
(17)	Tamil Nadu	711.00	103.41	14.54	845.00	76.00	8.99
(18)	Tripura	50.00	4.61	9.22	58.00	5.78	9.97
(19)	Uttar Pradesh	1132.00	121.00	10.69	1375.00	117.60	8.55
(20)	West Bengal	490.00	29.17	5.95	540.00	36.44	6.75
(21)	Chandigarh	23.77	0.99	4.16	28.00	1.52	5.42
(22)	Delhi	200.00	11.92	5.96	250.00	12.87	5.15
(23)	Goa, Daman & Diu	44.12	0.30	0.67	56.60	0.26	0.47
(24)	Pondicherry	18.17	2.60	14.29	20.50	2.93	14.31
	Total	9445.49	675.76	7.15	11120.80	754.86	6.79

23. It can be observed from the table that the percentage of outlays under the Special Component Plan is much smaller than the percentage of Scheduled Caste population in each State/Union Territory except Andhra Pradesh and Manipur. Considering the socio-economic conditions of the Scheduled Caste communities the argument that a share of the outlays concerned with general infrastructure under the so-called indivisible sectors like power, irrigation, communication, roads and transport etc. which often account for about 60 per cent of the plan outlays also go to benefit them is not quite logical. The benefits from these sectors, especially the economic benefits, do not automatically or significantly go to the scheduled castes in view of their poor ownership of the assets and, therefore, incapacity to utilise these infrastructures either for stepping up their production or to produce marketable surpluses to be transported to markets as explained in detail in the Sixth Plan Working Group. On the other hand, even to the extent the members of the scheduled castes are in a position to utilise benefits from the sectors, they are bypassed for want of specific focus on the part of developmental authorities. Therefore, it is necessary to deliberately channelise benefits from these sectors towards the scheduled castes. This will be possible only when benefits in physical and financial terms are earmarked from the sectors. The methodology of tapping of so-called non-divisible sectors has been explained in the Sixth Plan Working Group with specific reference to the power and irrigation sector. It will be possible to work out the methodology in similar respects in the other major infrastructures also. When this is done earnestly and systematically with careful understanding of the needs of the scheduled castes from each major infrastructural sector and the magnitude of the needs in physical and financial terms, and benefits and outlays are earmarked to the SCP from these sectors on that basis, it will become possible to step up the SCP of every State, notwithstanding the fact that a large part of the plan outlays are in the major infrastructural sectors. Further, it is not correct to say that these sectors as a whole are indivisible. There are schemes in the sectors which are divisible. Further, it is also possible to formulate new divisible schemes in the sector if the needs of the Scheduled Castes pertaining to those sectors are understood. *Since it is the outlay in the Special Component Plan which directly benefits the Scheduled Castes, the percentage of SCP outlay to total State Plan outlay should have at least parity with the percentage of Scheduled Caste population of the State.* In respect of many States and Union Territories, the percentage of outlay is very low. The States should step up the SCP outlay substantially to at least the percentage of SC population of the total.

24. It has been found by experience that earmarking of funds from each sector has not proceeded on a systematic basis in the State and Centre. The Approach Document for the Seventh Five Year Plan calls for evolution of a mechanism for ensuring that adequate outlays from the State and Central plans are earmarked for development of SCs. This matter has been considered carefully. The foundation for flow of resources to SCP from each sector of plan activity in States and the Centre has been laid. It

is now possible to take the next step for putting the matter on a more systematic basis. A reasonable proportion of State Plan resources should be set apart for SC development and then split for sectors containing appropriate programmes and schemes of SC development. At the Central level, 15 per cent of the plan money should be set aside in each appropriate sector and used as the requirements of SC Development. In fact, in the Working Group meeting, the view was expressed that adoption of even the 15 per cent yardstick would not be capable of narrowing the disparities between the non-SCs (and non-STs) and SCs (and STs); on the contrary, its adoption would perpetuate the present disadvantages and handicaps. Unless the outlays and benefits are double that of the SC population percentage, at no foreseeable time in future, can the gap be bridged.

25. In certain States where the Special Component Plan schemes have been taken up in clusters and for specific number of pre-identified Scheduled Caste families in occupational groups the reports of implementation of such schemes have shown that discernible change could be brought about for the Scheduled Caste families. Illustrations can be drawn from the Tamil Nadu Clusters, Andhra Pradesh community irrigation programmes etc. In certain other States, composite and integrated programmes for the economic development of Scheduled Caste families were taken up. Such programmes have met with considerable degrees of success. Illustrations can be drawn from the State of West Bengal in respect of Schemes for agricultural development taken up by the West Bengal State Scheduled Caste Development Corporation where a large number of registered Scheduled Castes share-croppers and small allottees on ceiling surplus land could be provided with loans from banks.

26. The general experience in the implementation of Special Component Plan during the last four years indicates that:—

- (1) For appropriate schemes, the Districts should be taken as a planning unit, and the Collector be given the total responsibility for formulation and implementation of the Special Component Plan. In the States where District Collectors have been put in charge of these programmes, the results have been notable.
- (2) States like Kerala and Andhra Pradesh have attempted decentralisation of planning in respect of Special Component Plans and entrusted the District Collectors with the same. Apart from properly identifying the need based schemes depending on the peculiarities and situations obtaining in different districts, the District Collectors were able to ensure better participation of the prospective beneficiaries of individual schemes.
- (3) In those States where exercises have been completed for preparation of lists of villages in rank order of absolute number of SC families it has been easier to identify the localities with concentration of SC families for taking up schemes in clusters. This should be done in all the States.

- (4) In some of the States the Panchayati Raj bodies in the district and sub-district levels could be effectively involved not only in identification of schemes but also in formulation and implementation. The beneficiaries should be allowed to gain experience of management of different programmes taken up for them. This will ensure better utilisation and effective supervision.

#### *Special Component Plans of the Central Ministries*

27. The idea of all the Central Ministries and Departments identifying schemes under each Sector having direct relevance to the development of Scheduled castes and earmarking of funds for them out of divisible pool of the Ministries' plans in proportion to the population of the individual target groups was first initiated by the planning commission<sup>1</sup>. In March 1980, the Prime Minister reiterated the need to form Special Component Plans by the Central Ministries. The Planning Commission as well as the Ministry of Home Affairs have continued to pursue the Central Ministries. So far, however, only five Central Ministries viz., Ministry of Agriculture & Co-operation, Education and Culture, Health & Family Welfare, Labour and Energy (Department of Power) have identified Schemes relevant to Scheduled Castes and quantified outlays for Special Component Plan. All Ministries should take a hard look at their programmes and draw up Special Component Plans during the Seventh Plan. There is scope for channelising tangible physical benefits and financial benefits to scheduled castes from almost every sector.

##### *(i) Ministry of Agriculture*

28. The schemes under the agriculture and allied sectors for the development of Scheduled Castes are crop production programmes especially millers and oil seeds, soil conservation, poultry, duck, pig and sheep breeding, dairy development, fisheries and social forestry. The Sixth Plan outlay for the Department of Agriculture and Cooperation is of the order of Rs. 1810.15 crores. The flow of funds for the development of Scheduled Castes and Scheduled Tribes was Rs. 3 crores for 1980-81 but was raised to Rs. 14 crores during 1981-82. From 1982-83, for the development of Scheduled Castes specifically an outlay of Rs. 607.54 lakhs was provided. For 1983-84 the outlay for the Special Component Plan was raised to Rs. 753.77 lakhs for all Central and Centrally Sponsored Schemes relating to agriculture extension training, crop-oriented programmes, horticulture, social and water conservation, plant protection, dairy development, animal husbandry, fisheries and forestry.

29. The Indian Council of Agriculture Research have initiated an integrated all-India co-ordinated research project for the rapid improvement of agricultural technology directed at socio-economic development of the Scheduled Castes. The project has

1. Planning Commission's D.O. No. PC/SW/11-(5)/77, dated 5th May, 1979.

2. Prime Minister's D.O. No. 280-PMO/80 of March 17, 1980 addressed to 11 Ministers of the concerned Central Ministries.

been started since 1st April, 1982 and is located in 17 Agricultural Universities spread over 16 States.

##### *(ii) Ministry of Rural Development*

30. The Ministry of Rural Development prepared a Special Component Plan in respect of beneficiary oriented programmes such as IRDP and NREP. It has been decided that during the Sixth Plan period, the minimum coverage of the Scheduled Castes and Scheduled Tribes that will be attempted under the programme will be 30 per cent of the total coverage under the programme. It has also been provided that 30 per cent of the resources in terms of subsidy and credit should also go to the Scheduled Castes and Scheduled Tribes. Also the implementing agencies have been urged to attempt a higher percentage wherever practicable.

31. According to the provisional information received from the State Governments and U.T. Administrations, Scheduled Castes and Scheduled Tribe families (9,82,005) formed 34.7 per cent of the total number of families (28,29,393) benefited under the programme during the year 1981-82. In 1982-83, State Governments attempted higher targets for covering SC|ST families on the basis of their concentration in each district|block and other relevant criteria. Upto October 1982, out of 9.08 lakh families assisted, 3.83 lakh families constituting 42.18 per cent of the total belong to the SC|ST.

32. Under land reforms, the Ministry has been implementing a scheme for financial assistance to the assignees of lands rendered surplus on the imposition of Ceiling on agricultural holdings. Under this scheme, financial assistance is provided to the States for distribution amongst the allottees of such lands. Ordinarily, the surplus lands are allotted to landless people belonging to the weaker sections of society and persons belonging to Scheduled Castes and Scheduled Tribes are given priority in the allotment of such lands. Upto the end of January 1982, financial assistance amounting to Rs. 15.90 crores has been made available to the State Governments for distribution to the allottees of ceiling surplus lands.

##### *(iii) Ministry of Labour and Rehabilitation*

33. The Ministry of Labour which are concerned with two important schemes, viz., enforcement of minimum wages for agriculture labourers and rehabilitation of bonded labourers (Points 5 and 6 of the 20 Point Programme) and which are special significance to Scheduled Castes population, have advised the State Governments to take effective steps to implement these programmes. They are formulating Special Component Plan for Scheduled Castes annually. As against a Plan budget of Rs. 12.47 crores for 1983-84, the quantum of benefits flowing to Scheduled Caste and Scheduled Tribe communities comes to Rs. 3.92 crores (31 per cent). The Ministry of Home Affairs have suggested inclusion of a few training schemes under the Special Component Plan which is being examined by the Ministry.

34. The Ministry of Labour have advised the State Governments to devote attention, in the first instance, to the vulnerable areas or low wage pockets and particularly the blocks where there is a concentration

of 50 per cent or more of Scheduled Castes and Scheduled Tribes. In 1982, a survey on enforcement of minimum wages was completed in Gujarat and was likely to be completed in some selected States like Karnataka and Bihar.

(iv) Ministry of Works and Housing

35. Though the Ministry of Works and Housing have not prepared Special Component Plan for the Scheduled Castes they have indicated the activities for the benefit of Scheduled Castes.

36. Under the Sixth Plan, the specific programmes which would cover the Scheduled Caste relate to supply of drinking water to problem villages, house-sites-cum-construction assistance for rural landless labourers and environmental improvement of urban slums and housing for economically weaker sections. All these schemes fall into the State Sectors. The Ministry have, however, requested the State Governments to give priority to Scheduled Castes in the execution of these programmes.

Supply of drinking water in problem villages

37. It has been estimated that there are about 2.31 lakh problem villages in the country which need drinking water on a priority basis. The objective in the Sixth Plan is to provide at least a single source of safe drinking water to all these problem villages. In the Sixth Plan, an outlay of Rs. 2007.11 crores has been provided for this purpose. Of this amount, Rs. 1407.11 crores are in the State Sector (Minimum Needs Programme), and Rs. 600 crores in the Central sector (for Centrally Sponsored accelerated rural water supply programme). The State Governments have been requested that if it is technically and logistically not impossible to do so all new spot sources in the problem villages should be located in the Scheduled Caste bastis with free access to all other communities. In case of piped water supply also, a fair proportion of the water-stands and hand pumps are to be provided in the Scheduled Caste habitations. By the end of 1982, 18,287 problem villages were covered benefiting 1.13 crores of rural population. Of this, 18.46 lakhs population (16.21 per cent) has been estimated to belong to Scheduled Castes. However, this does not meet the problem of SCs in many parts except in the villages where water sources have been located in the SC Bastis and hence the SCP in this regard is important.

House-sites-cum-construction assistance to rural landless labourers

38. A provision of Rs. 353.50 crores has been kept in the Sixth Plan for this scheme. Rs. 170 crores are to be utilised for allotment of house-site to 6.8 million families. There are 14.5 million estimated rural families and 7.7 million families had already been covered before the commencement of the Plan. In regard to construction assistance, an outlay of Rs. 183.50 crores has been provided for helping 3.6 million families. Information available in respect of 13 States and Union Territories shows that 52 lakh scheduled castes have been given house-sites upto the month of December 1982. Of this 31.5

lakh scheduled castes were given construction assistance.

Environmental improvement of urban slums

39. The programme of environmental improvement of urban slums envisages provision of basic amenities such as water supply, drainage, community latrines, paved roads, street lighting etc. in the slum areas. The programme forms part of the Minimum Needs Programme and is in the State sector. It has been estimated that there would be 33.1 million slum population by 1985. Of this, about 6.8 million slum dwellers were covered before April 1980 leaving a balance of 26.3 million people to be taken care of. A provision of Rs. 151.45 crores made for the Sixth Plan is expected to cover about 10 million people at Rs. 150 per capita. Priority is given to areas inhabited by Scheduled Castes, scavengers and other weaker sections. The majority of slum dwellers are known to belong to Scheduled Caste communities.

40. The Ministry should prepare Special Component Plan for better quantification of outlay and of beneficiary among the Scheduled Castes.

(v) Ministry of Health and Family Welfare

41. Out of the total outlay of Rs. 1821.05 crores for the health programme in the Sixth Plan, the State Health Sector accounts for Rs. 1220.05 crores and Central Sector for Rs. 601 crores. States provide funds towards health care of Scheduled Castes in their annual plans. Similar provision is made in the Central Sector for Central Scheme and Centrally Sponsored schemes which are implemented by the States and Union Territories.

42. Ministry of Health and Family Welfare have issued instructions to the State Governments||Union Territory Administrations to ensure that they channelise substantial benefits to Scheduled Castes. Some of the important instructions issued are as under —

- (a) The States|Union Territories have been advised that while selecting areas for establishment of new primary health centres/sub-centres preference should be given to such areas which are having backward and vulnerable groups of population;
- (b) The States|Union Territories have been instructed that while selecting the candidates for ANMs and LHVs training, due representation may be given to Scheduled Castes|Scheduled Tribes;
- (c) while filling up the posts of Auxiliary Nurses, Midwives (ANMs) at the sub-centres, provision may be made for reservation of posts for Scheduled Castes|Scheduled Tribes and such posts may be filled from amongst members of these categories only; and
- (d) For villages having more than 1500 population, States have been advised to consider

selection of more than one Health Guide out of which at least one should be a member of the Scheduled Caste/Scheduled Tribes.

43. The Ministry have also taken up a programme in hand to train up the Dais and pay them stipend of Rs. 300 per month during the training period. After training, they are provided with a kit to con-

duct aseptic delivery. An amount of Rs. 3 per delivery is given to them to meet the replenishment cost of consumable articles in the kit.

44. A planning Cell has been set up in the ministry during 1981-82 to coordinate the planning work in respect of Special Component Plan for Scheduled Castes.

## CHAPTER III

### OBJECTIVES AND STRATEGY FOR THE SEVENTH FIVE YEAR PLAN

The strategy of the Special Component Plan (SCP) for the development of scheduled castes, which is aimed at their socio-economic and educational development and also at improvement in their working and living condition, needs to be geared up and intensified. The thrust of the programme should be on (a) economic development through comprehensive and integrated beneficiary-oriented programmes for individual families and groups of families of scheduled castes for raising their income and enabling them to cross the poverty-line; (b) Basti-oriented schemes so as to bring about a significant and tangible improvement in the working & living conditions, in the habitations & Basties of scheduled castes; (c) liberation of civil sanitation workers ("scavengers") by elimination scavenging without reduction of income and employment of the existing municipalised as well as private sanitation workers; (d) educational development so as initially to remove the lag in education of scheduled castes at every stage; (e) promotion of occupational mobility of the scheduled castes so that the disproportionate burden on them in occupations like agricultural labour and other unpleasant and strenuous work is removed so that human resources are optimally developed and utilised; (f) elimination of exploitative middlemen-layers; (g) special attention to scheduled castes women and children; & (h) administrative and personnel reforms so as to orient personnel and the delivery mechanism and other public institutions towards the scheduled castes, sensitis them to the problems and needs of the scheduled castes and make them efficient and setting up of a beneficiary participant system with all management skills.

2. 75 per cent of the SC families should be enabled to cross the poverty-line by the end of the Seventh Plan including those who have been so enabled successfully in the Sixth Plan. Adequate per-family investment and strong back-up services and linkages are necessary during the Seventh Five Year Plan. The package of assistance should be so designed that it is capable of generating the additional income necessary to enable each family so assisted to cross the poverty-line. The objective of the family-oriented programmes may not only be to raise the scheduled caste families above the poverty-line but also to help the beneficiaries, as far as possible, to diversify their traditional occupations and eliminate the disproportionate burden on them in unpleasant and low-paid occupations like agricultural labour and optimally develop and utilise human resources. The main focus should be on development of different occupational categories especially agricultural labourers, marginal and small farmers, leather workers, fishermen and vulnerable groups. With this end in view, implementation of the cluster-cum-saturation approach which was evolved during the Sixth Plan should be intensified to en-

sure the total coverage of all eligible families, in village clusters, identified on the basis of the size of the scheduled caste population. In such an approach, the investment for development of individual families and on the development of directly related economic infrastructure and provision of back-up services and linkages is required to be made in an integrated way to have the desired impact. It must be recognised that the time has come to use all agencies, governmental and voluntary, to carry out this enormous task; voluntary effort and public participation will have to be emphasised. In order to give a boost to the arrangements for economic support to the Special Component Plan, banks and other financial institutions will have to be involved in a big way and adequate quantum of funds under Special Central Assistance has to be earmarked. The States have already set up separate Corporations for the economic development of scheduled castes. The institutions must be strengthened and used as one of the main planks for the economic development of scheduled castes.

3. In the scheduled caste Bastis, essential facilities like drinking water drainage, street-lighting, link roads, health institutions, primary and adult educational institutions, where lacking will have to be provided on a priority basis. Further, new facilities should be located in the scheduled caste Bastis for common use of the entire village.

4. A few lakh person in India are engaged in sweeping and scavenging. They have to be liberated in the Seventh Plan period and, for this purpose, the degrading practice of scavenging should be eliminated as per a time-bound programme during the Seventh Five Year Plan period by adequately intensifying the programme of conversion of dry-latrines into water-borne ones and, at the same time, ensuring that civic sanitation workers ("scavengers") who are in the employment of Municipal Bodies are retained in employment and given alternative work, while private scavengers are provided alternative employment or self-employment by imparting skills wherever necessary, and in all these cases without diminution of the volume of employment of family income.

5. For scheduled caste families in urban areas, self-employment schedules and schemes for endowing them with assets where they are assetless, should be given importance and institutional finance arranged for them.

6. The States should evolve appropriate administrative structure and personnel policies for development of scheduled castes. At the district level, the Collectors should be made responsible for formulation and implementation of the Special Component Plan. The implementation machinery should be adequately



strengthened to make the delivery system effective. Both in formulational and implementational phases, involvement of representatives of beneficiary-participants should be ensured; in this matter, voluntary agencies working for them should be encouraged to associate themselves with developmental programmes.

7. Of the total outlay of each State Plan, a total outlay amounting as a percentage of State Plan, to not less than the population-percentage of the scheduled castes in that State should be set apart as the State SCP; schemes and programmes should be formulated to the extent of this amount in accordance with the objectives and priorities of SC development; and corresponding outlays should then be distributed sector-wise as SCPs of the respective sectors. Of the outlay in the Central Plan, not less than 15 per cent should be similarly set apart for development of scheduled castes as SCP; schemes and programmes should be formulated to the extent of this amount in accordance with the objectives and priorities of scheduled caste development and corresponding outlays should then be distributed sector-wise for implementation by Central Agencies or through State agencies as appropriate, as the SCPs of respective Central Sectoral Plans. The Central Ministries should also indicate the actual expenditure incurred on the SCP during a particular year. Separate accounts should be maintained in respect of all schemes under the SCP by opening a separate budget-head. The funds thus becoming available in each State for the development of scheduled castes, should be used purposefully and realistically co-related to the development needs of the scheduled castes.

#### Brief Note on the Financial Outlays

8. The financial outlays for the Special Component Plans for the different States, Union Territories and Central Ministries should be calculated on the basis of what has been stated in para 7 above.

9. As regards the State Governments' involvement, we have already commented upon the need of earmarking at least 15 per cent of the State Plans towards their Special Component Plans. As regards the estimate of financial assistance required during the Seventh Plan, a tentative figure of Rs. 11,130 crores has been arrived at, in para 39 of Chapter XI of the Report dealing with Institutional Finance and Scheduled Castes Development Corporations. Of this, roughly about Rs. 5,920 crores should be the requirement of institutional credit. As regards the total requirement of funds in the Backward Classes Sector for the development of scheduled castes, although no firm estimate can be made at this stage, the effort has to be increased manifold to cover the total lag or deficiencies of the scheduled castes.

10. The Report of the Working Group on the development of Scheduled Castes 1980—85 is the basic document, on which the present report builds up in the light of the experience gained in the Sixth Plan period. In respect of objectives and strategy as well as other matters, this Report for the Seventh Plan period should be read with the Sixth Plan report for complete picture and perspective.



CHAPTER IV  
ECONOMIC DEVELOPMENT OF SCHEDULED  
CASTES

For the purpose of the discussions on the economic development of the Scheduled Castes the major occupational groups to which they belong are to be taken into account. These are :—

- (1) Agricultural Labourers (a) landless (b) those with petty extent of agricultural land.
- (2) Marginal and small cultivators including share-croppers and other tenants.
- (3) Fishermen
- (4) Traditional Artisans
  - (a) Leather Workers
  - (b) Weavers
  - (c) Other artisans
- (5) (a) Civic Sanitation workers (scavengers and Sweepers).  
(b) Traditional Dais

These occupational groups may be put into two broad categories, namely, (a) Engaged in land based activities and (b) those engaged in non-land based activities. In the first category comes the landless agricultural labourers, marginal cultivators, etc.

- (6) Urban marginal labour
- (7) The educated.

2. Before the Sixth Five Year Plan no clear strategy for the economic development of Scheduled Caste emerged notwithstanding the fact that formal decisions were taken for earmarking of outlays in their favour in proportion to their population. The only funds available upto the end of 1979-80 for development of Scheduled Castes were provided under the Backward Classes Sector. It has been reported that only Rs. 433.24 crores were sent for the purpose 1. Of this amount, 48 per cent was spent on educational schemes, another 26 per cent on health, housing, drinking water supply and grants-in-aid to voluntary organisations working amongst Scheduled Castes and Scheduled Tribes. The remaining 26% was spent on economic development schemes for the Scheduled Castes. In other words, only about 112.6 crores were spent on economic development of SCs upto the end of 1979-80.

1. Second Report of the Commission for Scheduled Castes and Scheduled Tribes (1979-80) : Page 65.

3. Since the members of Scheduled Castes have been too weak to take initiative, it is the State which has to take remedial measures to correct the society's inbuilt discrimination against them. They are trapped in the circle of deprivation due to caste structure. The Scheduled Castes are usually engaged in unpleasant and menial jobs. Their basic disabilities stem from their low social status and are inter-related. It is in this segment of society that one finds greater illiteracy, poorer health, poorer nutrition, poorer housing, as well as exploitation by large land-holders generally the upper and middle level castes, money-lenders, village traders and businessmen. In spite of constitutional directives and a number of legislative and executive measures taken by the Government, the situation of the Scheduled Caste did not improve appreciably during the period prior to Sixth Plan mainly due to lack of economic support.

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proportion among the people below the poverty-line in the country, and about 84% of them live in the rural areas. In effect any programme for economic development of Scheduled Castes is a very important part of the poverty-alleviation programme. In the Sixth Five Year Plan, the stress has been given through the new strategy of Special Component Plan on providing adequate economic development<sup>2</sup>. The Special Component Plans have been formulated as a mechanism for channelising a due share of benefits in physical and financial terms from the various programmes of every sector in favour of scheduled castes. Realising the meagreness of the flow of fund to the development of Scheduled Castes compared to the enormity of the problem, the strategy of Special Component Plan has been evolved for earmarking of outlays for the development of Scheduled Castes, by all the sectors in all States and Union Territories except these which have no or negligible SC population and by all Central Ministries.

5. The approach in the matter of development of SC families in the Sixth Plan period has been two-fold : cluster approach and saturation approach. Although SC population lives dispersed all over, it is still possible to identify and list out villages in a Block, district and State in the order of one size of the SC population in absolute numbers. In other words, the list should include villages in decreasing order of size of the SC population. Those villages

2. Sixth Five Year Plan 1980-85, Planning Commission P.417

having the largest population of SCs should be at the top in the list. The development programmes should be taken up in that priority. For instance, in the State of Gujarat out of a total of about 18,000 villages nearly 1110 villages have about 50% of the total state population of SCs. Hence, the executing the development programme, clusters of villages from these 1160 villages should be selected. Secondly, under saturation approach in every village taken up for development among these, all deserving SC families should be covered under one or another suitable programme or a combination of programmes with all necessary linkages and back-up services.

#### A : Land Based Activities

6. In the land-based activities occupational groups of Scheduled Castes involved are landless agricultural labourers, marginal cultivators, etc. It should be mentioned that according to the national survey, 66% of the total bonded labourers in the country belong to Scheduled Castes and a large majority of them are included in the occupational groups of agricultural labourers. The Scheduled Caste agricultural labourers constitute 48.22 per cent of the total SC workers. In absolute number the Scheduled Caste agricultural labourers are more than 18.2 million in the whole of the country. Many of them are share-croppers or other forms of insecure tenants. In the rural economic structure they are the weakest of all. Then come the marginal cultivators which constitute 28.17 per cent of the total SC workers. The marginal cultivators also somehow maintain very unstable economic condition which forces them to incur debts which results in alienation of land as also advance sale of their crops; the consequence is debt bondage. Whatever meagre assets they have are depleted and in course of time they join the group of landless agricultural labour.

7. Economically, there is hardly any difference between a marginal farmer, a share-cropper and a landless agricultural labourer. The progressive swelling in the number of landless agricultural labourers as well as in the number of marginal operational holders since 1961 is an indication of the process of pauperisation keeping them below the poverty line. All the schemes of rural development designed with a view to injecting more inputs for increasing production and income hardly bring change in the economic condition of this section of the rural population because they do not own the means of production and survive mainly by selling their labour. Thus real producers of rural wealth live in conditions of appalling poverty, misery, perpetual indebtedness and ruthless exploitation making many of them bonded labourers.

8. The problem, therefore, is that of lack of assets or meagreness of assets in the form of land. The solution lies in transfer of assets to them. It is in this context that the importance of redistribution of land among the landless agricultural labourers and also marginal cultivators among Scheduled Castes becomes more prominent. This can be done only through effective implementation of land reforms measures

in general and enforcement of land ceiling laws in particular. A comparison of the percentage of Scheduled Castes agricultural labourers to the total SC workers during 1971 with that of 1981 indicates that the percentage has gone down from 51.75% to 48.22%. During the same period of 10 years the percentage of SC cultivators to the total Scheduled Caste workers has registered a marginal increase from 27.87% of 1971 to 28.17 per cent during 1981. This may be due to distribution of ceiling surplus land among the Scheduled Caste agricultural labourers. But the percentage decrease in the agricultural labourer has not been fully reflected in the percentage of increase of cultivators. It is a matter of further research.

9. It has also been mentioned in the course of discussions in the Working Group that the allotment of land in pursuance of the policy of the Government to transfer the available land resources in favour of the Scheduled Castes also proves illusory in many cases forcing them into land disputes without support of the authority. It makes their position more vulnerable and at times results in financial disaster. The State Governments should take effective steps to ensure that whatever land is owned by the Scheduled Castes or has been allotted to the SC families, is actually in their possession and they are able to enjoy the usufruct of land so held by them. It is frequently found that litigations regarding land between the Scheduled Caste owners or allottees and caste-Hindu encroachers are treated as private disputes. In the broader perspective of our developmental planning for growth with social justice, these cases cannot be treated as between two private citizens. The State therefore has necessarily to be a party in all such disputes where the social and economic disabilities prevent them from continuous enjoyment of the landed property which they own or are allotted.

10. So far as the land litigation is concerned, such disputes remain pending in lower courts for years together depriving the poor Scheduled Caste allottees of any economic benefit. This can be obviated by keeping the land disputes out of the jurisdiction of lower courts and by setting up of Special Tribunals to tackle the land disputes. It is recommended that the provision of Article 323B of the Constitution is made use of for setting up such special tribunals.

11. Land disputes also come up as criminal cases in which the poor SC allottees are dragged and harassed. The vested interests and the rich landlords resort to all sorts of dubious means and implicate the poor S.C. in false criminal cases. More over sometimes atrocities are perpetrated on them. Whenever, the poor try to assert their claims/rights on the assigned land, the vocal elements among the vested interests in the rural areas yield their evil influence on the administration to construe these instances as of failure of "law and order" and generally the administration in their anxiety to maintain "law and order" becomes oblivious of their responsibility for implementing the provisions of the pro-poor social legislations namely land reforms, minimum wages and

bonded labour laws. It is, therefore, necessary that the District officers should undergo orientation courses to change their attitude and discharge their functions in such a way that the poor SCs particularly in the rural areas get justice and fair deal. The curriculum of their training should invariably include such laws. This has been discussed further in the chapter on training.

12. The rights of the Scheduled Castes having been so protected what is more important is to ensure that the land once allotted to them are retained by them. It is not enough to allot land to them. The State has a duty to ensure that they are in a position to use the land, cultivate the land to augment their income. In majority of the cases the surplus land allotted to the Scheduled Castes are of marginal or sub-marginal quality. It is, therefore, necessary that distribution of such land is also combined with development of that land so that the SC allottees are in a position to derive maximum benefit out of the use of land.

13. *We, therefore recommend that*

- (1) Land reforms should be implemented with all seriousness and speed. In particular, the ceiling laws are to be enforced with right earnestness to get all the ceiling surplus lands in the hands of the Government for distribution among the Scheduled Castes by drawing up a time-bound programme to complete it by the end of the Seventh Plan. For this, the loopholes in the ceiling laws should be effectively plugged to ensure that none is allowed to retain land above the ceiling fixed by law.
- (2) All surplus land, whether ceiling surplus under the land reforms or government land not actually required for a bonafide public purpose should be distributed as a matter of priority first among the SC (and ST) landless agricultural families in a village and the balance should go to other landless agricultural labour families. In the matter of allotment among SCs, the first priority should go to the landless agricultural labour families and then to other agricultural labour families of SCs. The same priority may be observed among the non-SCs. In other words, all available surplus lands should first be given to SCs (and STs) and after fully meeting their requirements allotments should be made to others. Undisturbed and peaceful possession should be ensured of the lands allotted to the SCs.
- (3) Endowment lands attached to temples should be allotted, and where allotment is not possible, should be leased out on long-term basis to SCs. Provisions for protecting temple services should be made alongside.
- (4) Certain States have made provisions for purchase of private land and its distribution

among SCs. This practice may be followed by other States also. Such purchases should not, however, be made from individuals having surplus over the ceiling under the law.

- (5) Effective provisions should be made to ensure continued possession of land belonging to or allotted to members of SCs and for regulating transfer of their land. Penal provisions should be made in land laws to severely and deterrently deal with non-SC alliances and encroachers.
- (6) As such lands are generally of marginal and sub-marginal quality, while allotting any land to scheduled castes, the amount needed for comprehensive land development should be granted simultaneously to the allottees. Where, however, any government/Bhudan/Gramdan ceiling surplus land is not cultivable even with developmental inputs, alternative appropriate economic use of such lands for and by scheduled castes should be planned for and necessary assistance given.
- (7) All necessary input like seeds, fertilisers and irrigation water should be made available to these allottees. In this context, we further recommend that the allotment should be made preferably in clusters to the SCs so that they can take advantage of many of the community facilities which are not otherwise available when the lands of SCs are scattered. Such a block allotment would help in having an organisation of the Scheduled Caste poor which would reduce the scope of leakages and mal-practices. This would also help them in taking up compact and viable projects. Consolidation of scattered lands of SCs may be attempted if helpful to them.
- (8) Steps should be taken to set up special tribunals to handle land disputes and to bar the jurisdiction of law courts (including the writ jurisdiction of High Courts if constitutionally possible). The provisions of Article 323 B of the Constitution should be used for setting up such tribunals.
- (9) Some effective penal provisions should be made in the existing land laws to deal with the encroachers or unauthorised occupiers on the land allotted to SCs.
- (10) Steps should be taken to register the names of all share croppers and other insecure tenants in land records within a very short period. In this context, the experience of "Operation Druga" in West Bengal during the period 1978-81 may be recalled and similar schemes taken up in all the other States and UTs.
- (11) On account of specific laws in the past in some places and on account of customs

and socio-economic forces elsewhere, lands under the ownership of scheduled castes are very limited in most parts of the country. Even where they have lands such lands are relatively small in extent and relatively poor in quality and development. Therefore, it becomes particularly important to see that whatever lands are with the scheduled castes are fully developed quickly and their asset ownership position strengthened. From this point of view, it is necessary that at least 50% of the physical benefits and financial benefits and financial outlays under special programme for assistance to small and marginal farmers should be earmarked for SC marginal and small farmers. The usual logic that only such proportion out of the outlays for small and marginal farmers need be earmarked for scheduled castes as is equal to their proportion in total land-holdings or among small and marginal farmers, will fall far short of the essential requirement of the rectification of the historical wrong to which the scheduled castes were subjected to, which is continuing into the present in the shape of disproportional low ownership of land.

- (12) For this purpose, it is necessary that the cluster-cum-saturation approach and the approach of providing all necessary linkages and back-up services, which was repeatedly emphasised by the Planning Commission and the Ministry of Home Affairs in the Sixth Plan and was adopted here and there by same States, should be systematically followed by all States.
- (13) During 1983-84, a sum of Rs. 300 crores was set apart for giving incentives to States for better performance in implementing specific programmes in identified areas of high priority. One of the areas selected was performance of State Electricity Boards. This was continued in 1984-85 with a total provision of Rs. 200 crores and the programmes pertain, in addition to electricity boards to small marginal farmers, rural water-supply schemes, environment improvement in urban slums, construction of field channels in command area development projects, adult education for women and elementary education for girls. The Working Groups feels that progress in the implementation of measure of transfer of land resources to SCs, comprehensive development of these lands and progress of other measures for the development of SCs should be one of the major items for the distribution of this incentive amount, in addition to incorporation in the formula for the distribution of the Central Pool of Plan Assistance recommended by the Sixth Plan Working Group.

#### *Sectors allied to agriculture relevant for the economic development of Scheduled Castes*

14. During the Sixth Five Year Plan, States have taken up schemes under the animal husbandry sector for the economic development of Scheduled Caste. It is felt that various measures of land reforms even if implemented to the best extent might not be able to generate so much of surplus land as would satisfy the needs of land of all the landless poor in the rural areas. While stress should be on proper implementation of land reforms and distribution of ceiling surplus land among the landless agricultural labourers, it is at the same time necessary to consider alternative sources of independent livelihood.

15. During the Sixth Plan decisions were taken in this respect for drawing up schemes in the animal husbandry sector under various programmes like IRDP, DPAP, etc. These schemes were also taken up by the States' Scheduled Castes Development Corporations. In this sector schemes for poultry development and dairy development have been carried out successfully in some of the States. The general experience in that such schemes taken up on a cluster basis and properly linked up right from the selection and supply of animals to the beneficiaries up to the arrangement for marketing with adequate veterinary coverage, yield good result in augmenting the income of the poor SC families.

16. It is, therefore, recommended that animal husbandry schemes especially poultry and dairy with the variations like goatery, piggery etc. should be taken up in a bigger way by the States for the landless agricultural labourers and marginal cultivators among Scheduled Castes.

17. There is a considerable extent of land, classified as reserve forest under the control of the forest department which is actually lying waste and not put to any development of optimal use. We recommend that all forest waste and land should be allotted and where allotment is not possible leased out on permanent and long-term basis to Scheduled Castes and Scheduled Tribes families staying in the areas adjacent to such lands with inter se allotment or lease proportions based on their relative presence in each area. Further, the State Governments should consider allotment of forest land to SC families who have been cultivating the land for a certain length of time. Raising of forest plantations also should be considered. There should, however, be no attempt to compel SC families to go to forest areas in case they do not wish to do so.

18. In the case of social forestry, the Forest Department generally advocates the planting of subabul and eucalyptus. The poor Scheduled Castes and Scheduled Tribes who live in or near the forest do not find these trees relevant to their purpose. It is, therefore further recommended that such lands should be used for growing fruit trees and other species chosen by the beneficiaries with usufructory rights vying up such programmes with the NREP providing consumption assistance during the gestation period.

19. In the above manner, it is possible to reconcile and homogenise the legitimate interests of SCs and STs development and preservation of tree cover, adoption of good forestry practices. The Working Group was strongly of the view that the responsibility of denudation of forests does not lie at the doorsteps of SCs and STs.

#### *Minimum Wages for Agricultural Labourers*

20. As discussed earlier, the distribution of ceiling surplus land would not cover all the agricultural labourers among Scheduled Castes. Even the marginal cultivators among Scheduled Castes would depend heavily on the sale of their labour for a substantial period of a year. It is in this context that the implementation and enforcement of minimum wages becomes all the more important. Agricultural workers being workers in the unorganised sector and scattered all over the rural areas have very little bargaining power in the absence of a viable union or organisation. Hence they depend on the Government machinery for benefits in the shape of wages and other social security measures. The principal object of the Minimum Wages Act is to fix certain minimum amount of wages for these workers. The present rates of minimum wages for agricultural labourers in different States/Union Territories are given in Annexure. There exists a big hiatus between the minimum wages statutorily fixed and the going rates of wages as decided by the big landlords in the rural areas. It is felt that mere statutory provisions of minimum wages would not help the agricultural labourers to realise that unless there is sufficient demand for his labour in the rural areas. As it is, the employment opportunities for agricultural labourer are limited. These are however, being augmented through Government intervention in the nature of NREP and RLEGP and the like. The IRDP is also designed to increase employment opportunities. It is, therefore, necessary to combine the efforts for enforcement of minimum wages for agricultural labourers and for the implementation of the schemes under NREP, RLEGP, IRDP, etc.

21. The Working Group recommend that minimum wages for agricultural workers should be strictly enforced and for this the enforcing machinery should consist of adequate number of properly trained personnel at the field level with the right type of attitude. Most of the employees of the enforcement machinery should belong to SCs and STs and the limited balance from the landless agricultural labour families. The Collector and the SP should be made responsible for this work.

#### **INTEGRATED RURAL DEVELOPMENT PROGRAMME**

22. Under the IRDP the main objective is to raise the families in the target groups above the poverty line and to create substantial additional opportunities of employment in the rural sector. The target group consists of the poorest among the poor in the rural areas namely landless labourers, margi-

nal farmers, rural artisans and the Scheduled Castes/Scheduled Tribes. In other words, the IRDP is aimed at the poorest among the poor; and the Scheduled Castes along with Scheduled Tribes constitute a very large proportion of the target group to be covered by IRDP.

23. There has been a realisation in the Sixth Plan that the proportion of SCs among the beneficiaries of IRDP (and other such "Poverty Alleviation Programme") and the proportion of physical and financial benefit flow to the SCs and STs should not be related to their percentage in the total population. The proportion of SCs in the population of the country is 15.47% (including projections for Assam) and that of STs 7.64% in 1981. However, their population percentage in the rural area alone which is relevant to programmes of IRDP is higher. In the case of SCs, it was 17.34% in 1981 (including projections for Assam). But even this figure is far short of their much higher proportion among agricultural labourers. According to the census, the proportion of SCs among agricultural labourers is about 33% and that of STs about 10 percent. The Working Group felt that even this is considerably less than the actual and in the country as a whole, which of course State-wise variations, the proportion of SCs among agricultural labourers, particularly among landless agricultural labourers, would be close to half. It must also be remembered that large number of agricultural labourers, professing Christian and Buddhist religions, who or whose forefathers belong to the castes now in the Schedule, are at present shown as non-SC in statistics. Extremely significant in this context is the fact that a large majority of the estimated number of bonded labourers as well as the actually identified bonded labourers belong to SC. This shows their high proportion among the agricultural labourers in particular landless agricultural labourers who are the main source of origin of bonded labourers. From this also it can be seen that the proportion of SCs among agricultural labourers cannot be less than 50%. The proportion of SCs is high in some other categories also who are in the lowest income deciles. For example, almost all leather workers in the country belong to the Scheduled Castes. Most fishermen in East and North-Eastern States and most weavers in the West and North-Western States belong to the Scheduled Castes. It was on this basis that efforts were made in the Sixth Plan to channelise much larger proportion of benefits to SCs than their population proportion. The State Governments in their Five Year and Annual SCP document, earmarked from the IRDP benefits of a minimum of 50% in the case of number of States, and 40 per cent and 60% in the case of a number of other States. As a result of the realisation of the efforts just made, the proportion of SC and ST beneficiaries increased from year to year in the Sixth Plan period rising upto 41.71% in 1983-84. In all the first four years of the Sixth Plan put together, this amounted to a national average of more than 30%.

24. In view of the facts enumerated above, that proportion, that should be earmarked in favour of

the SCs under the IRDP, in terms of number of beneficiaries and in terms of subsidy outlay and loan outlay, should not be less than 50%. The Working Group strongly felt anything less than this would not only be unfair to the SCs but will also result in disparities between them and others which are not being reduced and perhaps actually widened.

25. The Working Group also recommended that the subsidy percentage under IRDP for the SCs should be 50% as in the case STs. The higher subsidy proportion for STs is fully justified. Equally justified is the provision of the same subsidy percentage for SCs also.

26. The Working Group also recommended that IRDP clusters should be formulated on the basis of the population of SCs. Thus villages which have the largest SC population, in absolute numbers (not in terms of percentage of total population) arranged in the rank order of such, should be the basis on which IRDP clusters in non-tribal areas should be formed. This will enable IRDP activity to reach to the more deserving in the most efficient possible manner. Of course, in such clusters non-SCs also will get their proportion of benefits from IRDP.

#### NATIONAL RURAL EMPLOYMENT PROGRAMME

27. National Rural Employment Programme being implemented by the Ministry of Rural Development is the strengthening of the rural infrastructure by creation of durable community assets meaningful to the rural people and to utilise the country's available food stock for insulating the economically handicapped sectors of the rural community from hunger. Under this programme most of the labourers are those belonging to Scheduled Castes and Scheduled Tribes. The Evaluation Studies conducted by the Programme Evaluation Organisation of the Planning Commission indicate that of the total labourers under the Programme, 42% belong to Scheduled Castes and 13 per cent to Scheduled Tribes.

28. If the existing pattern is to continue, it appears that the works on which the Scheduled Castes and Scheduled Tribes sweat and toil, will in fact benefit the richer sections. They will build irrigation tanks so that water can reach the lands of the land owners. They will build roads which will essentially help the food grains, of those who have enough land to produce marketable surplus, find the way to urban markets. They will construct canals and dams, the benefits of which again will not go to them. All that the Scheduled Castes and Scheduled Tribes and other poor labourers will get from this will be their wages as mere labourers, which is all that they have been getting for centuries past.

29. Two types of benefits from developmental programmes can be distinguished namely permanent or long-term benefits and construction stage benefits. The fact that the latter stands on an inferior footing is obvious. The aim should be to maximise the long-term and permanent benefits to the poor and to

those who contribute the labour for creation of assets under developmental programmes. It is not fair to tell them that the only benefit that is earmarked for them is the extent wage labour and not a share in the assets created by putting in this labour.

30. When such a large and significant programme as the National Rural Employment Programme is being taken up essentially to meet the national commitments to the poor, it is essentially for the Government to see that the assets which are created by incurring this expenditure are also directly relevant and useful for the poor. It should be possible to select works under the NREP the benefits of which are planned to be utilised by the poor, including amongst them the Scheduled Castes and Scheduled Tribes. Otherwise, we will be liable to the charge of creating the illusion of helping the poor without really doing so to a substantial extent in the long-term perspective.

31. While such vast possibilities exist, only a minimum of 10% has been prescribed under National Rural Employment Programme (N. R. E. P.) for Scheduled Castes and Scheduled Tribes. This is obviously unjustified and at least 50% of N.R.E.P. work as a national average, if not the whole of it, should be for works of the above type in terms of the value of assets of direct and exclusive benefits to SCs/STs created under this programme such as group housing for SCs/STs, drinking water wells in SC Bastis, development of land, approach road to SC Bastis and hamlets, worksheds, common facilities etc. for the Scheduled Castes.

#### Rural Landless Employment Guarantee Programme

32. The Rural landless Employment Guarantee Programme (RLEGP) of the Ministry of Rural Development has two basic objectives namely :—

- (i) To improve and expand employment opportunities for landless labour with a view to providing guarantee of employment to at least one member of every landless labour household upto 100 days in a year.
- (ii) To create durable assets for strengthening the rural infrastructure.

RLLGP is more or less on the lines of NREP but with still more pinpointed objectives, the programme is meant for the poorest of the poor, which category in the rural area would consist of a very large percentage of the Scheduled Caste and Scheduled Tribe landless families who are below the poverty line. Keeping in view the strategy of the Special Component Plan (SCP), there should be a conscious effort to quantify the amount which would be spent specifically on the scheduled castes. There should be an earmarking of a minimum percentage of the total amount to be spent.

33. The Working Group, therefore, recommend that while creating durable assets for strengthening the rural infrastructure relevant works—directly and exclusively benefitting the Scheduled Castes—may



be taken up as to ensure flow of benefits from the rural infrastructure to the Scheduled Castes. With a view to ensuring that the benefits under the programme reach the Scheduled Castes at least 50 per cent of the outlays may be earmarked for the benefit of Scheduled Castes, in terms of asset value as explained under NREP.

#### Bonded Labour

34. Notwithstanding the provisions contained in Article 23 of the Constitution of India and the stringent statutory penal provisions in the Bonded Labour System (Abolition) Act 1976 the problem of bonded labour is still continuing in the country as a blot on our democratic society. According to the National Survey about 66 per cent of the bonded labour in the country belong to Scheduled Castes and another 18 per cent belong to Scheduled Tribe. It has been established in various indepth studies that the bondage is because of a combination of economic and social factors. All these labourers went into bondage because of abysmally low income which compelled them to incur debt at usurious rates of interest according to the terms dictated by the money-lenders, making it virtually impossible for the poor debtors to pay up. In the special status also they are the traditionally deprived and the lowest of the low in the social hierarchy. According to a recent study of the Programme Evaluation Organisation of the Planning Commission, about 98 per cent of the bonded labourers recently released were bonded due to indebtedness. The Ministry of Labour have set up a Standing Committee on Rural Unorganised Labour entrusted with the examination of the various aspects of the problem to help taking policy decisions and making plan of action. Although there are those widely varying estimates of total number of bonded labourers in the country, the highest figure of 26.17 lakhs should be near the reality, as the problem is connected with that of indebtedness and extreme poverty among the agricultural labourers. The number of bonded labourers as estimated by State Governments, NSSO and Gandhi Peace Foundation is given in Annexure.

35. Despite the effort put in during the Sixth Plan period, it has not been possible to make a real dent on the totality of the problem. There are three steps for tackling the problem, namely (1) identification of the bonded labourers, (2) their release and (3) rehabilitation. Identification of bonded labourers is the most difficult. Voluntary organisations working in this particular field can help the State Government to have an idea of the enormity of the problem. We, therefore, recommend that :

- (i) Voluntary organisations and social action groups working in different parts of the country should be involved in identification of the bonded labourers and also for taking up schemes and programmes for their release and effective rehabilitation.
- (ii) There is a Centrally Sponsored Scheme for the rehabilitation of bonded labour. Considering the magnitude and seriousness of the problem, the scheme should be

made open-ended and should be linked up functionally with the schemes under IRDP, NREP, RLEGP and the like so that there is an effective pooling of funds to ensure that the assistance extended to the families is adequate as repeatedly emphasised by the Planning Commission, the Home & Labour Ministries. Adequacy of assistance per family is of great importance. If the assistance is not adequate, there is every likelihood of these released bonded labours reverting to bondage once again defeating the very purpose for which the schemes have been taken up. The Central assistance per family may be increased taking into consideration the requirements.

- (iii) The sense of helplessness and uncertainty among the bonded labour has to be removed. For this purpose, the State Government should initiate measures for social and psychological rehabilitation of the released bonded labourers pari passu with a implementation of economic schemes. For this, necessary administrative arrangement at the district level and below should be adequately strengthened.
- (iv) The various recommendations of the National Seminar on Bonded Labour organised by the Ministry of Labour and the NLI should be fully implemented.

#### B. NON-LAND BASED ACTIVITIES

36. Scheduled Caste traditional artisans can be divided into three main categories namely (1) Leather Workers (2) Weavers; and (3) Other Artisans.

##### Leather Workers

37. Whenever we talk of leather, the industrial aspect of it comes to the upper most and the leather workers, the flayers, the tanners, the producers of raw materials for leather industry are generally forgotten. The flayers and tanners are dispersed through the rural areas and treated as belonging to "unclean" occupation. These professions are entirely linked to certain specific castes and they are considered the lowest amongst the Scheduled Castes. It is they among the Scheduled Castes who along with the scavengers suffer the maximum from the evil practice of untouchability. They work in extremely unhygienic condition; as they occupy the lowest social status in the village, they live invariably in a separate hamlet or Basti away from the main village. No systematic programme has been drawn up either by the State Governments or by Central Governments to improve the working conditions of flayers and that of the collectors. Some isolated programmes have been taken up only in the case of tanners by the State Governments and also by the Khadi & Village Industries Commission. No system has been evolved or tried in relation to flaying and it has been left to the individuals pursuing this occupation in almost every village. The techniques used by the flayers continue to be traditional and the business of the hide and skin market is entirely in the control of traders. Despite various

recommendations and expression of pious wishes and resolutions and recommendations in Conferences periodically held on the subject practically nothing tangible has been done to improve the techniques of flaying. Uptil now, 13 States have set up Leather Development Corporations but practically none except Orissa made even an attempt to look at the problems of flayer or at the business of hide collection from the flayers. The Sixth Plan Working Group made five recommendations namely :—

- (i) A definite and precise programme needs to be drawn up with focus on primary leather workers.
- (ii) Identification of concentration of leather workers in every State and projects to be taken up under the Special Component Plan.
- (iii) Support be given by the Ministry of Supply and other Ministries incharge of public sector organisations and corresponding State Departments to improve the prospects of marketing directly by the producers.
- (iv) The Ministry of Commerce should reorient the export policy vis-a-vis the raw materials needed for domestic demand.
- (v) Formulation of policy by the Minister of Industry with focus on the needs and interest of leather workers engaged in each stage of the production cycle.

We reiterate these recommendations and specifically further urge that

- (1) All the stages of activities starting from lifting of the dead animal through flaying and tanning and collection of bones upto the stage of finished goods should be organised.
  - (2) An advance study should be made of the traditional techniques adopted by the flayers and tanners. An economic survey should also be made to ascertain the income derived by the traditional flayers and tanners in the village and the commercial value of the products at different stages.
  - (3) A scheme should be prepared for modernisation of tanning in the villages itself by transfer of technology now available with the research institutes.
  - (4) A policy of purchase preference in favour of purchases directly from SC leather goods producers by the Ministry of Supply and other Ministries incharge of public sector organisations and State Departments.
38. As has already been mentioned above, the work done in this field by CLRI, Khadi and Village Industries Commission, the Bharat Leather Corporation and the State Leather Corporations in the last decade or so has not come up to the expectation. It has no doubt helped these workers in isolated pockets but it has lacked an overall and consistent design to

eliminate the plethora of middleman and intermediaries in this trade and instances can be found where the Bharat Leather Corporation's work has been working in direct competition with that of State Leather Corporation's work has been working in dicert competition with that of State Leather Corporations, instead of the former helping out the later, as was envisaged. Other incompatibilities and inconsistencies can also be found where one wing/organisation of the Government is working at cross-purpose with another. A number of Conferences, Seminars et al, have not been able to resolve this issue of a lack of central focus. Here it may be worthwhile going through the record of discussions of some of the conferences organised by the Department of Industrial Development, which is the nodal department/Ministry for Leather Industry, particularly the one of 15th October, 1981\*, which was presided over by Shri N. D. Tewari, the Minister-in-charge. Although the Conference touched upon almost all aspects of the leather industry, organised and unorganised, these have not been followed up unfortunately.

39. Undoubtedly the priority given to step-up our exports of leather, footwear and leather goods (besides meeting the domestic demand) must remain paramount if the national economy's interests are to prevail. Our exports of this sector, which are currently around Rs. 400 crores per annum, can with a bit of organised and sustained effort be raised to the Rs. 1000 crore mark in the near future and even to the Rs. 2000 crore figure, given the vast resources that we possess. But this must not be at the cost of the poor disorganised primary leather workers—in fact the achievement of our potential will depend a great deal on how we can mobilise this latent asset of ours in a meaningful manner. Perhaps, the time has come when we need to set up an organisation similar to the ones for handlooms and handicrafts—it may perhaps be worth-while setting up the office of the Development Commissioner for Decentralised Primary Leather workers. This only would give the overall national perspective which could ensure sustained and compatible inputs from all governmental agencies so that our potential on the exports and domestic fronts and the need to help the lot of these Scheduled Caste workers can be achieved. The welfare aspect of the development of this sector is just as important as the production and exports aspects.

40. The Working Group recommends that action be initiated (initial spade work done) to set up the office of the Development Commissioner as proposed above, which could be either under the aegis of Department of Industrial Department or Ministry of Home Affairs (SCBD Division). Pending the establishment of the set-up of Development Commissioner (DPLW), the Ministry of Home Affairs should consider earmarking of a portion of the funds available under Special Central Assistance for the promotion/welfare of the primary leather workers—these funds could be routed for the time being through the Bharat Leather Corporation and the State Leather Development Corporations.

\*Copy sent to all States and concerned Departments/Ministries by S.C. & BCD Division of NHA in connection with proposed Conference on Leather Sector.



### *Brick Kiln Workers*

41. A large majority of the brick kiln labourers come from the landless agricultural families of Scheduled Castes. Driven by abject poverty these labourers leave their villages to work in brick kilns under the conditions of bondage. Studies made by voluntary organisations and also by the Ministry of Labour confirm the above view. They are not in a position to assert their right to realise their due share in the production process of brick kiln mainly due to lack of organisation. They are exploited not only economically but also in various other forms.

42. We, therefore, strongly recommend that apart from strengthening the machinery for enforcement of minimum wages there should be sincere efforts to organise or unionise them so that they can have bargaining power vis-a-vis the brick kiln owners. It is further recommended that ways are to be found out to set up co-operatives exclusively by brick kiln workers to run production process of brick kilns. This will enable them to enjoy the fruit of their labour as equal partners in the production process and provide therewith confidence so essential for their socio-economic development to bring them at par with the rest of the population.

43. The Working Group commends implementation of recommendations of the Conference on Unorganised Rural Labourers held by the Ministry of Labour in early 1984.

44. The weavers in the Western and North Western States are predominantly from the Scheduled Castes. Unlike leather workers, in the handloom weaving sector, the weavers could be organised to ensure that the benefit of package of economic programmes is available to the members of the working community itself and the benefit of expanding market gets passed gradually to the primary workers.

45. Whatever success could be achieved in the handloom working sector is due to the success in organising the weavers in cooperatives and elimination of the middlemen. This is also a good illustration to ensure improvement of technology and diversification and specialisation. In respect of different items of activities involved from the initial stage to get yarn to the stage of marketing it should be ensured that the vested interests do not force the nearvers to play into the hands of traders and businessmen and that the entire benefit of new development goes to the weavers themselves. The Development Commissioner of Handlooms at the national level should coordinate the activities in the handloom sector all over the country in consultation with the State Governments and their Handlooms Development Corporation.

46. The Working Group commend the progress made so far, and recommend that the success achieved in the initial stage should be carried further by intensifying the accessaries of the Handloom Development Corporation, and wherever possible, having exclusive co-operatives of Scheduled Caste weavers.

For this, the Ministry of Commerce, the Development Commissioner, Handloom, the K.V.I.C. and the State Governments through their K.V.I.B. should be activated to take up time bound programmes to cover all the Scheduled Caste weavers who are still uncovered.

47. It is, therefore, recommended that a clear-cut programme should be taken up for updating the skills of Scheduled Caste weavers to bring them at par with other weavers to enable them to get the optimum benefit achieved through labour. It is further recommended that common service centres and house-cum-work places for the Scheduled Caste weavers should be further extended and made an integral part of handloom development programme.

### *Other Artisans*

48. The Scheduled Castes are also available in a number of other professions like village craftsmen making bamboo furniture, cane furniture, conch snells, baskets, carpets, dhakra art, etc. It is necessary that each of these professions is looked at in its totality and a comprehensive plan is prepared placing stress on the economic aspect. A large number of Scheduled Castes are actually engaged in all these professions for traditionally long periods. With a little modernisation here and there the income out of these professions can be increased to a substantial extent. The major difficulty in this is, of course, the presence of the middlemen and other traders who, taking the advantage of the poverty of these artisans, compel the Scheduled Caste artisans to sell their products to them at an abysmally low price thus leaving the artisans with a very little margin of profit.

49. It is, therefore, further recommended that the concerned Ministries at the Centre and the State Government Departments take up survey of such artisans and draw up comprehensive schemes so that these artisans' skills are not only up-dated but their activities are linked up right from the supply of raw materials up to the final stage of marketing thus eliminating the middle-men and profiteers.

### *Fishermen*

50. Mainly in the eastern States, people belonging to the fishermen communities are Scheduled Castes. In Assam, West Bengal, Tripura, Bihar and Orissa, the State Governments have taken up schemes under fisheries sector for the economic development of the Scheduled Caste fishermen. The Sixth Plan Working Group recommended that—

“a comprehensive programme for fishermen be started in areas and States with large concentration of Scheduled Caste fishermen. This should cover the entire production and marketing cycle leaving no scope for middlemen and should also include private arrangements for credit simultaneously wiping of their private debts. It should be ensured that at least 50 per cent of SC fishermen cross the poverty-line in the Sixth Plan period.”

During the Sixth Five Year Plan, a beginning has been made but the weakest link in the whole chain i.e. the arrangement for marketing has not been attended to by the States. In some places, transportation of bulk catch has also proved to be a problem as the tie-up with the Railways could not be satisfactorily made.

51. The Group recommends that the Department of Fisheries/Fisheries Development Corporations of the State Governments should take particular care to organise fishermen, supply them with fishing nets and boats and arrange for marketing in a collective way either through cooperative exclusively of SC fishermen or some other similar organisations.

52. Another difficulty experienced particularly in coastal/marine fishing is that of preservation. In most of the coastal States ice factories are still in the private sector and they virtually control the price mechanism through the instrument of monopoly over ice factories.

53. It is, therefore, further recommended that this matter should be studied by the States and appropriate measures should be taken by them to set up ice factories necessary for the preservation of coastal/marine catch in the cooperative sector.

54. As regards inland fisheries and river fisheries the lease of water areas for pisciculture should be given to the SC fishermen cooperatives exclusively. The lease should be for reasonably long period say a minimum of 5 to 7 years, so that the SC fishermen can feel secure to get the best out of their effort put in scientific pisciculture in these areas.

#### *Civil Sanitation Workers—Scavengers and Sweepers*

55. Scavenging of dry latrines is largely a problem in the urban and semi-urban areas. The jobs of scavengers and sweepers are entirely linked to certain specific castes who are considered the weakest among the Scheduled Castes. Since this concerns the weakest sections among the Scheduled Castes who suffer the maximum from the evil practice of untouchability we have discussed about the development of these occupational groups in greater details in a separate chapter.

#### *Unorganised labour in the Urban Sector*

56. A large number of workers in construction works belong to Scheduled Castes in the major cities and metropolises. The usual practice is that the con-

tractor's men generally known as mates procure them from rural areas by promising them handsome income and bring them to the cities. As they are not allowed to form any union or organisation they continue to be exploited.

57. There are other groups namely, rickshaw pullers, cart pullers and head-load workers. All these are physically strenuous occupations. In the case of rickshaw pullers and cart pullers they hire in rickshaws and carts; from the owners of those on payment of rent and the result is that the workers are left with very little income for them.

58. We, therefore, recommend that in such cases the rickshaw pullers and cart pullers should be made owners of the means of their livelihood by enacting legislation prohibiting the ownership of carts and rickshaws by people other than the workers themselves.

59. In the case of construction workers, we recommend that the Ministry of Labour should examine the problem of these workers in all its aspects and come up with legislative and administrative measures to provide security and regulate the industrial relationship between the contractors and the labourers.

60. We have emphasised that the socially degraded position and the nature of occupations the SCs are engaged in are interlinked. In fact, the continued pursuit of the traditional occupations seems to have deprived them of the initiative and urge necessary for normal development of human beings. As a consequence, there is a feeling in some of them that they are destined to serve others and suffer rather than take to anything dignified and gainful. They should be helped in taking non-traditional business and industrial ventures, even on a small scale. Appropriate opportunities in the matter of dealership, licences etc. should be earmarked for them. This will instil in them the realisation that they can also live and develop themselves as any other group in the society. At the same time, it would demand a certain amount of discipline on their part. They should be discouraged from alcoholic drinks. Involvement of voluntary agencies in organising community dining, temple entry would help in removing their diffidence. Effective implementation of Protection of Civil Rights Act is called for.

**MINIMUM WAGES IN AGRICULTURAL (FOR UNSKILLED) WORKERS AS FIXED BY THE CENTRAL GOVERNMENT AND REPORTED BY THE STATE GOVERNMENTS/UT ADMINISTRATIONS**  
(As on 1-2-1984)

Name of the State/Union Territory	Date from which effective	Rates of Wages (Per day)	Remarks
1	2	3	4
Central Government	17-10-1983	Rs. 7.50 to Rs. 11.25 according to areas	
Andhra Pradesh	7-9-1983	Rs. 7.00 to Rs. 18.00 per day according to areas and nature of work.	
Assam	28-12-1981	Rs. 8.00 to Rs. 9.00 per day without meal or Rs. 7.00 per day with one meal according to occupation.	
Bihar	12-4-1982	5 Kg. paddy or any other kind of grain of the same value besides one time 'Nashta' of Rs. 8.50 in cash.	
Gujarat	2-10-1982	Rs. 9.00 per day or Rs. 3,200 per year	
Haryana	1-5-1982	*Rs. 14.00 per day or Rs. 10.00 per day with meal.	These rates have been further increased by 92 Ps. per day due to rise in the CPI numbers with effect from 1-7-83.
Himachal Pradesh	1-4-1982	—Rs. 3.25 per day	Since Dec. 1982 wages have been increased by 12½% to 25% according to areas.
Jammu & Kashmir		Minimum wages have not been fixed so far. The State Government has undertaken a survey with a view to fix minimum wages in respect of agricultural workers.	
Karnataka	1-3-1982	Rs. 5.00 to Rs. 7.50 per day according to class of work and type of land.	Rates have been quashed by the Karnataka High Court.
Kerala	1-8-1980	Rs. 7.45 per day for light work and Rs. 9.20 per day for hard work.	A committee was constituted on 31-10-1981 to advise the Govt. on further revision of minimum wages.
Madhya Pradesh	1-1-1982	Rs. 7.00 plus special allowance per day linked to CPI compiled half yearly.	The rate of special allowance is 45 ps. per month per point for every point rise in the average CPI No. above 447 (1960—100)
Maharashtra	1-2-1983	Rs. 6.00 to Rs. 10.00 per day according to area	
Manipur	1-3-1983	Rs. 10.00 to Rs. 10.50 per day according to areas	
Meghalaya	1-11-1983	Rs. 11.00 per day	
Nagaland	1-2-1984	Rs. 19.00 per day	
Orissa	25-12-82	Rs. 6.00 per day	
Punjab	1-1-1982	Rs. 11.00 per day with meals or Rs. 14.00 per day without meals	With effect from 1-7-83 the rates are Rs. 12.32 per day with meals or Rs. 15.32 per day without meals.

1	2	3	4
Rajasthan . . . . .	1-4-1982	Rs. 8.05 to Rs. 9.00 per day according to areas	
Sikkim . . . . .		Minimum Wages Act, 1948 has not yet been extended to the State.	
Tamil Nadu . . . . .	5-4-1983	Rs. 8.00 per day for employees engaged in sowing, plucking of seedlings or weeding and Rs. 10.00 to Rs. 11.00 per day for other operations.	Except where wage rates have been fixed under the Tamil Nadu Agricultural Labour Wages Act, 1969.
Tripura . . . . .	1-8-1982	Rs. 8.00 per day	
Uttar Pradesh . . . . .	13-7-1983	Rs. 7.00 to Rs. 7.50 per day according to areas.	
West Bengal . . . . .	13-8-1982	Rs. 10.15 per day (Adult) Rs. 7.27 per day (Child)	Due to revision of V.D.A. with effect from 14-11-1982 every Adult worker will get Rs. 12.01 per day and every child will get Rs. 8.71 per day.
Andaman & Nicobar Islands . . . . .	14-7-1982	Rs. 8.00 per day	Proposals for further revision notified on 8-2-84.
Arunachal Pradesh . . . . .	1-6-1981	Rs. 9.00 to Rs. 10.00 per day	These rates under (executive orders have been further revised (w.e.f. 1-1-84).
Chandigarh Admn. . . . .	12-4-1982	Rs. 14.00 per day or Rs. 11.00 per day with meal.	These minimum rates of wages are linked with consumer price index number. Neutralisation is at the rate of 4 paise on the rise or fall of CPI Nos. (Punjab Series)
Dadra & Nagar Haveli . . . . .	August, 1983	Rs. 9.00 per day	
Delhi Admn. . . . .	1-3-82	Rs. 11.60 per day	Proposals for further revision notified on 3-12-1983.
Goa, Daman & Diu . . . . .	2-10-83	Rs. 6.75 per day	
Mizoram . . . . .		There is no organised agricultural labour. Prevailing rate is Rs. 10.00 per day or so.	
<i>Pondicherry</i>			
(i) Mahe Region . . . . .	23-8-83	Rs. 7.45 to Rs. 9.20 per day according to nature of work.	
(ii) Yenam Region . . . . .	April, 83	(a) For all kinds of agricultural operations (except harvesting)	Adult Rs. 10.00
		(b) Harvesting	Non-Adult Rs. 6.30 p.d.
(iii) Pondicherry . . . . .	28-11-83	Adult—Rs. 7.00 per day, non-adults. Rs. 4.20 per day	9 Kg. paddy 4 1/2 Kg. paddy
(iv) Karaikal . . . . .	Aug, 1982	7 litres of paddy, Rs. 2.80 per day or Rs. 9.00 per day or	
Lakshadweep . . . . .		There is no agricultural worker in the Union Territory	

## No. of Bonded Labourers as estimated by State Governments, National Sample Survey Organisation and Gandhi Peace Foundation

Sl. No.	State	As estimated by State Governments	As estimated by NSSO—	As estimated by Gandhi Peace Foundation**
1.	Andhra Pradesh	12701	7300	325000
2.	Assam	—	4400£	—
3.	Bihar	4218	102400	111000
4.	Gujarat	42	4200	171000
5.	Haryana	..	12900	..
6.	Himachal Pradesh	..	..	..
7.	Jammu & Kashmir	..	900	..
8.	Karnataka	62689	14100	193000
9.	Kerala	700	400	..
10.	Madhya Pradesh	1531	116200	500000
11.	Maharashtra	..	4300	100000
12.	Manipur	..	..	..
13.	Meghalaya	..	..	..
14.	Nagaland	..	..	..
15.	Orissa	337	5400	350000
16.	Punjab	..	4300	..
17.	Rajasthan	6000	2400	67000
18.	Tamil Nadu	27874	12500	250000
19.	Tripura	..	..	..
20.	Uttar Pradesh	4469	31700	550000
21.	West Bengal	..	21600	..
22.	All Union Territories	..	..	..
	All India	120561	345000	2617000

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\*\*Final Report January 1981 of the Gandhi Peace Foundation.

CHAPTER V  
EDUCATIONAL AND HUMAN RESOURCES  
DEVELOPMENT

According to 1981 census, about 80 per cent of the Scheduled Castes population in the country remain illiterate as against 60 per cent for other communities. Unless this huge section of the Scheduled Caste population is made literate, they would perhaps neither be able to understand the advantages of various developmental programmes undertaken for their welfare by the Government and the voluntary agencies nor would they be able to derive full benefits from such schemes. Education is the long term answer for the advancement of the Scheduled Castes. Self-assertion, consciousness and subsequent economic growth is largely dependent on education. If we really mean to develop Scheduled Castes and thus raise them above the poverty line, their education has to be taken well care-off even in the midst of many constraints and bottlenecks.

*Progress of literacy*

Articles 15(4) and 46 of the Constitution provide special safeguards for the educational development of the Scheduled Castes. To fulfil this constitutional obligation, a good deal of emphasis was laid on the spread of education among these communities during the successive Five-Year Plans. Though there has been a significant improvement in the educational advancement of the Scheduled Castes there is still a wide gap in the literacy rates of Scheduled Castes

and other communities as is evident from the following :

	Percentage of literacy			
	1931	1961	1971	1981
General . . . . .	9.5	24.00	29.4	36.17
Scheduled Castes	1.9	10.27	14.67	21.38

Although the literacy rate among the Scheduled Castes recorded an increase of 45.9 per cent during the decade 1971—81 as against the general increase of 24.1 per cent, they are still far below the general average level. If we examine the educational development of the Scheduled Castes region-wise and caste-wise, the situation is far from satisfactory. The gap between the literacy rates of the Scheduled Castes and others is wider when we compare these figures in respect of rural and urban areas. Similarly, there are intra-caste variations at various levels. Some of the communities have hardly any educated person among them. The condition of education among Scheduled Caste women is even more unsatisfactory. The following table shows the variations in the percentage of literacy among the Scheduled Castes vis-a-vis others in the rural and urban areas and also among male and female during 1981 Census :—

All India Literacy	Scheduled Castes			All communities excluding SC & ST		
	Total	Rural	Urban	Total	Rural	Urban
All persons . . . . .	21.38	18.48	36.60	41.52	34.52	61.11
Male . . . . .	31.12	27.91	47.54	52.35	46.14	68.46
Female . . . . .	10.93	8.45	24.34	29.43	21.68	51.19

It would be seen from the above table that literacy rate of Scheduled Castes in rural areas is just half (18.48 per cent) of their counter-parts in urban areas (36.60 per cent) and of female Scheduled Castes, the literacy rate in rural areas (8.45 per cent) is almost one-third of the Scheduled Caste females in urban areas (24.34 per cent). On comparing

these figures with non-Scheduled Caste and Scheduled Tribe communities, it would be seen that literacy lags amongst them in urban and rural areas are less pronounced.

The inter-State variations in literacy rates of Scheduled Castes also vary sharp. The following table would elaborate it :—

1981 Census—Literacy Rate

State	Scheduled Castes			All communities excluding Scheduled Castes and Scheduled Tribes		
	Total	Male	Female	Total	Male	Female
Bihar . . . . .	10.40	18.01	2.51	30.17	43.07	16.40
Rajasthan . . . . .	14.04	24.40	2.69	29.31	42.14	15.31
Kerala . . . . .	55.96	62.33	49.73	75.32	77.17	67.98
Gujarat . . . . .	39.78	53.14	25.61	48.14	58.81	36.73

The literacy rate amongst Scheduled Castes in Bihar is the lowest (10.40 per cent) amongst all States in the country followed by Rajasthan (14.04 per cent). Similarly the highest literacy rate amongst all States is in Kerala (59.96 per cent), followed by Gujarat (39.78 per cent). The literacy rates amongst Scheduled Caste females are still low. There are districts in the country where the literacy rate amongst Scheduled Caste female is less than even 1 per cent.

The following table explains the position :—

(1981 Census—Literacy rates)

State/District	Districts having SC female literacy rate below 1%	Comparative literacy rate of non-SC & ST communities
Bihar	2.51 State SC female	16.40
District Sitamarhi	0.89%	10.97%
Madhya Pradesh	6.86 State SC female	22.01
District Sidhi	0.58%	7.93%
Uttar Pradesh	3.89 State SC female	16.80
District Gonda	0.84%	6.32%
Bahraich	0.77%	6.20%
Rajasthan	2.69 State SC female	15.31
Districts Churu	0.91%	11.99%
Nagaur	0.74%	8.62%
Jaisalmer	0.61%	6.41%
Jalor	0.50%	5.75%
Barmer	0.48%	4.57%

It would be thus seen from the above table that there are five districts in Rajasthan and one each in Bihar, Madhya Pradesh and Uttar Pradesh where the literacy rate of Scheduled Caste females is less than even 1 per cent. The Barmer district in Rajasthan has the lowest literacy rate (0.48 per cent) amongst Scheduled Castes females in the whole country; but even in this district, the literacy rate of non-Scheduled Caste and Scheduled Tribe females is 4.57 per cent, which is almost double the state Scheduled Caste female literacy rate of Bihar (2.51 per cent). The above table clearly indicates a very high literacy lag between Scheduled Caste females and non-Scheduled Caste and Scheduled Tribe females. The literacy rates of Scheduled Caste females as indicated in the table are only fractional but the literacy rates for non-Scheduled Caste and Scheduled Tribe females are in absolute number. For instance, the literacy rate of Scheduled Caste females in Churu district of Rajasthan is only 0.91 per cent but the non-Scheduled Caste and Scheduled Tribe female counter-parts in the same district have literacy rate of 11.99 per cent. There are another 39 districts in the country which have less than 2 per cent and between 1 per cent to 2 per cent literacy rate amongst Scheduled Caste females.

#### Progress of Enrolment

A similar picture is revealed by the data of enrolment as will be seen from the following table which gives a comparative picture of progress during the last one decade :—

Enrolment (in 000's)	Year	Scheduled Castes		Others	
		Total	Female	Total	Female
(i) Primary (Classes I-V)	1970-71	6709	2082	47619	18431
	1980-81	10981	3768	57047	22817
(ii) Middle (Classes VI-VIII)	1970-71	1199	262	11739	3537
	1980-81	2222	602	16881	5761
(iii) High/Higher Secondary (Classes IX-XII)	1970-71	499	91	5927	1584
	1980-81	1152	246	8011	2513
Total (School level)	1970-71	8406	2435	65285	23552
	1980-81	14355	4615	81939	31091
(iv) Vocational (Special & Other Education) (School stage)	1970-71	84	18	1472	574
	1978-79	160	45	1159	326
(v) General Higher Education (College level)	1970-71	148	17	2252	592
	1978-79	397	70	4431	1256
(vi) Professional & Other Education (College level)	1970-71	59	6	1004	130
	1978-79	76	11	805	160
Total (All levels)	1970-71	8698	2476	70015	24849
	1978-79	13792	4413	83345	30619

It would be thus seen that the gap between the educational development of the Scheduled Castes and other communities goes on increasing as we ascend to higher stages of education and this gap is more pronounced in the case of females.

The fact remains that the enrolment ratio of the Scheduled Castes is lower than that of all communities at middle level of school. If we examine the position State-wise, it would be seen that the Scheduled Castes in many States have a long way to travel before they reach to the level of their communities particularly in the States of Bihar, Haryana, Madhya Pradesh, Orissa, Karnataka, Rajasthan and West Bengal.

If we study the co-efficient of educational equality in the matter of enrolment ratios of Scheduled Castes in all educational institutions vis-a-vis other communities, it reveals that the enrolment of Scheduled Castes has declined in many States and is stagnant or has not improved adequately in most other States, making it exploit that educational progress attained by them was slower than in the case of other communities. Some of States showing declining co-efficient of equality are Assam, Bihar, Gujarat, Himachal Pradesh and Haryana. The rural-urban and sex-wise differences among Scheduled Castes are more pronounced than they are for other communities.

#### *Wastage and Stagnation*

There is considerable wastage and stagnation in the education of Scheduled Caste children by way of drop-outs and repetition particularly in the first two classes at the primary level specially at the end of class I. The situation continues to be increasingly depressing through the middle school of the high school. There are still a large number of children belonging to Scheduled Castes without any schooling. In addition, there are millions who dropout of school without completing the course. Sixty per cent children, many of them in Standard-I itself dropout before completing Standard-V and about 75 per cent dropout before completing Standard-VIII.

The phenomenal wastage in elementary education has been studied by several government and semi-government agencies. The rate of school dropout varies from State to State and, within a State, from district to district and from community to community. The staggering proportions of dropouts render the task of fulfilling the constitutional objective rather impossible and make the system of school education dys-functional and contraproductive. Children from these communities are generally first generation learners and their home environment is not very conducive to learning. Parents cannot give any assistance to children in their studies. On the contrary they suffer losses on account of sending their children to schools as the children are an economic asset to them. A number of studies have been undertaken in the recent past and all of them indicate concern about this important problem. The

main causes of wastage in education are social disabilities, poverty, poor home conditions, failure experience, sense of insecurity, nutritional and cultural deprivation.

In order to check the dropouts in the schools, several measures have been undertaken by the State Governments|U.T. Administrations which include strengthening of incentive programmes like scholarships stipends, free supply of books, stationery, mid-day meal, hostel facilities, attendance scholarships, etc. facilities attendance scholarship etc. As a significant measure for combating dropout problem, the Ministry of Education has suggested to the States to introduce the upgraded system and 'non detention' policy so that every child shall complete one class in each year and will be promoted to the next higher grade till he completes class VIII, but with adequate safeguards by way of periodic assessment and evaluation on a continuing basis. As the main strategy for covering out-of-school children, both non-starters and drop-outs, ensure their retention in the elementary education system, a major change in the policy has been adopted with a new motto. Every child shall continue to learn in the age-group 6-14 on a full time basis, if possible, and on a part-time basis, if necessary. Following this, a nonformal part-time education system is being developed in a large way as an alternative supportive system to formal schooling. Under this system children who cannot join and attend the formal schools because of socio-economic reasons, are offered elementary education of the same standard at places and timings suited to their needs and conveniences. A major thrust of non-formal education is in the 9 educationally backward States viz., Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal, which among themselves, hold 80 per cent of the non-enrolled children in the country. They are being given special central assistance by the Ministry of Education on 50 : 50 sharing basis for non-formal education programme.

In this connection it may be pointed out that though the above scheme has yet to gain momentum, it may not be very useful to the Scheduled Caste and it will be difficult for them to get admissions in the schools after completing this type of education which may be treated as second grade education. No separate targets have been fixed for the Scheduled Caste and Scheduled Tribe under the above scheme and it is being run more or less on the same lines as the scheme of Adult Education is being run by the State Governments.

During the two days conference of Education Secretaries and Education Ministers held on the 23rd and 24th May, 1984, most of the State Governments stressed the need for strengthening the incentive programme under the elementary education particularly the scheme of mid-day meal with 100 per cent coverage. They also suggested that at least in the case of girls, education should be free upto the highest level of education, and they should be provided all facilities.



### *Special Schemes for the educational development of Scheduled Castes*

Since the commencement of the Constitution, a good deal of emphasis has been laid on the spread of education among the Scheduled Castes. The Central and the State Governments and some non-official agencies have undertaken the various programmes for the educational development of these communities. These programmes broadly fall under the following two categories :—

- (i) Plan Schemes
- (ii) Non-Plan Schemes

**Plan Schemes :** The schemes undertaken for the educational development of Scheduled Castes have been included in the State Sector of the Plan which is assisted by the Central Government in the form of block loans and grants. While some of the schemes are included in the 'Education Sector', the others have been included in the Backward Classes Sector. There is no hard and fast demarcation in the distribution of these schemes between the 'Education' and 'Backward Classes' Sectors. In fact the main schemes for the educational development of these communities should have been included in the Education Sector and the Supplementary programmes which are intended to supplement the efforts of general sector like incentive schemes of special programmes to bridge the missing gaps should have been included in the Backward Classes Sector, but in actual practice this is not being followed. The schemes undertaken in these two sectors include pre-matric scholarships| stipends, freeships, boarding grants, hostel facilities, free-supply of books, equipments and uniforms and mid-day meals etc. Some States like Gujarat, Haryana, Himachal Pradesh, Karnataka, Uttar Pradesh etc. have also introduced the new scheme of compensation for opportunity cost to the parents of Scheduled Caste students to compensate for the loss of income in sending their children to schools. The contents of various schemes and quantum of financial assistance given to the beneficiaries under each scheme varies from State to State.

#### *Reasons for slow progress*

The directive principle in Article 45 of the Constitution provides that "the State shall endeavour to provide, within a period of 10 years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years". The above provision pre-supposed that the goal of achieving universalisation of elementary education should have been realised by 1960. This target date was first revised to 1970, then to 1976 and again to 1988 and the present target date is 1990.

This has been reinforced by the New Twenty Point Programme announced by the Prime Minister on the 14th January, 1982; Point 16 of the Twenty Point Programme reads as follows :—

'Spread universal elementary education in the age group 6-14 with special emphasis on

girls, and simultaneously involve students and voluntary agencies in programmes for the removal of adult illiteracy'.

Presently education in classes I-VIII in all the Government, local body aided schools in all States| Union Territories of the country is free barring Uttar Pradesh where boy's education in class VII-VIII has yet to be made free.

While increase in school enrolment has been substantial, the achievements have been off-set by population growth on the one hand and by the problem of drop-out and stagnation on the other. In the Sixth Five Year Plan, therefore, the strategy has been adopted with two-pronged attack of increasing enrolment and improving retention. For purposes of operational efficiency the focus is on primary school during 1980-85 and on middle schools during 1985-90.

In order to achieve the target of universal enrolment by 1990, following targets have been adopted :—

- (i) 95 per cent enrolment in primary schools and 50 per cent enrolment in middle schools by 1984-85; and
- (ii) 100 per cent in both by 1990.

In so far as the Scheduled Castes are concerned, as stated earlier the enrolment figure for the year 1982 is 113 lakhs in classes I to V as against 736 lakhs in the case of general categories and 25 lakhs in classes VI to VIII as against 211 lakhs in the case of general categories. Similarly, in the case of girls belonging to Scheduled Castes, the enrolment in classes I to V is 39 lakhs as against 286 lakhs in the case of general categories and in classes VI to VIII is 7 lakhs as against 71 lakhs in the case of general categories. It would thus be seen that despite constitutional directive and vigorous efforts made by the State Governments the gap between the educational development of Scheduled Castes vis-a-vis others still remains and in a more wider form. In order to increase the enrolment of Scheduled Caste children in schools, the following measures are necessary :—

- (i) Provision of scholarship|stipend to all the children belonging to Scheduled Caste with 100 per cent coverage at all levels. The amount of scholarship should not be less than Rs. 40|- p.m.
- (ii) Supply of free text-books and stationery.
- (iii) Provision of free uniforms particularly for girls.
- (iv) Provision of attendance scholarship particularly for girls.
- (v) Mid-day meals.
- (vi) Hostel facilities.
- (vii) Special coaching in the schools|colleges in IX, X, XI and XII classes in weak subjects,

particularly in English, Science and Mathematics.

The existing coverage of Scheduled Caste children in the incentive programmes as mentioned above is very much limited. A large number of States do not provide any scholarship at the primary stage to the children belonging to Scheduled Caste. Even in the case of scholarships/stipends, hardly 20 to 40 per cent children belonging to these communities are covered at the primary stages in the schools in few States where this scheme is in existence. The rates of scholarships as prescribed by the State Governments are quite inadequate and vary from State to State. Similarly, the provision of free-books and stationery, uniform, mid-day meal etc. is also very much limited and very small number of children are getting these benefits. It is, therefore, felt that unless all the children belonging to Scheduled Caste in pre-matric stage are given scholarship/stipend and other incentives at the revised rates, it would be difficult to attract these children to schools. As is well-known girls education is lagging behind particularly, in the case of Scheduled Caste communities. The parents are reluctant to send their children to the schools as they help their parents in earning livelihood. In order to compensate the loss of income on account of sending these children to schools, some of the State Governments like Haryana, Himachal Pradesh, Uttar Pradesh, Gujarat etc. have introduced a scheme of attendance scholarship/compensation for opportunity cost in the State Plans. Under this scheme scholarship ranging between Rs. 15/- to Rs. 30/- per month per child is given to the parents as an incentive for sending their children to schools. The response of the State Governments towards this scheme has been very encouraging and this scheme has been able to arrest dropouts in the schools. A study undertaken by the Government of Haryana recently has shown that due to this scheme the attendance in the schools has increased considerably. It is, therefore, felt that this scheme may be introduced in all the States and Union Territories as one of the Centrally Sponsored Schemes during the Seventh Plan with adequate provision in Central and State Plans to enable total coverage at least of all SC girls upto Class V.

The students belonging to Scheduled Caste are generally shy in taking lessons from the teachers in the schools. This is because of social disability and inferiority complex due to their poor economic conditions, with the result that the performance of the students in the classes is generally not very satisfactory. Another reason for the slow progress has been that most of the students come from rural areas with very poor economic background. It is, therefore, necessary that these students may be provided with extra coaching at least in the IX & X classes and in the XI and XII at the higher secondary stage in weak subjects like English, Mathematics and Science etc. Some of the State Governments have already introduced this scheme in the State Plan but the coverage in this scheme is very small. It is, therefore, felt that this scheme may be undertaken as a centrally sponsored scheme and implemented in all schools/colleges in States/Union Territories during the Seventh Plan.

### Progress of Expenditure

The progress of expenditure on the schemes for the educational development of Scheduled Castes undertaken in the Backward Classes Sector during the successive five year plans is shown in the following table :—

	(Rs. in crores)		
	State	Centre	Total
First Plan . . . . .	3.88	..	3.88
Second Plan . . . . .	12.22	0.14	12.36
Third Plan . . . . .	16.74	8.04	24.78
1966-69 . . . . .	9.44	11.16	20.60
Fourth Plan . . . . .	23.04	12.00	35.04
Fifth Plan . . . . .	56.14	64.01	120.15
1979-80 . . . . .	11.93	8.12	20.05
Sixth Plan (Outlay)			
(a) Backward Classes Sector . . . . .	120.63	157.50*	278.13
(b) Special Component Plan	234.14		

\*Combined for Scheduled Castes and Scheduled Tribes.

### Centrally Sponsored Schemes

The programmes included under the Centrally Sponsored Schemes of the Ministry of Home Affairs are as follows :—

1. Post-Matric Scholarships.
2. Girls Hostels.
3. Pre-matric Scholarships for the children of those engaged in unclean occupations.
4. Book Banks for medical and engineering students.
5. Aid to Voluntary Organisations.

Except the schemes of Post-matric scholarships and Aid to Voluntary Organisations where the Central assistance is 100 per cent, financial assistance is provided to the State Governments on 50 : 50 basis.

### Post-matric Scholarships

Of all the Centrally Sponsored Schemes, the most effective has been the scheme of Post-matric Scholarships, which has played a significant role in enabling a considerable number of Scheduled Castes to enter the secondary and tertiary sectors of the economy, specially the public services. The growth of this scheme over the years can be judged from the fact that in 1944-45, the first year of its introduction, there were only 114 scholarship holders under this scheme. This number has now risen to 7.64 lakh by the end of the 1982-83 and is expected to further rise to 9 lakhs by the Sixth Five Year Plan. The total anticipated expenditure at the end of Sixth Plan (1984-85)

is likely to be Rs. 87.30 crores which include Rs. 40.42 crores as committed expenditure. This entire expenditure will become committed expenditure at the end of the Sixth Plan and the Central assistance to the State Governments will be available over and above this expenditure. The rates of the various courses under this scheme as well as the income ceiling were last revised in 1981. It is now necessary to revise it further keeping in view the increase in the cost of living index. It is felt that in the case of hostellers the entire mess expenses of the Scheduled Caste candidates may be met by the Government and over and above some amount may be provided to them as a pocket money to meet other expenses. Similarly, the existing restriction of providing scholarships to only two male children in a family may be removed, which is hampering the educational development of these communities.

There is also a need to introduce an element of merit in this scheme by providing 1-1/2 times of the scholarship amount to meritorious students who secure more than 60 per cent marks in the last annual examination.

#### Girls Hostels

The next major scheme in terms of outlay and impact is that of girls hostel for which a provision of Rs. 8 crores has been made for the Sixth Plan. From the Third Five-Year Plan, funds have been provided for the construction of 1500 hostels for Scheduled Castes in various States upto the end of 1982-83. The ceiling cost for the construction of hostel under this scheme has been recently revised. The following are the revised ceiling cost :—

Type of accommodation	Ceiling cost prior to revision		Revised ceiling cost	
	Plain Areas	Hill Areas	Plain Areas	Hill Areas
	Rs.	Rs.	Rs.	Rs.
For accommodation only	3,350	5,500	5,200	5,680
For accommodation plus dining hall, kitchen etc.	4,630	7,600	7,150	7,790

#### Hostels for Boys

One of the most important reasons for the slow progress of the educational development of the Scheduled Castes is lack of adequate hostel facilities. The present scheme is restricted to girls only. It is felt that the benefit of this scheme may be extended to boys also so that there could be at least one hostel for boys and another for girls in each of the district headquarters in the country. Similarly, the Government of India may also provide funds to the State Governments for providing furniture, utensils, books, periodicals etc. in these hostels. The State Governments may bear the maintenance cost of these hostels from their own funds. The total requirement of funds for setting up of at least 2 hostels in each

district at the rate of Rs. 7.15 lakh per hostel for 100 inmates comes to Rs. 64.36 crores. Adding some provision for the construction of such hostels in hill areas where the rate is Rs. 7.79 lakhs for 100 inmates and also giving allowance for the expenditure on the items mentioned above, the total cost under this scheme would come around Rs. 100 crores.

#### Book Banks

This Centrally Sponsored Scheme provides text-books required for education in medicine and engineering which being expensive is spent to procure without special support. A provision of Rs. 3 crores has been made for this scheme during the Sixth Five-Year Plan. This scheme which was started in the year 1978-79 has been recently modified with the following facilities :—

- (i) An amount of Rs. 5000 has been fixed as a total cost for purchase of one set of text-books.
- (ii) One set of books is allowed to be used by 4 students.
- (iii) The life period of one set of books has been fixed as 3 years; which means that every 3 years funds will be provided for getting new sets.

This scheme has been very useful to the Scheduled Castes and Scheduled Tribes in pursuing medical and engineering courses. It is felt that the scope of this scheme may be increased to cover all the professional courses which will help a large number of Scheduled Caste students in pursuing professional education. In order to make the scheme more effective and meaningful, it is desirable to give a set of text-books to each of the Scheduled Caste/Scheduled Tribe students pursuing professional courses and who are eligible for post-matric scholarships.

#### Pre-matric Scholarships for the children of those engaged in unclean occupations

The response of the State Governments to the Centrally Sponsored Scheme of Pre-matric Scholarships for those engaged in the so called 'unclean' occupations whose main objective was to keep the children away from the unhygienic surroundings under which their parents live and provide good quality of education has not been very encouraging and so far only 7000 children could be covered under this scheme. The main bottlenecks under this scheme are as follows :—

- (1) Under the Scheme children studying from Class VI to X only are covered and the children studying from I to V are left out.
- (2) The total income of the parents has been fixed at Rs. 500 p.m.
- (3) The scheme is restricted to hostellers only and day scholars are not covered.
- (4) Lack of hostel facilities with the State Government, there is no provision in the scheme

either for the construction of hostel building or taking any building on rent.

- (5) There is no provision for appointment of warden under this scheme.
- (6) The quantum of scholarship of Rs. 145 p.m. was fixed in 1977-78, which seems to be quite inadequate.

In order to make the scheme more effective, the following modifications are necessary :—

- (i) The scheme may cover the children studying from Class I to X instead of Class VI to X only as at present.
- (ii) The income ceiling as prescribed under the scheme may be abolished.
- (iii) Provision of renting a building for hostel.
- (iv) Appointment of hostel warden.
- (v) The scheme may be open for day scholars also.
- (vi) The quantum of scholarship of Rs. 145 may be suitably raised and revised in a graded manner according to the class as shown below :—

Class	Day Scholar	Hosteller
I . . . . .	40.00	145.00
II . . . . .	50.00	145.00
III . . . . .	60.00	145.00
IV . . . . .	70.00	145.00
V . . . . .	80.00	145.00
VI . . . . .	85.00	150.00
VII . . . . .	90.00	160.00
VIII . . . . .	95.00	175.00
IX . . . . .	100.00	200.00
X . . . . .	100.00	200.00

The above students may be exempted from the payment of tuition fees, examination fees and other compulsory fees payable by the other students. The State Governments/U.T. Administrations may be requested to put their children in the general hostels if the number of such students is less than 20. If the number exceeds 20, they may be kept in separate hostel along with the students of other backward groups to the extent of 10 per cent. The children who are already getting stipends or scholarships from other sources, may not be eligible for award under this scheme. At present the scheme is open to the children of scavengers of dry latrines, flayers and tanners. It is suggested that the scheme may also cover sweepers as it is difficult to make distinction between a sweeper and scavenger.

#### *Aid to Voluntary Organisations*

The role of Voluntary Organisations in ameliorating the socio-economic conditions of the Scheduled Castes

has been discussed in a separate chapter elsewhere in the report.

The Ministry of Home Affairs provides financial assistance to the voluntary organisations of all-India character for undertaking schemes for the welfare of Scheduled Castes. These schemes include educational schemes like ashram, schools, residential schools, hostels etc. It has been our experience that the Voluntary Organisations have not been able to implement the various schemes entrusted to them properly for the following reasons :—

- (i) Want of willing and dedicated workers.
- (ii) Constraint of resources with the voluntary organisations as they are not able to collect money through donations etc. They are required to contribute 20 per cent of the total cost of the scheme from their own resources.
- (iii) The workers are paid very low salary, without any amenities like housing, medical facilities etc. They have no future prospects with the result the well-qualified and trained workers do not join the services of Voluntary Organisations.
- (iv) Inadequacy of suitable buildings etc. with the organisations.

#### *Non-Plan Schemes*

##### *National Overseas Scholarships*

At the Central level, there is a non-Plan scheme of 'National Overseas Scholarships for Scheduled Castes and Scheduled Tribes' operated by the Ministry of Home Affairs. Under this scheme, Scheduled Caste/Scheduled Tribe candidates are sent abroad for higher education in subjects like Engineering, Technology etc. for which no facilities for such education are available in the country. The number of scholarships awarded annually is 21.

##### *Special Component Plan for Scheduled Castes*

(i) *State Governments* : Under the new strategy adopted for the rapid economic and educational development of the Scheduled Castes during the Sixth Plan, the State Governments were asked to prepare Special Component Plan for Scheduled Castes which envisaged identification of the schemes under general sectors of development which would be of benefit to Scheduled Castes, qualification of funds from all divisible programmes under each sector, modification of existing schemes to suit the requirements of Scheduled Castes and formulation of new schemes for the development of Scheduled Castes keeping in view their basic requirements. In pursuance of this, almost all the States having sizable Scheduled Caste population, have prepared Special Component Plans in respect of all the sectors, including education. It has been extended to Special Component Plan. No effort identified and often existing schemes have merely been extended to Special Component Plan. No effort has been made either to modify the existing schemes

to suit the requirements of Scheduled Castes or formulate new schemes for the educational development of these communities. It is therefore, desirable to identify the existing schemes in the Educational Sector of the State Plans for the purpose of quantification of funds for the Scheduled Castes with specific targets to be achieved, suitable modification of existing schemes keeping in view the felt needs of the students from these communities and formulation of new schemes for their educational development.

The State Governments have, however, been urged by the Ministry of Education to allocate more funds for the educational development of Scheduled Castes under their Special Component Plan. They have been

advised to increase the percentage coverage of outlays under these schemes and fix separate physical targets for achievement. The Ministry has also sent monitoring proforma to the State Governments to study the progress made in this regard.

(ii) *Special Component Plan of the Ministry of Education* : The Ministry of Education have formulated a Special Component Plan for Scheduled Castes. Out of the total divisible outlay of Rs. 550.66 crores, Rs. 72.24 crores have been earmarked for Special Component Plan during the Sixth Five-Year Plan period. This works out to be 13.11. The progress of quantification of funds under Special Component Plan during 1982-83 and 1983-84 is as under :—

Sector/Scheme	(Rs. in lakhs)					
	Sixth Plan		1982-83		1983-84	
	Total divisible outlay	Outlay for SCP	Total divisible outlay	Outlay for SCP	Total divisible outlay	Outlay for SCP
1	2	3	4	5	6	7
1. School Education . . . . .	2800.00	531.65 (18.99%)	596.00	106.95 (17.94%)	510.00	126.00 (25.26%)
2. University & Higher Education . . . . .	28000.00	4625.50 (16.52%)	4700.00	665.70 (13.95%)	5222.00	1524.00 (29.18%)
3. Adult Education . . . . .	5300.00	1302.00 (24.57%)	1303.00	320.00 (24.56%)	1965.00	323.50 (16.46%)
4. Scholarships . . . . .	1100.00	156.00 (14.18%)	130.00	30.00 (23.07%)	130.00	30.00 (23.07%)
5. Physical Education & Sports . . . . .	855.00	85.50 (10.00%)	234.00	21.00 (8.97%)	Transferred to M/Sports	
6. Youth Service . . . . .	211.00	54.00 (25.59%)	60.00	9.00 (1.00%)	Transferred to Min. of Sports	
7. Technical Education . . . . .	16800.00	470.00 (2.79%)	3200.00	125.00 (3.91%)	2235.00	135.00 (6.04%)
8. Total . . . . .	55066.00	7224.65 (13.11%)	10223.00	1267.65 (12.40%)	10062.00	2138.50 (21.25%)

Some of the programmes undertaken by the Ministry of Education during the Sixth Plan include introduction of non-formal education in a big way through Central Assistance and intensive efforts to remove illiteracy under the National Adult Education Programme. Under the Central and Centrally Sponsored Programme, the State Governments have been advised to give high priority in opening schools/centres in the Scheduled Caste Bastis. At the State level it is not only the Education Department but a number of other departments like Social Welfare, Tribal and Harijan Welfare are dealing with the various programmes taken up for educational development of Scheduled Castes and Scheduled Tribes.

The problem of coordination among the various Departments engaged in the field of educational development of Scheduled Castes therefore, needs special attention. While at the Central level the Ministry of Education is the nodal Ministry for the educational development of Scheduled Castes and Scheduled Tribes, there is no such coordination at the State

level. It is, therefore, desirable that Education Department in the State Governments should act as nodal department for the educational development of Scheduled Castes whereas the departments dealing with Harijan/Tribal Welfare may deal with the supplementary programmes like Special Scholarships, incentive programmes like supply of free books, stationery, uniforms, mid-day meals etc.

#### *Schemes of the Ministry of Education*

(1) *Scholarships for studies in approved residential secondary schools* : The Scheme was originally started in 1953-54. Its objective is to provide educational facilities to talented but poor students who are otherwise unable to avail themselves of the opportunity of studying in good residential schools on their own. Every year 500 scholarships are awarded to students of the age group of 11-12 years whose parental income is Rs. 500 p.m. or less. The scholarship is tenable up to the secondary stage of education including +2 stage and includes school fee, board

and lodging expenses, books and stationery allowances, uniform and clothing allowances, pocket money, TA and other compulsory charges which are paid through the school authorities.

This is a non-Plan Scheme implemented directly by the Ministry of Education. Candidates are selected on the basis of two examinations—Preliminary Examination conducted by each State|UT and final examination conducted by the Central Board of Secondary Education, Delhi on behalf of the Ministry of Education. Out of the 500 scholarships, 75 are reserved for Scheduled Castes and 38 for Scheduled Tribes.

(2) *Scholarships at secondary stage for talented children from rural areas :*

The scheme is in operation since 1971-72 through the State Governments|UT Administrations. Its objective is to achieve greater equalisation of educational opportunities and to provide a fillip to the development of potential talents from rural areas by educating them in good schools. During 1983-84, 33000 scholarships were allocated as follows :—

Three scholarships per Community Development Block (CDB) for the general categories, 2 scholarships per C.D.B. for the children of landless labourers, one scholarship per C.D.B. for Scheduled Castes (SC), one additional scholarship for SC for each of 1500 C.D.Bs having 20 per cent or more SC population and 3 scholarships for Scheduled Tribes for each of 500 Tribal C.D.Bs. Thus, out of 33000 scholarships, 10000 (i.e. 30 per cent) are meant for the children of landless labourers, 6500 (i.e. 19.7 per cent) for SC and 1500 (i.e. 4.5 per cent) for ST. This is a Centrally Sponsored Plan Scheme. The scholarship starts at the end of the middle

school stage and continues upto the secondary stage of education including the +2 stage. The rates of scholarships are Rs. 100 p.m. per scholar staying in hostel and Rs. 70 to Rs. 60 p.m. for day scholar.

## HIGHER EDUCATION

### *Reservation in admissions*

There is a reservation of 15 per cent for SC and 7½% for ST in the matter of admissions in the universities and colleges. A further concession of 5 marks has been given to these communities in respect of the minimum percentage of marks prescribed for admission to course to ensure admission upto the reserved percentage.

### *Enrolment position*

Information, available for the year 1978-79, reveals that the total admission to under-graduate courses made from SC communities was only 7.33% as against the 15% reservation quota. As regards the post-graduate enrolment of SC candidates, the total admission was 7.62% of the total enrolment showing a coefficient of equality\* as 0.51.

\*Coefficient of Equality :  $\frac{\text{Percentage Enrolment of SCs|STs to total Enrolment}}{\text{Percentage population of SCs|STs to total population}}$

An analysis of the position of actual admissions of SC candidates at the undergraduate and post-graduate levels has been made by classifying the course into 10 groups viz., Arts, Science, Commerce, Education, Engineering & Technology, Medicine, Agriculture, Veterinary Science, Law and others. The position of admission in a summary form for various courses as indicated above is shown below :—

S. No.	Faculty	Scheduled Castes (Percentage)	
		Undergraduate	Post graduate
1.	Arts	9.85	10.54
2.	Science	4.44	2.93
3.	Commerce	4.76	5.42
4.	Education	6.24	3.42
5.	Engineering & Technology	6.16	1.92
6.	Medicine	9.98	3.69
7.	Agriculture	8.39	4.48
8.	Veterinary Science	7.02	1.37
9.	Law	7.47	3.97
10.	Others	5.93	3.56
11.	Professional	7.45	3.48
12.	Non-Professional	7.30	8.17

A state-wise analysis for Arts courses shows that the States of Andhra Pradesh, Gujarat, Maharashtra, Meghalaya, and Assam have achieved better progress in the matter of admissions for SC. The position is satisfactory in the States of Uttar Pradesh, Karnataka, Kerala, Madhya Pradesh, West Bengal and Tripura. The position in the remaining States needs to be improved considerably as far as under-graduate enrolment is concerned. At the post-graduate level, the above States have more or less maintained the level of progress at the under-graduate level except some States like Assam. At the post-graduate level, Maharashtra, Uttar Pradesh, Andhra Pradesh and Tamil Nadu have enrolment percentages 16.24, 14.43, 12.65 and 10.17 respectively showing better coverage of the reservation for SC. Regarding Science courses, it will be seen that while in general the position at the under-graduate level is unsatisfactory, some improvement in the enrolment position is seen in Andhra Pradesh, Assam, Maharashtra and Tripura. As regards the post-graduate enrolment, some improvement can be seen in Assam and Maharashtra. The overall position is not satisfactory at the post-graduate level also. As regards Engineering/Technology courses, no State has reported enrolment of SC at the under-graduate level exceeding 10% except Andhra Pradesh where it is 10.06%. In Maharashtra and Delhi, the percentages are 9.38 and 9.93 respectively at the under-graduate level for SC. At the post-graduate level, there is no marked progress. The overall position continues to be unsatisfactory in all the States.

As regards the courses in Medicine, the position is generally satisfactory at the under-graduate level in Andhra Pradesh, Haryana, Punjab, Tamil Nadu, Uttar Pradesh and West Bengal even though the all-India percentage is 9.98. At the post-graduate level the position is satisfactory in the States of Andhra Pradesh, Maharashtra, Karnataka and Kerala as against the all-India average of 3.69 per cent.

The analysis as indicated above shows that the actual admissions made amongst the SC on the basis of reservation vary from faculty to faculty and even department to department in some institutions. It has been noticed from the information available in the case of some universities that the reservation has been made only for some courses of study whereas in the remaining courses there is no such reservation. It has been reported by UGC that there are some colleges which have not made specific reservation for the reason that there is negligible or no SC population within their jurisdiction. This would not be acceptable since the reservations are to be determined according to the population of SC in the State as a whole. It has been seen that in the case of most of the universities/institutions the actual enrolment made in respect of SC is always lower than the prescribed reservation quota. It has been observed that most of the SC candidates are unable to qualify in the entrance examination conducted by some of the institutions for admission to various professional courses. This may be a factor for the shortage of SC candidates in professional courses. There is a need to provide special coaching to these students to enable them to qualify in such entrance examinations.

### *Reservation in appointments*

The UGC has not taken any specific decision regarding reservation to the teaching posts at the level of Professors or Readers. The Commission has informed that reservation is for Lecturers only. It has also issued guidelines regarding recruitment to non-teaching posts for SC which prescribes 15% reservation.

The available information for the year 1978-79 shows that out of 1.86 lakhs of teachers in Universities and Colleges, there were 2417 teachers belonging to Scheduled Castes. This works out to 1.32% only. The co-efficient of equality comes to 0.09. The position of Principals of colleges shows that there were only 18 (0.42%) Principals from SC communities out of 4271 in the country as a whole. As regards professors there were only 68 (0.54%) teachers belonging to SC as against a total of 12486 in the country. Similarly in the case of Readers there were only 62 teachers from SC out of 11,274 teachers from all communities. This works out to 0.55% and the co-efficient of equality comes to 0.04%. As regards Assistant Professors, 275 out of a total of 19428 belonged to SC communities constituting 1.42%. Similarly in the case of Lecturers, 1621 out of a total of 117421 belonged to SC which works out to 1.38% and the co-efficient of equality is only 0.09, which shows that the state of affair is far from satisfactory.

### *Technical Education*

As stated in the preceding paragraphs, no State has reported enrolment of SC at the under-graduate level in Engineering/Technology courses exceeding 10% except Andhra Pradesh. Similarly, at the post-graduate level, there is no marked progress and overall position continues to be unsatisfactory in all the States. There are 5 IITs located at Bombay, Delhi, Kanpur, Kharagpur and Madras. Admissions in these institutions are made through a Joint Entrance Examination. It has been observed that most of the SC students are unable to qualify in this examination with the result that the quota reserved for them in these institutions has never been filled up. The latest statistics shows that during 1983 out of 339 seats reserved for SC/ST in the IITs, only 141 candidates were finally selected for admission to these institutions. It has also been observed that even the small number of SC candidates who are admitted in these institutions find it difficult to continue their studies and come out successful in the various examinations/tests conducted by the Institutes. There is heavy dropout and stagnation at various levels in these institutions. Some of the reasons which can be attributed to this are as follows :—

- (1) The SC candidates who come mostly from rural areas belong to Hindi/regional language medium schools with the result that they are very weak in English and unable to compete with others in the classes.
- (2) The poor socio-economic background of the SC students is also one of the reasons for their poor performance.



- (3) The amount of post-matric scholarship which is given to these students is not adequate, to meet their expenses. The amount of Rs. 185 p.m. which is given to the hostellers as post-matric scholarship is insufficient to meet even their board and lodging expenses.
- (4) The candidates from these communities are rather shy to mix-up with other students in the class and sometimes the teachers also discriminate them.
- (5) Lack of special remedial coaching.

The above problems were examined by the Ministry of Education and the following measures have been taken :

(i) Preparation Course for SC|ST Students

As a sequel to the recommendations of Parliamentary Committee on Welfare for SC|ST in February 1983, the Ministry of Education have started a Preparatory Course in the IITs for those SC|ST students who have passed their 12th class and appeared in the JEE 1983 but could not get admission despite the normal concessions as well as special concessions (the normal concession is that the qualifying marks for the SC|ST students is kept at 2|3rd of those for the general category candidates, i.e. a SC|ST student who gets 2|3rd qualifying marks of that of the lowest general candidate, gets admission through JEE. Special concession means an increased number of SC|ST candidates admitted on the JEE performance by further going down this 2|3rd qualifying marks). About 80—90 such students have identified and have been put into 5 IITs for the Preparatory Course which started in Oct. 1983. During this course the students have been given comprehensive training and coaching by the IIT Faculty in the IIT environment. The students after succeeding in a test conducted at the end of this Preparatory Course might enter the first year of the Under-graduate programme in the IITs. The students who will not be able to qualify the test, will either repeat their examination after one year or they might be given admission by the Ministry of Education to some other institutions like Regional Engineering Colleges, etc.

Even though the proposed duration of the Course was about 10—12 months, because of certain diffi-

culties the present course started late because this was the first attempt.

(ii) Financial Support

As a sequel to the Parliamentary Committee on Welfare of SC|ST meeting in February, 1983 regarding enhancement of scholarships for SC|ST studying in IITs for catering to the higher expenditure on mess charges, etc. it was decided that the SC|ST students will be given free messing (basic menu) during their studies at the IITs and in addition they will be paid Rs. 70 per month as pocket allowance from the IITs. It was also decided that the post-matric scholarships received in respect of these students from the Home Ministry would be credited to the general revenue of the IITs. This is under consideration.

Schemes proposed

(i) It has been proposed to take up 1000 bright SC|ST students at the end of 10th class and put them in selected Central schools, public schools and other good schools (other than Central and Public schools) (10 students in residence in each school) both for better education and for specially monitored coaching. A provision to give stipend|scholarship to such students and subsidy to the schools selected for this purpose, is also envisaged. In case of any difficulty being experienced by the Central|Public schools in accommodating a large number of such students, good District schools will also be thought of.

(ii) The possibility of either construction of hostels to the schools which will be selected for coaching the students or hiring some accommodation in their vicinity for the purpose will be explored.

Pre-entry coaching facilities to the Scheduled Caste and Scheduled Tribe candidates for Medical and Engineering Entrance Examinations.

A review of the position of actual admission of Scheduled Caste and Scheduled Tribes candidates in the medical and engineering courses at the Under-graduate and post-graduate levels, on the basis of available data which pertain to the year 1978-79, show that the position was far from satisfactory. The total number of seats in Medical and Engineering Colleges as filled in 1978-79 was as follows :—

	Total	SC	%	ST	%
<b>Medicine</b>					
Under-graduate courses . . . . .	95,289	7,266	9.98	1,324	1.82
Post-graduate courses . . . . .	10,305	287	3.69	39	0.50
<b>Engineering</b>					
Under-graduate courses . . . . .	99,569	5,454	6.16	1,061	1.20
Post-graduate courses . . . . .	5,151	84	1.92	8	0.18



If the total number of seats filled as shown above is taken as the total number of seats available, the following table will show the gap between the number of seats to be reserved for Scheduled Castes and

Scheduled Tribes according to the existing quota of 20 per cent reservation and the number of seats actually filled :—

	No. of seats to be reserved for		No. of seats actually filled by		Gap	
	S.C.	S.T.	S.C.	S.T.	S.C.	S.T.
Medicine						
Under-graduate	14,250	4,750	2,266	1,324	6,984	3,426
Post-graduate	1,545	515	287	39	1,258	486
Engineering						
Under-graduate	15,000	5,000	5,454	1,061	9,546	3,93
Post-graduate	772	258	84	8	688	250

It would thus be seen from the above that 6984 seats reserved for SC in Medicine and 9546 in Engineering and 3426 seats reserved for ST in Medicine and 3939 in Engineering go fulfilled at the Under-graduate level. Similarly, the gap at the post-graduate level is 1253 for SC and 486 for ST in Medicine and 688 for SC and 250 for ST in the Engineering Colleges.

In order to improve the representation of SC & ST candidates in Medicine and Engineering|Technology courses, it is necessary to provide special coaching to the candidates from these communities who are desirous of appearing for the competitive examinations for admissions in the medical and engineering courses. This can be done in class XI and XII itself by spotting talented students and provide them education in selected colleges with substantial scholarship money in addition to the post-matric scholarships. This is expected to provide good education for two years at a stretch to the selected SC|ST students without financial worries and help them to equip themselves for the professional entrance examinations in medical and engineering courses.

#### *Capsule courses for competitive examinations for admission into medical and engineering courses*

An eight to ten weeks capsule coaching to the SC|ST students who intend to appear in the competitive examination for medical and engineering courses may be taken up in the selected colleges during the months of April and May. Infrastructure facilities for this coaching may be provided by the colleges in the form of hostels, class-rooms, furniture, library facilities etc. The Government may bear the expenditure on the salaries of a Supervisor, 2-3 teachers, stipends to students, clerical assistance and stationery, etc. which would cost not more than Rs. 30,000 to Rs. 40,000 for a group of about 60 students. It is to be decided whether this expenditure may be met by the Ministry of Education|Health and Family Welfare as a Centrally Sponsored Scheme for SC|ST or financed under the Centrally Sponsored Scheme of the Ministry of Home Affairs.

#### *Preparatory training, remedial teaching and special coaching to SCs|STs in medical and engineering and other professional courses.*

The scheme of preparatory training, remedial teaching and special coaching to the SC|ST students in

the medical and engineering colleges and other professional courses may be organised with a view to removing deficiencies at the earlier stages of education, and also to better performance on the same pattern as has been done in the case of universities|colleges by the U.G.C. It is understood that the IITs have also recently started such type of coaching to the SC|ST students who were found weak in English and other subjects. This may ensure that the students concerned get personal attention from the teachers and it will certainly improve their performance in the college tests and examinations.

Such remedial coaching courses may be organised in the selected colleges upto district level for the benefit of SC and ST students by organising tutorial classes after school|college hours. The teachers can be paid some honorarium for this additional work. A system of giving awards to the teachers who are able to give the best results may also be introduced. The expenditure under this scheme may be met by the Ministry of Education from one of their Centrally Sponsored Schemes which may be formulated for this purpose. The pattern may be the same as adopted by the U.G.C. in the case of Universities.

## ADULT EDUCATION

It is an accepted fact that universalisation of elementary education for the children of the age group 6 to 14 alone cannot achieve the goal of universal literacy in the country. Hence the non-formal education has been brought into operation. A large number of the children in the age group 6 to 14 drop out before completing the primary education. Again there is a large number of illiterate adults who have to be made literate. Unless these two categories are also made literate, the programme of universal literacy in the country cannot be achieved. A large majority of these dropouts and illiterates belong to the SC, the ST and other weaker sections of the society and deserve special attention.

#### *Programmes in the Sixth Five Year Plan*

An amount of Rs. 128 crores has been provided as outlay for adult education during the Sixth Plan period. The Planning Commission feels that this provision is only one source of funds and more funds for this purpose would also become available in other developmental sectors such as Special Component

Plans for Scheduled Castes and the Integrated Rural Development Programme administered by the Ministry of Rural Development. The total Sixth Plan outlay for education and culture is Rs. 2523.74 crores. Out of this the outlay on general education is Rs. 2162.23 crores of which Rs. 1646.48 crores would be contributed by the States and Union Territories and Rs. 515.75 crores by the Centre). The amount of Rs. 128 crores provided as an outlay for adult education accounts for only 6 per cent of the total outlay on general education.

#### *Special Priority for SCs and STs*

The Working Group on Adult Education has included the SCs and STs among the "Special Priority" category to be taken care of under the National Adult Education Programme as the rate of illiteracy is disproportionately high among the persons belonging to these communities. The Union Ministry of Education have issued guidelines to all State Governments for motivating SC and ST persons and for opening Adult Education Centres. The three salient features of these guidelines are given below :—

- (i) In opening of Adult Education Centres in villages and urban mohallas, priority should be given to Centres which would cover women and persons belonging to SCs and STs, even if the initial enrolment is low. Efforts should be made to increase the enrolment.
- (ii) In all project proposals, whether taken by the State Governments or by voluntary agencies, the number of Centres to be opened for women and mainly for persons belonging to SC/ST should be separately indicated. Efforts should also be made to indicate the likely coverage of persons of these categories.
- (iii) Women and persons belonging to SC and ST should be appointed in as much number as feasible in all administrative, supervisory and instructional positions.

The programmes of Adult Education which have been initiated in the previous Plans and which form part of minimum needs programme of elementary education has to be made more effective and extended in co-operation with the other developmental activities and the employment agencies. The programmes should aim at extending appropriate educational support to the concerned groups of individuals.

#### *Relevance of Adult Education*

The target groups for Adult Education consist of the adults and the young people who have been completely by-passed by the formal education system. For them education is required not merely as means of securing literacy but also as a channel of practical knowledge pertaining to their development, especially economic development. In the adult literacy process the central theme is act of knowing and hence the relationship between the teacher and the taught has to be of authentic dialogue. A peasant can facilitate this process for his neighbour more effectively than a

'teacher' brought in from outside. When an illiterate peasant participates in this sort of educational experience, he comes to a new awareness of self, has a new sense of dignity and stirred by a new hope.

The level of enrolment of SC in Adult Education Centres was quite low in 1980-81. In 1982-83, the coverage of Scheduled Caste in the adult education schemes increased. Out of the total enrolment of 43.18 lakhs the number of SC was 11.07 lakhs accounting for 26 per cent. During 1983-84 (up to December 31, 1983) the coverage of SC increased to 13.18 lakhs accounting for 28.6 per cent.

The process of coverage of SCs and STs in the programmes of adult education is still much lower than what it should have been. Not only do the SCs constitute a much large proportion of illiterate people than their gross population ratio but also they belong to occupational categories for whom adult education, including literacy, creation of awareness and functionality is of far more crucial importance than to others whose proportion is relatively small in such occupational categories. Keeping this point in view, the proportion of SCs and STs among adult education candidates both at the input point and at the output point should be anything between 60 per cent and 75 per cent considering the proportion of these communities in categories like agricultural labourers, bonded labourers, leather workers, civic sanitation workers and other unorganised labourers. Among the SCs considering the relative backwardness of women in education, the proportion of women among the adult educatees from these groups should be still more.

On the operational side, a question may be asked as to how to reach these SCs people to bring them in the fold of adult education in larger numbers. Here it is felt that we have got to adopt the strategy of aggressive salesmanship.

The Working Group recommend :—

- (i) that the arrangement for adult education should be near the door steps of these people rather than to expect them to come to a centre, if it is located at a distance from them. This distance may not be only in terms of miles or kilometers but also in terms of social constraints. It is, therefore, necessary that the new adult education centres are set up in the residential localities of the SCs.
- (ii) that the teachers in these centres are drawn from among the SCs as far as possible.
- (iii) that the curriculum of such adult education should be carefully designed on the basis of felt needs of different occupational groups after taking into consideration the peculiarities of the atmosphere of the work these people are engaged in. The group characteristics and the cultural characteristics should also be taken into consideration in the process of involving the learner groups to participate in and derive benefit from the adult education programmes. As

it is an act of knowing and not of memorisation, these people should find education relevant and meaningful for improving their knowledge and awareness about the job they do, about their function in the production process and also help them in actively participating as equal partners in the development process.

It is also desirable to provide some incentive to the beneficiaries under the Adult Education Programme as well as award to the best Instructor. This will help in increasing the attendance of the SC beneficiaries and also provide encouragement to the Instructors.

The Group, therefore, recommend that :—

#### *Pre-Matric*

(1) The gap between the educational development of the Scheduled Castes and other communities goes on increasing as we ascend to higher stages of education; the gap is more pronounced in the case of females. There is also considerable wastage and stagnation in the education of Scheduled Caste children by way of drop-outs and repetition particularly in the first two classes at the primary level specially at the end of class I. The situation continues to be increasingly depressing through the middle school to the high school. There is still a large number of children belonging to Scheduled Castes without any schooling. In order to increase the enrolment of children from these communities, the following measures are necessary :—

- (i) Provision of scholarship|stipend to all children belonging to Scheduled Castes with 100 per cent coverage at all levels. The amount of scholarship should not be less than Rs. 40 per month.
- (ii) Supply of free text-books and stationery.
- (iii) Provision of free uniforms, particularly for girls.
- (iv) Provision of attendance scholarship, particularly for girls.
- (v) Mid-day meals.
- (vi) Hostel facilities.
- (vii) Special coaching in the schools|colleges in IX, X, XI and XII classes in weak subjects, particularly in English, Science and Mathematics.

(2) The existing coverage of Scheduled Caste children in the incentive programmes is very much limited. The rates of scholarships as prescribed by the State Governments are inadequate and a large number of States do not provide any scholarship at the primary stage to these children. It is, therefore, felt that unless all the children belonging to Scheduled Caste in pre-matric stage are given scholarship|stipend and other incentives at enhanced rates, it would be difficult to attract these children to schools.

(3) Girls education is lagging behind particularly in the case of Scheduled Caste communities. Parents are reluctant to send their children to the schools as they help them in earning livelihood. In order to compensate the loss of income on account of sending these children to schools, it is felt that a Centrally Sponsored Scheme of 'compensation for opportunity cost' to the parents may be taken up during the Seventh Five Year Plan in order to check drop-outs and increase enrolment of girl students in schools.

(4) The students belonging to Scheduled Castes are generally shy in taking lessons from teachers in schools because of their socio-economic condition. It is, therefore, necessary that these students are provided with extra coaching at least in IX and X classes and in the XI and XII at the higher secondary stage in weak subjects like English, Mathematics and Science. This scheme may be undertaken as a Centrally Sponsored Scheme and implemented in all schools|colleges in States|Union Territories during the Seventh Five Year Plan.

(5) The rates of scholarships under the scheme of 'Post-Matric Scholarships' may be revised, keeping in view the increase in the cost of living index. The entire mess expenses of the hostellers may be met by the Government, over and above which some amount may be given to them as pocket money to meet other expenses.

(6) The existing restriction on providing scholarships to only two male children in a family may be removed which is hampering the educational development of these communities.

(7) There is also a need to introduce an element of merit in this scheme by providing 1½ times of the scholarship amount to meritorious students who secure more than 60 per cent marks in the last annual examination.

(8) In the existing Centrally Sponsored Scheme of 'Girls Hostel' provision may be made to provide funds to the State Governments for providing furniture, utensils, books, periodicals etc.

(9) One of the most important reasons for the slow progress of educational development of the Scheduled Castes is lack of adequate hostel facilities. It is, therefore, necessary to include a Centrally Sponsored Scheme for construction of boys hostel during the Seventh Five-Year Plan on the pattern of the existing Centrally Sponsored Scheme of Girls Hostel. Provision may also be made in this scheme to provide funds to the State Governments for furniture, utensils, books, periodicals etc.

(10) The scope of the existing Centrally Sponsored Scheme of 'Book Banks' for medical and engineering students may be enlarged to cover other professional courses. In order to make the scheme more effective and meaningful, it is desirable to give a set of text books to each of the Scheduled Caste|Scheduled Tribe students pursuing professional courses eligible for post-matric scholarships.

(11) In order to make the existing Centrally Sponsored Scheme of 'Pre-matric Scholarships' for the children of those engaged in so-called unclean occupations, more effective, the following modifications are necessary :—

- (i) The scheme may cover the children studying from Class I to X instead of Class VI to X only as at present.
- (ii) The income ceiling as prescribed under the scheme may be abolished.
- (iii) Provision of renting a building for hostel.
- (iv) Appointment of hostel warden.
- (v) The scheme may be open for day scholars also.
- (vi) The quantum of scholarship of Rs. 145 may be suitably raised and revised in a graded manner according to the class as shown below :—

Class	Day scholar	Hosteller
	Rs.	Rs.
I . . . . .	40.00	145.00
II . . . . .	50.00	145.00
III . . . . .	60.00	145.00
IV . . . . .	70.00	145.00
V . . . . .	80.00	145.00
VI . . . . .	85.00	150.00
VII . . . . .	90.00	160.00
VIII . . . . .	95.00	175.00
IX . . . . .	100.00	200.00
X . . . . .	100.00	200.00

The students under the above scheme may be exempted from payment of tuition fees, examination fees and other compulsory fees payable by other students. The State Governments|U.T. Administrations may be requested to put these children in general hostels if number of such students is less than 20. If the number exceeds 20, they may be kept in separate hostels along with the students of other backward groups who may number to the extent of 10 per cent.

(12) It is desirable to identify the existing schemes in the educational sector of the State Plan for the purpose of quantification of funds for Scheduled Castes with specific targets to be achieved. Further, suitable modification of existing schemes may be made keeping in view the felt-needs. Formulation of new schemes for educational development may be made.

### Higher Education

(13) The overall position regarding enrolment of Scheduled Castes in the universities and colleges is not satisfactory. In most of the universities|institutions, the actual enrolment made in respect of Scheduled Castes is lower than the prescribed reservation quota and in the case of some of them, the reservation has been made only for some courses of study and in the remaining courses there is no such reservation. The

U.G.C. may impress upon the universities|colleges to follow the reservation policy in respect of each faculty|department and in accordance with the prescribed percentage of reservation.

(14) It has been observed that most of the Scheduled Caste candidates are unable to qualify in the entrance examinations conducted by some of the institutions for admission to various professional courses. This may be a factor for shortage of Scheduled Caste candidates in the professional courses. There is a need to provide special coaching to these students to enable them to qualify in such Entrance Examinations.

(15) The enrolment of Scheduled Castes at the under-graduate level in engineering|technology courses is not more than 10 per cent in any State except Andhra Pradesh. It is because most of the students belonging to these communities are unable to qualify in the entrance examinations with the result that the quota reserved for them in the institutions has never been filled up. The Ministry of Education and Culture|State Governments may be requested to organise special pre-examination training courses for preparing these candidates for the entrance examinations for engineering|technology courses.

(16) It has been observed that even the small number of Scheduled Caste candidates who are admitted in these institutions find it difficult to continue their studies and come out successful in the various examinations|tests conducted by the Institutes. There is heavy drop-out and stagnation at various levels in these institutions. Some of the reasons which can be attributed to this are as follows :—

- (i) The Scheduled Caste candidates who come mostly from rural areas belong to Hindi|regional language medium schools with the result that they are very weak in English and unable to compete with others in the classes.
- (ii) The poor socio-economic background of the Scheduled Caste students is also one of the reasons for their poor performance.
- (iii) The amount of post-matric scholarship which is given to these students is not adequate to meet their expenses. The amount of Rs. 185 p.m. which is given to the hostellers as post-matric scholarship is insufficient to meet even their board and lodging expenses.
- (iv) The candidates from these communities are rather shy to mix-up with other students in the class and some time the teachers also discriminate them.
- (v) Lack of special|remedial coaching.

These above problems may be examined by the Ministry of Education and remedial action taken.

(17) Pre-examination coaching courses may also be organised for admission into medical colleges,

where the existing quota of reservation has not been filled up. A 5 to 10 weeks capsule coaching to the Scheduled Caste and Scheduled Tribe students can be taken up in selected colleges during the months of April and May and financed under the Centrally Sponsored Scheme of the Ministry of Education|Ministry of Health and Family Welfare or financed under the Centrally Sponsored Scheme of the Ministry of Home Affairs. Such capsule coaching may also cover engineering courses as well.

(18) A similar coaching programme can also be organised by spotting talented students in Classes XI and XII. They should be provided education in selected colleges with substantial scholarship money in addition to the post-matric scholarships. This is expected to provide good education for two years at a stretch to the selected Scheduled Caste|Scheduled Tribe students without financial worries and help them equip themselves for professional entrance examinations in medical and engineering courses.

(19) The scheme of preparatory training, remedial teaching and special coaching to the Scheduled Caste|Scheduled Tribe students in the medical and engineering colleges and other professional courses may be organised with a view to removing deficiencies at the earlier stages of education and also to better performance on the same pattern as has been done in the case of universities|colleges by the U. G. C.

(20) Such remedial coaching courses may be organised in the selected colleges upto district level for the benefit of Scheduled Caste and Scheduled Tribe students by organised tutorial classes after school|college hours. The teachers may be paid some honorarium for this additional work. A system of giving awards to the teachers who are able to give the best results may also be introduced.

(21) The expenditure for schemes of (19) & (20) may be met by the Ministry of Education from a Centrally Sponsored Scheme which may be formulated for this purpose. The pattern may be the same as adopted by the U.G.C. in the case of Universities.

### *Adult Education*

(22) The programmes of adult education initiated in the previous Plans and which form part of minimum needs programme of elementary education have to be made more effective and extended in cooperation with the other developmental activities and the employment agencies. The programmes should aim at extending appropriate educational support to the concerned groups of individuals.

(23) The Scheduled Castes constitute a much larger proportion of illiterate people than their gross population ratio. They belong to occupational categories for whom adult education, including literacy, creation of awareness and functionality is of far more crucial importance than to others whose proportion is relatively small in such occupational

categories. Keeping this point in view, the proportion of Scheduled Castes and Scheduled Tribes among adult education candidates both at the input point and at the output point should be anything between 60 per cent to 75 per cent considering the proportion of these communities in categories like agricultural labourers, bonded labourers, leather workers, civic sanitation workers and other unorganised labourers. Among the Scheduled Castes considering the the relative backwardness of women in education, the population of women among the adult educatees from these groups should be still more.

(24) The arrangement for adult education should go near the door steps of these people rather than expect them to come to a centre if located at a distance from them. The distance may not be only in terms of miles or kilometres but also in terms of social constraints. The new adult education centres should, hence, be set up in the residential localities of the Scheduled Castes.

(25) The teachers for these centres should be drawn from among the Scheduled Castes as far as possible.

(26) The curriculum of adult education should be carefully designed on the basis of felt needs of different occupational groups after taking into consideration the peculiarities of the atmosphere and the work these people are engaged in. Further, the group characteristics and the cultural characteristics should be taken into consideration in the process of involving the learner groups to participate in and derive benefit from adult education programmes. As it is an act of knowing and not of memorisation, these people should find education relevant and meaningful for improving their knowledge and awareness about the job they do, about their function in the production process and also help them in activity participating as equal partners in the development process.

(27) It is desirable to provide some incentive to the beneficiaries under the Adult Education Programme as well as award to the best instructor. This will help in increasing attendance of the Scheduled Castes beneficiaries and also provide encouragement to the **Instructors**.

### *Coordination*

(28) The problem of coordination among the various Departments engaged in educational development of Scheduled Castes need special attention. The Education Departments in the State Governments should act as nodal department whereas the departments dealing with Harijan|Tribal Welfare may deal with the supplementary programmes like special scholarships, incentive programme like supply of free books, stationery, uniforms, mid-day meals etc.

## HUMAN RESOURCE DEVELOPMENT

It is quite obvious that the element of human resource development forms an integral part of every development programme and scheme. The

conspicuous absence of this aspect of development from the schemes which includes effective organisation and training to develop social awareness and capability for taking initiative and management of their own development is responsible for the slow progress of the development programmes undertaken for the various occupational groups among the Scheduled Castes communities. If these communities are to be able to develop, they must have power and resources to control their own activities within the framework of their occupational groups. They must participate not just in physical labour involved in economic development but also in its planning and the determination of priorities. It should not be presumed that these people have no ideas of their own. At every stage of development they know what their basic needs are. The ultimate goal of the human resources development with particular reference to the poor is to arrive at a stage where the projects for the development of the poor are managed by the poor themselves.

2. The human resources development will have to be viewed from the following two points of view :—

- (i) Skill formation and skill improvement thereby widening the scope for direct employment and self-employment available for Scheduled Caste families; and
- (ii) Building up of an efficient and relevant development delivery system for the Scheduled Caste families by facilitating the development of organisational-cum-managerial capability within the participant family groups.

3. The important aspects of skill formation for direct employment, whether it is self-employment or paid employment have already been discussed in detail in the chapter dealing with economic development. Similarly, the training aspect has been dealt with in the portions dealing with training programmes for the Scheduled Castes in the various chapters.

4. The National Labour Institute in the Ministry of Labour and Employment has taken a lead in creating social awareness among the Scheduled Castes by organising rural labour camps in various parts of the country. This scheme has proved to be very effective in creating awareness among the Scheduled Castes communities about various developmental programmes.

5. The Working Group feels that this type of rural labour camps are very important in creating awareness and ensuring participation of Scheduled Castes in various development programmes. Suitable voluntary organisations with a proven record of performance, impartiality and effectiveness must also be brought into the development process and in particular for building up the delivery system among the participant groups. Further, the role of women in this whole process is also very important as a lot of work in several production processes is handled by women and it is necessary to ensure that they are made fully aware and conscious of their contribution.

6. The Human Resources Development of Scheduled Castes as a process should, therefore, study the total work-force, its occupational diversifications, occupational-classifications viz. skilled, semi-skilled, unskilled, mobility within an adopted occupation devising the means for optimum income-generation within the occupation, vertical mobility in the work-force etc. Training component is another indispensable part of the process which should become an integral part of a skilled-occupation so that the SC workers are equipped with the latest needs of the marketable products, which would help them in securing a place in their respective profession. Similarly, semi-skilled Scheduled Caste workers would also require training to achieve better skills as an artisan or worker and thus, able to bargain in the market for competitive wages. Though, it should also be an endeavour to even train the unskilled work-force to achieve some professional-skill in an occupation generating better wage, but till then, efforts need to be made to ensure that they obtain their minimum statutory daily wage and are protected from the exploitation of landlords, contractors, traders, businessman etc. Another important element in this exercise is an appropriate linkage between assistance to Scheduled Caste workers in acquiring professional skill and their placements in respective trades without an unduly long time-lag, which may otherwise put them in economic hardship being victims of unemployment.

7. The 'educated among Scheduled Castes which form the 'elite of the class also need a careful consideration so as to absorb them into regular income-generating occupations. Those of Scheduled Castes who venture to study in higher courses or professional courses in particular, can be financially assisted with subsequent placement-guarantees by many government-undertakings which to their own advantage also will find them duly trained for their respective job requirements. The Government Undertakings like Engineers India Ltd., Indian Oil Corporation Ltd., Bharat Petroleum Corporation Ltd., Hindustan Petroleum Corporation Ltd., have already been operating such schemes which provide a good amount of stipend to Scheduled Castes students in professional courses of their respective requirements with fairly good chances of their subsequent absorptions in senior capacities. Other organisations while identifying their requirements, can also assist such students with their subsequent placements at various levels. The self-employment amongst professionally or otherwise suitably educated Scheduled Castes, should also be encouraged and provided with all infrastructural-needs including needful financial-credits and also subsequent purchase of their products by Government or allied agencies. Similarly, the more needy amongst well educated Scheduled Castes can be given licences for dealership, retail shops etc. as has been done for domestic-gas outlets, petrol pumps, cooperative depots, fair price shops, catering contract by Railways, etc.

8. The pre-requisite for beginning of a well planned human resource development process, would require complete man-power planning of total Scheduled Caste work-force. Such a planning may begin at one end from the grass-root level and on the



other end there should be a 'national-hub' keeping all details of the work-force, formulation of policies in consultations with concerned government agencies and dissemination of information to the linked agencies. To illustrate, a Deputy Commissioner of a District can keep complete record of his district and similarly each State/Union Territory as a whole. At the national level, a national institute like Indian Institute of Manpower Planning can handle this task. It would, however, remain an all-time necessity to regularly monitor and evaluate occupational openings, income-generation in each occupation, occupational mobility, scope for acquisition of new skills, adaption of modern techniques, keeping pace with latest technological requirements of any trade, appropriate training-modules, close liaison with prospective employers and their requirements, etc. The Human Resource Development Process can achieve success only with the participation of governmental and other concerned agencies at all levels.

The Working Group, therefore, recommends that :—

(1) The rural labour camps like those organised by the National Labour Institute are very important in creating awareness and ensuring participation of Scheduled Castes in various developmental programmes. Suitable voluntary organisations with a proven record of performance, impartiality and effectiveness must also be brought into the developmental process and in particular for building up the delivery system among the participant groups.

(2) Role of women in this whole process is also very important as a lot of work in several production-processes is handled by women. It is, therefore, necessary to ensure that they are made fully aware and conscious of their contribution.

(3) The Human Resource Development of Scheduled Castes as a process, should study the total work-force, its occupational diversifications, occupational classifications viz. skilled, semi-skilled, unskilled, mobility within an adopted occupation devising the means for optimum income generation within the occupation and vertical mobility in the work-force.

(4) Training Component is an indispensable part of the process which should become an integral part of a skilled-occupation so that Scheduled Caste workers are equipped with the latest needs of the

marketable products which would help them in securing a place in their respective profession.

(5) It should also be an endeavour to even train the unskilled work-force to achieve some professional skills in an occupation generating better wages, but till then, efforts need to be made to ensure that they obtain their minimum statutory daily wage and are protected from the exploitation of landlords, contractors, traders, businessmen etc.

(6) There should also be an appropriate linkage between assistance to Scheduled Caste workers in acquiring professional skill and their placements in respective trades without an unduly long time-lag which may otherwise put them in economic hardship being victims of unemployment.

(7) Those of Scheduled Castes who venture to study in higher courses or professional courses in particular should be financially assisted during educational-pursuit with subsequent placements guaranteed by many government-undertakings which to their own advantage will also find them duly trained for their respective job requirements.

(8) The self-employment amongst professionally or otherwise suitably educated Scheduled Castes, should also be encouraged and provided with all infrastructural needs including needful financial credits and also subsequent purchase of their products by Government or allied agencies. Similarly the more needy amongst them can be given licences for dealerships, retail shops etc.

(9) The Human Resource Development Planning should begin at one end from the grassroots level and on the other hand there should be a 'national-hub' keeping all details of the work-force, formulation of policies in consultation with concerned government agencies and dissemination of information to the linked agencies. At the national level, a national institute like Indian Institute of Manpower Planning can handle this task.

(10) There should also be a regular monitoring and evaluation of the occupational-openings, income-generation in each occupation, occupational-mobility, scope for acquisition of new skills, adoption of modern techniques, keeping pace with latest technological requirements of any trade, appropriate training-modules, close liaison with prospective employers and their requirements etc.

CHAPTER VI  
SOCIAL SERVICES AND MINIMUM NEEDS  
PROGRAMME (MNP)

Majority of the Scheduled Castes are caught in the quagmire of miserable living and working conditions mainly because of the pernicious traditional practice of untouchability. They live in separate localities segregated from the "main" village in most parts of the country. The localities generally lack the essential social services. In the towns and cities they live mostly in slums, devoid of the basic amenities. The poor Scheduled Castes do not have access to the facilities because of social disabilities, economic problems and sometimes locational isolation.

These serious locational and distributional imbalances in the services provided to the Scheduled Castes need to be corrected without further delay. Economic growth with distributive justice which is one of the major objectives of planned development should be the hallmark of all the programmes/schemes of the Ministries, Departments, State Governments and Union Territories to safeguard against any future discrimination against the Scheduled Castes.

It is necessary to promote social integration on the one hand to draw the Scheduled Castes to the 'mainstream' of the society by bringing them at par with the rest of the society in terms of economic, social and educational status and to expeditiously provide all the basic amenities and facilities in the Scheduled Caste localities on the other so that the people who toil day in and day out to provide comfort and cleanliness to the rest of the society are not forced to live in most unhealthy surroundings in segregated areas.

The following amenities and facilities need to be provided expeditiously and in any case by the end of the 7th Five Year Plan in all the Scheduled Castes Bastees in the rural areas and slums and other Scheduled Caste localities in the urban areas.

1. Drinking water.
2. Housing.
3. Health.
4. Electrification.
5. Link Roads.
6. Slum Improvement.

#### 1 *Drinking Water*

At present, there is no data to show as to how many Scheduled Castes Bastees in the rural areas have a satisfactory source of drinking water and how many

of them do not have such a source. It is, therefore, necessary to ascertain the magnitude of the problem in precise terms and draw up a time-bound programme for speedy implementation with a view to provide a satisfactory source of drinking water in each Scheduled Caste Bastee during the Seventh Five Year Plan. In case it is not technically feasible to do so in a particular Bastee, social accessibility of the Scheduled Castes to the source provided elsewhere in the village should be ensured.

Each Scheduled Castes locality which does not have a satisfactory source of drinking water should be treated as a 'problem village' and tackled on priority basis.

#### 2 *Housing*

No survey has been conducted to show as to how many Scheduled Castes landless agricultural labourers have been provided houses so far. However, the magnitude of the problem can be judged from the total number of landless labourers and bonded labourers belonging to Scheduled Castes who have to remain satisfied with whatever ramshackle housing arrangements they can manage. There are 18.25 million Scheduled Castes, landless agricultural labourers in the country. As on 30-6-1984, 1,66,827 bonded labourers have been identified in eleven States, namely, Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu and Uttar Pradesh. Out of the total number of 1,66,827 identified bonded labourers, 66 per cent i.e. 1,10,106 belong to Scheduled Castes. There is an imperative need to accord top most priority to the task of providing houses to this unfortunate category of the poorest of the poor so that they immediately get some relief from the vicelike grip of bondage.

Various programmes for providing houses to the houseless poor including Scheduled Castes are being implemented in the States/Union Territories. While different kinds of houses may be provided to the needy depending on the local need, it is necessary to ensure that the houses are of the locally acceptable standard so that they may not remain uninhabited. Locally available material and skill should be utilised as far as possible. The beneficiaries should be involved in the construction of houses so that they may contribute the labour component and also earn something while doing so.



We must safeguard against the present practice of segregation in any new housing programme. The homeless Scheduled Castes along with all others in the target group should be provided with house-sites/ houses either in the 'main' village or adjacent to it in the vacant government land or private land, which may be acquired if vacant government land is not available. No Cooperative Housing Society should be registered unless a good percentage of the members belong to the Scheduled Castes.

Adequate representation should be given to the Scheduled Castes on the Boards of organisations like, Housing Boards. This will afford an opportunity to the scheduled Castes to protect their interests to housing activity. Loan on easy terms should be provided to the Scheduled Caste members by institutions like, LIC and HUDCO.

It is a national policy to utilise part of the funds available under NREP for construction of houses for the Scheduled Castes. This programme should be implemented with scrupulous sincerity and concurrent monitoring should be built into it to accelerate its implementation whenever and wherever it is found to be slack.

Cluster housing programme should be taken up on priority basis in the pockets having fairly large concentration of Scheduled Caste population.

Necessary amenities like drinking water, drainage, electricity and link road should be provided in the above housing areas.

### 3. Health

The Scheduled Castes are prone to various diseases because of malnutrition and unhygienic living and working conditions. Basic health care facilities are often not available to them mainly because of poverty.

Strategy for health care needs of the Scheduled Castes should necessarily envisage provision of preventive, curative and rehabilitative services and undertaking of research in the diseases to which the Scheduled Castes are generally prone. Scheduled Caste children in particular are found to be the victims of worst kind of malnutrition, I.C.D.S. will have to

take special care of these children. Similarly Scheduled Caste women who have to work hard under very unfavourable conditions to supplement the income of the family need special attention through the network of medical and health services.

In view of the deprivation of the Scheduled Castes in respect of basic health care facilities, all the new P.H.Cs/Sub-Centres should be located in SC Bastis of villages selected amongst those findings place at the top of lists of village arranged in the rank order of size of SC population. Normally a Village Health Guide (VHG) is required to be selected for a population of 1000. In villages with more than 1500 population, two or more Health Guides can be selected. If 15 per cent or more of the population of a village/hamlet belongs to Scheduled Caste, the VHG should be a Scheduled Caste as far as possible. If the village (not being a village Tribal Sub-Plan area) is entitled to select more than one VHG, one of them should belong to Scheduled Caste. Visit to Scheduled Castes Baste by the VHG should get reflected in his assessment.

Conscientisation of the health staff at all levels towards the health care needs of the Scheduled Castes needs to be undertaken through re-orientation courses and seminars/conferences. The special attention given to the health care needs of the Scheduled Castes and their habitations should particularly figure in the reviews of health services at Block and District level and the reporting system at State and national level should also reflect this aspect regularly. The Medical Officers at the PHC and District Level should make it a point to visit Scheduled Caste habitations while touring in the rural areas and personally assess the quality of health services rendered to them; in case it is not upto the mark, necessary remedial measures should be taken.

### 4. Electrification

Wherever street lighting has not been extended to the Scheduled Caste localities in the electrified villages, it should be done immediately. Some of the States have neglected Scheduled Caste localities even in those villages which have been provided street lighting. This deficiency must be removed forthwith. The following table shows the magnitude of the problem of electrification of SC localities :

States/UTs	Total No. of villages	No. of villages electrified	Number of villages where street lighting has been providing	No. of villages where street lighting has been extended to localities inhabited by Scheduled Castes as on 29-2-84
1	2	3	4	5
1. Andhra Pradesh	27,221	21,073(u)	17,536(l)	16,401(l)
2. Bihar	67,566	29,924(u)	9,044 (t)	9,044(t)
3. Gujarat	18,275	14,555(u)	10,018(t)	9,486(u)
4. Haryana	6,731	6,731	537(f)	5,643(j)

	2	3	4	5
5. Karnataka . . . . .	26,826	20,811(t)	16,354(e)	16,354(e)
6. Kerala . . . . .	1,268	1,268	1,225(b)	1,225(b)
7. Madhya Pradesh . . . . .	70,883	35,446(u)	12,293(u)	9,416(u)
8. Maharashtra . . . . .	35,778	31,244(u)	20,398(g)	22,925(p)
9. Orissa . . . . .	46,992	21,918(u)	1,704(d)	643(d)
10. Punjab . . . . .	12,188	12,126 (\$)	116(h)	86(h)
11. Rajasthan . . . . .	33,305	18,064(u)	1,702(c)	1,038(a)(£)
12. Tamil Nadu . . . . .	15,735	15,652(u)	15,587(b)	10,422(*)
13. Tripura . . . . .	4,727	1,612(u)	44(c)	3(c)
14. Uttar Pradesh . . . . .	1,12,561	54,526(u)	23,811(j)	23,430(u)
15. West Bengal . . . . .	38,074	17,982(u)	N.A.	12(i)
<b>Total (States) . . . . .</b>	<b>5,18,130</b>	<b>3,02,932</b>	<b>131,369</b>	<b>126,237</b>
1. Dadra & Nagar Haveli . . . . .	72	64(j)	57(j)	57(j)
2. Delhi . . . . .	243	243	243	243
3. Lakshadweep . . . . .	10	10	10	10
4. Mizoram . . . . .	229	68	68(t)	68(t)
5. Pondicherry . . . . .	333	333	333	333
<b>Total (UT) . . . . .</b>	<b>887</b>	<b>718</b>	<b>711</b>	<b>711</b>
<b>Total (All India) . . . . .</b>	<b>5,19,017</b>	<b>3,03,650</b>	<b>1,32,080</b>	<b>126,948</b>

(\*) Harijan Bastis covered are 25,864 as on 31-3-82 but precise details regarding villages are not available. (£) Harijans bastis covered are 5,648 as on 31-3-1983 but precise details regarding villages are not available. N.A. Not available. (\$) 62 villages have been declared uninhabited, (c) As on 31-7-80, (f) as on 31-12-1980, (g) as on 30-6-1981, (h) as on 31-12-1982, (i) As on 31-1-1983, (j) As on 31-1-1983, (l) as on 30-6-1983, (p) as on 31-10-83, (t) as on 31-12-1983, (u) as on 31-1-1984, (a) as on 30-9-1977, (b) As on 30-9-1978, (c) As on 31-3-1979.

Work of house-connections in Scheduled Castes localities in the electrified villages should be taken up simultaneously, along with street lighting, at Government cost as it is of special significance to the students and those who pursue their traditional occupations at their homes. Whenever a village is newly electrified, electrification of Scheduled Castes locality along with work of house-connections must also be done simultaneously, as a matter of policy; Scheduled Castes localities should not be overlooked.

### 5. Link Roads

It is generally noticed that the Scheduled Castes localities have 'Kaccha' streets without proper arrangement for drainage. They are prone to have stagnant water during rainy season. This is responsible not only for high incidence of disease like malaria and filaria but also further deteriorates the already unhygienic atmosphere in the Scheduled Castes localities. Similarly, these localities are generally not connected to the "main" village or the nearest road.

It is, therefore, imperative that 'pucca' streets should be constructed in the Scheduled Castes localities and they should also be connected to the "main" village or the nearest road through link roads so that the fruits of development are not denied to

them. In the villages which have already been linked to the village road or the nearest road leaving the Scheduled Castes localities unconnected, link roads leading to Scheduled Castes localities should be constructed on priority basis and in any case by the end of the VII Five Year Plan. These link roads can be constructed under NREP also.

It must be ensured that whenever link roads connecting the "main" village with the nearest road are constructed in future, the Scheduled Castes localities also must be covered as a matter of policy.

### 6. Supply of essential goods

Scheduled Caste localities generally do not have retail outlets for items of daily use though each village has either a fair price shop or other retail shop. The Scheduled Castes being the poorest of the poor deserve to have the fair price shops in their localities.

In each village which has a fairly large percentage of Scheduled Castes population, say 20 per cent or more, a fair price shop should be opened in the Scheduled Castes locality of the village and it should be managed by the Scheduled Castes as far as possible. If more than one fair price shop is to be opened in village, one such shop must be located

in the Scheduled Castes Bastees and it should be managed by the Scheduled Castes. Assistance by way of mutual investment and working capital loan for the above shops should be provided to the Scheduled Castes under the self-employment schemes.

### 7. Slum Improvement

A large number of the persons belonging to the Scheduled Castes in the urban areas are forced to live in the slums because of poverty. In fact, the largest single group of slum dwellers is that of Scheduled Castes. To improve the quality of life of the residents of slums it is necessary to provide to them social and municipal amenities like protected drinking water, drainage, electricity, internal roads connected with the main road, fair price shops of essential commodities and educational and medical facilities. To alleviate their hardship, ownership rights should be given to the genuine and deserving residents of slums who do not own any residential property.

Residents of slums which are required to be re-located either because of the dilapidated condition which is beyond repairs or because of other considerations like traffic hazard, may be provided alternative accommodation with all essential social and municipal amenities.

A time-bound programme of slum improvement should be prepared and the slums having 51 per cent or more of Scheduled Castes population should be taken up for improvement on priority basis. Similarly the localities of Scheduled Castes concentration outside the slums in the towns and cities should be given special attention by the concerned urban development authorities and Boards.

The work relating to slum improvement and slum re-location and construction activity in the Scheduled Castes localities outside the slums in the urban areas should be given to labour contract societies of the beneficiaries.

Arrangements should be made for efficient maintenance of the services and facilities provided to the slums under the slum improvement programme.

Responsibility for co-ordination and implementation of the programme of slum improvement should be given to a specific department/agency which could be Municipal Corporation/Committee, Urban Development Department, etc.

As the Scheduled Caste population is concentrated in Scheduled Caste Bastees in the rural areas and slums in the urban areas, it is recommended that cluster-cum-saturation approach should be adopted for improving the quality of life of the Scheduled Castes living in these identified areas. All the basic amenities need to be provided simultaneously to these areas of Scheduled Castes concentration so that they may be fully covered by the end of the VII Five Year Plan. This being a colossal and multi-dimensional programme, responsibility for its co-ordination and implementation should be entrusted to a specific authority assisted by the representatives

of the concerned departments at State, District and Block level.

The participation of beneficiaries and of voluntary organisations working in these areas should also be ensured for identifications of clusters, formulation of relevant schemes and also in the implementation of the schemes. It is further recommended that advance action be taken right now to conduct a survey and enumeration of the Scheduled Castes families in urban slums as well as in rural bastees/hamlets who are to be covered by the Minimum Needs Programmes, so that full five years of the VII Plan can be effectively utilised for implementation of the MNP Schemes.

We, therefore, recommend that:—

(i) Existing locational and distributional imbalances in the services provided to the Scheduled Castes should be corrected without further delay.

(ii) Economic growth with distributive justice which is one of the major objectives of planned development should be the hall mark of all the programmes/schemes of the Ministries, Departments, State Governments and Union Territories to safeguard against any future discrimination against the Scheduled Castes.

(iii) The magnitude of the problem of drinking water in the Scheduled Caste Bastees in the rural areas should be ascertained in precise forms and a time-bound programme for speedy implementation should be drawn-up for speedy implementation with a view to provide a satisfactory source of drinking water in each Scheduled Caste Bastees during the Seventh Five Year Plan. In case it is not technically feasible to do so in a particular Bastees, social accessibility of the Scheduled Castes to the source provided elsewhere in the village should be ensured.

(iv) Each Scheduled Caste locality which does not have a satisfactory source of drinking water should be treated as a 'problem village' and tackled on priority basis.

(v) While different kinds of houses may be provided to the needy depending on the local need, it is necessary to ensure that the houses are of the locally acceptable standard so that they may not remain uninhabited. Locally available material and skill should be utilised as far as possible and the beneficiaries should also be involved in the construction of houses.

(vi) Present practice of segregation should be avoided in the new housing programmes, but this should be done while meeting the full needs of SCs.

(vii) No cooperative housing society should be registered unless a good percentage of the members belong to the Scheduled Castes.

(viii) Adequate representation should be given to the Scheduled Castes on the Boards of organisations like, Housing Boards.

(ix) Loan on easy terms should be provided to the Scheduled Caste members by Institutions like, LIC and HUDCO.

(x) Housing programme for the Scheduled Castes under NREP should be implemented with scrupulous sincerity and on current monitoring should be built into it to accelerate its implementation whenever and wherever it is found to be slack.

(xi) Cluster housing programme should be taken up on priority basis in the pockets having fairly large concentration of Scheduled Castes population and necessary amenities like, drinking water, drainage, electricity and link roads should be provided in these areas.

(xii) Strategy for health care needs of the Scheduled Castes should necessarily envisage provision of preventive, curative and rehabilitative service and undertaking of research in the diseases to which the Scheduled Castes are generally prone.

(xiii) ICDS should take special care of the Scheduled Caste children who are the victims of the worst kind of malnutrition.

(xiv) Special attention through the network of medical and health services should be given to the Scheduled Castes women.

(xv) In view of the deprivation of the Scheduled Castes in respect of basic health care facilities, all now P.H.Cs. Sub Centres should be located in the Blocks/Villages having 20 per cent or more Scheduled Caste population.

(xvi) If 15 per cent or more of the population of a village/hamlet belongs to Scheduled Castes, the Village Health Guide should be a Scheduled Caste as far as possible. If the village (not being a village under Tribal sub-Plan area) is entitled to select more than one VHG, one of them should belong to Scheduled Castes. Visit to Scheduled Castes Bastee by the VHG should get reflected in his assessment.

(xvii) Conscientisation of the health staff at all levels towards the health care needs of the Scheduled Castes should be undertaken through re-orientation courses and seminars/conferences.

(xviii) The special attention given to the health care needs of the Scheduled Castes and their habitations should particularly figure in the reviews of health services at Block and District level and the reporting system at State and national level should also reflect this aspect regularly.

(xix) The medical officers at the PHC and District levels should make it a point to visit Scheduled Castes habitations while touring in the rural areas and personally assess the quality of health services rendered to them; in case it is not upto the mark, necessary remedial measures should be taken.

(xx) Wherever street lighting has not been extended to Scheduled Castes localities in the electrified villages, it should be done immediately.

(xxi) The deficiency in respect of those Scheduled Castes localities which have not been provided street lighting in the villages which have already been provided street lighting must be removed forthwith.

(xxii) Work of house-connections in Scheduled Castes localities in the electrified villages should be taken up simultaneously, along with street lighting, at Govt. cost.

(xxiii) Whenever a village is newly electrified, electrification of Scheduled Castes locality along with work of house connections must also be done simultaneously as matter of policy.

(xxiv) 'Pucca' streets should be constructed in the Scheduled Castes localities and they should also be connected to the "main" village or the nearest road through link roads.

(xxv) In the villages which have already been linked to the village road or the nearest road leaving the Scheduled Castes localities unconnected, link roads leading to Scheduled Castes localities should be constructed on priority basis and in any case by the end of the VII Five Year Plan. These link roads can be constructed under NREP also.

(xxvi) It must be ensured that whenever link roads connecting the "main" village with the nearest road are constructed in future, the Scheduled Castes localities also must be covered as a matter of policy.

(xxvii) In each village which has 20 per cent or more Scheduled Castes population, a fair price shop should be opened in the Scheduled Castes locality of the villages and it should be managed by the Scheduled Castes as far as possible.

(xxviii) If more than one fair price shop is to be opened in a village, one such shop must be located in the Scheduled Caste Bastee and it should be managed by the Scheduled Castes.

(xxix) Assistance by way of initial investment and working capital loan for above shops should be provided to the Scheduled Castes under the self-employment schemes.

(xxx) To improve the quality of life of the residents of slums it is necessary to provide to them social and municipal amenities like protected drinking water, drainage, electricity, internal roads connected with the main road, fair price shops of essential commodities and educational and medical facilities. To alleviate their hardship, ownership rights should be given to the genuine and deserving residents of slums who do not own any residential property.

(xxxi) Residents of slums which are required to be re-located either because of the dilapidated condition which is beyond repairs or because of other consideration like traffic hazard, may be provided alternative accommodation with all essential social and municipal amenities.

(xxxii) A time-bound programme of slum improvement should be prepared and the slums having 50 per cent or more of Scheduled Castes population

should be taken up for improvement on priority basis.

(xxxiii) The localities of Scheduled Castes concentration outside the slums in the town and cities should be given special attention by the concerned urban development authorities and Boards.

(xxxiv) The work relating to slum improvement and slum re-location and construction activity in the Scheduled Castes localities outside the slums in the urban areas should be given to labour contract societies of the beneficiaries.

(xxxv) Arrangements should be made for efficient maintenance of the services and facilities provided to the slums under the slum improvement programme.

(xxxvi) Responsibility for co-ordination and implementation of the programme of slum improvement should be given to a specific department/agency which could be Municipal Corporation/Committee, Urban Development etc.

(xxxvii) Cluster-cum-saturation approach should be adopted for improving the quality of life of the

Scheduled Castes living in these identified areas. All the basic amenities should be provided simultaneously to these areas of Scheduled Castes concentration so that they may be fully covered by the end of the VII Five Year Plan. This being a colossal and multi-dimensional programme, responsibility for its coordination and implementation should be entrusted to a specific authority assisted by the representatives of the concerned departments at State, District and Block level.

(xxxviii) The participation of beneficiaries and of voluntary organisations working in these fields should be ensured for identification of clusters, formulation of relevant schemes and also in the implementation of the schemes.

(xxxix) Advance action should be taken right now to conduct a survey and enumeration of the Scheduled Castes families in urban slums as well as in Scheduled Castes Bastees/hamlets in rural areas who are to be covered by these Minimum Needs Programme, so that full five years of the VII Plan can be effectively utilised for implementation of these programmes.

CHAPTER VII  
IMPLEMENTATION OF PROTECTION OF  
CIVIL RIGHTS ACT, 1955  
AND  
LIBERATION OF SCAVENGERS

The practice of untouchability on Scheduled Castes is traceable to stratification of society arising out of differential economic status and the traditional professions followed resulting in discrimination in the sharing of economic opportunities and social benefits. The Scheduled Castes are subjected to social discrimination in various degrees arising from their traditional disability of 'untouchability'. The effective and stringent implementation of the Protection of Civil Rights (PCR) Act is, therefore, called for.

2. In pursuance of the provisions laid down in Sec. 15 A of PCR Act, State Governments have been requested to provide legal aid and other facilities to the victims of untouchability, such as appointment of officers at appropriate levels for initiating and supervising prosecutions, setting up of special courts/special mobile courts, setting up of committees in States/UTs to assist the State Government in formulating and implementing required measures, consisting periodic surveys of the working of the Act and identifying untouchability-prone areas and adoption of other similar measures.

3. In addition to the measures contained in Section 15A (2) of the PCR Act, the Government of India is agreeable to provide Central Assistance to meet expenditure as per rules for translating into practice any measure for eradication of untouchability. The Government of India provides matching Central Assistance to the States for the Scheme for :—

- (a) machinery for enforcement of the PCR Act; and
- (b) programme for liberation of scavengers by conversion of existing dry latrines into water-borne ones in a particular town/municipality and rehabilitation of the liberated scavengers and their dependents.

The latter programme has been taken up on a pilot basis since 1980-81. As against the Central Assistance of Rs. 0.15 crores released to the States under the Scheme in 1977-78, it was raised to Rs. 3.60 crores in 1983-84. An allocation of Rs. 5.50 crores has been approved for 1984-85 for both the programmes stated above.

Implementation of Protection of Civil Rights Act, 1955.

4. Effective implementation of the PCR Act is being vigorously pursued by the Central Government with the State Governments/UT Administrations and with

this object in view the Central Government have set up a Special Cell in the Ministry of Home Affairs which monitors the working of the PCR Act in various States/UTs. Government in a number of States with sizeable population of SCs have set up special cells and committees at appropriate levels for prompt and effective enforcement of the provisions of the Act. Special courts/special mobile courts have been set up in five States so far and they are considering an increase in the number of such courts. The question of setting up of special courts is under consideration in a number of other States in consultation with High Court. Similarly, legal aid to the victims of untouchability is available in a number of States. Measures like translation of PCR Act in regional languages, exhibitions, posters, observance of anti-untouchability week and other publicity programmes have been suggested by the Government of India and have been taken up in a number of States.

5. The Working Group recommends that :

- (i) It is necessary to instil confidence among the members of SCs regarding Government's determination to meet-out expeditious justice and ensure punishments to the offenders. The objective can be achieved by among other things, setting up of special courts/special mobile courts under Cr. P.C. or by earmarking certain number of magistrates to deal exclusively with offences in which members of SCs may be victims. More and more such courts should be set up in various States/UTs preferably mobile courts since they are the most effective. Such courts should also deal with other problems of SCs like land alienation.
- (ii) All possible measures should be undertaken to enable members of SCs and STs to take their due place in public life. Apart from reservation in Government posts, it is suggested that in making appointments to other positions also like Prosecutors, Government Pleaders etc. a fair representation may be given to -SC.
- (iii) Free legal aid and other assistance should be made readily available to the persons subjected to any disability arising out of untouchability. All State Governments/UTs should frame Legal-Aid Rules keeping this objective in view.

(iv) State Governments|UT Administrations should investigate the untouchability problem in depth and prepare an inventory of the actual disabilities suffered by the SCs at different places and all the measures for eradication of untouchability should converge on the identified problems and steps taken in an effective manner. This may include the following :--

- (a) Association of voluntary organisations with proven records and integrity should be encouraged in the task of identification boosting up of special awareness and consciousness against the practice of untouchability.
- (b) Involvement of village panchayat, zila parishads and other local bodies for making a drive for a mass movement to arouse public opinion against continuance of the practice of untouchability.
- (c) Mobilisation of mass media through exhibition of films evoking right feelings, T.V. programmes, documentaries etc. for the same purpose.
- (v) Protection of Civil Rights Act should be translated into various regional languages and should be made available in every police station, panchayat etc.
- (vi) Orientation camps should be organised, preferably in Harijan Colonies. These camps should include all panchayat members of the area, local MPs, MLAs and MLCs, social workers to educate the SCs and people of other castes in regard to the provisions of PCR Act and create awareness of the need to live in harmony for all-round happiness, arrangements for community meals etc.
- (vii) It is suggested that State Government may select two or three districts for intensive propaganda and implementation of the provisions under PCR Act every year. Selection of such areas should not be based purely on statistical information but they should be selected in consultation with the voluntary organisations, Members of Parliament and social workers. Adequate machinery should be evolved to ensure effective follow up action later on.
- (viii) Encouragement awards for inter-caste marriages can play a vital role in eradicating untouchability and bringing about an attitudinal change. Therefore, it is suggested that all the State Governments should frame inter-caste marriage rules and undertake steps to implement the scheme effectively by giving incentives.

#### Liberation of Scavengers

6. The inhuman practice of removing nightsoil and filth physically by scavengers is greatly responsible for perpetuating untouchability in our society. So

long as the old type of dry latrines remain, the evil practice of scavenging would continue and the scavengers cannot be liberated. The members of Scheduled Castes engaged in this unclean occupation have customarily been assigned the 'lowest' position in the caste hierarchy in our country.

7. Looking at the magnitude of the problem, very little has been done in this field so far. A time-bound programme for the conversion of dry latrines into water-borne ones should be launched so that the scavengers can be rescued from the jaws of the social cruelty within the shortest possible time. The problem does not end there. They have to be suitably rehabilitated in alternative occupations which do not have the stigma of untouchability. We understand that there is an instruction in the Government of India Service Rules that scavengers appointed in Government Departments or public sector undertakings of the Government of India, should be taken out of the scavenging work after four years in a phased manner. This is a good measure and should be adopted. The Ministry of Home Affairs took up pilot programmes on a selective basis under the Centrally Sponsored Scheme of "Implementation of Protection of Civil Rights Act" for which total matching Central Assistance of Rs. 7.50 crores (approx.) was released to 15 States for 50 towns/municipalities till the end of 1983-84. The amount made available so far as meagre, yet significant break-through could be achieved. The pilot programme having been successful, it is about time that the programme should be expanded to cover the entire country within the next five years. The Working Group felt strongly that massive physical and financial measures should be undertaken so that the practice of scavenging is totally eliminated within the Seventh Plan period. There is a general consensus :—

- (i) that within the Seventh Plan period the practice of carrying of night-soil should be completely eradicated;
- (ii) that the scavengers so liberated through this process and their dependents must be provided with the wherewithal for earning their livelihood in such alternative employment and does not attract the stigma of untouchability;
- (iii) the Central Government and the State Government should be equal partners in this endeavour.

#### Financial Requirement

8. According to the data available there are about 41 lakhs dry latrines in the country which ought to be converted into water-borne latrines. The requirement of fund for low cost sanitation as it stands today has been estimated at Rs. 900 crores including Rs. 400 crores for rehabilitation of displaced scavengers on completion of the programme. Average unit cost at current prices is Rs. 1200 approximately plus price escalation.



The Working Group, therefore, recommend :—

- (i) The programme of low-cost sanitation should be at top speed in right earnest with due publicity; and the public should be fully motivated the programme will gain momentum. It should be completed in the Seventh Plan period as the outermost limit. In view of the magnitude of the task, commensurate annual targets should be fixed and fully achieved within the time-limit.
- (ii) "Whole-town approach" should be adopted for conversion of dry latrines in selected areas so that scavenging is brought to an end in one or more whole towns at a time instead of spreading the effort thinly and incompletely in a number of towns. Thus, every year a group of towns should be selected in each State|UT.
- (iii) Amendment in the Municipal Laws has to be carried out for prevention of further addition to the number of existing dry latrines. All the liberated scavengers should be provided alternative occupation for which necessary training should be imparted by the State Government. Training programmes should precede the conversion so that on the one hand there is no lag in alternative employment when the conversion and on the other hand scavengers become unavailable thereby speeding up the conversion process.
- (iv) Care must be taken that after implementation of conversion programme the average monthly income of the scavengers or his family (both private and municipal scavengers) may not be reduced.
- (v) It has been the experience that most of the State Governments are not in a position to take up the programme on a bigger scale because of paucity of funds to match the Central grants. It is suggested to ensure regular flow of loans from HUDCO or LIC to State Government|Municipalities.
- (vi) Monitoring Cell should be created in each State for giving technical advice to the selected municipalities, ensure regular flow of funds, ensure simultaneous training programme for the liberated scavengers and their dependents to provide alternative employment or assistance, financial

or otherwise, for taking up new trades|occupations.

- (vii) The liberated scavengers who are thus trained for alternative employment may still be facing difficulty in getting employment because of lack of practical experience in the new field. To obviate the difficulties it may be suggested that the authorities should make arrangements so that they may work for six months in some reputed concerns|factories on the trade in which they are trained. They should be given stipend during the training period to the tune of his previous income.

9. The Working Group further observe that given the will and the financial support, it is quite possible to put an end to the practice of carrying of night-soil by physical contract through conversion of dry latrines. The total task at the Central level can be shared by the Ministry of Works & Housing and the Ministry of Home Affairs as follows :—

- (a) In respect of Class I towns, the Ministry of Works and Housing be given the responsibility of the conversion of dry latrines into sanitary ones; and
- (b) the work relating to Class II and other categories of towns may be taken up by the Ministry of Home Affairs under a separate scheme on the existing pattern. The programme of liberation of scavengers by conversion of existing dry laterines into low cost pour flush latrines which has been taken up by the Ministry of Home Affairs on a pilot project basis should be continued, of course, in a much bigger scale during 7th Five Year Plan so that all the dry latrines in these towns in the country are converted into water-borne latrines by the end of 7th Plan.

10. The conversion of dry latrines programme should simultaneously be linked up with the rehabilitation of the liberated scavengers and their dependents. States|UTs are to be equal partners with the Central Government in this task. Separate funds be earmarked for this purpose and be readily available at every stage of the work.

11. So far as the rural areas are concerned the Ministry of Rural Development may consider examining a similar programme with necessary modifications commensurate with the rural environment.



## CHAPTER VIII

### SOCIAL PROGRAMMES FOR WOMEN AND CHILDREN

The total population of the Scheduled Castes, according to 1981 census is 10,47,54,623. Of them 50,544,029 are women, forming 48.24%. The SC women are not only traditionally socially backward but are educationally and economically backward also. In rural areas, they face problems in drawing water from Public Wells.

2. Another point is that the Scheduled Caste girls are married at an early age, as a result, the fertility rate is very high among them. In rural areas the fertility rate among Scheduled Caste women is 170.8 and in urban areas it is 163.4. This affects not only the health of the women but also of the children. The infant mortality rate among the Scheduled Castes is very high. It is 159 in rural areas and 90 in urban areas. As such special attention will have to be paid towards their health problems and efforts will have to be made to reduce the infant mortality rate amongst the Scheduled Castes. The Integrated Child Development Services, which has been launched for the expectant and nursing mothers and children in the age group of 0-5 years, will have to look more into their problems and cover the women and children belonging to Scheduled Castes especially and consciously.

#### Education Problem

3. Education is an essential input in the development process of women. It not only improves her socio-economic condition, but also cultivates better human values. In the field of education also, when we look at the literacy rates, we find that there is a wide gap in the literacy rate among the Scheduled Caste women and other women, as has been discussed in detail in the Chapter on the educational development of Scheduled Castes in this report.

The major handicaps in the educational development of Scheduled Caste women are socio-economic backwardness on account of untouchability and poverty, low enrolment, drop out at school stage<sup>1</sup> combined with the old notion that the girls should stay in the house and learn house-hold chores only. It is high time that these values are changed and the importance of education is stressed.

#### Atrocities on S.C. Women

4. Criminality against women is also a problem. It is difficult to determine the nature and extent of crimes against women accurately on the basis of cases reported to the police for varied reasons. Firstly, due to the social stigma attached to the victims of sexual offence i.e. rape, several cases go unreported. Secondly even when such cases are reported, parents do not want to stress the issue to

extreme for the fear that it may ruin the future of the victim. Thirdly they try to shun publicity given by the media, and fourthly, there is inadequate strength of women police. Scheduled Caste women are subject to maltreatment and crimes like kidnapping, abduction, rape, murder, eve-teasing and crimes under S.I.T. Act. Statistics on crimes against Scheduled Caste women are available for the offence of "Rape". Available statistics reveal that the number of rape cases, where Scheduled Caste women were victims increased from 292 in 1975 in the country to 635 in 1982. Besides punitive measures, there is a need to rehabilitate victims of atrocities, especially the Scheduled Caste women. Compensation should also be given to victims of atrocities as one of the measures for their rehabilitation.

#### Economic Development

5. Women among all the classes play an important role not only in home management, but also in the field of economic development. They not only provide the essential and sufficient conditions in which other persons in the family are released for performing productive activity, but they themselves also contribute to the production of marketable goods, services or visible income.

6. The total population of Scheduled Caste main workers\*, according to 1981 census is 37,844,568. Of them 9,329,191 are females. Of the women workers 68.00 per cent are engaged in agriculture, 3.63 per cent in Household Industry, manufacturing and processing and 16.12 per cent as cultivators, 12.25 per cent as other workers. Among the Low Income Group families belonging to Scheduled Caste, agricultural labour provides the main source of family employment. Certain traditional crafts and house-hold production of agricultural products remain a monopoly of women, but also as a source of livelihood in addition to agricultural labour. A number of Scheduled Caste women engaged as agricultural labourers, do not get equal wages as men. For example in the paddy fields the Scheduled Caste women at a stretch have to stand for 7-8 hours in water. Not only are they vulnerable to attack by the diseases but they also paid less wages, as compared to men. It should be ensured that there is no discrimination between male and female agricultural labourers and the Minimum Wages Act should also be implemented properly.

\*Main workers are those who were engaged in productive activity for more than six months (183 days or more) during the preceding year from the date of enumeration.

7. Efforts should also be made to engage Scheduled Caste women in subsidiary vocations so as to supplement family income. Women could be engaged in cottage industries i.e. Bidi-rolling, carpet weaving, candle making, match making, food processing/food preservation. Women could also be engaged in fisheries, poultry, seri-culture etc. Schemes should be drawn on the above vocations, so as to assist the Scheduled Caste women. The Industries Department under the incentives programme can ensure and promote the participation of Scheduled Caste women in selected crafts like tailoring, embroidery, handi-crafts batik paintings, chappal making through introduction of exclusive training programmes.

8. The women painters of Madhubani in Bihar, the women lace makers of Narasapur in Andhra Pradesh, the women spinners of Nauhatta are forced to work at home due to pressures of tradition. They have no access to the market. They depend upon men for the marketing of goods. Efforts will have to be made to arrange marketing of the goods and cultural and traditional values will have to be changed so that these women can work outside their homes.

9. The Government of India has launched many schemes for rural development. It would be better to earmark a share of the funds allocated for IRDP, DPAP, Social Forestry, Fisheries, Animal Husbandry, DIG, KVIC, KVIB for investment in training and promotion of rural women's projects than having a separate women's programme. The biggest difficulty with a separate 'Women's Programme' is that it tends to absolve all other development agencies of any responsibility for women's development. Such programmes end up with marginal resources, manpower and non-coordination with major development programmes. Earmarking share in each programme will not only widen the size of the resources but will also make the programme authorities more conscious of their obligation to make women as their target group. It is imperative to develop a structure within the State's and the District's development promotion system, to identify, supervise, coordinate and monitor both training and other development activities for rural women.

10. Scheduled Caste women in their middle ages and with little or no education but with some traditional skills common in Haryana, Punjab, Himachal Pradesh such as spinning and weaving and dairying can be trained in improving their skills. In private sector, such as the hosiery, knitwear, leather and sports goods and the surgical instruments industries, work is got done on piece-meal system from rural women. Scheduled Caste women can be trained so that they produce quality goods. The State Governments can offer help in providing the infrastructure whereas the private sector can invest in specialised instruction through trainers.

#### Role of Voluntary Organisations

11. In the field of economic development like agriculture, village industries, fisheries, cattle management, organising co-operatives, etc., voluntary organisations can help in taking the Scheduled Caste women beneficiaries to financial institutions, creating marketing facilities and helping the beneficiaries in creating assets.

For example, in Gujarat SEWA an association of poor self-employed women workers in Ahmedabad has done very good work in the economic development of poor women, including Scheduled Caste women. The women workers have been categorised as :—

- (i) home based workers including those, who get their raw materials from outside and manufacture their goods at home such as bidis, incense sticks, garments, small furniture, fabrics and handicrafts;
- (ii) petty vendors, who sell goods such as vegetables, household goods, garments and similar type of produce in the market place; and
- (iii) providers of labour and services, such as head-loading, hand-cart pulling, scrap-collection, waste-paper picking and farm labour.

S.E.W.A. is assisting the women workers in the regeneration of their income as well as their social upliftment. The association has further organised these women into a Cooperative Bank, popularly known as SEWA Bank.

12. Similarly, in the field of social services, voluntary organisations can play an effective role in education (enrolling the Scheduled Caste children, especially girls), health care, nutrition programme, drinking water facilities, etc. Voluntary Organisations can also make the Scheduled Caste women aware of various programmes and schemes being implemented for their welfare. No scheme/programme can bring effective results unless and until awareness is created among the Scheduled Castes, especially women.

13. The Group feels that the planners and implementers of development programmes should give special emphasis to the problems of Scheduled Caste women. We need special mechanism to build in women-in-development approaches into developmental programmes.

The Working Group, therefore, recommend that the strategy for the development of Scheduled Caste women must take into consideration the following aspects :—

- (1) The State Governments should identify the Talukas/Districts which have a poor rate of literacy among Scheduled Caste women. Ashram Type of schools should be opened in such districts, which would cater to the needs of the Scheduled Caste girls of the area.
- (2) Voluntary organisations, political leadership as well as enlightened public should bring an attitudinal change and break the resistance of Scheduled Caste parents towards sending their girls to the schools.

The State Governments may think of giving incentives to families of Scheduled Caste girls so as to encourage them to send their girls to the school.

- (3) Vocational training in embroidery, tailoring, food preservation, handicrafts, etc. should be imparted to Scheduled Caste student girls side-by-side with education.
- (4) Compensation should be given to victims of atrocities i.e. 'rape' as a measure for their rehabilitation.
- (5) There is a need for promoting material and child health education among Scheduled Caste women and provide necessary literacy skills to deal effectively with their life.
- (6) There is a need for having specific and special programmes for women, in the existing Special Component Plans of the States| Union Territories. Funds should be earmarked separately for their development schemes and physical targets should be indicated so that Scheduled Caste women beneficiaries are able to derive benefits directly.
- (7) Each developmental programme should have a component of awareness building for women for which specifically funds should be earmarked.
- (8) There is a need for having training programmes for Government officials, especially women officials in order to sensitize them to women's causes.
- (9) Part of the surplus ceiling land should be allotted to Scheduled Caste widows, especially where there is nobody to support them.
- 10) In the field of economic development, it should be ensured that women are given equal wages as compared to men. It should be ensured that the Minimum Wages Act is implemented properly.
- (11) The State Governments should identify subsidiary vocations depending upon the resources of the area and fields of training available for Scheduled Caste women. As stressed earlier, the women could be engaged in cottage industries i.e. bidi rolling, carpet weaving, match|candle making and food preservation, etc.
- (12) There is a need for imparting training to Scheduled Caste women in arts, crafts, tailoring, embroidery, etc. The training should be given for a period of six months or at least for one year, so as to improve their skill. After completing their training, it should be ensured that they have adequate work. The Government run schools or semi-Government organisations could be impressed upon to give orders for school uniforms, dresses, etc. to such trained Scheduled Caste women.
- (13) There is a need for setting up a Co-operative Marketing Society, so as to solve the problem of marketing of the finished products goods made by the Scheduled Caste women.
- (14) Scheduled Caste women can be assisted by specific projects with the help of funds, allocated under I.R.D.P., Fisheries, Animal Husbandry, D.I.C., K.V.I.C., K.V.I.B., etc.

In brief, it is felt that there should be support and favour for a woman in development approach to our planning and implementation of poverty alleviation programmes.

## CHAPTER IX

### SPECIAL CENTRAL ASSISTANCE FOR SPECIAL COMPONENT PLAN

#### *Objective of SCA during the Sixth Plan*

The Special Central Assistance for the Special Component Plan was commenced in March 1980 with a token provision of Rs. 5 crores. The provision for the Sixth Plan 1980—85 is Rs. 600 crores. Like the SCA for the Tribal sub-Plan, this SCA was intended to enable State Governments to formulate better SCPs and also to increase allocations for the development of the SCs. Unlike the SCA to the Tribal sub-Plans however, the SCA to the SCPs is to be used only for programmes for economic development.

2. Some times critical inputs are missing and there is virtually no scope for finding funds for appropriate schemes from the available allocations in the various departmental budgets in absence of a special thrust on the needs of the poor Scheduled Castes. What is necessary is that each of the Departments should devise need-based and realistic programmes for the Scheduled Castes in the SCP. The SCA was expected to give a thrust to family-oriented schemes of economic development for the SCs by providing resources for missing inputs and critical gaps so that the schemes for the Scheduled Castes can become more meaningful. It was also anticipated that the SCA would be able to draw out larger allocations from different department who would like to take up programmes for which at least part of the resources come from outside their budget. It is for this reason that an unusual degree of flexibility was given to the States in utilising the SCA. It was, further, decided to apportion the SCA to the States substantially on the basis of the effort and the performance in taking up economic development programmes for the Scheduled Castes. At the same time it was recognised that the SCA is only a supplement from the Government of India to the States' own resources for programmes for the Scheduled Castes in their SCPs.

#### *Experience in utilisation of SCA during the Sixth Plan*

3. From the reports received from the State Governments regarding the utilisation of the SCA, the following broad conclusions can be drawn :—

- (i) In certain States the SCA has been used specially to take up economic development programmes in clusters and for specific number of Scheduled Castes families in identified occupational groups. Reports on the implementation of such schemes have shown that the SCA has been able to bring about a discernible change for the SC families. (Tamil Nadu clusters, A.P. Irrigation Programme).

- (ii) In certain States the SCA has been specifically dovetailed with the allocations to the SCP from different departments. Thus the SCA has been used to link up different schemes so that a composite and integrated programme for SC families has been possible. Such programmes have met with considerable degree of success (Orissa hand-bore well programme, Agro Industries for agricultural inputs, State Electricity Board).

- (iii) Although this has not been done in a big way, in some States, the SCA has been specifically utilised for providing a critical input based on the developmental needs of the Scheduled Castes. In these cases the programme received a discernible and definite fillip (receiving fund for the purchase of hides in Orissa).

- (iv) In a few States, owing partly to the availability of the SCA, certain voluntary organisations have been associated with the economic development programmes for Scheduled Castes especially in clusters. As a result the benefits to the Scheduled Castes families have been substantial and their participation also has been more pronounced (Tamil Nadu cluster programme; Rajasthan and Tilonia).

- (v) Barring a few States, there has not really been an overall planning for the utilisation of SCA. Thus we have found that the State Government do not go about in a systematic manner to identify the sectors and programmes for which the SCA should be used. There has also not been any significant attempt to identify the needs of the SCs in different occupational group with a view to utilising the SCA to give a thrust to developmental programmes.

- (vi) To a very large extent the SCA has been used as subsidy for bankable schemes of economic development for SC families. This has been done, in most cases, in conjunction with the IRDP—subsidy, and invariably without specific reference to the viability gaps for the schemes. Where SCA has gone as subsidy, it is not really possible to assess, in precise terms, the impact of such subsidy. It is evident, however, that the impact has been nominal as concluded by the mid-term appraisal of the Planning Commission.

- (vii) In several States the SCA has been utilised to supplement on-going schemes of different Department—for example in the Animal Husbandry Sector, Cooperative Sector, Agricultural programmes, horticulture programmes, fisheries, leather, industries, etc. In these cases the SCA has invariably been used for the same schemes as have been included in the departmental budgets. It has, therefore, not contributed to making the programmes need based or to provide missing inputs.
- (viii) The only condition imposed by Government of India in respect of SCA is that it should be used by State Governments only for programmes of economic development including directly relevant training, directly relevant back-up services and institutional build-up and arrangements for implementation, supervision, monitoring and evaluation. The States were also advised to pool the SCA with resources that can be made available from other sectoral provisions and from various institutions and thereby make the per family amount adequate to provide a viable asset or package of assets with all back-up services and linkages necessary for the generation of steady, successful and permanent flow of incremental income to enable the assisted families to cross the poverty-line. They were also advised to see that the largest possible number of families are assisted in keeping with the target of enabling at least 50 per cent of the SC families to cross the poverty-line in the Sixth Plan period as per the Prime Minister's letter to the Chief Ministers and in keeping with the objectives of the development of Scheduled Castes as spelt out in the Report of the Working Group on the development of SCs in the Sixth Plan. Any other conditions laid down from the Centre would have been unrealistic in view of the varying conditions, needs and opportunities from State to State, region to region and locality to locality and, therefore, appropriately no such condition was laid down. Thus the SCA, if effectively utilised by State Governments, is a very potent and flexible instrument in the hands of administration at the State, district, block and village levels in achieving the objective of enabling assisted families to cross the poverty-line. However, in view of the lag in implementation, its full potential has not been achieved in the Sixth Plan and the Working Group feels that only a limited proportion of the assisted families are likely to have crossed the poverty line.
- (ix) While the State Governments have increased the outlays in their SCPs over the years, it cannot categorically be said that this

has been on account of the SCA. (The SCPs of States have increased from about Rs. 550 crores in 1980-81 to Rs. 755 crores in 1983-84).

- (x) From the SCA released to the States in the Sixth Plan period it may be seen that apart from U.P. the allocations each year to the larger States have ranged between Rs. 2 crores and Rs. 11 crores; the annual Plan of such States has varied between 200 crores and 1500 crores. Even though the SCA allotted to a State has been linked with the effort and performance, it has not in fact succeeded in providing a higher priority to the SCP; the SCA has not really been adequate to be an effective instrument in increasing the programmes for the SCs in the States. This is perhaps because the quantum of SCA has not been sufficiently large. The introduction of the SCA to the State SCPs for the first time in the Sixth Plan, which was an innovative and imaginative step and the linking of the distribution of 50 per cent of it with effort-based criteria has no doubt helped in bringing about a larger channelisation of outlays, in physical as well as financial, into the SCPs of States. However, the results in this regard are yet to come up to the level of the potential. This can be done through better appreciation and utilisation of the instrument at the stage of formulation of SCPs by States, their scrutiny and approval in the Home Ministry and Planning Commission and also implementational follow-up. While effecting improvements in this regard, it is also necessary to increase the quantum of SCA in the Seventh Plan so that the pulling power of the SCA can be further improved.

4. Thus the experience of the last four years, even where it has not been very successful, has certainly provided lessons for the economic development programmes for the Scheduled Castes in general and for the utilisation of the SCA in particular.

5. Basing on the experience in the implementation of the SCP, we have elsewhere in the report suggested that :

- (a) It is imperative that the Collectors should be made specifically responsible for the SCP in the district for the planning, implementation, review and concurrent monitoring. In the States where the Collectors have been put in charge of even limited programmes for the SCs, there have been some results.
- (b) The Special Component Plan should not be formulated merely at the State level; its preparation should in fact be decentralised and should become one of the tasks of the

Collectors in the District. Such decentralisation has been attempted in States like Kerala and Andhra Pradesh and has helped in a higher priority being given to the Special Component Plan.

- (c) For economic development schemes a cluster-cum-saturation approach should invariably be adopted.
  - (d) In the cluster villages, integrated and composite programmes should be taken up and "projectised" so that all aspects relevant to the success of the programme are taken care of.
  - (e) Reputed voluntary organisations should be associated with the programmes of economic development of Scheduled Castes in a bigger way.
  - (f) Much greater attention has to be paid to human resource development amongst the Scheduled Castes so that the programmes for the Scheduled Castes can be better implemented.
  - (g) The Scheduled Castes families who derive the benefits from the various programme should be involved to a much greater extent than at present. They should not be mere 'beneficiaries' but should also be participants; and for this, adequate training, not only in the acquisition and up-gradation of skills is required, but also for the management of different programmes. It is only in this way that an effective receiving mechanism can be built.
6. The planning of the Special Central Assistance and its utilisation has to be seen in the overall perspective and context of these suggestions. In fact, since the SCA has appropriately been given a flexibility not found elsewhere except SCA for Tribal sub-Plan, the SCA can and indeed should, bring about significant changes both in the orientation and in the implementation of the programmes for the Poor.

7. This group therefore recommends that :—

- (1) The SCA should be utilised in such a way as to give a focus to the economic development for Scheduled Castes, and it should not be frittered away on unrelated and disjointed individual schemes. In order to ensure this, it is necessary to :
  - (a) Utilise the SCA in conjunction with State Plan outlays only for composite and integrated programmes for the Scheduled Castes. Such integrated and composite programmes must be taken up only in clusters of villages; they may also be formulated for specific occupational groups like agricultural labourers, leather workers, weavers, other rural

artisans, share croppers and tenants amongst the Scheduled Castes.

- (b) Special Central Assistance should be utilised primarily for items which are based on the economic developmental needs of the Scheduled Castes and to provide for missing links/critical gaps of a non-recurring nature. Thus, for example, SCA can be used for a revolving fund for cobblers and other leather workers; for training in silk worm rearing and charkha reeling; for small food mix plants and fodder plots in a dairy programme; for egg and feed godowns of poultry programme; for supervisory staff for a specific period to see that the schemes do not flounder for want of technical guidance.
  - (c) Wherever the SCA is proposed to be utilised as a part of a composite need based programme, detailed projects should be prepared. This will ensure that all tie-up arrangements are planned for and necessary provisions made, utilising inter alia the SCA; it will also ensure that the departmental flows to the SCP from different schemes are dovetailed into the project. Such an approach has been adopted in the cluster programme taken up by Tamil Nadu and the poultry complexes in Andhra Pradesh.
- (2) It is appreciated that the initial stage States often thought of subsidies to individual families as the only or main avenue for utilisation of the SCA. No doubt, this has helped to some extent. But it is necessary to carefully think of alternative ways of using the SCA and use it to the best advantage of the SC families in achieving levels of economic self-reliance. Where individual subsidy is the best way of meeting this object, there is no bar against it. But there is great advantage in using the SCA for establishing necessary linkages and back-up services for groups of SC families taken up in clusters for common economic activities. Such utilisation of SCA can be called group subsidy in kind. State Governments should think of such uses of the SCA. In other words, as often emphasised by Government of India, State Governments should plan for the utilisation of SCA in the most optimal manner from the point of view of groups of SC families, along with other sector and institutional resources instead of applying it automatically and mechanically for individual family subsidies.
- (3) SCA amounts should be placed at the disposal of the Collectors so that these can be utilised at the field level to give a thrust and focus to the SCPs prepared in

the districts. This has been done in States like Andhra Pradesh and Kerala and should be adopted in all States. The Collectors should be required to formulate detailed projects and composite programmes utilising this SCA along the lines recommended by us.

- (4) The State Governments should give much greater thought and attention to the overall planning of the SCA and should identify the various sectors to which the SCA is to be allotted. It would be desirable for each State to constitute a small committee chaired by the Secretary, Social Welfare and involving the Secretary, Planning, the MD of the Scheduled Castes Development Corporation and officers from different development departments. This committee should see that projectised approach for utilisation of SCA is in fact adopted and need based programmes for different occupational groups amongst the Scheduled Castes are formulated. This should be done in such a way that larger flow of resources to the SCP from different departments is attracted.
- (5) The role of non-governmental organisations (N.G.Os) in stepping up development activities for SC development can be notable. However, for the purpose, the organisations have to be chosen for their proven integrity and dedicated record of service to the SCs or other exploited sections. There is no objection to the use of SCA for helping such organisations in rendering service in the cause of SC development. There is need for circumspection in the choice of the non-governmental organisations and grant-in-aid for them. Further, utilisation of the services of N.G.Os. should also be planned and not be sporadic and unsystematic.
- (6) In urban areas particularly there is a large number of educated unemployed from the SCs who do not however have any particular production skill. There is a great need to set up a nodal organisation in each district which can provide training and subsequently assist these SC entrepreneurs to take up employment/self-employment opportunities. The SCA should be utilised to support such organisations. This has been done in some States like Andhra Pradesh under the self-employment schemes programmes.
- (7) The experience of the Sixth Plan has shown that it has not been possible for States to take up economic development programmes for the Scheduled Castes on a systematic and sufficiently specific basis for want of adequate data about the economic conditions of the Scheduled Castes. The SCA could be utilised to build up the necessary data base and information support so that a meaningful and need based programme can in fact be implemented. Thus, taluk-wise list of villages in descending order of SC population should be prepared, a detailed survey of the Scheduled Caste household in such villages should be undertaken, particularly of the limited asset base of the SCs (whether it is assigned or leased land or skills). This has been done in certain States already and a similar exercise should be completed in all States.
- (8) The apportionment of SCA should continue to be based on the efforts and performance of the State Governments in implementation of the programmes for SCs. However, those States which do not properly utilise the SCA or who are not in a position to utilise it at all, should be penalised by reducing the amount of SCA in subsequent year. Details of such a course of action may be finalised by the Ministry of Home Affairs in consultation with the Planning Commission.
- (9) In order that the SCA is able to induce the State Governments to give higher priority to the planning and implementation of the SCP, the quantum of SCA should be substantially increased. The group recommend that the Seventh Plan allocation of SCA should not be less than Rs. 5000 crores.



## CHAPTER: X

### ROLE OF BACKWARD CLASSES SECTOR OF STATE PLANS IN DEVELOPMENT OF SCHEDULED CASTES

With the adoption of a new strategy for the development of Scheduled Castes during the Sixth Five-Year Plan, it has now become necessary to define the role of backward classes sector in the State and Central Plans. The need of the backward classes sector continues. But there should be effort to introduce schemes in it for filling the missing gaps in the programmes under the Special Component Plan. New programmes which can supplement the general sector programmes for the rapid development of Scheduled Castes will have to be formulated and included in the backward classes sector of the State Governments|U.T. Administrations.

#### CENTRALLY SPONSORED SCHEMES OF MINISTRY OF HOME AFFAIRS :

The following are the existing Centrally Sponsored Schemes :

- (1) Post-Matric Scholarships for SC & ST.
- (2) Pre-Matric Scholarships for those engaged in the unclean occupations (Classes VI to X, only).
- (3) Book Banks for SC & ST.
- (4) Girls Hostels for SC.
- (5) Coaching and Allied Schemes (SC & ST).
- (6) Aid to voluntary organisations (SC).
- (7) Machinery for the implementation of the PCR Act.
- (8) Research & Training (SC).
- (9) Central assistance for Scheduled Castes Development Corporations.

In all these, neo-Buddhists have also been made eligible, except item (7).

#### PATTERN OF ASSISTANCE

All these schemes were funded fully by the Government of India till 1978-79. From 1979-80 all of them except the Post-Matric Scholarships Scheme and the scheme for 'Aid to Voluntary Organisations' have been converted into partly funded schemes on matching basis. This pattern of providing financial assistance to the State Governments is not working smoothly and the State Governments are pleading that it is difficult to provide adequate amounts for these schemes on matching basis though the amounts required for matching compared to Plan size are small.

It is, therefore, desirable to provide financial assistance in respect of these schemes on 100 per cent basis as was done till 1978-79. This will help in accelerating the tempo of development under these schemes.

The details of the following Centrally Sponsored Schemes which are to be continued during the Seventh Five-Year Plan with certain modifications have already been discussed in the chapters on the 'Educational Development of Scheduled Castes', 'Role of Voluntary Agencies in the development of Scheduled Castes', 'Scheduled Castes Development Corporations' elsewhere in this report.

1. Post-Matric Scholarships for SC & ST.
2. Construction of Girl's Hostels for Scheduled Castes.
3. Book Bank for Medical & Engineering Students.
4. Pre-Matric Scholarships for the children of those engaged in unclean occupations.
5. Aid to Voluntary Organisations.
6. Central Assistance for the Scheduled Castes Development Corporations.

#### 3. OTHER CENTRALLY SPONSORED SCHEMES :

(i) *Coaching & Allied Scheme* : The main aim of this scheme is to improve the representation of Scheduled Castes and Scheduled Tribes in various posts and services under the Central and State Governments and public undertakings. Under the scheme, Pre-Examination Training Centres have been set up in various States|UTs to provide special coaching to the SC and ST candidates who intend to appear for various competitive examinations conducted by the UPSC, State Public Service Commission, LIC, GIC and other recruiting agencies.

Grant-in-aid is given to the State Governments on matching basis for setting up of such centres. Financial assistance is also given to the universities which are able to provide infra-structure facilities like building for class-rooms, hostel facilities, library etc. for running such centres on 100 per cent basis. Grant-in-aid is also given to two private institutions viz., RAU's IAS Study Circle, New Delhi and S. N. Das Gupta College, New Delhi for providing coaching to SC|ST candidates. The Rau's IAS Study Circle provides coaching for IAS, IPS and other Central Services whereas S. N. Das Gupta College has been



assigned the task of coaching these candidates for Indian Economic|Statistical Services, GIC and LIC. There are two centres for preparing SC|ST candidates for combined engineering services examination at Allahabad and Trichirappally. A third centre is also being set up for this purpose at Sultanpur (U.P.) under the auspices of the Awadh University. The total number of centres so far set up is 63.

This scheme has been very useful in providing coaching to the SC|ST candidate for the various competitive examinations. The number of candidates who were finally selected for appointment to IAS, IPS etc. during 1982 was 55 as against 31 in 1981. Even those candidates, who are not able to compete in the first attempt get selected during the subsequent years or appear in other competitive examinations and, therefore, this coaching does not go waste and help the SC/ST candidates in improving their career.

The Working Group recommends that in the Seventh Five Year Plan the coverage of this scheme may be made wider by including special short duration programmes for coaching of SC & ST candidates for admission in the Engineering and Medical Colleges. This will help them in qualifying in the pre-medical|engineering examinations conducted by the various universities|colleges. The coaching programme may also cover the categories of posts and services where there is shortage of SC|ST candidates. Courses which will equip SC members for self-employment, coaching them for correspondence courses aimed at improving their employability and self-employability may also be covered.

(ii) *Research and Training* : Under the Research and Training Scheme, financial assistance upto a maximum of Rs. 30,000 is provided to the reputed Social Sciences Research Institutes|Organisations and Universities for conducting action-oriented research and evaluative studies on the Scheduled Castes. These studies are of 6-8 months duration. During the Sixth Plan (upto 1983-84) such assistance has been given to 23 organisations.

After the adoption of the new strategy for the economic development of Scheduled Castes through the mechanism of the programmes of Special Component Plans, Special Central Assistance and Scheduled Castes Development Corporations, the programmes for the development of Scheduled Castes have been expanded considerably and now there is need to undertake special studies to assess the progress of various programmes and locate the shortcomings and bottlenecks if any in the working of these schemes, which require remedial action. It is, therefore, desirable to expand this programme further during the Seventh Five Year Plan with bigger allocation by providing financial assistance to the reputed social sciences research institutions and the grants may also be given to the State Governments|U.T. Administrations on 50 : 50 basis for conducting special studies on the SC through the existing Tribal Research Institutes and provide short-term orienta-

tion training to the officers incharge of implementation of the SCP at the grass-root level like BDO, Extension Officers and other officers.

### New Schemes

While reviewing the progress of the existing Centrally Sponsored Schemes, the Working Group also examined the felt-needs of the Scheduled Castes and Scheduled Tribes students keeping in view their socio-economic conditions, inadequate facilities and other rigidities of the present educational system and recommend the following new schemes for inclusion in the Centrally Sponsored programme during the Seventh Five-Year Plan.

- (i) Construction of hostels for boys.
- (ii) Compensation for opportunity cost.
- (iii) Special Coaching for SC|ST students in weak subjects.

#### (i) *Construction of hostels for boys*

As discussed in the Chapter on the 'Educational Development of Scheduled Castes', one of the most important reasons for slow progress of the educational development of the Scheduled Castes is lack of adequate hostel facilities. There is shortage of boys hostels in all the States particularly in Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal. It is, therefore, proposed to include a Centrally Sponsored Scheme for construction of boys hostel on the pattern of existing Centrally Sponsored Scheme of girls hostel. Under the existing scheme of girls hostel, financial assistance is provided for the State Governments only for the construction of hostel building. It has been suggested in the chapter on 'Educational Development of Scheduled Castes' that funds may also be provided to the State Governments for providing furniture, utensils, books, periodicals etc. in these hostels. The State Governments may bear the maintenance cost of these hostels from their own funds. The total requirement of funds for setting up of at least two hostels in each district @ Rs. 7.15 lakhs per hostel for 100 inmates comes to Rs. 64.36 crores. Adding some provision for construction of such hostels in hilly areas where the rate is Rs. 7.79 lakhs for 100 inmates and also giving allowance for the expenditure on the items mentioned above; the total cost under this scheme would come around Rs. 100 crores.

#### (ii) *Compensation for Opportunity Cost*

This is a very important scheme to check drop-outs in the schools, particularly at the elementary school level. Some of the State Governments like Harvana, Himachal Pradesh and Gujarat etc. have introduced this scheme as one of the State Plan schemes during the Sixth Five Year Plan. Under this scheme financial assistance ranging between Rs. 10 to 30 per month is provided to the parents of the Scheduled Caste children as an incentive for

sending their children to schools in order to compensate them for the lean of income on account of sending their children to schools. The rates of this scheme varies from State to State. In Haryana, it is given for girls only in the form of attendance scholarships.

This scheme may be taken up as one of the Centrally Sponsored Schemes during the Seventh Plan period for the Scheduled Caste girls in the first instance in order to attract them to schools. To begin with a token amount of Rs. 15 per month per child for 10 months in a year may be given to the parents as an incentive. The total expenditure may be shared on 50 : 50 basis between the Centre and the State Government as in the case of other Centrally Sponsored Schemes.

(iii) *Special coaching for Scheduled Caste/Scheduled Tribe Students in work subjects*

As explained earlier in the chapter on the 'Educational Development of Scheduled Castes' the students belonging to Scheduled Castes are generally shy in taking lessons from the teachers in the schools because of their socio-economic conditions with the result that the performance of the students in the classes is generally not very satisfactory. It is, therefore, necessary that these students may be provided with extra coaching at least in IX and X classes and in XI and XII classes at the higher secondary stage in the weak subjects like English, Mathematics and Science.' The schools/colleges will have to organise special tutorial classes for this purpose after school/college hours and give some extra remuneration to the teachers who are given this task of special coaching to the Scheduled Caste and Scheduled Tribe students. This scheme may be implemented in all the schools/colleges in the States/Union Territories.

The Group, therefore, recommend that—

- (1) New programmes which can supplement General Sector Programmes for the rapid development of Scheduled Castes will have to be formulated and included in the Backward Classes Sector of the State Governments/U.T. Administrations.
- (2) It is desirable to provide financial assistance in respect of the Centrally Sponsored

Schemes on 100 per cent basis as was done till 1978-79. This will help in accelerating the tempo of development under these schemes.

- (3) During the Seventh Five Year Plan the coverage of the Coaching and Allied Scheme may be made wider by including special short duration programmes for coaching of Scheduled Caste and Scheduled Tribe candidates for admission in the Engineering and Medical College. This will help them in qualifying in the pre-medical engineering examinations conducted by the various universities/colleges. The coaching programme may also cover these categories of posts and services where there is shortage of Scheduled Caste/Scheduled Tribe candidates.
- (4) It is desirable to extend the scheme of 'Research and Training' further during the Seventh Five Year Plan with bigger allocation by providing financial assistance to the reputed Social Science Research Institutes.
- (5) Grants may also be given under the above schemes to the State Governments/U.T. Administrations on 50 : 50 basis for conducting special studies on the Scheduled Castes through the existing Tribal Research Institutes and provide short-term orientation training to the officers incharge of implementation of the Special Component Plan at the grass-root level like BDO, Extension Officers and other officers.
- (6) The following three new schemes for the educational development of Scheduled Castes may be included in the Centrally Sponsored Programme during the Seventh Five Year Plan :—
  - (i) Construction of hostels for boys.
  - (ii) Compensation for opportunity cost.
  - (iii) Special Coaching for Scheduled Caste and Scheduled Tribes students in weak subjects.

CHAPTER XI  
INSTITUTIONAL FINANCE  
AND  
SCHEDULED CASTES DEVELOPMENT  
CORPORATIONS

Since the nationalisation of banks, the concept of development lending has taken deep roots in India. Significant steps have been taken to ensure that benefits of development percolate to the sections of the people who have been deprived of it for centuries due to economic and social backwardness. Credit has come to be recognised as a key input in programmes or production and self-employment and in creation of productive assets particularly for the weaker sections. It is also recognised that the responsibility of credit institutions do not end with dispensing credit. These institutions have been asked to diversify to enable creating the credit absorptive capacity of the clientele, which are often ignorant, poor, socially oppressed and economically depressed. The definition of this 'new clientele', is now standardized and sub-targets are fixed accordingly.

*The Constraints*

2. During the Sixth Plan a conscious effort was made to ensure that institutional credit reaches the Scheduled Castes in such a magnitude that a real dent is made on the problem of poverty which is so pervasive amongst them. The 1980 working group on the development of Scheduled Castes during the Sixth Plan rightly highlighted the sociological, political and economic factors responsible for their backwardness which required to be recognised and tackled by credit institutions as well as development departments. The factors identified included the following :

- (i) Illiteracy and ignorance ;
- (ii) Concentration in backward rural areas ;
- (iii) Limited knowledge of developmental avenues ;
- (iv) extremely low skill base ;
- (v) Poor asset base; over 50 per cent of the Scheduled Castes are agricultural labourers, mostly landless. The remaining Scheduled Castes population depended on traditional occupation like non-agricultural wage-work, leather work, weaving, fishing and other low yielding occupations;
- (vi) dependence on traditional money lenders or consumption and production purposes.

3. It was also recognised that the flow of credit from financial institutions to the Scheduled Castes was poor due to the non-militarity of the target group with banking procedures, their low absorptive capacity and lack of entrepreneurship. Though special provisions were made for the benefit of Scheduled Castes such as allocation of special quotas under IRDP<sup>1</sup>, DRI<sup>2</sup> etc., these were not sufficient to take the Scheduled Castes families above the poverty line due mainly to extremely low doses of financial assistance flowing to them. For example, the average assistance (including credit and subsidy) under IRDP was around Rs. 3200 which was quite inadequate to yield sufficient additional income. The Reserve Bank of India had laid down special measures to make the flow of credit easy for poor persons including Scheduled Castes, such as dispensing with all forms of security or guarantees other than hypothecation of created assets, upto loans of Rs. 5,000, simplification of application procedures, insistence that loans should be disbursed within a fortnight of the application and that in case of rejection of applications proper reasons be assigned, etc. The Working Group had emphasized that these directives of the premier credit institution in the country should be observed strictly.

4. Though the Co-operative sector has accounted for a major share of the credit available to agriculture, its role in lending to the weaker sections has been minimal due to a number of reasons. For one thing, medium term and long-term cooperative credit is easily available to the landed gentry in rural areas because charge has to be created on land or other valuable asset. The bulk of the Scheduled castes and other weaker sections had no such resource and were thus denied term loans. What they could at most hope for were small amounts of short term loans. Even this could not reach the poor sections because most of the cooperative were manned by representatives of the rural elite. The Working Group had suggested that a scheme similar to DRI of Commercial Banks should be made applicable to the cooperative sector. This, however, does not appear practical because the cooperative movement cannot sustain this additional burden since it already is heavily dependent on refinancing and subsidization. It could perhaps be explored if cooperatives exclusively for Scheduled Castes can be promoted and

1. Intensive Rural Development Programme of Ministry of Rural Development.
2. Differential Rate of Interest Scheme of Department of Banking, Ministry of Finance.

suitably supported in terms of managerial and financial inputs.

### *The Sixth Plan Strategy*

5. Before the Sixth Plan period the only funds exclusively made available for the development of Scheduled Castes were these provided under the Backward Classes Sector. As per estimates only Rs. 433.24 crores were disbursed towards the development of Scheduled Castes upto the end of 1979-80<sup>1</sup>. Realizing the meagreness of the flow of funds to Scheduled Castes compared to the enormity of the problem a new departure was made through the Special Component Plan approach. This strategy involved earmarking of outlays for development of Scheduled Castes, by all sectors, in these States and Union Territories which have a concentration of SC population.

6. The activities under Special Component Plan were of two types namely, basti level programmes and family oriented economic development programmes. The Scheduled Castes Development Corporations were an important instrument for the implementation of family oriented economic development programmes. The other main agency which was to cater to the economic development of the Scheduled Castes was the IRDP (Intensive Rural Development Programme of Ministry of Rural Development).

7. Through both these agencies the concept of Government participation in lending to Scheduled Castes (along with financial institutions) was given concrete shape. Government participation consisted in making bankable schemes viable for Scheduled Castes beneficiaries through special provisions of subsidies, Margin Money and infrastructural development support.

8. The Integrated Rural Development Programme is mainly an anti-poverty programme and caters specifically to the economic development needs of the weaker sections and hence has special relevance to the development of Scheduled Castes. It has also built up as a part of it the requisite machinery at every block in the country. Though the IRDP also was required to prepare its own special Component Plan, this was not done. Instead, it was stipulated that 30 per cent of the coverage under IRDP will be directed towards Scheduled Castes and Scheduled Tribes<sup>2</sup>. Here again IRDP provided 25 per cent to 33-1/3 per cent of the Project cost as subsidy to individual beneficiaries, and the balance of the cost was to be met through institutional credit. The IRDP envisaged institutional credit of the order of Rs. 600 crores as an average in respect of about 3

million beneficiaries per year. The RBI also directed banks to lay Special emphasis on the IRDP<sup>3</sup>.

9. The cumulative coverage during the first four years of the Sixth Plan was 12.58 million families, as against a target of 15 million families for the plan period. Of this, approximately 4.3 million families (34.6 per cent) belonged to Scheduled Castes and Scheduled Tribes<sup>4</sup>. The average assistance per family amounted to Rs. 3208, of which subsidy was Rs. 1098 and institutional credit to the tune of Rs. 2110.

10. In the financial year 1984-85, the total number of beneficiaries under IRDP as on July 1984 was 1,85,929 of which Scheduled Castes were 39,378 (21.2 per cent) and Scheduled Tribes were 21,980 (11.8 per cent). The total term credit disbursed to Scheduled Castes and Scheduled Tribes was Rs. 20.66 crores of which the share of Commercial Banks was 17.81 crores (66.9 per cent). The co-operative sector accounted for only Rs. 2.85 crores of institutional credit. The total utilisation of Government funding in IRDP was 17.38 crores<sup>5</sup>.

### *The Scheduled Castes Development Corporations (SCDCs)*

11. The SCDCs were in existence before the commencement of the Sixth Plan in the States of Kerala, Tamil Nadu, Andhra Pradesh, Haryana, Punjab, Gujarat and West Bengal. These Corporations were engaged in one or the other programmes for the welfare of SCs e.g. provision of housing and hostels, integrated farm development, promoting traditional occupations and to some extent, direct financial assistance to SCs. When the Sixth Plan strategy for the development of the Scheduled Castes was being formulated, the utility of these specialised Corporations was recognised. Hence GOI instructed States having sizeable population of Scheduled Castes to set up such Corporations in their States and vigorously take-up economic development for the SC families living below the poverty line in respective States. At present Scheduled Castes Development Corporations are in operation in 17 States and 2 Union Territories<sup>6</sup>. Central Government had already started assisting these Corporations from 1978-79, by contributing to the share capital of these Corporations on a matching basis with the State Governments in the ratio of 45 : 51. This subsequently became an essential feature of Sixth Plan.

12. The raison d'être of the SCDCs was mobilisation of institutional credit for the economic development schemes of the SCs entrepreneurs by functioning as catalysts, promoters and guarantors. The promotional role consisted in identifying SC clusters,

<sup>1</sup> Second Report of the Commission for Scheduled Castes and Scheduled Tribes (April 1979 to March 1980) Page : 65.

<sup>2</sup> Special Component Plans for Scheduled Castes/Tribes sub-plans for the year 1984-85 under the Programme of the Ministry of Rural Development, paper presented to the Working Group on Development of Scheduled Castes in the Seventh Five Year Plan.

<sup>3</sup> BBOD No.B.P.B.C. 143/C.568-A-81, dated December 10, 1981.

<sup>4</sup> Surender Sude, "For the Poorest of the poor", Times of India, 13 August, 84.

<sup>5</sup> Banking Division, Statement on Integrated Rural Development Programme—Progress during 1984-85 (as on 21-7-1984.)

<sup>6</sup> The Delhi Scheduled Castes Financial and Development Corporation has been set up in 1983 and Chandigarh Scheduled Castes Corporation though set up a couple of years ago, is non-functioning.

though special surveys, identification and motivation of eligible SC beneficiaries, assessment of their felt needs and financial requirements thereof, preparation of suitable economic development schemes for different occupational group of Scheduled Castes, bringing the Scheduled Castes in contact with financial institutions and government development agencies, etc. The catalytic and guarantor roles were to be played by interacting with these and intervening at crucial points to provide missing inputs necessary for the economic development of the target groups. By implementing scheme of Margin Money Loan Programme (MMLP) and thus providing a portion of the unit cost of individual beneficiary schemes at low rates of interest, the Corporations played their role as partners along with banks in financing the Scheduled Castes entrepreneurs. This was done to help in making the schemes viable for Scheduled Castes entrepreneurs on the one hand and to reduce the burden of banks on the other as for these schemes the concerned agencies failed to secure any refinance facilities from NABARD<sup>7</sup>, IDBI<sup>8</sup>, etc.

13. The Corporations were required to ensure flow of every possible assistance available to the proposed beneficiaries from different Government agencies including the DRDA, KVIC<sup>9</sup>, etc. Loan, subsidy and Margin Money were to be routed through one window, preferably the bank. The Corporations were to ensure that minimum delays took place in disbursing the three components so that the proposed beneficiary could expeditiously ground the scheme. In this regard the Corporations were also required to ensure the availability of quality assets, raw material, marketing facilities, training and other support services. These were to be achieved not by substituting for development agencies but through appropriate tie-up arrangements. If the development agencies lacked funds for creating special facilities for Scheduled Castes in a particular area, the Corporations could intervene and fill-in the infra-structural gap, through providing financial assistance out of special funds placed at their disposal though the State Governments usually Special Central Assistance funds. The purpose of the Special Central Assistance for the States' Special Component Plans was to supplement State Governments' effort to develop Scheduled Castes. During the Sixth Plan an amount of Rs. 600 crores was set apart for this purpose. Total releases upto March 1984 amounted to rupees 460 crores. The State Governments have released some of the funds to the Scheduled Castes Development Corporations who have used them mainly for providing subsidies on their own or enhanced subsidies in association with IRDP subsidies.

14. Another facility offered to the State Scheduled Castes Corporations by the Government of India was the matching grant for promotional activities (1 per cent of cumulative share capital contribution) and staff for monitoring technical and recovery wings (3 per cent of cumulative share capital contribution). These funds could be drawn upon by the State Corporations for undertaking promotional activities, strengthening their monitoring and technical wings and to provide support services to banks for recovery of dues. However, the Corporations have started submitting proposals to Government of India, in this regard only very recently after repeated persuasion of Ministry of Home Affairs and its monitoring cell established by the Agricultural Finance Corporation<sup>10</sup>. Some of the State Governments did not earmark funds for this purpose and hence the Corporations could not draw substantially upon the matching grant available from Government of India.

#### *A Review of Performance of SCDCs—Problems and Prospects*

15. Most of the Corporations entered into agreement with banks for participation in the development of Scheduled Castes and have been implementing Margin Money Loan Programme. However, the achievements upto now in most States have been less than expected. The Scheduled Castes Development Corporations have been able to provide assistance to about 24 lakhs beneficiaries till now contributing Rs. 79.50 crores as margin money. This contribution has mobilised Rs. 351.75 crores of institutional finance and Rs. 133.40 crores of subsidy.

16. The average assistance thus provided to a beneficiary family has amounted to only Rs. 2358. As against this the share capital of all the Scheduled Castes Development Corporations together as on March 31, 1984 was Rs. 111.24 crores. Nearly 71 per cent of the total share capital has been utilised for operating the Margin Money Loan Programme.

17. The relatively limited success by Scheduled Castes Development Corporations to mobilise institutional credit compared to the magnitude required may be ascribed to various factors. It should be admitted that most of the Corporations were only at the formative stage during the major part of the Sixth Plan. The concept of Margin Money as a catalyst for institutional finance and its operational strategy were clearly enunciated but not clearly understood by all. However, the major problem centered around reaching clear-cut agreements with financial institutions on the modus operandi and procedures of lending as well as recovery of both Margin Money and Bank Loan.

7. National Bank of Agriculture & Rural Development.

8. Industrial Development Bank of India.

9. Khadi & Village Industries Commission.

10. The Ministry of Home Affairs has entrusted the task of monitoring and on-going evaluation of the Scheduled Castes Development Corporations to the Agricultural Finance Corporation which has set up a Special Cell at Delhi for this purpose since June, 1987.



18. The above problems may be analysed<sup>13</sup> as under :

- (i) from the view point of financial institutions; and
- (ii) from the view point of SCDCs.

19. The problems can be classified into the following broad categories :

- (a) faults in identification and motivation of beneficiaries ;
- (b) failure to provide banks with necessary details for appraisal ;
- (c) operational problems ;
- (d) problems in supervision, follow-up, recovery and monitoring.

20. The banks complained that a considerable number of beneficiaries identified and sponsored by the Corporations or other agencies such as IRDP were found, on verification, either to be much above the poverty line or habitual defaulters or were not interested in taking up the suggested schemes.

21. The Corporations/agencies also did not pay sufficient attention to appraisal requirements such as scientific analysis of the scheme or matching of the beneficiary's skills and experience with the requirements of the schemes. Moreover, the lack of knowledge of banking norms by Corporation personnel resulted in recommendation of over or under financing, often leading to avoidable delays in re-appraisal of schemes by bank staff.

22. The operational problems centered around recommending borrowers from outside the operational area of banks, sending applications in large numbers at the fag end of the financial year, delays in release of margin money/subsidy, interference by the intermediaries, etc. The banks also wanted that applications should be sponsored from compact SC clusters and suitably phased in the financial year and should be from within the catchment area of bank branches.

23. A major difficulty faced by banks was the near non-existence of follow-up, supervision and monitoring of beneficiaries on the part of the Govt. agencies/Corporation staff which resulted in poor recoveries. This they felt was further complicated by the difficulty of accounting for small amounts of recovery of margin money to be posted in numerous accounts and the need of transmitting the same to the Corporations, where the banks were required to recover the margin money loans of the Corporations.

24. The Scheduled Castes Development Corporations, on the other hand allege that the banks, particularly at the field level, are not very enthusiastic to lend to Scheduled Castes probably out of fear of non-recovery of dues or due to the belief that the

poor entrepreneurs are not viable. Besides they complain that often there is a violation of RBI directives on the part of bank managers such as insistence on security and guarantee even for loan not exceeding Rs. 5,000, insistence of non-encumbrance certificates, provision of inadequate amount of loan for schemes requiring larger amounts, ever-charging of interest etc. They also allege that very often the cases sponsored by Corporations are kept pending for long durations without ascertaining reasons and this is often attributed to shortage of technical and administrative staff at branches specially in rural areas.

25. The banks obviously gave to gear up their implementation machinery and the grass root level personnel should be made to understand that financing the weaker sections is not a favour they are extending to them but occupies a prominent place among their professional duties. The various directives of RBI and Government of India regarding DRI lending, security norms, etc. should be actually adhered to and the applications of Scheduled Castes expeditiously disposed off.

26. This brief analysis leads us to major policy level decisions to be taken at :

- (i) the level of Scheduled Castes Development Corporations;
- (ii) the level of institutional agencies; and
- (iii) the level of State and Central Governments.

27. The 1980 Working Group on the development of Scheduled Castes had recommended that the Scheduled Castes, as a sub-group should be recognised and declared as the core of priority sector lending. The 'Report of the Working Group on the role of Banks in implementation of New 20-Point Programme' has included Scheduled Castes and Scheduled Tribes as a sub-target group of the weaker sections. As per the corporate goal fixed by RBI/GOI, 10 per cent of total advanced banks and 25 per cent of the Priority Sector advances should go to weaker sections. As per the latest figures, only 5.24 per cent of the total priority sector credit went to the Scheduled Castes and Scheduled Tribes. Of the total borrowers, only 19.55 per cent were Scheduled Castes and Tribes<sup>14</sup>. For effectively tackling the problem of poverty among SCs it is necessary to ensure that a higher percentage of priority sector credit flows to the Scheduled Castes.

28. The performance of banks with respect to the flow of credit under DRI scheme to Scheduled castes has been quite impressive. By June 1982, 49.5 per cent of DRI advances went to SC & ST as against the stipulation of 40 per cent laid down by RBI. However, while efforts should be made to retain this level of performance under DRI, it should also be ensured that schemes with larger outlays are given to Scheduled Castes (the composite loan limits

13. Based on the investigation made by AFC SC Cell, New Delhi.

14. Banking Division, statement of public sectors banks advance to Priority Sectors and the share of Scheduled Castes and Scheduled Tribes—Bankwise (as on the 1st day of December 1982).

are prescribed at Rs. 6500, Rs. 5000 capital cost plus Rs. 1500 working capital). In the past the schemes under both IRDP and SCDCs rarely crossed Rs. 3500 mark.

29. The participation of banks in the IRD Programme is closely supervised and monitored under the "lead bank scheme". The directions of RBI to banks in this regard need to be suitably extended to the participation of banks in SCDC programmes. These centre round :

- (a) ensuring that all villages and families identified under the programme are allocated to specific branches of participating banks;
- (b) the identification of families, their motivation, preparation of application, etc. would be taken-up by the SCDCs. The bank managers must, however, ensure that delays in processing of applications are minimised and the schemes are ground within a fortnight ;
- (c) agreement should be reached by the District Offices of SCDCs and the District Coordination Committees regarding the types and numbers of schemes to be operated in the specific area with regard of infrastructural availability and market feasibility. Once such agreement is reached deviation should be avoided;
- (d) the unit cost generally fixed by NABARD must be adhered to and not left to the discretion of individual branch managers. However, any deviation may be mutually agreed upon at the DCC meeting. It should be impressed upon all concerned that party financing will have detrimental effect on beneficiaries' income earning ability from the scheme and it may be even counter-productive;
- (e) the Corporation representatives should be made permanent invitees at State Level Banker's Committee & DCCs.
- (f) In case of rejection of applications, the grounds should be clearly explained and communicated to the applicant as well as to the Corporation;
- (g) suitable reporting system at monthly intervals should be devised for flow of information between bank branches and Corporations and sent within 15 days from the end of the reporting month;
- (h) every bank should nominate a liaison officer for work related to SCDCs in each district to liaise and coordinate with the branches in the district and with the Corporation ;
- (i) attempt should be made to dispose of cases at branch level itself and the delegation of sanctioning powers to the Branch Mana-

gers should be suitably liberalised and the Branch Managers should examine those powers without reservations.

- (j) Suitable mechanisms should be devised by the banks to ensure that the instructions regarding simplification of procedures, dispensing with security and guarantee documents for loans of specified types etc. are strictly adhered to at field level. Advances to SCs under SCDC programme should be effectively monitored ;
- (k) The District Credit Plans have been devised as tools to improve the capability of lead banks for formulation of area-specific bankable schemes and thereby improve the credit absorptive capacity of the rural sector, especially of capital deficit areas/weaker sections. While preparing District Credit Plans, the action plans of Scheduled Castes Development Corporations and the SCP also should be taken into account and integrated. In other words, the total requirements should be taken into account and earmarked.
- (l) Since DCPs apply only for rural/semi-urban areas, special plans for the development of SCs in the urban areas should be prepared by lead banks in consultation with Scheduled Castes Development Corporations ;
- (m) The banks, in association with the Scheduled Castes Development Corporations, should lay special stress on entrepreneur development among Scheduled Castes families particularly among agricultural labourers, rural artisans and other vulnerable groups like the scavengers in order to speed-up the process of vertical and horizontal mobility.

30. At the level of Scheduled Castes Development Corporations their functioning needs to be reviewed and streamlined during the VII Plan period. The Margin Money Loan Programme needs to be revamped if it is to meet effectively its functions as catalyst and guarantor for institutional credit. Presently, the meagre staff of the Corporations are caught up in the formalities for release of Margin Money/Subsidy to the banks in the accounts of numerous small borrowers. In order to minimise the operational impact and financial effectiveness, the Working Group recommends :

- (i) Margin Money Loan Programme may be converted into a Seed Money Deposit Programme.
- (ii) The Corporations should identify clusters of villages on the basis of size of SC population and which are served preferably by a single bank branch. Target for each financial year for each cluster and bank branch should be fixed within the operational area

of the branch. A project report should be prepared at the beginning and a proportion of the project cost depending on the financial viability analysis be deposited, for terms found appropriate, with that bank branch. The interest on the deposits could be shared between the Corporation and the beneficiaries in the ratio of 40 : 60 in accordance with the amount of the MM loan of each beneficiary. However, the benefit of interest may not be available to the beneficiaries who default repayment of 3 consecutive instalments of bank loan till the time they make good the payment to bank. The bank branch should finance the entire cost of each beneficiary scheme minus subsidy, if any.

- (iii) Before preparing the project report the Corporation's field staff should identify beneficiaries in clusters under each bank branch through a socio-economic survey. If IRDP list is available the field staff will verify the genuineness of the cases. After the preparation of the list, the proposed beneficiaries may be interviewed jointly in groups by a representative of the bank, the Corporation and the Pradhans of the Gram Panchayat who should sign and certify the list. The beneficiaries formed into clusters and operational groups should be trained in the management of their respective enterprises. Training may precede or go along-side the grounding and operation of the scheme as per its requirements. The groups could be on the lines of informal functional Co-operatives which as a whole should be made responsible for defaults, if any. Attempt should be made to financially assist all the eligible beneficiaries in the clusters.
- (iv) For each group of beneficiaries, a package of composite schemes where by all members of families forming the groups will become economically active and productive should be prepared keeping in view the needs and aspirations of the participants, market feasibility and availability of raw material/assets.
- (v) In schemes thus prepared, provision should be made that term loan and working capital loan become the essential features of credit package. The provision of financial assistance may be suitably phased into instalments as per the requirements of the scheme. Both term loan and working capital loans should carry subsidy component if the concerned Corporation has provision for subsidies. If not, subsidies could be mobilised from concerned departments through appropriate tie-up arrangements.
- (vi) The Seed Money could be deposited with the participating bank branch at the begin-

ning of each financial year and suitably augmented in pace with the progress achieved subsequently.

- (vii) If subsidies are provided by the Corporation it may be released to the concerned bank branch within a week of the receipt of sanction letter along with the details of beneficiaries and other documents as may be agreed upon between the bank and the Corporation. On receipt of subsidy amount, bank should credit it to beneficiary accounts and disburse the cost of the scheme to the beneficiary preferably in kind within a fortnight thereafter.
- (viii) If assets are provided in kind, the purchase of asset may be done by a Purchase Committee consisting of bank representative, Corporation representative, representative of concerned development department and the beneficiary himself.
- (ix) After grounding of scheme the Corporation's field staff should keep constant touch with the participant beneficiaries, inspecting their assets, offering guidance and assistance through concerned development departments, providing for marketing and making available raw materials, etc. The financial improvements of the beneficiary should be ascertained and recorded on each visit in the Beneficiary Monitoring card to be provided to each beneficiary at the time of giving loan.
- (x) The concept of entrepreneur development among Scheduled Castes should be given central place in the whole strategy and special efforts should be made to encourage occupational diversification among target groups such as agricultural labourers, scavengers etc. Rural artisans, however, should be given encouragement to pursue their traditional occupations on the basis of modern practices in production and management.
- (xi) The staffing pattern of the district level of the Corporations should be suitably strengthened. There may be a field officer in-charge of 3 to 5 clusters depending upon the number of families in the clusters. The field officers should have professional competence and field experience in development work. They should be provided with sufficient training, adequate incentives and job security and the scope for professional advancement.
- (xii) It is not necessary that every village cluster could be covered in the very first year of the Plan. The strategy may be to start with a manageable number of clusters so as to saturate all clusters in the district at the end of the plan period. Since the whole strategy





- (iii) Project/scheme cost to be borne by the Government (Central as well as State), subsidies from various sources through infrastructural support and the share of the institutional finance therein.

*Number of families to be assisted*

37.

- (i) According to the VI-Plan document there were about 2 crore SC families requiring assistance. Of these the 1980 Working Group estimated that about 1 crore families should be enabled to cross the poverty line during 1980—85. According to the figures compiled by Home Ministry 77.29 lakh families had been provided assistance till the end of financial year 1980—84. It is estimated that additional 20.45 lakhs families would receive assistance during 1984-85<sup>17</sup>. Thus by the end of VI-Plan about 97.74 lakhs (77.29 + 20.45 lakhs) families could be estimated to have been assisted to cross the poverty line. Therefore, the back-log carried over to VII-Plan would be :
- (a) Families supposed to be assisted but did not receive assistance. —2.26 lakhs  
(Rs 1 lakhs—97.74 lakhs)
- (b) Families not assisted during the VI-Plan 100.0 lakhs
- (c) Total back-log of families from VI-Plan —102.26 lakhs  
or  
(a+b) 1.02 crores
- (ii) At the time of launching the VI Plan, the estimated number of Scheduled Caste families in the country was put at 2 crores. Now taking into consideration the decadal growth rate (1971—81) of 26 per cent as the basis and assuming that this growth rate would remain fairly constant during the ensuing decade 1981—90, it can be safely assumed that the number of Scheduled Caste families by 1985 (the end of the VI Plan) would have touched the 2.24 crore mark and which in the same manner could be estimated at 2.49 crores at the end of VII-Plan (1990). Thus, there is likely to be an addition of 0.25 crore Scheduled Caste families during the VII-Plan period and taking into consideration the addition in the hitherto unaccounted Scheduled Caste families over the VI-Plan, there will be a net addition of 0.49 crore families. (0.24 crore of VI-Plan and 0.25 crore of VII-Plan).
- (iii) Therefore, from the above the total number of families who would be availing financial assistance for the first time would work out to 1.51 crore families :
- From (i) above 1.02 crore families.  
From (ii) above 0.49 crore families.

Though no systematic estimate on the size of the poverty group among the Scheduled Castes is available, a broad exercise on the occupational pattern and flow of income would reveal that around 70 per cent of the total SC families live below the poverty line as against overall average of 48 per cent of the general population. Accordingly, the number of families due to receive package of economic assistance for the first time during VII-Plan to cross over poverty line could be estimated at 1.06 crore families (70 per cent of 1.51 crore).

- (iv) The approach paper to the VII-Plan (1985—90) as approved by National Development Council has stipulated that only 50 per cent of the Scheduled Caste families living below the poverty line would be enabled to cross the poverty line through anti-poverty programmes. So, the number of families needing assistance may be estimated at 0.53 crore (50 per cent of 1.06 crore families).
- (v) The mid-term appraisal report of Planning Commission on assistance to Scheduled Castes/Scheduled Tribes has estimated that around 25 per cent of the families assisted were able to cross the poverty line. Therefore, it is apparent that only 0.245 crore (25 per cent of 0.977 crore) Scheduled Caste families would have crossed the poverty line at the end of VI-Plan and the remaining 0.732 crore (or say 0.73 crore) (0.977—0.245 crore) families would need supplementary assistance so as to be able to cross the poverty line during the VII-Plan period.
- (vi) In addition to the above, in order that the families which were enabled to cross the poverty line do not slide back into the poverty pit, it would be necessary that they are provided back-up financial support to consolidate/stabilise their economy, i.e. 0.245 crore (or say 0.24 crore) families would need back-up support during the VII Plan.
- (vii) Thus it can be concluded that the package of financial assistance envisaged for the VII Plan would cover the following :
- (a) New families to be assisted during the VII-Plan [from (iv) above] — 0.53 crore
- (b) Families assisted during the VI-Plan & needing supplementary assistance to cross over the poverty line [from (v) above] 0.73 crore
- (c) Families already cross the poverty line during VI-Plan but needing back-up support during the VII-Plan 0.24 crore
- Total families to be assisted during VII-Plan 1.50 crore
- (a)+(b)+(c)

17. Extrapolated using Newton's formula.

38. *Financial Assistance required per family*(i) *New Families*

As per the VI Plan perspective every family would require Rs. 10,000 (excluding certain infrastructural and other items) for economic development so as to be able to cross over the poverty line. There seems to be no convincing reasons for revision of this figure on account of price-inflation and other such factors, if the actual assistance reached out to a SC family during 1980-84 is taken as an indicator of possible achievement. Therefore, an assistance of Rs. 10,000 should suffice for an SC family to cross over the poverty line during the VII Plan also.

(ii) *Supplementary assistance to the families partially assisted during VI Plan*

A number of studies on the quantum of assistance provided to poverty groups in India have revealed that under ITDP the average assistance per family (inclusion of subsidy and bank loan) during 1983-84 was of the order of Rs. 3,208 only. Similarly a SC\* beneficiary received an average assistance of Rs. 2,321 under the economic development programmes of SC Development Corporations. Thus on the whole a SC family on an average could be assumed to have received assistance not exceeding Rs. 3,000. Therefore, it would be assumed that they would need an additional average assistance of Rs. 7,000 (Rs. 10,000—Rs. 3,000) as supplementary assistance.

(iii) *Back-up assistance to SC families enable to cross over the poverty line during the VI Plan*

In line with the average assistance provided it can be assumed that an assistance of Rs. 3,000 should suffice to enable these families to consolidate/stabilise their economic position.

39. *Estimates of Financial Assistance required during VII Plan*

Keeping in view the statistics worked out above the total direct financial assistance required to enable 1.26 crores Scheduled Castes families to cross over the poverty line and 0.24 crores families to stabilise their position would work out to Rs. 11,130 crores as detailed below:

	(Rs crores)
(i) 0.53 crore families need full assistance @Rs 10,000 per family	5,300
(ii) 0.73 crore families need supplementary assistance @Rs 7,000 per family	5,110
(iii) 0.24 crore families need back up support @3,000 per family	720
<b>Total</b>	<b>11,130</b>

\* As per Study made by AFC SC Cell.

\*\* Bankidg Division—Statement showing total number of Bank Offices and authorisation pending as on 31-3-1984

40. *Estimation of Institutional Finance*

(i) Share of Project/Scheme cost to be borne by the Govt. A review of the various subsidies and other financial assistance provided by the various agencies (Central as well as State) would indicate that about 50 per cent of the total financial requirement for the SC beneficiaries could be met out of these sources. For example, presently the following assistance is available to Scheduled Castes entrepreneurs on the above account:

(a) Subsidy under IRDP	25 to 33 1/3 %
(b) Enhanced or direct subsidy from SCDC	16 2/3 to 5 %
(c) Margin Money Loan assistance from SCDC	16 2/3 to 25 %

However, it should be borne in mind that as per definition the families which have been enabled to cross over the poverty line but would require back up support may not get the government assistance, except the usual infrastructural and technical support.

(ii) *Share of the Institutional Credit*

Thus the balance 50 per cent of the total financial requirements would have to come from the institutional sources including commercial Banks, RRBs and the Co-operatives.

Evidently, keeping in view the foregoing discussions on the subject, the major portion of this would have to come from the Commercial banks. The institutional credit requirement for the various categories of families would be as follows:—

	Credit requirements (in crores)
(i) 0.53 crore new families	Rs. 2,650
(ii) 0.73 crore families needing supplementary support	Rs. 2,550
(iii) 0.24 crore families needing back-up support	Rs. 720
<b>Total</b>	<b>Rs. 5,920</b>

Thus the total estimated credit requirement from the institutional sources could be placed around Rs. 6,000 crores.

41. *Management of the Task*

(i) For operational analysis presuming that the entire programme will be linked with credit from institutional finance (Nationalised, Private Scheduled & Regional Rural Banks), the task would have to be managed through the network of 44,583 existing branches and 5,566 new branches to be established (pending authorisation) by 1985\*\*. The net work of branches in rural/semi-urban

and urban metropolitan/principal towns is given below :

*Net-work of Branches*

S.No.	Bank Branches	Number of Branches		
		Rural, Semi urban	Urban, Metro- politan, PT	Total
(a)	Existing as on 31-3-84	33975	10608	44583
(b)	Pending authorisation	4920	646	5566
	Total branches by 1985	38895	11254	50149

Keeping in view that 1.50 crore SC families would be provided assistance during the VII-Plan period, this would give about 299 SC families (323 families in rural and 213 families in urban area) to be covered by each bank branch in five years. This would work out to about 60 SC families (65 rural and 43 urban families) per year per branch, which in turn comes to about 5 SC families (5.4 rural and 3.6 urban families) per month as shown below :

Area	SC to be covered during VII-Plan	No. of Branches by 1985	Bene. to be covered (No.)		
			In 5 years	Per year	Per month
Rural	1.26 crore	38895	323	65	5.4
Urban	0.24 crore	11254	213	43	3.6
Overall	1.50 crore	50149	299	60	5.0

With the participation and involvement of Co-operative Sector, as envisaged the task should become relatively easier.

ii) Looking the other way, there are 5,75,420 inhabited villages in the country. Therefore, to assist 1.26 crores SC families living in rural area would mean reaching out to about 22 SC families in each village during the five year period. It would, therefore, appear to be a manageable task to cover all the above SC families in VII Plan, both by the Government agencies and also the Commercial & Co-operative banking system.

(iii) However, this presupposes that the delivery mechanism of the Govt. [Banks] Cooperatives is appropriately geared up to systematically identify beneficiaries ; provide them suitable scheme, extension services and needed inputs and to arrange for marketing of end-products thereby ensuring timely recovery of loans etc.

*Scheduled Castes Development Corporations at a Glance*

Region/State	Year of establishment	Act registered under	Share capital received 1980-84 (Rs. in lakhs)	Margin money Loan disbursement as on March 82 (Rs in lakhs)
<i>Northern</i>				
Haryana	1971	ICA	370.65	56.84
Himachal Pradesh	1979	SEA	388.81	290.07
Punjab	1971	SEA	913.72	149.40
Uttar Pradesh	1975	ICA	518.15	741.94A
<i>Eastern</i>				
Assam	1975	ICA	147.05B	9.57
Bihar	1978	CSA	152.60	79.60B
Orissa	1979	CSA	227.21B	70.71B
Tripura	1979	CSA	21.52	1.75
West Bengal	1976	SEA	1299.79	930.48
<i>Western</i>				
Gujarat	1975	ICA	722.43	420.56
Madhya Pradesh	1978	CSA	266.08	199.31A
Maharashtra	1979	ICA	380.35	222.76
Rajasthan	1980	CSA	280.19	53.00
<i>Southern</i>				
Andhra Pradesh	1974	CSA	3947.70	3841.90
Karnataka	1975	ICA	380.30	446.38
Kerala	1972	ICA	430.10B	31.88B
Tamil Nadu	1974	ICA	608.23	403.89
<i>U.T.</i>				
Delhi	1983	ICA	59.20	—
			11124.08	7949.62

A. Includes meagre amount of subsidy idsubrsed under SCA.

B. Do not include figures for 1983-84.

Note : ICA : Indian Companies Act, SEA : State Enactment Act ( CSA : Cooperative Socicites Act.

## CHAPTER-XII

# ADMINISTRATIVE ARRANGEMENTS, PERSONNEL POLICIES, IMPLEMENTATION, MONITORING, EVALUATION, RESEARCH AND TRAINING

### ADMINISTRATIVE ARRANGEMENTS

Fundamental requirements for successful implementation of Special Component Plan are :—

1. Administrative machinery in the State|UT departments and at State|District level with adequate powers at different levels.
2. Adequate implementing machinery at the field level.
3. Adequate monitoring arrangements.
4. Arrangements for evaluation of programmes.

#### *Administrative Machinery*

The Administrative machinery is broadly responsible for the decision making, planning and reviewing of programmes for the development of Scheduled Castes. It is directly responsible towards ensuring that at planning stage the Special Component Plan is qualitatively improved and at implementation stage, it is successfully implemented. Since the programmes under Special Component Plan fall in the jurisdiction of various departments in each State|UT the specific positions at different levels in the Departmental machinery have got to be identified in each of the departments, in full hierarchy from State to District level, and specific responsibilities would also imply taking of decisions at the highest level and at intermediate|district level and passing them on to those who implement the programme.

#### *District Level Administration*

Until the recent past, the Collector was considered to be the kingpin of the district administration. He was looked upon as a leader by the head of the functional services in the district and was approached for advice and guidance in setting their pragmatic goals.

This position has greatly changed in recent years. The number and size, variety and complexity of promotional|developmental activities and problems connected with them have made it impossible for the Collector to 'Manage' the affairs of the district as he was doing before. At the district level in all the departments the lines of functional control have been strengthened vertically. This has eroded his position of leadership in the district Administration.

The only way to counter this is to make the district level officers rally round the Collector as the Head of the District. In order to move towards this goal, the departmental functionaries must be placed under the Collector and should be linked to their respective Departments only through him. In this way

they will be made responsible for implementation of their respective programmes at the district level and will be held *accountable* for their performance to the District Collector. This is no doubt a major structural re-organisation. But such changes are very necessary if the District implementing process is to be made effective.

During the Sixth Plan it was envisaged that a focus must emerge at the district level and the District Magistrate|Collector|Dy. Commissioner should be assigned the task of ensuring efficient implementation and reviewing of programmes for the development of Scheduled Castes. Several States|UTs have already taken action in the matter. *This Group is of the view that for effective implementation of the Special Component Plan Programmes the Collector|Dy Commissioner District Magistrate may be assigned specific responsibility in all the States/UTs, in which Special Component Plan|programmes are being implemented. This group also recommends that the Collector|District Magistrate|Dy. Commissioner should be assisted by an additional Collector|District Magistrate|Dy. Commissioner, especially in those district in which there are blocks with more than 20% of the Scheduled Caste population.*

### PERSONNEL POLICIES

The VI Plan laid emphasis on the economic development of Scheduled Castes and the formulation of Special Component Plan with the approach of intensifying existing efforts and on the basis of their basic needs, evolving family and household oriented programmes to ensure that Scheduled Castes derive benefits from Plan investments directly. Special Component Plan was a new idea introduced at the beginning of VI Five Year Plan as a means of channelising to the SCs as large a share as possible of the physical benefits and financial outlays of the States and the Centre so as to serve the seven objectives of SC development. The 20-Point Programme provides a clear orientation towards the Scheduled Castes and other weaker sections. As the programme for the economic development for Scheduled Caste families was really a new one during the VI Plan there was as usual teething troubles in implementing the programme in the initial years and it really gained momentum since 1982-83 after the announcement of new 20-Point Programme by the Prime Minister.

The logic in the new developmental programmes as also various protective measures taken by the Central and State Governments is not only the responsibility of the Department dealing with the welfare of the Scheduled Castes but also the responsibility of the

Government as a whole both at the Centre and in the State. Each Organisation in these Governments must assume responsibility as coordinators in the implementation of the economic development programmes for the Scheduled Castes.

The crucial point regarding Special Component Plan is its implementation. The administrative machinery from the village to the State Headquarters is at present not well equipped to ensure proper implementation of the Special Component Plan. The position is particularly weak in the field. In this context it has become necessary to lay down a proper personnel policy.

Almost all the State Governments/Union Territory administrations have by now created separate Departments for the welfare of Scheduled Castes. But the Secretary incharge of those departments as well as other Secretariat Officers of these Departments in respect of some of the States continue to hold additional charge of some other Departments. The net result is that the Secretaries or the other Secretariat Officers are not in a position to give full attention to the work relating to Special Component Plan. It is, therefore, necessary that the Secretaries and other Secretariat Officers dealing with the welfare of the Scheduled Castes should be given whole time charge so that they can give whole-hearted attention to the matters relating to the Special Component Plan for the Scheduled Castes and other welfare schemes.

There is need for a Coordinating Committee at the State level under the Chairmanship of the Chief Minister for reviewing the progress of implementation of the Special Component Plan programmes for the welfare of the Scheduled Castes.

At the district level District Collector should be the Chief Coordinator and overall incharge for proper administration of this programme. He is to be assisted by Project Officer DRDA and all District level officers of the development departments. A Committee under the Chairmanship of the Collector should be constituted for monitoring and overseeing the progress. Besides the officials and non-officials like MLAs & MPs representatives of the banks need to be involved at this level.

The block has to be the basic unit of the implementation and to follow up the programme. This agency needs to be suitably strengthened to discharge responsibility cast on block administration for proper identification of families, preparation and maintenance of their socio-economic profiles and implementation of the programme covering the identified families with economic benefits.

#### *Integration*

It appears necessary that there should be integration of the Administrative Units responsible for the implementation of Special Component Plan so that a rational line of command is evolved. Ideally, the chain of command can be visualised to stretch from the Development Commissioner at the State level, through Collector of a District, Project Administrator, DRDA to block level Extension Officers/village level workers.

It is necessary that the administrative structure at the Block level becomes an integral part of the chain. Adequate attention also needs to be paid to strengthen the development block agency.

#### *Personnel Policies*

The problem mainly arises on account of disinclination on the part of the Government employees to be posted in Harijan/Social Welfare Departments in the States as the posts are in inhospitable areas lacking in facilities. It is important for the effective implementation of the programmes that the Department, Incharge of the Scheduled Castes should not only be strengthened but also be given due importance and appropriate incentives. Not infrequently the Government servant posted in the field for implementation of these programmes has to maintain two establishments for reasons of education of children or health or other grounds. It is necessary that the requisite physical facilities should be provided in these areas of postings as early as possible. As a part of infrastructural development, adequate financial provisions should be set apart for communications, educational and health institutions. Incentives should be given to the Government servants who are posted in difficult areas for implementation of Special Component Plans. For strengthening administration basically two type of measures are necessary, firstly, those measures which would result in administrative restructuring and secondly, financial measures for attracting the right type of people.

#### *Placement and Recruitment*

Methods of placement and recruitment for the implementation of Special Component Plans have not been evolved keeping in view their requirements. It requires personal familiarity on the part of key functionaries with the local situation and cultural ethos as also the adverse forces operating there. No formal system unless it is reinforced by sensitive persons with commitment will be adequate to meet the situation. It is necessary, therefore, that efforts should concentrate on building up of suitable cadres of persons, committed to work for long tenure, with a common basic understanding about the problems and approach in their solution.

It should be made obligatory for every member of every cadre to serve a certain minimum years on posts directly and mainly concerned with SC development. The service rendered in these posts should be specifically recognised, and weightage in promotion and career advancement provided on that basis. One of the remedies could be to make special recruitment of such categories of personnel and make a specific condition in the terms of appointment that they would have to serve in posts pertaining to SC development, for a prescribed length of time.

In the recruitment of field level functionaries whose cadres are generally regional or district based, preference should be given to local persons even by relaxing minimum qualification wherever necessary. *They could, however, be put through a suitable intensive training programme. The existing personnel*



*should be specifically screened with a view to eliminate unsuitable.*

It is the general experience that the officers handling the programmes of Economic Development of Scheduled Castes at the district and sub-district levels are transferred frequently. This results in interruption and at times dislocation in the tempo generated for implementation of these schemes.

In a large number of States the Secretaries incharge of Scheduled Castes welfare departments have been transferred out after an average tenure of eight to ten months. Such is the case with Managing Directors of Scheduled Castes Development Corporations, Collectors of the districts and Block Development Officers of blocks having good concentration of Scheduled Castes population.

The Prime Minister in her letter dated October 4, 1982 to State Chief Ministers had expressed her concern, in this regard. In her own words.

"The task of implementation of the programme falls on a few key officers. It is extremely important to choose these officers with care so that persons of the right quality, attitude and motivation are selected. Any such officer can be effective only if he is allowed a reasonable tenure of office. Therefore, it is necessary that frequent transfers of such key officers should be strictly avoided."

It is sometimes made out by State Governments that present officer is to be transferred out on promotion. To obviate this problem, Working Group recommends that if necessary, for allowing a reasonable tenure of office, such officers who are due for promotion should not be transferred out but given promotion on the post itself. This will help in maintaining continuity and tempo.

*Services of senior selected officers willing to work on the scheme meant for upliftment of Scheduled castes may be obtained for key posts.*

#### *Selection of personnel*

It is common experience that unsuitable persons get posted in the backward areas. To overcome this difficulty the State Governments should set up screening committee for the selection of useful personnel.

#### *Non-Monetary Incentive*

*Apart from giving them monetary incentives, it will be desirable to accord recognition to their services. This could be done in several ways one of the methods would be to make an appropriate entry for each year of service rendered in backward areas. This should give an edge to the Government servant over others competing with him in subsequent years. State and Central Governments should recognise the services of the Government servants working for implementation of Special Component Plan in remote and backward areas by grant of suitable awards.*

#### *Monetary Incentives*

It is necessary that a graduated scale of monetary incentive should be worked out. The criteria for special allowances and liberal facilities should be related to unaccessibility, unhealthiness of the locality, lack of medical facilities, lack of educational facilities, lack of residential accommodation and lack of entertainment facilities. The elements of package should have a self liquidating character so that they should disappear progressively with the appearance of the facilities.

Apart from the foregoing two incentive some others which can be introduced are grant of children's educational allowance, liberalised scale of casual leave and liberalised leave travel concession. Any additional expenditure of the Government servant posted in remote areas on children education on account of the posting of Government servant in the rural areas and backward area, needs to be fully neutralised by the Government.

#### *Training*

While strengthening the implementation machinery it is necessary that orientation, of all those connected with Special Component Plan and should be undertaken urgently. The need for the reorientation will become more so, with heavier financial investments and growing administrative structure. For different echelons of the administration, the training orientation will have to vary in content, structure and length. For the top level concerned with the policy formulation, the orientation may have to be in the form of short duration seminar or discussions. The middle personnel group comprising officers of the District and project level should have more intensive training of about 2 to 4 weeks duration. Lastly, coming to the field level functionaries of various departments whose number is very large, orientation programmes may be of two types. Firstly, there may be a universal programme to cover the entire personnel within short time. Secondly, there should be more intensive orientation training of selected personnel to cover the wider area.

#### *Implementation of special component plan schemes*

While the States and UTs have accepted the strategy of the Special Component Plan, it is our view based on the experience of the last four years that all of them have not been able to implement the Special Component Plan Programmes satisfactorily. The four major causes identified by this Working Group for such a state of affairs are as follows :—

- (1) In several States the implementation of schemes under Special Component Plan has suffered a good deal primarily because the physical and financial targets under various sectors were not disaggregated and communicated to the district and block levels by the Departments concerned. *This Group, therefore, recommend that this disaggregation physical and financial of targets by each Department should be made at the beginning of the financial year, and communicated to the officers at the district and block levels.*

(2) It has also been observed that while sufficient funds may be available, the implementing agencies may be structurally so weak that they fail in absorbing large amounts under different programmes. *This Group therefore, consider it essential that each Department views the staff position at the field level and strengthen the implementing machinery wherever necessary, especially in those blocks/districts in which population of Scheduled Castes is relatively more than the state rural percentage so that the programmes do not suffer due to weak implementing machinery.*

(3) In many States the economic assistance given to Scheduled Castes is so small and insignificant that it would not have much impact in helping a Scheduled Caste family to rise above the poverty line within a reasonable period of time, say one to two years. *The group, therefore recommend that adequate dosage of economic assistance to each of the targeted families should be given. What is adequate should be judged from the answer to this question: "Is the amount spent/assistance given such that it would really raise the income of this particular Scheduled Caste family to well above the poverty line a period of one to two years?" If the answer is in the negative one has to choose from the other alternatives; if the answer is in the affirmative, the implementing agency should go ahead with the implement of the programme.*

(4) One important reason why a programme may not have satisfactory impact is because it may be implemented in isolation, without taking into account the necessary linkages that are basic to its success. For example, giving of milch cattle is a popular scheme but it can be successful only when the animals given are of appropriate breed and healthy, are kept in a clean cattle sheds and are given adequately nutritious food. The Scheme would involve veterinary coverage for the animals and arrangements for collection and transportation of milk which necessitates its linkage with milk routes. The beneficiary may also be required to undergo some training before he can take full care of the valuable animals. *This working Group, therefore, are of the opinion that in respect of each programme, the main Department concerned should prepare a check list for the use of field officers. The Deptt. should insist that all the points should be checked up before a scheme or programme is stated to have been implemented. These deficiencies have been pointed out by the Government of India earlier and should not be allowed to continue.*

### *Responsibility of the Implementing Officers*

While at the district level, the responsibility of getting the requisite programmes implemented in the field rests with the District Collector in a general way, the specific responsibility has got to be placed on the district level officers and at the block level officers and VLWs of the block in their respective jurisdiction. These officers will have a number of programme for Scheduled Castes under Special Component Plan and programmes for the poorer sections in general at hand. They have to be made to think that programmes under Special Component Plan are programmes of high priority and even when attention is being given to various beneficiaries, the Scheduled Castes beneficiaries receive personal attention by way of advice and guidance. They should be available to help them in overcoming difficulties relating to poor implementation and ensure that the scheme put up on the ground has been so put that it would make a success immediately after the gestation period is over.

Once a scheme has been grounded in all respects in accordance with a check list and is considered to yield benefit in normal course, a regular follow up action is necessary. At present, it is found that in most of the States follow up of schemes is not being done satisfactorily. This Group, however, consider this aspect important and think that the officers concerned at different levels should regularly inspect the Special Component Plan programmes. They should satisfy themselves that the implementing officials at the field level have full knowledge of the progress of schemes and of the beneficiaries. They should encourage their juniors in having a regular and periodical dialogue with the beneficiaries. It is only with the regular follow up and a determination to make the programmes a success that the Scheduled Castes beneficiaries could really be helped with a gradual flow of increased income. This, of course, is the main purpose of poverty alleviation programmes for Scheduled Castes.

### *Need for Regular Inspections*

The Prime Minister in her letter of October 4, 1952 addressed to the Chief Minister stressed the need for intensifying inspections of programmes. The State Governments she had written, must intensify the inspection arrangements of development schemes included in the programme. In recent times, insistence on touring, night halts and inspections by Senior Development Officers has been neglected. Steps should be taken to cross verify the results reported by a Department as well as the evaluation of the quality of performance.

In spite of their busy schedule the senior officers of the State Governments and U.Ts. should make it a point to visit an area and inspect the Special Component Plan programmes at least once in a month, so that the quality of implementation can be seen and steps taken to apply correction measures as the schemes go along.

### Preventing Multiple Counting

In the family benefit oriented programmes, if more than one Department is involved, there is the possibility of double or multiple counting of Scheduled Caste beneficiaries. The Ministry of Home Affairs have been impressing upon the States/UTs to issue instructions to the field staff as to how to overcome this difficulty. Several States have already done so; a few others are yet to follow suit. This Group, however, feel that this problem should be given the attention it deserves and matter should not be left alone after the issue of instructions. The inspecting and monitoring officers should make it a point during their tours to find out how the Scheduled Caste beneficiary families are being reported upon and included in the total number of Scheduled Caste beneficiaries for a particular month through sample checks.

### Monitoring of Special Component Plan Programmes

Before the Special Component Plan strategy was adopted for the Scheduled Castes, important programmes for the development of Scheduled Castes were mainly under the backward classes sector. There were certain periodical reports and returns prescribed by the Ministry of Home Affairs. The progress of schemes was also discussed periodically in performance and review meetings. But no monitoring system as such was evolved or developed. With the coming of the Special Component Plan programmes in action, their regular systematic monitoring has become absolutely essential. Monitoring would *inter alia* include the following :—

- (a) The receipt of progress information from operating and implementing levels;
- (b) Its appraisal in terms of financial and physical performance as compared to targets;
- (c) Identification of shortfalls, bottlenecks and lagging areas, causes for shortfalls, problems and difficulties faced by implementing levels and anticipating future shortfalls as well as problem areas;
- (d) Examining the effects of these shortfalls and problems on the completion of the given projects as per estimates of time and cost, and also on inter-related and inter-dependent programmes/projects/sectors.
- (e) Appraising the overall progress of the State economy through selected indices and relation to targets laid in the plan documents, re-defining and re-adjusting targets wherever necessary, re-allocating resources and priorities and taking other appropriate action;
- (f) Sending feedback information to the implementing levels for initiating corrective action with a view to bringing the lagging projects/programmes back on course;
- (g) Reviewing the corrective action taken at the implementing level in response to the above feedback;

- (h) Building a data bank and store house of progress information which should provide information as and when needed in the future; and
- (i) Feeding the higher levels in the State Governments, Central Ministries, Planning Commission and other concerned agencies with the up-to-date progress information as may be required.

Thus, in its broad concept, monitoring will not only include the quantitative appraisal of performance in relation to targets but also qualitative assessment as to whether the objectives of the programmes/schemes are being fulfilled or are likely to be fulfilled. Monitoring will, thus, include concurrent evaluation of the programmes/projects as well. However, it will not include either ex-ante project/programme appraisal or post-implementation evaluation although it will have direct relationship with both.

Monitoring is essentially concerned with proper implementation of the plan. On the evaluation side, the results of continuous monitoring during the implementation stage will provide part of the data required for post-implementation evaluation of projects/programmes. If the monitoring and evaluation set-ups are properly integrated, the duplication in data collection in relation to implementation of the same programme/schemes could be avoided and one set of data could be utilised to serve both purposes, particularly as these two exercises are to be undertaken at different points of time.

Since monitoring is an effective tool to planning and implementation, the monitoring process will need to be established at appropriate levels in order to feed directly the concerned authorities. In a State, the top most level of monitoring could be at a central point where overall progress of the State's performance could be watched, resource allocation and priorities examined, inter-sectoral linkages established and the inter-project and inter-programme implications of bottlenecks, shortfalls, delays etc. analysed. The Commissioner and Secretary, Harijan Welfare Department is the coordinating authority for the Scheduled Castes at the State level. This Central authority, therefore, could be such Central point. The next level of monitoring could be that in the technical/subject departments in the States such as agriculture, irrigation etc. These could serve as the focal point for the sectoral monitoring. This will provide the input information to the central unit. Within the sector, monitoring may have to be undertaken at a number of hierarchical levels so that at the bottom most level in the department each executing officer has a properly established monitoring sub-system with full details about its activity and control. In addition to this monitoring on the vertical planes, flow of progress information on horizontal level both within each department and from one department to another will have to be established. Apart from the monitoring on the functional or sectoral basis, there will also be need of monitoring on special basis e.g. taking all the projects and programmes in one geographical area.

### Reporting levels

In regard to the Scheduled Castes development it is suggested that the following three reporting levels may be adopted :—

- (a) Level III Reporting—Generated and utilised at District level or planning, decision-making and control—Provide data base for next Level II Reporting.

We are not suggesting a level below district because it is felt that the interspersed nature of habitation of the benefit groups (Scheduled Castes) would make it difficult to prescribe a uniform pattern of reporting for below district levels. The district coordinating authority could, however, collect information from below formations relating to particular items as the local situation demands.

- (b) Level II Reporting—Emanating from the District level and submitted to the respective sectoral subject departments at the State Government level in respect of concerned programmes and in totality to the Secretary, Harijan Welfare.

The submission of returns by the district level authority to the subject departments will enable those departments to keep a regular watch over programmes concerning them. A Report in totality to the Secretary, Harijan Welfare will enable him to monitor all aspects at State level in a coordinated manner.

- (c) Level I Reporting—Emanating from the respective sectoral subject departments at the State level and submitted to the concerned Central subject departments|Ministries and from the Secretary, Harijan Welfare to the Ministry of Home Affairs.

The sectoral subject departments both at the State and the Centre will be responsible for the programmes under their charge. The Secretary, Harijan Welfare at the State will submit a consolidated report to the Ministry of Home Affairs which is in overall charge at the Centre for the development of the Scheduled Castes.

### The Report Format

It is needless to point out that the report formats will need to be developed on the basis of monitoring information requirements at various levels. At present a major problem is the existence of voluminous reports with mass of data while the required progress information is generally not easily available. *It would thus, be necessary to prune the existing reports and data, streamline them to very simple and brief formats (preferably one to two pages only) which could be easily filled and supplied by the reporting agencies. These brief reports should generally cover physical progress against targets, financial achievements against target, shortfalls, delays, problems and bottlenecks, action taken and action required at higher level.*

### Nature of Data to be collected

The SCP programmes involve three types of data (i) family oriented programmes of poverty alleviation, (ii) infrastructural improvement in Scheduled Castes Bastis and (iii) other programmes such as under education and programmes relating to social welfare and other activities for Scheduled Castes. In so far as poverty alleviation programmes are concerned it is necessary to have a regular monthly flow of information on the number of Scheduled Castes families economically assisted both under IRD and non-IRD programmes. This, therefore, is considered as the major item of reporting in the Monthly Progress Report (MPR). Such reports required every month by the Ministry of Home Affairs, Planning Commission and the Prime Minister's Office as they also form part of the Prime Minister's 20-Point Programme (Point No. 7A).

The progressive expenditure and the infrastructure improvement in Scheduled Castes Bastis are items which can be covered every quarter in data obtained in the Quarterly Progress Report. It is essential that the States and Union Territories should give considerable attention to the QPRs. The Quarterly Progress Report should be considered of high value as it shows the actual performance throughout the State, areas of shortfall and problem areas. These reports actually enable the State Governments to review the progress of the ongoing programmes on the one hand and take corrective measures, wherever necessary, on the other.

The two sets of proformae have been now accepted as the instruments for progress reporting by the States and fulfil the Ministry's need for obtaining data on Special Component Plan programmes. Apart from this, however, the entire Special Component Plan programmes are, reviewed in the Annual Plan meetings when various points such as shortfalls, bottlenecks and future strategy are discussed in detail. *This Group are of the opinion that the State Governments may adopt these proformae for monitoring information from the field with such modifications as they may deem necessary.*

The set of proformae now suggested is purely from the monitoring point of view. Therefore, it presupposes that the present system of calling for information from various sources by various agencies will continue to be effective for particular purposes e.g. information necessary for administrative approval, sanction, periodic statistical returns etc.

*All the States should be required to make a comprehensive half yearly review. Preferably such reviews should be made by the Chief Secretaries and the Chief Ministers in the respective States. Necessary directions should be given to the District Collectors|State Secretaries and through them to the field level officers to speed up the programme through over-coming financial, technical and other difficulties.*

### Periodical Reviews by Chief Secretaries and Chief Ministers

It has been found that in the States and Union Territories in which the Chief Secretaries and Chief Ministers regularly review the Special Component Plan

programmes the progress made is quite satisfactory. This Group consider it essential that the *Chief Secretary should review the SCP programme at least once in two months and Chief Minister every quarter.* Unless the required urgency is shown and pressure built up from the top, the SCP programmes are likely to be treated in the routine manner which would not be in the interests of the poor Scheduled Castes who deserve timely attention in greater measure.

#### *Monitoring at Central level*

As regards monitoring of various programmes undertaken for the development of Scheduled Castes at the Central level, a beginning has already been made by constituting a small Cell in the Ministry of Home Affairs with a Joint Director, one Research Officer and two Senior Investigators. While sanctioning this skeleton staff, it was thought that the position would be reviewed after the various SCP and other programmes gain momentum. As discussed in the preceding paragraphs, 20 States and 4 Union Territories have prepared SCP for Scheduled Castes, in addition to the similar exercises made by some of the Central Ministries/Departments. Apart from this, the Various Centrally Sponsored Programmes have also expanded considerably and these are likely to be further expanded during the Seventh Plan with increased allocation. These programmes have also been reflected in the New 20-Point Programme of the Prime Minister. It is now high time to expand the existing Monitoring Cell in the Ministry of Home Affairs so that a full-fledged Monitoring Cell may function in order to monitor progress of all the programmes undertaken for these communities. *The Working Group therefore recommend that the Monitoring Cell may be suitably strengthened by adding the additional posts of a Director 1 Joint Director, 2 Deputy Directors, 2 Research Officers and 2 Senior Investigators in addition to other supporting staff.*

#### **EVALUATION**

Evaluation as the means to find out how a family or a group as institution has changed over a period of time due to the governmental and other assistance acting as a change agent. The objective of the entire Special Component Plan strategy is to improve the economic and social structure of the Scheduled Castes, and evaluation, therefore, of some selected programmes and their impact on the Scheduled Castes is necessary. One way of evaluating the programmes is to find out how much money has been spent on a particular programme without any attempt to know as to what that money has done to poor Scheduled Castes. This however, is purely an administrative approach to judge the progress of a scheme.

*Evaluation, this Groups... feels should be both quantitative as well as qualitative in character and it must be concurrent as well as at post-implementation stage. Concurrent evaluation must bring out how many Scheduled Castes families have really been able to cross the poverty line over a period of time. It must also tell which are those families and it must*

clearly show which families still remain below the poverty line and why. This should be the purpose of all concurrent evaluation directed towards family oriented programmes or the development of Scheduled Castes. *Similarly the State Governments should also evaluate the progress of infrastructural development in Scheduled Castes Bastis and list out those villages|localities|hamlets which continued to lack even such basic necessities of life as supply of drinking water and primary health facilities.* It is an irony that even after 35 years of independence we do not know which are the Scheduled Castes localities in each State which do not have drinking water facility, nothing to say of electricity.

Concurrent Evaluation of programmes by specialists has got its own merit though quite often their reports have much academic orientation. This Group recommend that the evaluating reports should be matter of fact, bringing out in bold relief what has actually been achieved and the areas where the SCP has failed and the reasons for failure. It is only then that matters can be improved for purposes such as indicated above.

*The Group feel that the States should be able to make use of the existing implementing machinery and their research and statistical departments for this purpose.*

While concurrent evaluation is necessary for applying correctives well in time to achieve the targets, post-implementation evaluation by non-Government agencies is essential for a thorough knowledge of the empirical effects of the developmental programmes on the Scheduled Castes families and their social milieu. The results of such evaluation often show the way to better planning, coordination and measures to overcome programme difficulties and may even result in reorientation of policies.

#### *Research and Training*

Research is a pre-requisite for planning and formulation of development programmes for the Scheduled Castes. So far, however, very little work has been done in this field except some sporadic studies by some of the Tribal Research Institutes, Anthropological Survey of India and the Universities. The Registrar General of India, however, made an attempt during the 1961 census to prepare some village Monographs pertaining to some of the Scheduled Caste communities but that too could not be continued during the subsequent censuses.

The situation at present is that while considerable research work has been done on the socio-economic life and developmental problems of the Scheduled Tribes, there is dearth of similar research studies on the Scheduled Castes.

2. With the adoption of the strategy of the Special Component Plan which has given a new dimension and new thrust to Scheduled Castes development, the need is all the greater today to undertake research

studies among the Scheduled Castes. Such researches would fall in the following categories :—

- (i) Action-oriented research studies of short duration which would directly help in planning and formulation of suitable programmes in relation to specific areas, taking into consideration the needs of the Scheduled caste people, ecological system, state of their economy and existing infrastructure. Such research, for example, can be undertaken for the scheme of social forestry. It should, inter alia, survey the availability of waste land, the water resources, the climatic conditions, the choice of trees to be planted, the Scheduled Caste families to be covered and so on. It should forecast how the project should be put on the ground and how it would add to the income of the Scheduled Caste families. Similarly, a small team comprising social scientists and technical persons can survey the possibilities of providing irrigational facilities to the fields of Scheduled Castes where good number of Scheduled Caste lands lie in close proximity. In fact, if this work is expanded, the entire district and gradually the State could be covered with plans of irrigation links to Scheduled Castes fields over a period of time. But unless such field work has been done and results of survey reduced to numerous maps and the kind of irrigation potential that is going to be made available, the scheme would be implemented only on an ad-hoc basis, without a proper plan.
- (ii) The other area of research would be the study of impact of various programmes under Special Component Plans on the economic and social life of the Scheduled Caste people. We need reports on how the developmental programmes are improving the quality of life of the Scheduled Caste people. Such studies can be on sample basis and could assess the impact of specific programmes such as IRD, NREP, the programmes of the Scheduled Castes Finance and Development Corporations and so on.

There are certain areas of development where our information is very scanty. To take an example, considerable land has been allotted to Scheduled Caste during the past Five Year Plans. But we are not fully aware where the land allotted to Scheduled Castes continues to be in their possession or not, whether it is being cultivated by the allottee, whether any improvements have been made on the land, what were the inputs provided by the Government and whether income generated is sufficient to meet the needs of the family and allows some saving. Then may be cases of land alienation and there may be areas in a state where land alienation among Scheduled Caste is high. Such areas must be identified and

suggestions may be made to overcome the problem of land alienation among the Scheduled Castes. Land gives status to a Scheduled Caste family; it also gives security but it is also often a cause for atrocities on Scheduled Castes. Our knowledge about this linkage, i.e., land and the atrocities is poor; the problem has got to be studied in detail so that certain concrete and meaningful steps could be taken.

Another field in which researches could be undertaken is the Cooperative Sector. In so far as Scheduled Castes are concerned, we do not know what cooperatives are contributing towards the development of Scheduled Castes. Certain States like Assam and Tripura have Cooperatives of Scheduled Caste fishermen and studies can be made of the working and impact of these cooperatives on the Scheduled Caste families. These are only a few examples; many more could be added to the list.

- (iii) A third area of research on the life and problems of Scheduled Castes would be researches on the Scheduled Castes belonging to different occupational categories. There is great dearth of data on the life style, work and changing universe of small and marginal farmers among the Scheduled Castes the agricultural labourers, the weavers, the fishermen, the cobblers and so on. Such studies would enrich our knowledge and would help the planning machinery to tackle their problems in a better way.
- (iv) Lastly, there are certain Scheduled Caste communities, which are still living a semi-nomadic or nomadic life. Some of them are known to be professional dancers, singers, jugglers and makers of small artefacts. Almost nothing has been done for them so far, yet they need support to rise above the poverty line on a priority basis. Their needs and progress is a significant area of research.

The State Governments, in our considered opinion, should include a scheme of Research on Scheduled Caste in their Annual Plans and should establish a wing in the existing TRIs or establish new Research Institutes for studies on Scheduled Castes. We also recommend that the States such as Uttar Pradesh and Bihar having sufficient Scheduled Caste population may take steps to set up such Institutes during the Seventh Five Year Plan for this work. They are also advised to promote research through the University Departments and independent research bodies/centres or Institutes.

At the Government of India level, research studies on Scheduled Castes should be promoted by the Ministry of Home Affairs. Universities through the University Grant Commission and the Registrar General of India through their research organisations and also by giving liberal grants to research Institutes.



A list of important areas in which studies should be made immediately in the Seventh Five Year Plan is suggested below :—

#### *Illustrative List of Subjects*

1. Impact of various developmental programmes on occupational groups, namely leather workers, weavers, fishermen and other artisan groups.
2. Study on land allotment to the Scheduled Caste landless families and its impact on the beneficiaries in raising their income.
3. Study of Harijan bastis to identify gaps in essential needs.
4. Role of Scheduled Castes Development Corporations in generating income of the Scheduled Caste families throughout the year.
5. List of village arranged in rank-order on the basis of the largeness (net percentage but absolute number) of the Scheduled Caste population.
6. Problem of drinking water in Scheduled Caste basis.
7. Unemployment and under-employment amongst the Scheduled Caste youths in (a) rural areas and (b) urban areas.
8. Problems of the most backward among the Scheduled Caste communities and impact of various developmental programme on them.
9. Study on the impact of specific programmes like I.R.D., NREP., etc on the Scheduled Caste families enabling them to cross the poverty line.
10. Socio-economic conditions and impact of developmental programmes on the vulnerable groups of Scheduled Castes.
11. Sociological aspect of causes leading to atrocities on the Scheduled Castes.
12. Problem of indebtedness bonded labour and non-payment of minimum wages.

others engaged in the implementation of developmental programmes at the village and Block level.

(ii) *District Level* : This includes district level officers like Agricultural Officer, Industries Officers, Harijan Welfare Officers and other officers who are assigned the task of implementation of various developmental programmes at the district level.

(iii) *State Level* : The officers at the State level will include the technical and non-technical officers of the State level who have to deal with the planning formulation and implementation of various developmental programmes.

Some of the State Governments|Union Territory Administrations have already organised such programmes but so far the output has been very small. Often at the field level even the full meaning and implications of the Special Component Plan strategy is not quite clear to the officials implementing the programmes for the Scheduled Castes. Similarly, there is a feeling that except a few, none of the officers at the District level are fully acquainted with the mechanism of flow of funds for Scheduled Castes from various programmes under the Special Component Plan. Some of the officers are not even aware of the problems of the Scheduled Caste communities, and, therefore, it becomes very difficult for them to chalk out suitable programmes for Scheduled Castes or implement them in right earnest. It is desirable that the State Governments/ Union Territory Administrations organise suitable short-term training programmes for officers at various levels who have been assigned the task of implementation of various programmes for the development of Scheduled Castes. Such programmes will have to be organised by all the concerned Departments like Agriculture, Industry, Rural Development, Health, Housing etc. The Central Government which is providing financial assistance for such programmes either through the Centrally Sponsored schemes or through other programmes, may ensure that there is a in-built system in the scheme itself which may provide short-term training to such officers.

#### TRAINING

The major responsibilities for ensuring and facilitating the successful implementation of the developmental programmes for the Scheduled Castes falls upon the State and Central Governments. It is, therefore, essential to organise suitable training programmes for the officers who are responsible for the implementation of developmental programmes for these communities. The training programme can be undertaken at the following levels :—

(i) *Grass-root level* : This will include training of short orientation courses for BDOs, Extension Officers, VLWs and

Training should also include in its curriculum the understanding of the role of human factor for rural development. Poverty and social injustice being the main hurdles to rural development, the major objective of the programme content for rural development should be the development of the people. The people as a whole should be the main instrument for tackling the problems of the rural development. It is essential for the poor in the rural areas to be aware of their dignity and role in the socio-economic activities. Climate should be created wherein the poor would be able to discover their potential for initiating the process of their own development. It is basically a task of organising people to ensure their participation in the development



process in an effective manner; and the training should have the following objectives :—

- (1) to create an understanding of the role of human factors in the effective management of the development programmes for the rural poor, particularly the Scheduled Castes;
- (2) to help in appreciating the problems of human interactions and in understanding the role of organisational set up; and
- (3) to devise method of participation for a congenial group action within the organisation of the poor.

We therefore, recommend that :—

- (i) The Secretaries and the other Secretariat Officers dealing with the welfare of the Scheduled Castes should be given whole time charge of the Department so that they could give whole-hearted attention to the matters relating to Special Component Plan for Scheduled Castes and other welfare schemes.
- (ii) A Coordinating Committee should be set up at the State level under the Chairmanship of Chief Minister for reviewing the progress of implementation of the Special Component Plan programmes.
- (iii) At the District level District Collector should be the Chief Coordinator and overall incharge for proper administration of this programme.
- (iv) A Committee at the District Level under the Chairmanship of the Collector should be constituted for monitoring and ever-seeing the progress.
- (v) The block should be the basic unit of implementation and to follow up the programme. This agency needs to be suitably strengthened.
- (vi) There should be integration of administrative units responsible for the implementation of Special Component Plan so that a rational line of command is evolved.
- (vii) As a part of infrastructural development adequate financial provisions should set apart for educational and health institutions, communications.
- (viii) Suitable cadres of persons committed to work in the difficult areas for long tenures should be built up.
- (ix) In States having sizeable Scheduled Castes population it should be possible to have sub-cadres within selected State cadres

whose members should have an obligation to serve in areas where Special Component Plan Schemes are being executed for a period of 5 or 10 or 15 years.

- (x) Special Recruitment of cadres of scarce persons should be made with the conditions that the persons recruited would have to serve backward and remote areas for a prescribed length of time. Preference should be given to local persons even by relaxing minimum qualifications wherever necessary.
- (xi) The State Governments should set up Screening Committee for the selection of useful personnel.
- (xii) In order to overcome the problem of frequent transfers such officers who are due for promotion should not be transferred out by given promotion on the post-itself.
- (xiii) As a part of non-monetary incentive recognition of service in remote and backward areas should be given by making an appropriate entry for each year of service rendered in backward areas in the record of the officer.
- (xiv) Recognition of service in remote and backward areas should be done by grant of suitable awards.
- (xv) Graduated scale of monetary incentives should be worked out. The criteria for Special allowances and liberal facilities should be related to unaccessibility, unhealthiness of the locality, lack of medical facilities, lack of educational facilities, lack of residential accommodation and lack of entertainment facilities.
- (xvi) Keeping in view problem of residential accommodation for Government employees posted in backward areas the State Government should consider the grant of suitable house rent allowance.
- (xvii) The State Governments should interduce the grant of Children's educational allowance in case of Government employees posted in remote and backward areas.
- (xviii) Liberalised scale of casual leave should be introduced.
- (xix) Liberalised leave travel concessions should be allowed.
- (xx) There should be universal programme to train the entire personnel concerned with the Special Component Plan. Secondly, intensive orientation in training of selected personnel should be imparted.

## CHAPTER XIII

### ROLE OF NON-GOVERNMENT ORGANISATIONS AND PUBLIC PARTICIPATION

The development effort has so far been too chequered to make a significant impact on the condition of the Scheduled Castes. The task is so gigantic that we have to take help of all possible agencies, and not rely only on governmental effort. This is where the important role of Voluntary Organisations, Agencies, Workers and public participation comes in.

2. There is a long-established tradition in India of social service and voluntary organisations or agencies which if properly organised and structured could fill in the missing gaps and help the State in correcting the biases which have crept into our on-going programmes and projects, meant for the betterment of the lot of the Scheduled Castes. Voluntary effort (workers, organisations and agencies) will also help conscientise these communities, so as to enable them to articulate and later build positively on their aspirations. This will enable release of latent energies of these masses which could be effectively channelised for their self-betterment.

#### II

3. Despite the long established tradition of voluntary effort, there is a some misunderstanding on the *identification* and *role* of voluntary agencies—even after three and a half decades of planned effort. It is, according to a widely-held view, an incorrect assumption that any activity outside Government which is non-governmental is 'voluntary'. In the non-governmental sector there is need to differentiate and distinguish between cooperatives, farmers societies, religious, social/cultural organisations and voluntary agencies (working in rural areas towards their development or the poverty-alleviation of the rural masses). Till recently there has been no attempt to clear the confusion, only recently the Planning Commission has sought to clarify on this. The Commission has laid down the following criteria for the "Voluntary Agency", working in the field of Rural Development;

- (a) It is registered under the Registration of Societies Act, 1860, or equivalent enactments of States;
- (b) It is based in a rural area and has been working there for 4 to 5 years;
- (c) It has professional and managerial skills to produce regular audit statements and reports for funds received from Government;
- (d) It is not linked, directly or indirectly to any political party and anyone holding public office through a process of election is not qualified to represent voluntary agencies (on forums exclusively meant for them);
- (e) It is explicitly committed to secularism, socialism and democracy--it has declared

that it will adopt only legal and non-violent means for rural development purposes; and

- (f) It has been implementing anti-poverty, minimum needs and economic development programmes, and other related activities designed to raise awareness levels of families living below the poverty line and leading to an improvement in the quality of their lives.

All these are unexceptional, and the Working Group recommends that it will be worthwhile if these are accepted by all the State Governments.

4. Besides this, we need a similar consensus on the areas of operation of these voluntary agencies, which has enlarged a great deal in the recent past. A number of voluntary agencies by their sincerity and professionalism) have shown that it is clearly possible to reach out to large sections of population with limited resources, with much fewer overheads and with greater community participation. A number of examples could be cited all over the country where State/Central Governments have been shown a new more functional delivery system, which is adopted by them could enhance greatly their programmes' effectiveness.

5. To enumerate briefly, the role of voluntary agencies\* could be as under :

- (a) To 'set an example' in the fields of agriculture ('barefoot technicians' of Kerala's Gandhi Smarak Nidhi), comprehensive rural health programmes (using illiterate and semi-literate women, as done in Jankhed, Maharashtra), self-employment for petty female entrepreneurs (in Gujrat and other States), low cost housing (Study Action Group of Ahmedabad), repair and maintenance of drinking water installations (SWRC in Ajmer district of Rajasthan), promotion of low cost bio-gas technology (AFPRO), training teachers in science education through government schools (Ekalvya in M.P.) and a host of other examples. The number of agencies, working in newer areas is proliferating rapidly.
- (b) To supplement government effort.--not by way of competition. An attempt to offer the rural poor choices and alternatives.
- (c) To be the eyes and ears of the people--to give a reliable feedback to government planners and policy makers for making mid-course corrections or adapting on-going programmes/projects to cater to the community-felt needs.

\*We are indebted once again to the Planning Commission here.

- (d) *To activate the 'system'*—and make it move, to respond to the felt needs of the rural poor. To ensure that special legislation like the Minimum Wages Act, The Abolition of Bonded Labour Act, The Protection of Civil Rights Act etc. are being adhered to.
- (e) *To disseminate information*—to make up for the lacunae at the field level regarding Government enactments/policy etc. and to ensure that the latest government instructions/statutes schemes are followed in the proper spirit by lower level functionaries.
- (f) *To show how local/indigenous resources could be*—used for self-development to remove the gross underutilisation of human and other resources by their guidance and example. The voluntary agencies must remove the aura of 'mystique' involving the development/technological process.
- (g) *To train a cadre of grass-root/village workers*—with induction of professional expertise and scientific knowledge, so that the villagers can help themselves without over-emphasis of inter-mediarics.
- (h) *To mobilise financial resources of the community*—promoting self-reliance for anything given free is not appreciated.
- (i) Last, but not the least, *to mobilise and organise the poor*—so that they can demand their due vis-a-vis the quality of services provided and by imposing some sort of accountability on the lower/village-level staff and functionaries.

6. Hence, as would have become abundantly clear by now, the emphasis will be on voluntary agencies/workers who will be using professional and managerial expertise to deliver the rural development objectives. These agencies will be providing technical and socio-economic services, using village resources, local skills and knowledge for purpose of constructive development. Technical services (to cite a few examples) like installation of handpumps for drinking water, social forestry, environmental protection, cheap (and appropriate) rural housing, bio-gas installations, smokeless chulas, use of solar and wind energies can be effectively handled, given the bare minimum of training and guidance by small groups of well-intentioned and motivated volunteers/workers. They will also be raising the awareness of the rural poor, by conscientising and organising them through non-formal and informal education of different types. Some conflict is inevitable in this process, but it cannot be helped if we are to wake (or shake) up the rural masses and to channelise their latent energies. The Working group recommends that this new perspective to voluntary effort is accepted by the State Governments.

III

7. If we accept this new perspective or strategy regarding voluntary efforts through which the volunteers from amongst the rural masses (be they farmers, rural artisans, agricultural labour or bonded labour)

are enabled to upgrade their skills and given the tools to become better citizens (or enabled to stand on their feet) the hiatus between the 'giver' and the 'passive receiver' will be removed. Not only will the poor performance of rural development programmes improved/appear, we will be arousing in the hopeless poor the ability-to-help themselves-development or leaderships and organisation of the poor will naturally follow. The charity/does mentality will have to give way to the development mentality if we are sincere regarding building our human resources. This will also remove the communication-credibility gap between the planners, the implementers and beneficiaries and lead to the generation of a healthy atmosphere and goodwill between voluntary effort/agencies and the government apparatus.

8. Much has been written about the need of a sympathetic attitude of bureaucracy. We think the time has come to give recognition to the changing attitude of (at least) a section of this monolith. The suggestion made regarding providing sabbatical leave needs to be pursued further.... We already have relevant provisions for the grant of 'study leave' in the service rules of different All India, Central and State Services. It may be possible to provide a three-year sabbatical for purpose of working in rural areas, possibly in association with recognised NGOs/Voluntary Agencies; the period being extendable to five years in case the Government Servant finds his inclinations/motivations are well suited to helping the rural poor. This will also enable identification and nurturing of rural leadership so that once this is achieved in a project or area, the civil servant can, with satisfaction, revert to his old job or else move to another field/area. The possible difficulty which managers, or NGOs/Voluntary agencies face in the rural areas regarding establishing their bonafide will also not arise in case of senior/experienced civil servants moving into rural areas for purpose of voluntary effort.

9. The point requiring reiteration is the new awareness/realisation on part of the Government apparatus at the higher level. The proposal to set up State Level Consultative Groups of Voluntary Agencies, possibly under the overall umbrella of Peoples Action for Development (India) or PADI for short, is a worthwhile idea. This will provide a much needed forum for exchange of views between the State and the voluntary agencies and quick remedial action in case of distortions/misunderstandings. It would help a great deal if some sort of official sponsorship is extended to NGOs selected on the basis of proven record or service to the deprived integrity and competence after their programmes/projects along with the personnel executing them have been closely scrutinised at the State level. This association should be within the overall framework of the State Level Consultative Groups of Voluntary Agencies. The Working Group recommends that effort should be made to make these State Level Consultative Groups functional right at the initial stages of the Seventh Five Year Plan.

IV

10. It is understood that the Planning Commission is working on the finalisation of a functional scheme

which will specify the operational modalities of the inter-face between Government apparatus, the beneficiaries and the voluntary agencies/organisations. The scheme also envisages suitable financial and institutional support to the voluntary agencies so that more and more professionals/managers can be attracted to this very vast task of (national rural development. The aspects of training requirements (quality and relevance as opposed to quantity/extent are perhaps much more important) as well the need to devise a suitable Monitoring & Evaluation apparatus are also going to form a part of this exercise. We can only emphasise our concern that abundant care will need to be taken so that the training programmes/curricula to be devised are appropriate and the training programmes are based in the rural areas and do take into account the skills/awareness requirements of the target group small and marginal farmers, rural artisans, agricultural labourers, bonded labourers, etc.).

11. The preparation of suitable projects and schemes will be in two areas primarily:

I—For poverty alleviation and supply of social or minimum or basic amenities/needs; and

II—Economic development schemes using local resources (human and others) which could be supported by bank loans. Much of what has preceded relates to the former area. Nevertheless, the second area cannot be ignored for it is this area of financially viable (and bankable) schemes/projects which will generate additional incomes that will enable us to help the poverty stricken scheduled castes cross the poverty line. It will be necessary to provide (often) substantial subsidies, advantage of differential rate of interest scheme of the Ministry of Finance, and creation of marketing and other infrastructure through use of Special Central Assistance—if a large number of schemes and projects are to be formulated keeping in mind the diverse conditions which prevail in different sections/sub-sections of the Scheduled Castes, spread over vastly differing socio-economic conditions in the country. The Special Central Assistance, which totalled Rs. 600 crores only in the Sixth Five Year Plan, will perhaps need to be trebled (using the lower estimate at least for the Seventh Five Year Plan.

12. The role of the Centrally Sponsored Scheme of Share Capital Contribution to S.C. Development Corporation of the States, where the Centre provides 49 per cent to the States 51 per cent, will need to be greatly strengthened. The figure of Rs. 65 crores of the Sixth Five Year plan will have to be increased at least to somewhere around Rs. 300 crores—this will provide the much needed 'seed capital' by way of 'margin money' which in turn will help multiply the institutional finances to be procured from the Nationalised Banks. These Corporations are, at the present juncture, barring 2-3 exceptions, very weak as corporate entities. We need to provide effective leadership by way of competent M. Ds. and Company Secretaries to head them besides subject-matter specialists who will draw up a shelf of bankable schemes for each of the sectors in which the rural masses could be usefully engaged. The States' role by way of providing technical inputs like relevant technologies, designs and R & D will be very crucial, as also the supply of suitable marketing

avenues for the products to be produced by these new enterprises.

13. In the end, it will suffice to say that we must recognise the urgent need to accept the changing role of voluntary agencies/organisations. The time has come to involve all manner of voluntary effort and public participation if we are to achieve our target of helping all the SCs to cross the poverty line by the end of the Seventh Five Year Plan. For this we will need to make proper institutional arrangements which allow voluntary effort to flourish. Simplified procedures, freeing voluntary effort from the rigid (traditional) governmental format, removing the need to knock at the door of number of departments/organisations before final clearances are received. We will need to mobilise every kind of voluntary effort : the voluntary agencies/workers, the great potential amongst the rural populace vis-a-vis voluntary work and finally the different levels/strata of bureaucracy and public sector undertakings professionals. The Working Group is of the opinion that the mobilisation of voluntary effort will be a much needed supplement to government effort, without the enormous task of rural development and poverty alleviation cannot be achieved.

## VI

### *Removal of Untouchability and other discriminations—the role of education and mass-media*

14. The scheme of grants-in-aid to voluntary organisations was started by the Ministry of Home Affairs in the year 1953-54 for improving the educational and socio-economic conditions of the Scheduled Castes and Scheduled Tribes. The main purpose of this scheme was to encourage the voluntary organisations to help the Government in ameliorating the conditions of scheduled castes and scheduled tribes through voluntary effort. The principle that good voluntary organisation must not only be liberally assisted but consciously built up was fully kept in view. It was also decided that the Government of India will assist voluntary organisations of all-India character only i.e. organisations having activities in more than one State. Voluntary organisations of local character engaged in the welfare of scheduled castes and scheduled tribes at the State level were to be assisted by the respective State Governments/U.T. Administrations.

15. The grants to voluntary organisations are being given for propaganda and publicity for the removal of untouchability, and to the Bhangi-Kashra Mukti programme, the Smaj Seva Kendras, and Balwadis. The educational programmes include Residential/Ashram schools, maintenance of hostels for boys and girls, type-writing and short-hand centres, social education centres, Social Welfare and Education Centres, and Night Schools. Some of the Voluntary Organisations also took up under this scheme different economic development programmes, as has been mentioned earlier. A few organisations also undertook medical and public health programmes

like maternity and child welfare schemes, hospitals and health centres/sub-centres, rural health care programmes, charitable dispensaries, medical relief centres, etc.

16. Under the scheme of removal of untouchability, the voluntary organisations appoint Pracharaks whose main job is to visit villages and contact the people and educate them about the evils of untouchability, organise public meetings, melas etc. on this subject and arrange functions like inter-caste dinners. The Pracharaks also help in getting temples, hotels, restaurants, barber-shops, public wells, taps, bathing ghats etc. open to scheduled castes. Publicity vans are used for organising film shows and other audio-visual publicity besides distribution of posters, pamphlets; etc. on the theme of removal of untouchability. Our past experience shows that the above measures have not proved to be very effective and have no lasting impact in combating the evils of untouchability.

17. A more modern, effective and dynamic system of propaganda and publicity against untouchability appears to be necessary. The most effective method for doing so is the use of mass-media like TV, radio and press. The media can play a very important role in changing the views of the people about untouchability and other social problems. It may be mentioned here that TV and radio have become very popular even in the rural areas. Special programmes, short feature films, dramas, short group-discussions, talks by eminent and religious leaders and similar other programmes on TV and radio will be more effective and ever-lasting than the old system of Bhajan and Kirtans as adopted by the voluntary organisations at present. The educational systems should also be geared towards this end. The Working Group is, therefore, of the view that the existing programme of propaganda and publicity, as followed by some of the voluntary organisations, may be supplemented and reinforced by asking voluntary organisations to take up more meaningful programmes in its place. The Ministry of Information and Broadcasting may be requested to take up special programmes for the removal of untouchability through the media of TV, radio, press etc., as one of the schemes under their Special Component Plan during the Seventh Five-Year Plan.

18. The role of Live Media through popular theatre is a valuable and inexpensive means of promoting

the consciousness of the people regarding social upliftment of Scheduled Castes and Scheduled Tribes. Popular theatre is meant to educate as well as entertain. The method of work is one that allows the audience to feel part of the act and to become involved in it. The contents should be taken from true life situations. This makes it easier for people to place themselves in the act and for them to understand their own situation more clearly. The aim of such an approach is to move people from apathy into awareness and finally action. Manpower availability is quite high and youth from urban and rural areas can be effectively trained in popular theatre to promote consciousness amongst the people in their respective areas. The feedback from the theatre programmes can also be useful and effective in the implementation of the strategies of the Scheduled Castes and Scheduled Tribes overall programme. Since there is no requirement of hardware it is recommended that such live media programmes should be initiated to tackle the problem of social upliftment of the Scheduled Castes and Scheduled Tribes, in rural and urban areas.

19. Similarly, the Bhangi Kasht Mukti Programme, as adopted by some organisations for educating masses for the conversion of dry-latrines into sanitary ones, can also be strengthened by suitable programme on the TV and radio and for this purpose more community listening sets and TVs may be provided to each of the village panchayats in the rural areas where it has not been provided so far. The help of INSAT-1B can be taken by the Ministry of Information & Broadcasting for TV broadcasts on the various programmes for removal of untouchability. The INSAT-1 Space Segment provides two nation-wide TV broadcast channels for (a) direct transmission for Satellite to augment community TV receivers in those rural parts of the country where direct satellite TV coverage has been deemed to be more cost-effective and (b) net-working of terrestrial transmitters. The Satellite TV signals for the two high-power S-band ponders are available all over the country. The Working Group recommends that the television facilities of INSAT-1B may be utilised for broadcasting programmes on the removal of untouchability, besides other facilities coming within the purview of the Information and Broadcasting Ministry.

## CHAPTER XIV

### SUMMARY OF RECOMMENDATIONS

#### CHAPTER IV : ECONOMIC DEVELOPMENT OF THE SCHEDULED CASTES

##### *Land Based Activities*

(1) The ceiling laws should be enforced with right earnestness to get all the ceiling surplus lands available in the hands of the Government for distribution among the Scheduled Castes landless agricultural labourers and marginal farmers, by drawing up a time-bound programme to complete it by the end of the Seventh Plan. The urgent need is to plug the loopholes in the ceiling laws effectively to ensure that none is allowed to retain land above the ceiling fixed by law.

(2) In the matter of distribution of ceiling surplus, other Government land and Bhoodan land, the SC landless agricultural labourers should get the top-most priority. In other words, all available surplus land in non-tribal areas should first be given to Scheduled Castes and only after fully meeting their requirements and the requirements of scheduled tribes, should allotments be made to others.

(3) By and large, ceiling surplus lands are of marginal or sub-marginal qualities, the States should take up development of such land with the State fund and then allot the same to the poor. Alternatively, while allotting such land to the poor Scheduled Caste the amount needed for land development should also be granted simultaneously to those allottees.

(4) Necessary input like seeds, fertilisers and irrigation water should be made available to allottees. In this context, the allotment should be made preferably in clusters to the SCs so that they can take advantage of many of the community facilities which are not otherwise available when the lands of SCs are scattered. Such a block allotment would help in having an organisation of the Scheduled Caste poor which would reduce the scope of leakages and malpractices. This would also help them in taking up compact and viable projects.

(5) Steps should be taken to set up special tribunals to handle land disputes and to bar the jurisdiction of law courts (including the writ jurisdiction of High Courts if constitutionally possible). The provisions of Article 323 B of the Constitution should be used for setting up such tribunals.

(6) Some effective penal provisions should be made in the existing land laws to deal with the encroachers or unauthorised occupiers on the land allotted to SCs.

(7) Steps should be taken to register the names of all share croppers and other insecure tenants in

the land records within a very short period. In this context, the experience of "Operation Burga" in West Bengal during the period 1978-81 may be recalled the similar Schemes taken up in all the other States and UTs.

##### *Animal Husbandry*

Animal husbandry schemes especially poultry and dairy with the variations like goateries, piggery etc. should be taken up in a bigger way by the States for the landless agricultural labourers and marginal cultivators among Scheduled Castes. SC families should be identified in clusters village-wise on the basis of the size of the population of SCs in absolute numbers as has been done in States like Andhra Pradesh.

##### *Fisheries*

The Department of Fisheries/Fisheries Development Corporations of the State Governments should take particular care to organise the fishermen, supply them with fishing nets and boats and arrange for marketing in a collective way either through cooperatives exclusively of SC fishermen or some other similar organisations. Appropriate measures should be taken by them to set up ice factories necessary for the preservation of coastal marine catch in the co-operative sector.

##### *Forestry*

All forest waste land should be allotted to Scheduled Castes and Scheduled Tribes families staying in the areas adjacent to such lands. Such lands should be used for growing fruit trees with usufructory rights by tying up such programmes with the NREP.

##### *Minimum Wages for Agricultural Labourers*

Minimum wages for agricultural workers should be strictly enforced and for this the machinery should consist of adequate number of properly trained personnel at the field level with the right type of attitude.

##### *Integrated Rural Development Programme*

A minimum of 50 per cent of the IRDP fund should be utilised for the Scheduled Caste families and at least 50 per cent of the beneficiaries should be of the Scheduled Castes.

##### *National Rural Employment Programme*

While much vest possibilities exist, it is understood that only a minimum of 10 per cent has been prescribed under National Rural Employment Programme



(N.R.E.P.) for works of exclusive and direct benefit for Scheduled Castes and Scheduled Tribes. This is obviously unjustified and at least 50 per cent of N.R.E.P. works, if not the whole of it, should be for works of the above type for the Scheduled Castes like drinking water wells in S.C. basties, development of agricultural lands of SCs, house-site development, construction of houses, construction of common work-places and of common facility centres, etc.

#### *Rural Landless Employment Guarantee Programme*

While creating durable assets for strengthening the rural infrastructure relevant works—directly and exclusively benefiting the Scheduled Castes—may be taken up as to ensure flow of benefits from the rural infrastructure to the Scheduled Castes. With a view to ensuring that the benefits under the programme reach the Scheduled Castes at least 50 per cent of the outlays may be earmarked for the benefit of Scheduled Castes.

#### *Bonded Labour*

(1) Voluntary organisations and social action groups working in different parts of the country should be involved in identification of the bonded labourers and also for taking up schemes and programmes for their release and effective rehabilitation.

(2) There is a Centrally Sponsored Scheme for the rehabilitation of bonded labour. Considering the magnitude and seriousness of the problem, the scheme should be made open-ended and should be linked up functionally with the schemes under IRDP, NREP, RLEGP and the like so that there is an effective pooling of funds to ensure that the assistance extended to their families are adequate. Adequacy of assistance per family is of great importance. If the assistance is not adequate, there is every likelihood of those released bonded labourers reverting to bondage once again defeating the very purpose for which the schemes have been taken up.

(3) The sense of helplessness and uncertainty among the bonded labour has to be removed. For this purpose, the State Government should initiate measures for social and psychological rehabilitation of the released bonded labourers *pari-passu* with the implementation of economic schemes. For this, necessary administrative arrangement at the district level and below should be adequately strengthened.

#### *Leather Workers*

(1) All the stages of activities starting from lifting of the dead animals through flayers and tanning and collection of bones upto the stage of finished goods should be organised.

(2) An advance study should be made of the traditional techniques adopted by the flayers and tanners. An economic survey should also be made to ascertain the income derived by the traditional flayers and tanners in the villages and the commercial value of the products at different stages.

(3) A scheme should be prepared for modernisation of tanning in the villages itself by transfer of technology now available with the research institutes.

(4) Perhaps the time has come when we need to set up an organisation similar to the ones for handlooms and handicrafts—it may perhaps be worthwhile setting up the office of the Development Commissioner for Decentralised Primary Leather Workers.

The Working Group recommends that action may be initiated (initial spade work done) to set up the office of the Development Commissioner as proposed above, which could be either under the aegis of Department of Industrial Department or Ministry of Home Affairs (SC BCD Division). Pending the establishment of the set-up of Development Commissioner (DPLW), the Ministry of Home Affairs should consider earmarking of a portion of the funds available under Special Central Assistance for the promotion/welfare of the primary leather sector—these funds could be rooted for the time-being through the Bharat Leather Corporation and the State Leather Development Corporations.

#### *Brick Kiln Workers*

Apart from strengthening the machinery for enforcement of minimum wages, there should be sincere efforts to organise or unionise them so that they can have bargaining power vis-a-vis the brick kiln owners. It is further recommended that ways are to be found out to set up co-operatives exclusively by brick kiln workers to run production process of brick kilns.

#### *Weavers*

1. Success achieved in the initial stage should be carried further by intensifying the activities of the Handloom Development Corporation, and wherever possible, having exclusive co-operatives of Scheduled Caste weavers. For this, the Ministry of Commerce, the Development Commissioner, Handloom, K.V.I.C. and the State Governments through there K.V.I.B. should be activated to take up time bound programme to cover all the Scheduled Caste weavers who are still un-covered.

2. Common service centres and house-cum-work places for the Scheduled Caste weavers should be further extended and made an integral part of handloom development programme.

3. A clear-cut programme should be taken up for updating the skills of Scheduled Caste weavers to bring them at par with other weavers to enable them to get the optimum benefit achieved through labour.

#### *Other Artisans*

The concerned Ministries at the Centre and the State Government Departments should take up survey of such artisans and draw up comprehensive schemes so that these artisans' skills are not only up-dated but their activities are linked up right from the supply



of raw materials up to the final stage of marketing thus eliminating the middle-men and profiteers.

#### *Unorganised labour in the Urban Sector*

1. The rickshaw pullers and cart pullers should be made owners of the means of their livelihood by enacting legislation prohibiting the ownership of carts and rickshaws by people other than the workers themselves.

2. In the case of construction workers, the Ministry of Labour should examine the problem of these workers in all its aspects and come up with legislative and administrative measures to provide security and regulate the industrial relationship between the contractors and the labourers.

### CHAPTER V

#### EDUCATIONAL AND HUMAN RESOURCES DEVELOPMENT

##### *Educational*

(1) The gap between the educational development of the Scheduled Castes and other communities goes on increasing as we ascend to higher stages of education and this gap is more pronounced in the case of females. There is also considerable wastage and stagnation in the education of Scheduled Caste children by way of drop-outs and repetition particularly in the first two classes at the primary level specially at the end of class I. The situation continues to be increasingly depressing through the middle school to the high school. There are still large number of children belonging to Scheduled Castes without any schooling. In order to increase the enrolment of children from these communities, the following measures are necessary :—

- (i) Provision of scholarship|stipend to all the children belonging to Scheduled Castes with 100 per cent coverage at all levels. The amount of scholarship should not be less than Rs. 40/- per month.
- (ii) Supply of free text-books and stationery.
- (iii) Provision of free uniforms particularly for girls.
- (iv) Provision of attendance scholarship particularly for girls.
- (v) Mid-day meals.
- (vi) Hostel facilities.
- (vii) Special coaching in the schools/colleges in IX, X, XI and XII classes in weak subjects, particularly in English, Science and Mathematics.

(2) The existing coverage of Scheduled Caste children in the incentive programmes is very much limited. The rates of scholarships as prescribed by the State Governments are quite inadequate and a large number of States do not provide any scholarship at the

primary stage to these children. It is, therefore, felt that unless all the children belonging to Scheduled Castes in pre-matric stage are given scholarship|stipend and other incentives at the enhanced rates, it would be difficult to attract these children to schools.

(3) Girls education is lagging behind particularly in the case of Scheduled Caste communities. Parents are reluctant to send their children to the schools as they help them in earning livelihood. In order to compensate the loss of income on account of sending these children to schools, it is felt that a Centrally Sponsored Scheme of 'Compensation for opportunity cost' to the parents may be taken up during the Seventh Five Year Plan in order to check drop-outs and increase the enrolment of girls students in the schools.

(4) The students belonging to Scheduled Castes are generally shy in taking lessons from teachers in the schools because of their socio-economic condition. It is, therefore, necessary that these students may be provided with extra coaching at least in IX and X classes and in the XI and XII at the higher secondary stages in weak subjects like English, Mathematics and Science. This scheme may be undertaken as a Centrally Sponsored Scheme and implemented in all the schools|colleges in the States|Union Territories during the Seventh Five Year Plan.

(5) The rates of scholarships under the scheme of 'Post-Matric Scholarships' may be reviewed periodically keeping in view the increase in the cost of living index. The entire mess expenses of the hostellers may be met by the Government and over and above some amount may be given to them as pocket money to meet other expenses.

(6) The existing restrictions to provide scholarships to only two male children in a family may be removed which is hampering the educational development of these communities.

(7) There is also a need to introduce an element of merit in this scheme by providing 1½ times of the scholarship amount to meritorious students who secure more than 60 per cent marks in the last annual examination.

(8) In the existing Centrally Sponsored Scheme of 'Girls Hostel' provisions may be made to provide funds to the State Governments for providing furniture, utensils, books, periodicals etc.

(9) One of the most important reasons for the slow progress of educational development of the Scheduled Castes is lack of adequate hostel facilities. It is, therefore, necessary to include a Centrally Sponsored Scheme for construction of boys hostel during the Seventh Five-Year Plan on the pattern of the existing Centrally Sponsored Scheme of Girls Hostel. Provision may also be made in this scheme to provide funds to the State Governments for furniture, utensils, books, periodicals etc.

(10) The scope of the existing Centrally Sponsored Scheme of 'Book Banks' for medical and engineering students may be enlarged to cover all the professional

courses. In order to make the scheme more effective and meaningful, it is desirable to give a set of text books to each of the Scheduled Caste/Scheduled Tribe students pursuing professional courses and who are eligible for post-matric scholarships.

(11) In order to make the existing Centrally Sponsored Scheme of 'Pre-matric Scholarships' for the children of those engaged in unclean occupations, more effectively, the following modifications are necessary :—

- (i) The scheme may cover the children studying from Class I to X instead of Class VI to X only as at present.
- (ii) The income ceiling as prescribed under the scheme may be abolished.
- (iii) Provision of renting a building for hostel.
- (iv) Appointment of hostel warden.
- (v) The scheme may be open for day scholars also.
- (vi) To quantum of scholarship of Rs. 145 may be suitably raised and revised in a graded manner according to the class as shown below :—

Class	Day Scholar	Hosteller
	Rs.	Rs.
I	40.00	145.00
II	50.00	145.00
III	60.00	145.00
IV	70.00	145.00
V	80.00	145.00
VI	85.00	150.00
VII	90.00	160.00
VIII	95.00	175.00
IX	100.00	200.00
X	100.00	200.00

The students under the above scheme may be exempted from payment of tuition fees, examination fees and other compulsory fees payable by other students. The State Governments/U.T. Administrations may be requested to put these children in the general hostels if number of such students is less than 20. If the number exceeds, 20, they may be kept in separate hostels, along with the students of other backward groups to the extent of 10 per cent.

(12) It is desirable to identify the existing schemes in the Educational Sector of the State Plan for the purpose of quantification of funds for the Scheduled Castes with specific targets to be achieved, suitable modification of existing schemes keeping in view the felt-needs and formulation of new schemes for their educational development.

(13) The Education Departments in the State Governments should act as nodal department for the educational development of Scheduled Castes whereas the departments dealing with Harijan/Tribal Welfare may deal with the supplementary programmes like Special Scholarships, incentive programmes like supply of free books, stationary, uniforms, mid-day meals etc.

(14) It is desirable that at least some part of the Special Central Assistance of the Ministry of Home Affairs may be allowed to be used for important educational programmes where because of constraint of resources, it is not possible to ensure 100 per cent coverage.

(15) The U.G.C. may be impressed upon the universities/colleges to follow the reservation policy in respect of each faculty/department and in accordance with the prescribed percentage of reservation.

(16) There is a need to provide special coaching to students to enable them to qualify in Entrance Examinations.

(17) The Ministry of Education and Culture/State Governments may be requested to organise special Pre-Examination Training courses for preparing candidates for the entrance examinations for engineering technology courses.

(18) It has been observed that even the small number of Scheduled Caste candidates who are admitted in these institutions find it difficult to continue their studies and come out successful in the various examination/sets conducted by the Institute. There is heavy drop-out and stagnation at various levels in these institutions. Some of the reasons which can be attributed to this are as follows :—

- (i) The Scheduled Caste candidates who come mostly from rural areas belong to Hindi/regional language medium schools with the result that they are very weak in English and unable to compete with others in the classes.
- (ii) The poor socio-economic background of the Scheduled Caste students is also one of the reasons for their poor performance.
- (iii) The amount of post-matric scholarship which is given to these students is not adequate, to meet their expenses. The amount of Rs. 185/- p.m. which is given to the hostellers as post-matric scholarship is insufficient to meet even their board and lodging expenses.
- (iv) The candidates from these communities are rather shy to mix-up with other students in the class and some time the teachers also discriminate them.
- (v) Lack of special/remedial coaching.

The above problems may be examined by the Ministry of Education and remedial action taken.

(19) Similarly, pre-examination coaching courses may also be organised for admission into medical colleges, where the existing quota of 20 per cent reservation has not yet been filled up and a 8 to 10 weeks capsule coaching to the Scheduled Caste and Scheduled Tribe students can be taken up in the selected colleges during the months of April and May and financed under the Centrally Sponsored Scheme of the Ministry of Education/Ministry of Health and

Family Welfare or financed under the Centrally Sponsored Scheme of the Ministry of Home Affairs. Such capsule coaching may also cover engineering courses as well.

(20) A similar coaching programme can also be organised by spotting talented students in Classes XI and XII and provide them education in selected colleges with substantial scholarship money in addition to the post-matric scholarships. This is expected to provide good education for two years at a stretch to the selected Scheduled Caste/Scheduled Tribe students without financial worries and help them equip themselves for the professional entrance examinations in medical and engineering courses.

(21) The scheme of preparatory training, remedial teaching and special coaching to the Scheduled Caste/Scheduled Tribe students in the medical and engineering colleges and other professional courses may be organised with a view to removing deficiencies at the earlier stages of education and also to better performance on the same pattern as has been done in the case of universities/colleges by the U.G.C. Such remedial coaching courses may be organised in the selected colleges upto district level for the benefit of Scheduled Caste and Scheduled Tribe students by organising tutorial classes after school/college hours. The teachers can be paid some honorarium for this additional work. A system of giving awards to the teachers who are able to give the best results may also be introduced. The expenditure under this scheme may be met by the Ministry of Education from one of their Centrally Sponsored Schemes which may be formulated for this purpose. The pattern may be the same as adopted by the U.G.C in the case of Universities.

(22) The programmes of adult education which have been initiated in the previous Plans and which form part of minimum needs programme of elementary education has to be made more effective and extended in cooperation with the other developmental activities and the employment agencies. The programmes should aim at extending appropriate educational support to the concerned groups of individuals.

(23) The proportion of Scheduled Castes and Scheduled Tribes among adult education candidates both at the input point and at the output point would be between 60 per cent to 75 per cent considering the proportion of these communities in categories like agricultural labourers, bonded labourers, leather workers, civic sanitation workers and other unorganised labourers. Among the Scheduled Castes considering the relative backwardness of women in education, the proportion of women among the adult educatees from these groups should be still more. The following measures are necessary to remedy the situation :—

(i) Arrangement for adult education should go near the door steps of these people rather than to expect them to come to a centre if it is located at a distance from them. This distance may not be only in terms of miles or kilometers but also in terms of social constraints. It is, therefore, necessary that the new adult education centres are set up

in the residential localities of the Schedule Castes;

- (ii) The teachers in these centres are drawn from among the Scheduled Castes as far as possible;
- (iii) The curriculum of such adult education should be carefully designed on the basis of felt-needs of different occupational group after taking into consideration the peculiarities of the atmosphere of the work these people are engaged in. The group characteristics and the cultural characteristics should also be taken into consideration in the process of involving the learner group to participate in and derive benefit from the adult education programmes. As it is an act of knowing and not of memorisation, these people should find education relevant and meaningful for improving their knowledge and awareness about the job they do about their function in the production process and also help them in actively participating as equal partners in the development process.
- (iv) It is also desirable to provide some incentive to the beneficiaries under the Adult Education Programme as well as award to the best instructor. This will help in increasing the attendance of the Scheduled Castes beneficiaries and also provide encouragement to the Instructors.

## HUMAN RESOURCE DEVELOPMENT

(1) The rural labour camps like those organised by the National Labour Institute are very important in creating awareness and ensuring participation of Scheduled Castes in various developmental programmes. Suitable voluntary organisations with a proven record of performance, impartiality and effectiveness must also be brought into the developmental process and in particular for building up the delivery system among the participant groups.

(2) Role of women in this whole process is also very important as a lot of work in several production-processes is handled by women. It is, therefore, necessary to ensure that they are made fully aware and conscious of their contribution.

(3) The Human Resource Development of Scheduled Castes as a process, should study the total workforce, its occupational diversifications, occupational classifications viz., skilled, semi-skilled, unskilled, mobility within an adopted occupation, devising the means for optimum income generation within the occupation and vertical mobility in the work force.

(4) Training Component is an indispensable part of the process which should become an integral part of a skilled-occupation so that Scheduled Caste workers are equipped with the latest needs of the marketable products which would help them in securing a place in their respective profession.

(5) It should also be an endeavour to even train the unskilled work-force to achieve some professional skills in an occupation generating better wages, but till then, efforts need to be made to ensure that they obtain their minimum statutory daily wage and are protected from the exploitation of landlords, contractors, traders, businessmen etc.

(6) There should also be an appropriate linkage between assistance to Scheduled Caste workers in acquiring professional skill and their placements in respective trades without an unduly long-time-lag which may otherwise put them in economic hardship being victims of unemployment.

(7) Those of Scheduled Castes who venture to study in higher courses or professional courses in particular should be financially assisted during educational-pursuit with subsequent placements guaranteed by many government-undertakings which to their own advantage will also find them duly trained for their respective job requirements.

(8) The self-employment amongst professionally or otherwise suitably educated Scheduled Castes, should also be encouraged and provided with all infrastructural-needs including needful financial credits and also subsequent purchase of their products by Government or allied agencies. Similarly the more needy amongst them can be given licences for dealerships, retail shops etc.

(9) The Human Resource Development Planning should begin at one end from the grass-root level and on the other hand there should be a 'national-hub' keeping all details of the work-force, formulation of policies in consultation with concerned government agencies and dissemination of information to the linked agencies. At the national level, a national institute like Indian Institute of Manpower Planning can handle this task.

(10) There should also be a regular monitoring and evaluation of the occupational-openings, income-generation in each occupation, occupational mobility, scope for acquisition of new skills, adoption of modern techniques, keeping pace with latest technological requirements of any trade, appropriate training-modules, close liaison with prospective employers and their requirements etc.

#### Chapter VI : SOCIAL SERVICES AND MINIMUM NEEDS PROGRAMMES (MNP)

(i) Existing locational and distributional imbalances in the services provided to the Scheduled Castes should be corrected without further delay.

(ii) Economic growth with distributive justice which is one of the major objectives of planned development should be the hallmark of all the programmes/schemes of the Ministries, Departments, State Governments and Union Territories to safe-guard against any future discrimination against the Scheduled Castes.

(iii) The magnitude of the problem of drinking water in the Scheduled Castes Bastees in the rural

areas should be ascertained in precise terms and a timebound programme for speedy implementation should be drawn up with a view to provide a satisfactory source of drinking water in each Scheduled Caste Baste during the Seventh Five Year Plan. In case it is not technically feasible to do so in a particular Baste, social accessibility of the Scheduled Castes to the source provided elsewhere in the village should be ensured.

(iv) Each Scheduled Caste locality which does not have a satisfactory source of drinking water should be treated as a 'problem village' and tackled on priority basis.

(v) While different kinds of houses may be provided to the needy depending on the local need, it is necessary to ensure that the houses are of the locally acceptable standard so that they may not remain uninhabited. Locally available material and skill should be utilised as far as possible and the beneficiaries should also be involved in the construction of houses.

(vi) Present practice of segregation should be avoided in the new housing programmes, but it should be done while meeting the needs of SCs.

(vii) No cooperative housing society should be registered unless a good percentage of the members belong to the Scheduled Castes.

(viii) Adequate representation should be given to the Scheduled Castes on the Boards of organisations like, Housing Boards.

(ix) Loan on easy terms should be provided to the Scheduled Caste members by Institutions like LIC and HUDCO.

(x) Housing Programme for the Scheduled Castes under NREP should be implemented with scrupulous sincerity and concurrent monitoring should be built into it to accelerate its implementation whenever and wherever it is found to be slack.

(xi) Cluster housing programme should be taken up on priority basis in the pockets having fairly large concentration of Scheduled Caste population and necessary amenities like, drinking water, drainage, electricity and link roads should be provided in these areas.

(xii) Strategy for health care needs of the Scheduled Castes should necessarily envisage provision of preventive, curative and rehabilitative services and undertaking of research in the diseases to which the Scheduled Castes are generally prone.

(xiii) ICDS should take special care of the Scheduled Caste children who are the victims of the worst kind of malnutrition.

(xiv) Special attention through the net work of medical and health services should be given to the Scheduled Caste women.

(xv) In view of the deprivation of the Scheduled Castes in respect of basic health care facilities, all new P.H.Cs./Sub Centres should be located in the Blocks/Villages having 20 per cent or more Scheduled Caste population.

(xvi) If 15 per cent or more of the population of a village|hamlet belongs to Scheduled Castes, the Village Health Guide should be a Scheduled Caste as far as possible. If the village (not being a village under Tribal Sub-Plan area) is entitled to select more than one VHG, one of them should belong to Scheduled Caste. Visit to Scheduled Castes Bastee by the VHG should get reflected in his assessment.

(xvii) Conscientisation of the health staff at all levels towards the health care needs of the Scheduled Castes should be undertaken through re-orientation courses and seminars|conferences.

(xviii) The special attention given to the health care needs of the Scheduled Castes and their habitations should particularly figure in the reviews of health services at Block and District level and the reporting system at State and national level should also reflect this aspect regularly.

(xix) The medical officers at the PHC and District level should make it a point to visit Scheduled Castes habitations while touring in the rural areas and personally assess the quality of health services rendered to them; in case it is not upto the mark, necessary remedial measures should be taken.

(xx) Wherever street lighting has not been extended to the Scheduled Castes localities in the electrified villages, it should be done immediately.

(xxi) The deficiency in respect of those Scheduled Castes localities which have not been provided street lighting in the villages which have already been provided street lighting must be removed forth with.

(xxii) Work of house-connections in Scheduled Castes localities in the electrified villages should be taken up simultaneously, along with street lighting, at Govt. cost.

(xxiii) Whenever a village is newly electrified, electrification of Scheduled Castes locality along with work of house-connections must also be done simultaneously as a matter of policy.

(xxiv) 'Pucca' streets should be constructed in the Scheduled Castes localities and they should also be connected to the 'main' village or the nearest road through link roads.

(xxv) In the villages which have already been linked to the village road or the nearest road leaving the Scheduled Castes localities unconnected, link roads leading to Scheduled Castes localities should be constructed on priority basis and in any case by the end of the VII Five Year Plan. These link roads can be constructed under NREP also.

(xxvi) It must be ensured that whenever link roads connecting the "main" village with the nearest road are constructed in future, the Scheduled Castes localities also must be covered as a matter of policy.

(xxvii) In each village which has 20 per cent or more Scheduled Caste population, a fair price shop should be opened in the Scheduled Castes locality of the village and it should be managed by the Scheduled Castes as far as possible.

(xxviii) If more than one fair price shop is to be opened in a village, one such shop must be located in the Scheduled Caste Bastee and it should be managed by the Scheduled Caste.

(xxix) Assistance by way of initial investment and working capital loan for above shops should be provided to the Scheduled Castes under the self-employment schemes.

(xxx) To improve the quality of life of the residents of slums it is necessary to provide to them social and municipal amenities like protected drinking water, drainage, electricity, internal roads connected with the main road, fair price shops of essential commodities and educational and medical facilities. To alleviate their hardship ownership rights should be given to the genuine and deserving residents of slums who do not own any residential property.

(xxxi) Residents of slums which are required to be re-located either because of the dilapidated condition which is beyond repairs or because of other consideration like traffic hazard, may be provided alternative accommodation with all essential social and municipal amenities.

(xxxii) A time-bound programme of slum improvement should be prepared and the slums having 50 per cent or more of Scheduled Castes population should be taken up for improvement on priority basis.

(xxxiii) The localities of Scheduled Castes concentration outside the slums in the towns and cities should be given special attention by the concerned urban development authorities and Boards.

(xxxiv) The work relating to slum improvement and slum re-location and construction activity in the Scheduled Castes localities outside the slums in the urban areas should be given to labour contract societies of the beneficiaries.

(xxxv) Arrangements should be made for efficient maintenance of the services and facilities provided to the slums under the slum improvement programme.

(xxxvi) Responsibility for co-ordination and implementation of the programme of slum improvement should be given to a specific department|agency which could be Municipal Corporation|Committee, Urban Development etc.

(xxxvii) Cluster-cum-saturation approach should be adopted for improving the quality of life of the Scheduled Castes living in these identified areas. All the basic amenities should be provided simultaneously to these areas of Scheduled Caste concentration so that they may be fully covered by the end of the VII Five Year Plan. This being a colossal and multi-dimensional programme, responsibility for its coordination and implementation should be entrusted to a specific authority assisted by the representatives of the concerned department at State, District and Block level.

(xxxviii) The participation of beneficiaries and of voluntary organisations working in these fields should be ensured for identification of clusters, formulation of relevant schemes and also in the implementation of the schemes.

(xxxix) Advance action should be taken right now to conduct a survey and enumeration of the Scheduled Caste families in urban slums as well as in Scheduled Caste Bastees/hamlets in rural areas who are to be covered by these Minimum Needs Programmes, so that full five years of the VII Plan can be effectively utilised for implementation of these programmes.

#### CHAPTER VII : IMPLEMENTATION OF PCR ACT, 1955 AND LIBERATION OF SCAVENGERS

- (i) The programme of low-cost sanitation should be at top speed in right earnest with due publicity; and when the public should be fully motivated the programme will gain momentum. It should be completed in the Seventh Plan period as the outer-most limit. In view of the magnitude of the task, commensurate annual targets should be fixed and fully achieved within the time-limit.
- (ii) "Whole-town approach" should be adopted for conversion of dry latrines in selected areas so that scavenging is brought to an end in one or more whole towns at a time instead of spreading the effort thinly and incompletely in a number of towns. Thus, every year a group of towns should be selected in each State/UT.
- (iii) Amendment in the Municipal Laws has to be carried out for prevention of further addition to the number of existing dry latrines. All the liberated scavengers should be provided alternative occupation for which necessary training should be imparted by the State Government. Training programme should precede the conversion so that on the alternative employment when the conversion and on the other hand scavengers become unavailable thereby speeding up the conversion process.
- (iv) Care must be taken that after implementation of conversion programme the average monthly income of the scavengers/or his family (both private and municipal scavengers) may not be reduced.
- (v) It has been the experience that most of the State Governments are not in a position to take up the programme on a bigger scale because of paucity of funds to match the Central grants. It is suggested to ensure regular flow of loans from HUDCO or LIC to State Government/Municipalities.
- (vi) Monitoring Cell should be created in each State for giving technical advice to the selected municipalities, ensure regular flow of funds, ensure simultaneous training programme for the liberated scavengers and their dependents to provide alternative employment or assistance, financial or otherwise, for taking up new trades/occupations.
- (vii) The liberated scavengers who are thus trained for alternative employment may still be facing difficulty in getting employment because of lack of practical experience in the

new field. To obviate the difficulties it may be suggested that the authorities should make arrangements so that they may work for six months in some reputed concerns/factories on the trade in which they are trained. They should be given stipend during the training period to the tune of his previous income.

- (viii) Given the will and the financial support, it is quite possible to put an end to the practice of carrying of night-soil by physical contact through conversion of dry latrines. The total task at the Central level can be shared by the Ministry of Works & Housing and the Ministry of Home Affairs as follows :—
  - (a) In respect of Class I towns, the Ministry of Works and Housing be given the responsibility of the conversion of dry latrines into sanitary ones; and
  - (b) the work relating to Class II and other categories of towns may be taken up by the Ministry of Home Affairs under a separate scheme on the existing pattern. The programme of liberation of scavengers by conversion of existing dry latrines into low cost pour flush latrines which has been taken up by the Ministry of Home Affairs on a pilot project basis should be continued, of course, in a much bigger scale during 7th Five Year Plan so that all the dry latrines in these towns in the country are converted into water-borne latrines by the end of 7th Plan.
- (ix) The conversion of dry latrines programme should simultaneously be linked up with the rehabilitation of the liberated scavengers and their dependents, States/UTs are to be equal partners with the Central Government in this task. Separate funds be earmarked for this purpose.

So far as rural areas are concerned the Ministry of Rural Development may consider examining a similar programme with necessary modifications commensurate with the rural environment.

#### PROTECTION OF CIVIL RIGHTS

- (i) It is necessary to instil confidence, among the members of SCs regarding Government's determination to meet out expeditious justice and ensure punishment to the offenders. The objective can be achieved by among other things, setting up special courts/ special mobile courts under Cr. P. C. or by earmarking certain number of magistrates to deal exclusively with offences in which members of SCs may be victims. Therefore, more and more such courts should be set up in various States/UTs, preferably mobile courts. Such courts should also deal with other problems of SCs like land alienation.



- (ii) All possible measures should be undertaken to enable members of SCs and STs to take their due place in public life. Apart from reservation in Government posts, it is suggested that in making appointments to other positions also like prosecutors Government Pleaders etc. a fair representation may be given to SC.
- (iii) Free legal aid and other assistance should be made readily available to the persons subjected to any disability arising out of untouchability. All State Governments|UTs should frame Legal-Aid Rules keeping this objective in view.
- (iv) State Governments|UT Administrations should investigate the untouchability problem in depth and prepare an inventory of the actual disabilities suffered by the SCs at different places and all the measures or eradication of untouchability should converge on the identified problems and steps taken in an effective manner. This may include the following :—
  - (a) Association of Voluntary Organisations with proven records and integrity should be encouraged in the task of identification, boosting up of special awareness and consciousness against the practice of untouchability.
  - (b) Involvement of Village Panchayats, Zila Parishads and other local bodies for making a drive for a mass movement to arouse public opinion against the continuance of the practice of untouchability.
  - (c) Mobilisation of mass media through exhibition of films evoking right feelings, T.V. programmes, documentaries etc. for the same purpose.
- (v) Protection of Civil Rights Act should be translated into various regional languages and should be made available in every police station, panchayat etc.
- (vi) Orientation camps should be organised, preferably in Harijan Colonies. These camps should include all panchayat members of the area, local MPs, MLAs and MLCs, social workers to educate the SCs and people of other castes in regard to the provisions of PCR Act and create awareness of the need to live in harmony for all-round happiness, arrangements for community meals etc.
- (vii) It is suggested that State Government may select two or three districts for intensive propaganda and implementation of the provisions under PCR Act every year. Selection of such areas should not be based purely on statistical information but they should be selected in consultation with the voluntary organisations, Members of Parliament and social workers. Adequate machinery should be evolved to ensure effective follow up action later on.

- (viii) Encouragement awards for inter-caste marriages can play a vital role in eradicating untouchability and bringing about an attitudinal change. Therefore, it is suggested that all the State Governments should frame inter-caste marriage rules and undertake steps to implement the scheme effectively by giving incentives.

#### Chapter VIII : SPECIAL PROGRAMMES FOR WOMEN AND CHILDREN

The strategy for the development of Scheduled Caste women must take into consideration the following aspects :—

(1) The State Governments should identify the Talukas|Districts which have a poor rate of literacy among Scheduled Caste women. Ashram Type of schools should be opened in such districts, which would cater to the needs of the Scheduled Caste girls of the area.

(2) Voluntary organisations, political leadership as well as enlightened public should bring an attitudinal change and break the resistance of Scheduled Caste parents towards sending their girls to the schools.

The State Governments may consider of giving incentives to families of Scheduled Caste girls so as to encourage them to send their girls to the school.

(3) Vocational training in embroidery, tailoring food preservation, handicrafts, etc. should be imparted to Scheduled Caste student girls, side-by-side with education.

(4) Compensation should be given to victims of atrocities like 'rape' as a measure for their rehabilitation.

(5) There is a need for promoting maternal and child health educations among Scheduled Caste women and provide necessary literacy skills to deal effectively with their life.

(6) There is a need for having specific and special programmes for women, in the existing Special Component Plans of the States/Union Territories. Funds should be earmarked separately for their developmental schemes and physical targets should be indicated so that Scheduled Caste women beneficiaries are able to derive benefits directly.

(7) Each developmental programme should have a component of awareness building for women for which specifically funds should be earmarked.

(8) There is a need for having training programmes for Government officials, especially women officials in order to sensitize them to women's causes.

(9) Part of the surplus ceiling land should be allotted to Scheduled Caste widows, especially where there is nobody to support them.

(10) In the field of economic development, it should be ensured that women are given equal wages as compared to men. It should be ensured that the Minimum Wages Act is implemented properly.



(11) The State Government should identify subsidiary vocations depending upon the resources of the area and fields of training available for Scheduled Caste women. As stressed earlier, the women could be engaged in cottage industries i.e. bidi rollong, carpet weaving, match/candle making and food preservation, etc.

(12) There is a need for imparting training to Scheduled Caste women in arts, crafts, tailoring, embroidery, etc. The training should be given for a period of six months or at least for one year, so as to improve their skill. After completing their training, it should be ensured that they have adequate work. The Government run schools or semi-Government organisations could be impressed upon to give orders for school uniforms, dresses, etc. to such trained Scheduled Caste women.

(13) There is a need for setting up a Co-operative Marketing Society, so as to solve the problem of marketing of the finished products/goods made by the Scheduled Caste women.

(14) Scheduled Caste women can be assisted by specific projects with the help of funds allocated under I.R.D.P., Fisheries, Animal Husbandry, D.I.C., K.V.I.C., K.V.I.B., etc.

In brief, it is felt that there should be support and favour for a woman in development approach to our planning and implementation of poverty alleviation programmes.

#### Chapter IX : *Special Central Assistance for Special Component Plan*

(1) The SCA should be utilised in such a way as to give a focus to the economic development for Scheduled Castes, and it should not be frittered away on unrelated and disjointed individual schemes. In order to ensure this, it is necessary to :

(a) Utilise the SCA in conjunction with State Plan outlays only for composite and integrated programmes for the Scheduled Castes. Such integrated and composite programmes must be taken up only in clusters of villages; they may also be formulated for specific occupational groups like agricultural labourers, leather workers, weavers, other rural artisans, share croppers and tenants amongst the Scheduled Castes.

(b) Special Central Assistance should be utilised primarily for items which are based on the development needs of the Scheduled Castes, and to provide for missing links/critical gaps of a non recurring nature. Thus, for example, SCA can be used for a revolving fund for cobblers and other leather workers; for training in silk worm rearing and charkha reeling; for small feed mix plants and fodder plots in a dairy programme; for egg and feed godowns of poultry programme; for supervisory staff for a specific period to see that the schemes do not flounder for want of technical guidance.

(c) Wherever the SCA is proposed to be utilised as a part of a composite need based programme, detailed projects should be prepared. This will ensure that all tie-up arrangements are planned for and necessary provisions made, utilising inter alia the SCA; it will also ensure that the departmental flows to the SCP from different schemes are dovetailed into the project. Such an approach has been adopted in the cluster programme taken up by Tamil Nadu and the poultry complexation in Andhra Pradesh.

(d) It is appreciated that at the initial stage States often thought of subsidies to individual families as the only or main avenue for utilisation of the SCA. No doubt, this has helped to some extent. But it is necessary to carefully think of alternative ways of using the SCA and use it to the best advantage of the SC families in achieving levels of economic self-reliance. Where individual subsidy is the best way of meeting this object, there is no bar against it. But there is great advantage in using the SCA for establishing necessary linkages and back-up services for groups of SC families taken up in clusters for common economic activities. Such utilisation of SCA can be called group subsidy in kind. State Governments should think of such uses of the SCA. In other words, as often emphasised by Government of India, State Governments should plan for the utilisation of SCA in the most optimal manner from the point of view of groups of SC families, along with other sectoral and institutional resources instead of applying it automatically and mechanically for individual family subsidies.

(e) SCA amounts should be placed at the disposal of the Collectors so that these can be utilised at the field level to give a thrust and focus to the SCPs prepared in the districts. This has been done in States like Andhra Pradesh and Kerala and should be adopted in all States. The Collectors should be required to formulate detailed projects and composite programmes utilising this SCA along the lines recommended by us.

(f) The State Governments should give much greater thought and attention to the overall planning of the SCA and should identify the various sectors to which the SCA is to be allotted. It would be desirable for each State to constitute a small committee chaired by the Secretary, Social Welfare and involving the Secretary, Planning, the MD of the Scheduled Castes Development Corporation and officers from different development departments. This committee should see that projectised approach for utilisation of SCA is in fact adopted and need based programmes for different occupational groups amongst the Scheduled Castes are formulated.

ed. This should be done in such a way that larger flow of resources to the SCP from different departments is attracted.

- (g) The role of non-governmental organisations (NGOs) in steeping up development activities for SC development can be notable. However for the purpose, the organisations have to be chosen for their proven integrity and dedicated record of service to the SCs or other exploited sections. There is no objection to the use of SCA for helping such organisations in rendering service in the cause of SC development. There is need for circumspection in the choice of the non-governmental organisations and the grant-in-aid for them. Further, utilisation of the services of NGOs should also be planned and not be sporadic and unsystematic.
- (h) In urban areas particularly there is a large number of educated unemployed from the SCs who do not however have any particular production skill. There is a great need to set up a nodal organisation in each district which can provide training and subsequently assist these SC entrepreneurs to take up employment/self-employment opportunities. The SCA should be utilised to support such organisations. This has been done in some States like Andhra Pradesh under the self-employment schemes programme.
- (i) The experience of the Sixth Plan has shown that it has not been possible for States to take up economic development programmes for the Scheduled Castes on a systematic and sufficiently specific basis for want of adequate data about the economic conditions of the Scheduled Castes. The SCA could be utilised to build up the necessary data base and information support so that a meaningful and need based programme can in fact be implemented. Thus, taluk-wise list of villages in descending order of SC population should be prepared, a detailed survey of the Scheduled Caste households in such villages should be undertaken, particularly of the limited asset base of the SCs (whether it is assigned or based land or skills). This has been done in certain States already and a similar exercise should be completed in all States.
- (j) The apportionment of SCA continue to be based on the efforts and performance of the State Government in implementation of the programmes for SCs. However, those States which do not properly utilise the SCA or who are not in a position to utilise it at all, should be penalised by reducing the amount of SCA in subsequent years. Details of such a course of action may be finalised by the Ministry of Home Affairs in consultation with the Planning Commission.

- (k) In order that the SCA is able to induce the State Governments to give higher priority to the planning and implementation of the SCP, the quantum of SCA should be substantially increased. The Group recommend that the Seventh Plan allocation of SCA should not be less than Rs. 5000 crores.

#### Chapter X : *Role of Backward Classes Sector in Development of Scheduled Castes*

- (1) The need for the Backward Classes sector continues. But there should be efforts to introduce new schemes in it for filling the missing gaps in the programmes under the Special Component Plan. New programmes which can supplement General Sector Programmes for the rapid development of Scheduled Castes will have to be formulated and included in the Backward Classes Sector of the State Governments/U.T Administrations.
- (2) It is desirable to provide financial assistance in respect of the Centrally Sponsored Schemes on 100 per cent basis as was done till 1978-79. This will help in accelerating the tempo of development under these schemes.
- (3) During the Seventh Five Year Plan the coverage of the Coaching and Allied Scheme may be made wider by including special short duration programmes for coaching of Scheduled Caste and Scheduled Tribe candidates for admission in the Engineering and Medical Colleges. This will help them in qualifying in the pre-medical/engineering examinations conducted by the various universities/colleges. The coaching programmes may also cover these categories of posts and services where there is shortage of Scheduled Caste/Scheduled Tribe candidates.
- (4) It is desirable to extend the scheme of 'Research and Training' further during the Seventh Five Year Plan with bigger allocation by providing financial assistance to the reputed Social Science Research Institutes.
- (5) Grants may also be given under 'Research and Training' to the State Governments/U.T. Administrations on 50:50 basis for conducting special studies on the Scheduled Castes through the existing Tribal Research Institutes and provide short-term orientation training to the officers incharge of implementation of the Special Component Plan at the grass-root level like BDO, Extension Officers and other officers.
- (6) The following three new schemes for the educational development of Scheduled Castes may be included in the Centrally Sponsored Programmes during the Seventh Five Year Plan :
- (i) Construction of hostels for boys
  - (ii) Compensation for opportunity cost
  - (iii) Special Coaching for Scheduled Caste and Scheduled Tribe students in weak subjects.

Chapter XI . *Institutional Finance and Scheduled Castes Development Corporations*

- (i) Margin Money Loan Programme may be converted into a Seed Money Deposit Programme.
- (ii) The Corporations should identify clusters of villages with concentration of Scheduled Castes populations and which are served preferably by a single bank branch. Target for each financial year for each cluster and bank branch should be fixed within the operational area of the branch. A project report should be prepared at the beginning and a proportion of the project cost depending on the financial viability analysis be deposited, for terms found appropriate, with that bank branch. The interest on the deposits could be shared between the Corporation and the beneficiaries in the ratio of 40 : 60 in accordance with amount of the MM loan of each beneficiary. However, the benefit of interest may not be available to the beneficiaries who default repayment of 3 consecutive instalments of bank loan till the time they make good the payment to bank. The bank branch should finance the entire cost of each beneficiary scheme minus subsidy, if any.
- (iii) Before preparing the project report the Corporation's field staff should identify beneficiaries in clusters under each bank branch through a socio-economic survey. If IRDP list is available the field staff will verify the genuineness of the cases. After the preparation of the list, the proposed beneficiaries may be interviewed jointly in groups by a representative of the bank, the Corporation and the Pradhans of the Gram Panchayat who should sign and certify the list. The beneficiaries formed into clusters and operational groups should be trained in the management of their respective enterprises. Training may precede or go along-side the grounding and operation of the scheme as per its requirements. The groups could be on the lines of informal functional Co-operatives which as a whole should be made responsible for defaults, if any. Attempt should be made to financially assist all the eligible beneficiaries in the clusters.
- (iv) For each group of beneficiaries, a package of composite schemes where by all members of families forming the groups will become economically active and productive should be prepared keeping in view the needs and aspirations of the participants, market feasibility and availability of raw material/assets.
- (v) In schemes thus prepared, provision should be made that term loan and working capital loan become the essential features of credit package. The provision of financial assistance may be suitably phased into instalments as per the requirements of the scheme. Both term loan and working capital loans should carry subsidy component if the concerned Corporation has provision for subsidies. If not, subsidies could be mobilised from concerned departments through appropriate tie-up arrangements.
- (vi) The Seed Money could be deposited with the participating bank branch at the beginning of each financial year and suitably augmented in pace with the progress achieved subsequently.
- (vii) If subsidies are provided by the Corporation it may be released to the concerned bank branch, within a week of the receipt of sanction letter alongwith the details of beneficiaries and other documents as may be agreed upon between the bank and the Corporation. On receipt of subsidy amount, bank should credit it to beneficiaries accounts and disburse the cost of the scheme to the beneficiary preferably in kind within a fortnight thereafter.
- (viii) If assets are provided in kind, the purchase of asset may be done by a Purchase Committee consisting of bank representative, Corporation representative, representative of concerned development department and the beneficiary himself.
- (ix) After grounding of scheme the Corporation's field staff should keep constant touch with the participant beneficiaries, inspecting their assets, offering guidance and assistance through concerned development departments, providing for marketing and making available raw materials, etc. The financial improvements of the beneficiary should be ascertained and recorded on each visit in the Beneficiary Monitoring Card to be provided to each beneficiary at the time of giving loan.\*
- (x) The concept of entrepreneur development among Scheduled Castes should be given central place in the whole strategy and special efforts should be made to encourage occupational diversification among target groups such as agricultural labourers, scavengers etc. Rural artisans, however, should be given encouragement to pursue their traditional occupations on the basis of modern practices in production and management.
- (xi) The staffing pattern of the district level of the Corporation should be suitably strengthened. There may be a field officer incharge of 3 to 5 clusters depending upon the number of families in the clusters. The field officers should have professional competence

\*In accordance with the Monitoring & Evaluation System recommended by the First National Conference of MEs of SCT C & F etc in April 1983 organised jointly by AFC SC Cell, New Delhi and MHA (SCBCD), Govt. of India.

and field experience in development work. They should be provided with sufficient training, adequate incentives and job security and the scope for professional advancement.

- (xii) It is not necessary that every village cluster could be covered in the very first year of the plan. The strategy may be to start with a manageable number of clusters so as to saturate all clusters in the districts at the end of the plan period. Since the whole strategy is based on organisational development of participant beneficiaries through developing their innate leadership qualities, the emergent leadership may be called upon to take on some of the responsibility of the field officer in the oldest clusters such as the functions relating to monitoring, recovery of loans etc, so that the field officers may turn their attention to new clusters. This will not only enable a better utilisation of human resources but will also result in a new sense of self confidence in the participant system.
- (xiii) The personnel policy of the Corporation from top to bottom may need to be reoriented in such a manner that professional competence and commitment are given prime consideration and continuity of personnel is ensured. If such personnel cannot be found among the present Government bureaucratic system, open recruitment from universities, voluntary agencies, social workers, etc. may be explored.

During the Sixth Plan, though the Scheduled Castes Development Corporations were conceived as the chief instrument of SCs economic development, this concept still needs nurturing. During Seventh Plan, it would be desirable that SCDCs are declared as the nodal agency for the economic development of Scheduled Castes in each State. The funds presently handled by the Social Welfare Department for family oriented economic programmes could be kept at the disposal of the SC Corporations, after laying down clear guidelines for their utilisation. While the Seed/Margin Money programme may be operated from out of the share capital of the Corporation, the SCA to Special Component Plan may mainly be used for infrastructural development and if need to be limited extent for giving subsidies to Scheduled Castes entrepreneurs.

Monitoring and Evaluation of programmes must be made an in-built and concurrent activity. It should be understood that Monitoring is different from Reviewing and as such every State Scheduled Castes Development Corporation should take special steps to generate appropriate data for the purpose which should clearly establish the relationships of 'inputs' and 'outputs with effects' in respect of every socio-economic programme undertaken by them. Hitherto efforts in this direction have been severely lacking. In this context, the Planning Commission and GOI may consider modifying the scheme of matching assistance to full assistance on a tapering basis so that in the initial

years of the plan itself appropriate system get established together with delivery mechanism through strengthening of the Technical, Monitoring and Evaluation Cells at different level particularly the State SCDCs.

The State Governments may bring about suitable legislation by placing a ban on the sale of assets created through loans from institutional source still complete repayment of dues takes place and may also take necessary steps to put into operation the requisite administrative machinery or enabling the banks to avail of the provision made.

#### Chapter—XII : ADMINISTRATIVE ARRANGEMENTS, PERSONNEL POLICIES, IMPLEMENTATION, MONITORING, EVALUATION, RESEARCH AND TRAINING

It is recommended that : —

- (i) A Coordinating Committee should be set up at the State level under the Chairmanship of Chief Minister for reviewing the progress of implementation of the Special Component Plan programmes.
- (ii) The Secretaries and the other Secretariat Officers dealing with the welfare of the Scheduled Castes should be given whole time charge of the Department so that they could give whole-hearted attention to the matters relating to Special Component Plan for the Scheduled Castes and other welfare Schemes.
- (iii) At the District level District Collector should be the Chief Coordinator and overall in-charge for proper administration of this programme.
- (iv) A Committee at the District Level under the Chairmanship of the Collector should be constituted for monitoring and overseeing the progress.
- (v) The block should be the basic unit of implementation and to follow up the programme. This agency needs to be suitably strengthened.
- (vi) There should be integration of administrative units responsible for the implementation of Special Component Plan so that a rational line of command is evolved.
- (vii) As a part of infrastructural development adequate financial provision should be set apart for educational and health institutions, communications.
- (viii) Suitable cadres of persons committed to work for long tenures with a common basic understanding about problems of SCs and approach to their solution should be built up.

- (ix) It should be obligatory for every member of every cadre to serve a certain minimum number of years in posts directly or mainly concerned with SC development. The service rendered in these posts should be specifically recognised and weightage in promotions and career advancement should be provided on that basis.
- (x) Special Recruitment of cadres of scarce persons should be made with the conditions that the persons recruited would have to serve in posts pertaining to SC development.
- (xi) The State Governments should set up Screening Committee for the selection of useful personnel.
- (xii) In order to overcome the problem of frequent transfers such officers who are due for promotion should not be transferred out but given promotion on the post itself.
- (xiii) As a part of non-monetary incentive recognition of service in posts directly or mainly pertaining to SC development should be given by making an appropriate entry for each year of such service rendered in the record of the officer.
- (xiv) Recognition of service in posts directly or mainly relevant to SC development should be done by grant of suitable awards.
- (xv) Graduated scale of monetary incentives should be worked out. The criteria for the purpose should be worked out by each State according to the conditions in the State, relevant to SCs and their development.
- (xvi) Keeping in view problem of residential accommodation for Government employees posted in backward areas the State Government should consider the grant of suitable house rent allowance.
- (xvii) The State Governments should introduce the grant of Children's educational allowance in case of Government employees posted in remote and backward areas.
- (xviii) Liberalised scale of casual level should be introduced.
- (xix) Liberalised leave travel concessions should be allowed.
- (xx) There should be universal programme to train the entire personnel concerned with the Special Component Plan. Secondly, intensive orientation in training of selected personnel should be imparted.
- (xxi) For effective implementation of the Special Component Plan programmes the Collector|Dy. Commissioner|District Magistrate should be assigned specific responsibility in all the States|UTs in which Special Component Plan programmes are being implemented. The Collector|District Magistrate|Dy. Commissioner should be assisted by an additional Collector|District Magistrate|Dy. Commissioner, especially in those districts in which there are blocks with relatively more than the State rural percentage of SCs population.
- (xxii) Disaggregation of physical and financial targets by each department should be made at the beginning of the financial year, and communicated to the Officers at the district and block levels.
- (xxiii) Each Department should review the staff position at the field level and strengthen the implementing machinery wherever necessary especially in those blocks|districts in which population of Scheduled Castes is relatively more than the State rural percentage of SCs so that the programmes do not suffer due to weak implementing machinery.
- (xxiv) Adequate dosage of economic assistance to each of the targeted families should be given.  
In respect of each programme, the main Department concerned should prepare a check-list for the use of field officers. The Deptt. should insist that all the points should be checked up before a scheme or programme is stated to have been implemented.  
The Officers concerned at different levels should regularly inspect the SCP programmes as a measure of follow-up action.
- (xxv) In the family benefit oriented programmes, if more than one Department is involved, there is the possibility of double or multiple counting of Scheduled Caste beneficiaries. This problem should be given the attention it deserves and matter should not be left alone after the issue of instructions.
- (xxvi) The two sets of proformae have been now accepted as the instruments for progress reporting by the States for obtaining data on Special Component Plan programmes. Apart from this, however, the entire Special Component Plan programmes are reviewed in the Annual Plan meetings when various points such as shortfalls, bottlenecks and future strategy are discussed in detail. The State Governments may adopt these proformae for monitoring information from the field with such modifications as they may deem necessary.
- (xxvii) All the States should be required to make a comprehensive half yearly review. Preferably such reviews should be made by the Chief Secretaries and the Chief Ministers in the respective States.
- (xxviii) The Chief Secretary should review the SCP programmes at least once in two months and Chief Minister every quarter. Unless the required urgency is shown and

pressure built up from the top, the SCP programmes are likely to be treated in the routine manner which would not be in the interests of the poor Scheduled Castes who deserve timely attention in greater measure.

- (xxxix) Evaluation should be both quantitative as well as qualitative in character and it must be concurrent as well as at post-implementation stage. Concurrent evaluation must bring out how many Scheduled Castes families have really been able to cross the poverty line over a period of time.
- (xxx) The State Governments should also evaluate the progress of infrastructural development in Scheduled Castes Bastis and list out those villages/localities/hamlets which continued to lack even such basic necessities of life as supply of drinking water and primary health facilities.
- (xxxi) The evaluating reports should be matter of fact, bringing out in bold relief what has actually been achieved and the areas where the SCP has failed and the reasons for failure. It is only then that matters can be improved for purposes such as indicated above. It should be possible for States to make use of the existing implementing machinery and their research and statistical departments for this purpose.
- (xxxii) Monitoring Cell in the Ministry of Home Affairs may be suitably strengthened by adding the additional posts of a Director, 1 Joint Director, 2 Deputy Directors, 2 Research Officers and 2 Senior Investigators in addition to other supporting staff.
- (xxxiii) The State Governments should include a scheme of Research on Scheduled Castes in their Annual Plans and should establish a wing in the existing TRIs or establish new Research Institutes for studies on Scheduled Castes. The States such as Uttar Pradesh and Bihar having sufficient Scheduled Castes population may take steps to set up such Institutes during the Seventh Five Year Plan for this work. They are also advised to promote research through the University Departments and independent research bodies/centres or Institutes.
- (xxxiv) The State Governments/Union Territory Administrations should organise suitable short-term training programmes for officers at various levels who have been assigned the task of implementation of various programmes for the development of Scheduled Castes. Such programmes will have to be organised by all the concerned Departments like Agriculture, Industry, Rural Development, Health, Housing etc. The Central Government which is providing financial assistance for such programmes, either

through the Centrally Sponsored Schemes or through other programmes, may ensure that there is an inbuilt system in the scheme itself which may provide short-term training to such officers.

- (xxxv) Training should also include in its curriculum the understanding of the role of human factor for rural development. Poverty and social injustice being the main hurdles to rural development, the major objective of the programme content for rural development should be the development of the people. The people as a whole should be the main instrument for tackling the problems of the rural development.
- (xxxvi) It would be necessary to prune the existing reports and data, streamline them to very simple and brief formats (preferably one to two pages only) which could be easily filled and supplied by the reporting agencies. These brief reports should generally cover physical progress against targets, financial achievements against target, shortfalls, delays problems and bottlenecks, action taken and action required at higher level.

### CHAPTER XIII

#### ROLE OF NON-GOVERNMENT ORGANISATIONS AND PUBLIC PARTICIPATION

(1) The Working Group recommends that the criteria specified by the Planning Commission for quantification/screening of voluntary agencies is adopted by all State Governments.

(2) The emphasis will be on voluntary agencies/workers who will be using professional and managerial expertise to deliver the rural development objectives. These agencies will be providing technical and socio-economic services, using village resources, local skills and knowledge for purpose of constructive development. Technical services (to cite a few examples) like installation of handpumps for drinking water, social forestry, environmental protection, cheap (and appropriate) rural housing, bio-gas installations, smokeless chulas, use of solar and wind energies can be effectively handled, given the bare minimum of training and guidance by small group of well-intentioned and motivated volunteers/workers. They will also be raising the awareness of the rural poor, by conscientising and organising them through non-formal and informal education of different types. Some conflict is inevitable in this process, but it cannot be helped if we are to wake (or shake) up the rural masses and to channelise their latent energies. This new perspective to voluntary effort may be accepted by the State Governments.

(3) The State Level Consultative Groups should be made functional right at the initial stages of the Seventh Five Year Plan.

(4) Simplified procedures, freeing voluntary effort from the rigid (traditional) governmental format,

removing the need to knock at the door of number of departments/organisations before final clearance are received.

(5) The existing programme of propaganda and publicity, as followed by some of the voluntary organisations, may be dispensed with and the voluntary organisations asked to take up more meaningful programmes in its place.

(6) The Ministry of Information and Broadcasting may be requested to take up special programmes for

the removal of untouchability through the media of TV, Radio, Press etc., as one of the schemes under their Special Component Plan during the Seventh Five-Year Plan.

(7) The television facilities of INSAT-1B may be utilised for broadcasting programmes on the removal of untouchability, besides other facilities coming within the purview of the Information and Broadcasting Ministry.



No.PC/BC/11-8(2)/83  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(Backward Classes Division)

Yojana Bhawna,  
Parliament Street  
New Delhi-110001.  
Dated : October 4th, 1983.

OFFICE MEMORANDUM

*Subject : Working Group on the Development of Scheduled Castes for the Seventh Five Year Plan.*

In the context of formulation of the Seventh Five Year Plan 1985-1990, it has been decided to set up a Working Group for the formulation of the strategy and priorities for development of scheduled castes. The composition of the Working Group will be as follows :—

**I. Composition**

- |  |              |
|--|--------------|
| (1) Special Secretary, Ministry of Home Affairs  | Chairman     |
| (2) A representative of the Ministry of Finance, Plan-Finance Div.   | Member       |
| (3) A representative of the Ministry of Agriculture & Cooperation  | Member       |
| (4) A representative of the Ministry of Rural Development  | Member       |
| (5) A representative of the Ministry of Education & Culture  | Member       |
| (6) A representative of the Ministry of Social Welfare   | Member       |
| (7) A representative of the Ministry of Health and Family Welfare  | Member       |
| (8) A representative of the Ministry of Industry   | Member       |
| (9) A representative of the Ministry of Works and Housing  | Member       |
| (10) A representative of the Banking Division of Department of Economic Affairs, Ministry of Finance   | Member       |
| (11) The Secretary-in-charge of Scheduled Castes Development Department each from the following States :   | Members      |
| (i) Uttar Pradesh  |              |
| (ii) Kerala  |              |
| (iii) Bihar  |              |
| (iv) Gujarat   |              |
| (12) Shri L.R. Naik, Ex.—M.P., Presently Member of the Higher Power Panel on Minorities, SCs & STs New Delhi.  | Member       |
| (13) Shri K.S. Chandrashekharan, Principal Resident Commissioner, Government of Orissa, 4 Kautilya Marg, Chanakyapuri, New Delhi-110021.                             | Member       |
| (14) Shri K.S. Krishnan, B.7-2 Multi-storeyed Building, Sector 13, R.K. Puram, New Delhi.  | Member       |
| (15) Shri S.R. Sankaran, Chief Secretary, Government of Tripura, Agartala.   | Member       |
| (16) Shri K.M. Kati, Managing Director, SC & ST Corporation, Bangalore (Karnataka)   | Member       |
| (17) Prof. L.P. Vidyarthi, Professor & Head of Deptt. Anthropology Department, Ranchi University, Ranchi (Bihar).  | Member       |
| (18) Dr. Parvathama, Professor & Head of Deptt. of Post Graduate Studies & Research in Sociology and Social Work, Mysore University, Manasa Gangotri, Mysore-570006. | Member       |
| (19) Jt. Secretary (SC&BCD), Ministry of Home Affairs, New Delhi.  | Member       |
| (20) Dr. Bhupinder Singh, Adviser (SP), Planning Commission, New Delhi.  | Member-Secy. |

II. The Working Group may co-opt any additional member (s) and set-up a sub-group (s) at considered necessary.

**III. Terms of Reference**

The terms of reference of the Working Group will be as follows :—

- (1) To review the approach and strategy so far adopted for development of scheduled castes and make suggestions there for the Seventh Plan period particularly and in a longer perspective generally;
- (2) To review the content and priorities of developmental programmes under implementation, assessing the benefits actually derived by individual families to cross the poverty-line and make appropriate suggestions;

- (3) To review the extent of improvement in the living and working conditions in Scheduled Castes Bastis, through provision of common facilities and otherwise;
  - (4) to review the programmes for the different occupational groups, assess the impact of the socio-economic programmes on them and suggest future strategy of development;
  - (5) to review and deliberate on the programme of eradication of scavenging and rehabilitation of liberated scavengers;
  - (6) to review the funding of the Special Component Plan from State, Centre and financial institutions and suggest improvements in the mechanism of flow of funds from these sources;
  - (7) to review the administrative machinery at State, district and block levels and suggest appropriate personnel policy measures like personnel motivation, placement, training, tenure, postings; etc.
  - (8) to scrutinise programmes being implemented in supplementary sector of backward classes by the States/UTs and suggest modifications/deletions/additions;
  - (9) to review monitoring and evaluation systems evolved by the State Governments and make suggestions for their further activation;
  - (10) to review the role of voluntary organisations, their involvement in SC development and suggest viable methodology for their systematic participation.
  - (11) to suggest measures for beneficiary-participation in the programmes;
  - (12) any other important aspect of SC development which the Working Group may feel called upon to include.
- IV. The working Group shall submit its report by January, 1984.
- V. For attending the meetings of Working Group, officers will draw TA/DA from their Departments. Non-official members will be paid TA/DA as admissible to a Grade-I officer of the Central Government by the Planning Commission.

(K.C. Aggarwal)  
Director (Administration)

To

1. The Chairman of the Working Group.
2. Member-Secretary of the Working Group.

Copy to :

1. Jt. Secretary (SC&BCD), Ministry of Home Affairs, Shastri Bhawan, New Delhi.
2. Jt. Secretary, Plan Finance, Ministry of Finance, North Block, New Delhi.
3. Secretary, Ministry of Agriculture, Krishi Bhawan, New Delhi.
4. Secretary, Ministry of Rural Development, Krishi Bhawan, New Delhi.
5. Secretary, Ministry of Education and Culture, Shastri Bhawan, New Delhi.
6. Secretary, Ministry of Social Welfare, Shastri Bhawan, New Delhi.
7. Secretary, Ministry of Health and Family Welfare, Nirman Bhawan, New Delhi.
8. Secretary, Ministry of Industry, Udyog Bhawan, New Delhi.
9. Secretary, Ministry of Works & Housing, Nirman Bhawan, New Delhi.
10. Addl. Secretary, Deptt. of Economic Affairs (Banking Division) Ministry of Finance, Jeevan Deep Building, Parliament Street, New Delhi.
11. Secretary Harijans Welfare Department, Government of Uttar Pradesh, Lucknow.
12. Secretary, Harijan Welfare Department, Government of Kerala, Trivandrum.
13. Secretary, Harijan Welfare Department, Government of Bihar, Patna.
14. Secretary, Social Welfare Department, Government of Gujarat, Ahmedabad.
15. Shri L.R. Naik, Member, High Powered Panel on Minorities, Scheduled Castes and Scheduled Tribes, Lok Nayak Bhawan, Khan Market, New Delhi.
16. Shri P.S. Krishnan, B.7-2 Multi-storeyed Building, Sector 13, R. K. Puram, New Delhi.
17. Shri S.R. Sankaran, Chief Secretary, Government of Tripura, Agartala.
18. Shri K.M. Koti, Managing Director, Scheduled Castes and Scheduled Tribes Corporation, Government of Mysore, Bangalore.

19. Prof. L.P. Vidyarthi, Prof. and Head of Deptt. of Anthropology, Ranchi University, Ranchi.

20. Dr. Parvathama, Professor and Head of Department of Post-Graduate Studies and Research in Sociology and Social Work,

It is requested that the name(s) of the representative (s) of the Ministry/Department/Organisation may kindly be intimated to Dr. Bhupinder Singh, Adviser (SP) and Member-Secretary of the Working Group.

(K.C. Agarwal)  
Director (Administration)

Copy for information to :

P.S. to Minister for Planning and Dy. Chairman

P.S. to Member (F) Member (H)/Member (M) Member (K)

P.S. to Secretary

All Heads of Divisions

Administration-I/Accounts-I/General Branch

(K.C. Agarwal)  
Director (Administration)

*Final Composition of the Working Group on the Development of Scheduled Castes for the Seventh Five Year Plan.*

1. Shri S. Narayanaswamy, Chairman, Working Group on SC & ST, Ministry of Home Affairs, North Block, New Delhi. Chairman
2. Dr. B.K. Sarkar, Joint Secretary (SCBCD), Ministry of Home Affairs, Shastri Bhawan, New Delhi. Member
3. Shri K.P. Geetha Krishnan, Jt. Secretary (P.F.II), Department of Expenditure, Ministry of Finance, North Block, New Delhi. Member
4. Shri P.K. Patnaik, Jt. Secretary (Planning), Ministry of Education and Culture, Shastri Bhawan, New Delhi. Member
5. Shri V.P. Marwah, Jt. Secretary, Ministry of Social Welfare, Shastri Bhawan, New Delhi. Member
6. Shri P.D. Srivastava, Commissioner (Coordination) Department of Agriculture and Cooperation Krishi Bhavan, New Delhi-1. Member
7. Smt. Sheela Bhid., Dy. Secretary (C&P), Ministry of Rural Development, Krishi Bhavan, New Delhi-1. Member
8. Shri S.K. Chakrabarti, Director, Department of Industrial Development, Ministry of Industry, Udyog Bhavan, New Delhi. Member
9. Dr. N.G. Nag, Deputy Registrar General (SS), Seva Bhawan, North Wing, R.K. Puram, New Delhi. Member
10. Shri P.P. Chauhan, Joint Secretary, Ministry of Health and Family Welfare, Nirman Bhawan, New Delhi. Member
11. Shri Harash Narad, Director (H&HS), Ministry of Works & Housing, Nirman Bhawan, New Delhi. Member
12. Shri K. K. Misra, Director, Department of Economic Affairs, Banking Division, Ministry of Finance, Jeevan Deep Building, Parliament Street, New Delhi-1. Member
13. Shri S.S. Pangti, Secretary, Harijan and Social Welfare Department, Government of Uttar Pradesh, Lucknow. Member
14. Shri Niranjan Singh, Secretary, Social Welfare, Government of Gujarat, Gandhi Nagar. Member
15. Shri B. B. Sahay, Commissioner-cum-Adviser, Department of Welfare, Government of Bihar, Patna. Member
16. Shri R.B. Pathak, Secretary, Harijan Welfare Department, Government of Kerala, North Block Secretariat, Trivandrum. Member
17. Shri N. Sen, Joint Adviser (Planning), Council of Scientific & Industrial Research, Raifi Marg, New Delhi. Member
18. Shri L.R. Naik, Ex-MP, 7-Bhagat Singh Nagar, Bangalore-560071. Member
19. Shri P. . Krishnan, B.7-2 Multi-storeyed Building, Sector 13, R.K. Puram, New Delhi. Member
20. Shri S.R. Sankalan, Principal Secretary, Social Welfare Department, Govt. of Andhra Pradesh, Hyderabad. Member
21. Shri P.G. Naik, Managing Director, Karnataka Scheduled Castes & Scheduled Tribes Development Corporation, Bangalore. Member
22. Prof. L.P. Vidyarthi, Professor and Head of Department, Anthropology Department, University of Ranchi, Ranchi (Bihar). Member
23. Dr. Parvathama, Professor and Head of Department, Department of Post Graduate Studies & Research in Sociology & Social Work, Mysore University, Manasa Gangotri, Mysore-570007. Member
24. Shri K. M. Koti, Dy. Commissioner, Chitradurga, District Chittra Durga, Karnataka. Member
25. Shri N. B. Lohani, Secretary, Tribal, Harijan and Backward Classes Welfare Department, Government of Madhya Pradesh, Bhopal. Member
26. Shri H. B. Hynniewta, Secretary, Tribal and Social Welfare Department and Tribal Commissioner, Government of Maharashtra, 1st Floor, Mantralaya, Bombay. Member
27. Smt. Latika D. Padalkar, Secretary, Social Welfare Department, Government of Tamil Nadu, Madras. Member
28. Shri V. P. Ramachandran, Secretary, Scheduled Castes and Tribes Welfare Department, Government of West Bzsgal, Calcutta. Member
29. Shri K. . Chandrasekharan, Principal Resident Commissioner, Government of Orissa, 4, Kautaliya Lane, Chankya Puri, New Delhi. Member
30. Shri P.R. Dubhashi, Director, Indian Institute of Public Administration, Indraprashta Estate, New Delhi-2. Member
31. Shri T. Munnivenkatapa, Secretary, Revenue Department, Government of Andhra Pradesh, Hyderabad. Member
32. Dr. Bhupinder Singh Adviser (SP) Planning Commission, New Delhi. Member Secretary

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