

ANNEXURE 3.VII

Drop-out rates of Scheduled Castes - 1989-90(Provisional)

State/UT	Primary (I-V)			Middle(I-VIII)			Secondary (I-X)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh#	58.48	63.72	60.72	77.33	85.69	80.95	83.85	88.57	85.90
Arunachal Pradesh	-	-	-	-	-	-	-	-	-
Assam#	64.00	66.43	65.07	57.73	54.78	56.49	62.44	66.43	64.13
Bihar	67.69	73.50	69.33	83.37	89.79	85.04	87.88	94.20	89.50
Goa	39.27	32.06	36.02	55.52	65.68	60.28	79.26	85.57	81.30
Gujarat	24.95	45.55	34.13	50.40	70.34	59.11	66.50	79.78	72.21
Haryana	33.90	43.18	38.00	59.19	75.36	65.71	64.64	80.72	69.81
Himachal Pradesh	36.29	36.50	36.39	32.27	41.88	36.44	67.02	76.81	71.12
Jammu & Kashmir	39.27	30.39	35.84	50.07	52.73	51.08	77.86	82.32	79.52
Karnataka	51.05	59.59	54.90	62.11	73.77	67.08	73.63	84.60	78.45
Kerala	-	1.78	0.50	19.04	15.60	17.37	54.47	47.76	51.20
Madhya Pradesh	36.31	52.37	42.41	62.34	79.40	67.78	75.11	86.91	78.48
Maharashtra	38.54	51.58	44.60	52.90	69.77	60.54	67.91	81.16	73.82
Manipur	79.86	82.21	81.03	84.89	86.07	85.48	82.14	82.69	82.42
Meghalaya	33.13	41.88	37.46	27.86	51.85	39.64	34.62	66.39	50.00
Mizoram	-	-	-	-	-	-	-	-	-
Nagaland	-	-	-	-	-	-	-	-	-
Orissa#	50.53	54.54	52.10	72.30	80.25	75.35	78.16	86.34	81.33
Punjab	36.32	41.59	38.79	63.36	70.56	66.52	78.88	85.96	82.12
Rajasthan	60.42	74.37	63.89	69.53	83.53	72.18	80.82	92.39	82.96
Sikkim	70.00	67.85	69.04	84.96	83.67	84.37	91.62	93.60	92.51
Tamil Nadu	22.56	22.68	25.92	51.04	53.14	51.97	74.75	82.69	78.31
Tripura	58.21	63.09	60.47	75.87	81.84	78.60	86.88	90.20	88.39
Uttar Pradesh	32.89	51.69	38.86	57.92	69.52	60.87	66.97	84.97	71.57
West Bengal#	53.94	66.52	59.45	76.68	82.46	78.94	89.28	91.30	90.01
A & N Islands	-	-	-	-	-	-	-	-	-
Chandigarh	-	-	-	-	-	-	27.17	14.23	21.03
D & N Haveli	-	-	-	-	-	-	-	-	-
Daman & Diu*	-	-	-	-	-	-	-	-	-
Delhi	33.74	35.74	34.47	47.68	58.61	52.79	54.06	74.25	63.71
Lakshadweep	-	-	-	-	-	-	-	-	-
Pondicherry	-	-	-	-	11.96	5.45	69.92	75.32	72.42
INDIA	47.23	55.01	50.32	65.06	74.08	68.47	77.34	85.11	80.21

* included under Goa.

Figures relate to 1988-89.

ANNEXURE 3.VIII
Drop-out rates of Scheduled Tribes - 1989-90(Provisional)

State/UT	Primary (I-V)			Middle (I-VIII)			Secondary (I-X)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh#	63.70	68.97	65.66	84.21	90.14	86.42	88.83	92.77	90.34
Arunachal Pradesh	63.47	59.43	61.98	78.52	77.90	78.30	81.97	88.10	84.06
Assam#	71.90	70.71	71.40	66.06	68.17	66.95	56.15	77.21	68.18
Bihar	70.78	70.93	70.83	85.67	87.57	86.33	90.89	92.72	91.51
Goa	28.99	19.80	24.72	63.50	71.88	67.36	73.58	87.32	79.57
Gujarat	54.03	66.62	59.48	76.17	82.62	78.88	85.34	89.14	86.90
Haryana	-	-	-	-	-	-	-	-	-
Himachal Pradesh	30.59	34.53	32.23	36.58	45.89	40.03	67.93	70.41	68.79
Jammu & Kashmir	-	-	-	-	-	-	-	-	-
Karnataka	47.97	50.69	49.13	56.82	66.68	61.09	72.90	77.23	74.46
Kerala	18.88	15.88	17.44	36.28	35.30	35.68	70.14	65.86	68.12
Madhya Pradesh	48.38	60.36	52.82	75.57	84.14	78.61	83.74	91.81	86.14
Maharashtra	56.99	66.52	61.07	73.14	82.44	76.98	81.56	89.50	84.74
Manipur	77.54	78.43	71.95	84.76	85.79	85.23	85.44	87.24	86.26
Meghalaya	40.07	55.34	47.24	72.78	72.98	72.87	91.47	93.14	92.28
Mizoram	49.56	49.20	49.39	61.99	59.78	60.92	52.47	52.63	52.55
Nagaland	34.75	43.54	39.00	70.71	64.85	68.15	75.97	73.87	75.10
Orissa#	75.41	77.74	76.19	83.99	85.72	84.59	87.34	92.69	89.23
Punjab	-	-	-	-	-	-	-	-	-
Rajasthan	69.76	83.15	73.08	74.74	90.17	77.65	84.93	94.30	86.45
Sikkim	62.87	50.46	57.73	71.26	65.41	68.70	85.52	86.81	86.07
Tamil Nadu	38.35	49.10	43.29	57.65	66.11	61.31	57.52	60.30	58.60
Tripura	71.97	76.53	73.91	85.55	88.19	86.64	90.47	93.24	91.56
Uttar Pradesh	17.22	59.64	34.17	47.73	74.11	55.59	33.49	78.84	46.31
West Bengal#	63.76	67.55	65.03	83.27	87.03	84.39	92.35	92.74	92.47
A & N Islands	5.73	19.77	12.36	49.44	47.88	48.73	55.23	62.58	58.57
Chandigarh	-	-	-	-	-	-	-	-	-
D & N Haveli	37.97	64.90	50.34	68.29	77.04	71.75	84.32	89.28	86.45
Daman & Diu*	-	-	-	-	-	-	-	-	-
Delhi	-	-	-	-	-	-	-	-	-
Lakshadweep	-	6.56	0.00	41.03	50.62	45.53	75.15	81.85	78.34
Pondicherry	-	-	-	-	-	-	-	-	-
INDIA	64.51	70.17	66.66	79.39	84.87	81.40	86.73	90.99	88.25

* included under Goa.

Figures relate to 1988-89.

CHAPTER IV

ECONOMIC DEVELOPMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES

Alleviation of poverty has been the primary consideration in our planning effort ever since India ventured into an era of planned development. However, with the Indian economy passing through many changes by opening up more and more to private and foreign investments, the Scheduled Caste and Scheduled Tribe persons have more at stake today than ever before. In a situation of open competition they are not equipped to secure their rightful share of the fruits of development.

4.2 One out of every four Indians belongs either to a Scheduled Caste or to a Scheduled Tribe. The SC & ST constitute the bulk of the poorest sections of the population and, therefore, these groups have to be the focus of many Plan schemes. While the Scheduled Castes are generally dispersed throughout the country, the Scheduled Tribes are, by and large, concentrated in certain areas and pockets. Lower level of literacy, poor resource base, lack of technical skill and entrepreneurial ability among SC & ST entail greater responsibility on the Government in the matter of their development and safeguarding their interests.

4.3 According to the 1991 Census the population of the Scheduled Castes and Scheduled Tribes is 13.82 crores and 6.77 crores respectively and they constitute 16.48% and 8.08% of the total population of 83.85 crores (excluding Jammu & Kashmir). Statewise population of SC and ST in 1991 Census may be seen at Annexure 4.I. More than 20% of the population in Punjab (28.31%), Himachal Pradesh (25.34%), West Bengal (23.62%) and Uttar Pradesh (21.05%) belong to the Scheduled Castes. Nine States, viz., Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal, account for 81.46% of the Scheduled Caste population of the country. In respect of the Scheduled Tribe population, barring the States and UTs of Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, Dadra & Nagar Haveli and Lakshadweep where majority of the population belongs to the Scheduled Tribes, the other States where a sizeable proportion of the population is from the Scheduled Tribes include Madhya Pradesh (23.27%), Manipur (34.41%), Orissa (22.21%), Sikkim (22.36%) and Tripura (30.95%). Considering the predominance of the tribal population in the three States of Bihar, Madhya Pradesh and Orissa where about 42.9% of the country's tribal population lives the Constitution in Article 164 has provided that "there shall be a Minister in charge of tribal welfare who may in addition be in charge of the welfare of the Scheduled Castes and backward classes or any other work".

4.4 The percentages of main workers in the non-SC/ST population, the SC population and the ST population in 1981 and 1991 Census were as follows:

	1981	1991
Non-SC/ST	31.97	32.81
Scheduled Castes	36.12	36.08
Scheduled Tribes	42.54	42.02

The 'industrial classification' of the main workers amongst SC and ST in 1991 Census was as follows (in percentage):

	SC	ST
(I) Cultivators	25.44	54.50
(II) Agricultural labour	49.06	32.69
(III) Household industry	2.41	1.04
(IV) Other workers	23.08	11.76

It is significant that the percentage of cultivators amongst the Scheduled Castes decreased from 28.17% of the main workers in 1981 to 25.44% in 1991. The percentage of agricultural labour amongst them also registered an increase from 48.22% in 1981 to 49.06% in 1991. The reasons for these phenomena require indepth study. The situation in respect of the Scheduled Tribes did not register any significant change, the percentage of cultivators having gone up marginally from 54.43% to 54.50% and that of agricultural labour from 32.67% to 32.69% during the same period.

4.5 Amongst the main workers 77.11% of SC main workers and 90.03% of ST main workers were engaged in the primary sector of economy which includes workers engaged as cultivators, landless labourers, in mining, quarrying, animal husbandry, forestry, hunting and plantation, orchards and allied activities. In the secondary sector, which includes workers engaged in household industry, manufacturing other than household industry and construction, 9.83% SC and 3.85% ST main workers were engaged. The tertiary sector which includes trade and commerce, transport, storage and communication and other services absorbs 13.06% SC and 6.12% ST main workers. The occupational classification, therefore, brings to light the fact that whereas the secondary and tertiary sectors provide employment opportunities to some extent to the Scheduled Castes, the role of these sectors in tribal economy is still very much limited. A sincere effort is, therefore, required to be made to effect a change in the occupational classification which is presently very much biased in favour of the primary sector. However, one has to bear in mind that the changes are not to be treated as independent goals but have to be brought about as a result of the overall economic development which must benefit the vulnerable groups, specially SC & ST.

4.6 From the First Five Year Plan, the Welfare of Backward Classes Sector was introduced with the intention that the programmes/schemes formulated under this sector would cater exclusively to the needs of the Scheduled Castes, Scheduled Tribes and other Backward Classes. The idea was to hasten the process of development of these communities with the help of these programmes and schemes which would be in addition to the

benefits that would accrue to them from the general developmental effort. However, the expectations did not materialise to the desired extent and hence, the Tribal Sub-Plan for the Scheduled Tribes(TSP) and the Special Component Plan for the Scheduled Castes(SCP) were introduced as fresh strategy during the Fifth and the Sixth Five Year Plans respectively.

Tribal Sub-Plan

4.7 A system which ensures a certain percentage of funds from the State Plan outlays to be spent exclusively for the welfare and development of the Scheduled Tribes has now been fully established in our planning mechanism. Initially, when the TSP strategy was adopted during the Fifth Plan, the emphasis was more on infrastructure development of the areas in which the Scheduled Tribes were concentrated. However, from the Sixth Plan onwards more and more stress has been laid on the family oriented approach according to which priority is given to programmes which provide direct benefit to individual Scheduled Tribe families.

4.8 The TSP is being implemented in 18 States and 2 Union Territories, viz., **Andhra Pradesh, Assam, Bihar, Gujarat, Jammu & Kashmir, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Tamil Nadu, Sikkim, Tripura, Uttar Pradesh, West Bengal, Andaman & Nicobar Islands and Daman & Diu.** The TSP is divided into a number of Integrated Tribal Development Projects (ITDPs) which are presently 193 in number. Besides there are 249 Modified Area Development Approach (MADA) Pockets, 77 clusters of tribal concentration and Micro Projects for 74 Primitive Tribal Groups(PTGs). The four North-Eastern States, viz., **Arunachal Pradesh, Meghalaya, Mizoram and Nagaland** being predominantly tribal, their entire Plan is expected to benefit the tribals.

4.9 During the Sixth Plan period an amount of Rs.3720.36 crores which represented 8.78% of the States' total Plan outlay was earmarked under the TSP. The flow of funds from the State Plans was further enhanced during the Seventh Plan and it was 9.57% of the total State Plans. The increasing trend in allocation continued during the two subsequent Annual Plans, i.e., 1990-91 and 1991-92, when the flow of funds from the State Plans to the TSP constituted 9.6% and 10.3% respectively. The Commission is pleased to note that the tempo of increased allotment continued during the first year of the Eighth Plan, i.e., 1992-93, when an amount of Rs.3019.74 crores was earmarked under the TSP from the total State Plan outlay of Rs.24611.65 crores and it represented 12.3%.

4.10 The following table indicates the quantum of flow of funds to the TSP from State Plans from the Fifth Five Year Plan onwards:

Table 1

(Rs.in crores)

Plan	State Plan funds	Flow to TSP	%age
Fifth Plan	17692.48	759.33	4.29
Sixth Plan	42390.60	3720.36	8.78
Seventh Plan	73953.35	7076.81	9.57
Annual Plan 1990-91	20818.64	1991.98	9.57
Annual Plan 1991-92	24377.93	2504.64	10.27
Annual Plan 1992-93	24611.65	3019.74	12.27

The Commission recommends that all States/UTs should make provision in the divisible component of the Plan outlay for the TSP not only in proportion to the ST population but in a higher proportion than their population percentage in view of their extreme backwardness and their having been deprived of developmental benefits in the past.

Special Central Assistance

4.11 Another source of funding for the TSP is the Special Central Assistance (SCA) which the Government of India release to the States implementing the TSP to supplement financial resources of the State Governments. The SCA assumes importance as it comes in the form of grant and is meant to be spent on income generating schemes and also for creation of infrastructural facilities in the tribal areas. The Commission is of the view that the utilisation of the SCA has to be carefully monitored. The amounts of the SCA released to the State Governments during 1992-93 are mentioned below:

Table 2

(Rs. in lakhs)

S.No.	State/UT	Amount
1	2	3
1.	Andhra Pradesh	1529.34
2.	Assam	1077.61
3.	Bihar	3175.25
4.	Gujarat	1855.84
5.	Himachal Pradesh	403.39
6.	Jammu & Kashmir	296.14
7.	Karnataka	327.42
8.	Kerala	207.23
9.	Madhya Pradesh	6785.01
10.	Maharashtra	1815.21
11.	Manipur	383.41
12.	Orissa	3378.03
13.	Rajasthan	1679.46
14.	Sikkim	60.93
15.	Tamil Nadu	270.72

1	2	3
16.	Tripura	414.94
17.	Uttar Pradesh	58.40
18.	West Bengal	1171.67
19.	A & N Islands	86.13
20.	Daman & Diu	23.87
Total		25000.00

4.12 Due to historical and geographical factors a majority of the Scheduled Tribe people have remained backward. It is due to ignorance, lack of education and abject poverty that they have been subjected to exploitation of various kinds by landlords, moneylenders and contractors. Even the most sincere effort to develop the tribal people will not yield results if their asset-base is eroded through devious methods and a reasonable return for their labour is not assured. In this context the role of cooperatives assumes significance because they not only ensure reasonable returns to tribals for the forest produce but they are also a source of credit both for consumption and production besides marketing.

4.13 For the economic development of the Scheduled Tribes a national level institution, viz., the Tribal Cooperative Marketing Development Federation (TRIFED) which functions as an apex body for the State Tribal Development Cooperative Corporations was set up in 1987. There is a need to have a fresh look into the functioning and effectiveness of the Large Multipurpose Cooperative Societies (LAMPS) established in the tribal areas. The exploitative role of moneylenders, contractors and traders in the tribal economy can be eliminated only when an alternative system which is as flexible and strong as that of moneylenders, etc., operates in these areas.

4.14 In this context the new scheme launched in 1992-93 for giving grants-in-aid to the State Tribal Development Corporations, Forest Development Corporations, Minor Forest Produce Trading and Development Federations for minor forest produce (MFP) is a step in the right direction. During 1992-93 an amount of Rs.2 crores was released to the State Tribal Development Cooperative Corporations/Forest Development Corporations by the Government of India.

Special Component Plan for Scheduled Castes

4.15 Most of the Scheduled Caste persons come from the poorest strata of society. Their development should primarily aim at raising their income levels. Keeping this in view the strategy of the Special Component Plan (SCP) for the Scheduled Castes was adopted during the Sixth Plan. During the Sixth Plan an amount of Rs.3614.66 crores was earmarked under the SCP which represented 7.66% of the total State Plan outlay of the States implementing

the SCP. The actual expenditure during the period was, however, Rs.2978.70 crores, constituting only 6.32% of the total Plan size. The quantum of allocation under the SCP was increased to Rs.7385.42 crores during the Seventh Plan, constituting 8.27% of the total State Plan outlay. During the Seventh Plan period the actual expenditure fell short of the outlay and it accounted for only 7.74% of the total State Plan size.

4.16 In 1992-93, 21 States and 3 Union Territories continued to formulate their SCPs. Out of the total State Plan outlay of Rs.30366.51 crores an amount of Rs.3091.53 crores was earmarked under the SCP but the flow of funds was barely 10% of the Plan size. The expenditure during the year was reported by the Ministry of Welfare to be of the order of Rs.2562.80 crores (82.90%). As in the case of the TSP, the Commission recommends that all the States/UTs should make provision in the divisible component of the Plan outlay for the SCP not only in proportion to the SC population but in a higher proportion than their population percentage in view of their socio-economic backwardness and their having been denied due share in developmental benefits in the past. The following table indicates outlays and expenditure under the SCPs of the States/UTs from the Fifth Plan onwards:

Table 3

(Rs.in crores)

Plan period	Total State Plan outlay	SCP outlay	%age of col.3 to 2	%age of Actual expenditure	%age of col.5 to 3
1	2	3	4	5	6
VI Plan	47149.89	3614.66	7.66	2978.70	82.41
VII Plan	89322.89	7385.42	8.27	6916.62	93.65
Annual Plan (1990-91)	23225.49	2377.82	10.23	2107.22	88.62
Annual Plan (1991-92)	28041.04	3066.37	10.93	2936.45	95.76
Annual Plan (1992-93)	30366.51	3091.53	10.18	2562.80	82.90

4.17 A number of Central Ministries/Departments like Labour, Human Resource Development, Science & Technology, Industry, Petroleum & Natural Gas, Health & Family Welfare, Agriculture & Cooperation, Rural Development, etc., have indicated flow of funds to the SCP from their Annual Plans during 1992-93. The Commission suggests that all the concerned Ministries/Departments should quantify funds that will directly benefit the Scheduled Castes and that such quantification is done realistically and not notionally. The Central Ministries/Departments will no doubt formulate their programmes in the Central Sector/Centrally Sponsored Programmes with due consultation and coordination.

Special Central Assistance for Special Component Plan

4.18 The scheme of providing the SCA was started in 1979-80 with a provision of Rs.5 crores. The following criteria have been laid down for allocation of the SCA among the various States/UTs implementating the SCP:

- | | | |
|-------|--|-----|
| (i) | On the basis of SC population of the State/UT | 40% |
| (ii) | On the basis of percentage of SC families in the State covered by composite economic development programmes in the Plan to enable them to cross the poverty line | 25% |
| (iii) | On the basis of relative backwardness of the State/UT | 10% |
| (iv) | On the basis of the percentage of the SCP to the Annual State Plan as compared to the SC population percentage in the State/UT | 10% |
| (v) | On the basis of programmes for the specially vulnerable groups among the SC, viz., sweepers, scavengers, bonded labours | 10% |
| (vi) | On the basis of implementation (performance) of the SCP in the previous year | 5% |

4.19 In 1992-93 an amount of Rs.248.80 crores was allocated under the SCA to various States and the total allocation during the Eighth Plan period is of the order of Rs.1125 crores.

4.20 The State/UT-wise SCA released during 1992-93 is as follows:

Table 4

(Rs.in lakhs)

S.No.	State/UT	Amount
1	2	3
1.	Andhra Pradesh	1937.61
2.	Assam	189.44
3.	Bihar	2096.54
4.	Gujarat	908.53
5.	Goa	2.64
6.	Haryana	398.20
7.	Himachal Pradesh	502.69
8.	Jammu & Kashmir	66.79
9.	Karnataka	1310.06
10.	Kerala	502.74
11.	Madhya Pradesh	1839.09
12.	Maharashtra	1698.92
13.	Manipur	7.42
14.	Orissa	1323.38
15.	Punjab	625.32
16.	Rajasthan	1162.90
17.	Sikkim	3.21
18.	Tamil Nadu	1911.34

1	2	3
19.	Tripura	57.38
20.	Uttar Pradesh	5495.07
21.	West Bengal	2669.54
22.	Chandigarh	9.44
23.	Delhi	148.60
24.	Pondicherry	13.15
Total		24880.00

Scheduled Castes Development Corporations

4.21 Scheduled Castes Development Corporations have been set up in 18 States and four Union Territories. These Corporations play a very significant role in the matter of welfare and development of the Scheduled Castes, specially in their economic development. The Government of India are participating in the share capital investment of these Corporations to the extent of 49%. During 1992-93, 5.35 lakh families were covered by the schemes of the Corporations. This is considerably higher than in the previous year (4.52 lakhs). The Ministry of Welfare has reviewed the working of these Corporations and felt that there is a need to revise upwards the ceiling on project cost which is presently fixed at Rs.35,000. The Commission too is of the view that the project cost need to be suitably revised keeping in view the rise in cost of production.

4.22 The Commission's field office at Bangalore had recently undertaken a study on the impact of schemes of ISB (Industries, Services and Business) sector implemented by the Karnataka Scheduled Castes/Scheduled Tribes Development Corporation. The study has revealed that a majority of the beneficiaries were covered under the transport sector which includes provision of passenger and goods vehicles and most of the beneficiaries have been able to augment their incomes. However, there were very few women beneficiaries and those with ITI or any professional qualifications. The study also made some suggestions like identification of more women applicants, publicity of the schemes of the Corporation, etc.

4.23 The margin money scheme is the most popular scheme being implemented by the Corporations. However, the scheme largely depends on availability of finance from commercial banks. It has been observed that there is a great deal of reluctance on the part of the banks to finance a scheme/project sponsored by a Corporation if it does not meet the conditions. In order to avoid such a situation it is desirable that there is better coordination and mutual trust between the Corporations and the banks. One of the ways to encourage greater participation by the banks is to take them into confidence while formulating schemes of the Corporation. This will eliminate the possibility of rejection of the proposals by the banks once they are forwarded by the

Corporation. The importance of these Corporations lies in the fact that they not only act as guarantors and promoters but also provide linkages and tie up arrangements with more than one agency.

4.24 The Corporations should also simplify the present cumbersome procedure and minimise the period taken for processing of applications. Regular monitoring and evaluation of the projects and easy repayment schedules should be in-built in the system. With a large number of Industrial Training Institutes coming up in the country a better coordinated approach in the field is absolutely essential so that the trained youth coming out of these institutions could be covered under the schemes of the Corporations.

Anti-poverty programmes

4.25 One of the landmark achievements in the context of rural development is the passing of the Constitution (Seventy-second Amendment) Bill by the Parliament. Under the system of Panchayati Raj it is expected that the process of rural development will be accelerated due to active participation of local people in developmental process. People's participation which is the essence of any modern developmental planning is expected to be achieved through the Panchayati Raj Institutions.

4.26 Most of the anti-poverty programmes aim at generation of employment and income of the rural people, specially the Scheduled Castes and Scheduled Tribes, so that their bare necessities are met. Simultaneously, there is also a concerted effort on the part of the Government to develop their skills which may enable them, specially the youth, to break away from traditional occupation. A massive Integrated Rural Development Programme (IRDP) was launched on 2nd October, 1980, throughout the country. Under the programme productive assets and inputs are provided to the identified poorest of the poor families in rural areas to enable them to cross the poverty line. The target of coverage of SC & ST families which was 30% in the Seventh Plan has been raised to 50% from April 1990. While the pattern of subsidy is 25% for small farmers, 33-1/3% for marginal farmers, agricultural labourers and rural artisans, the Scheduled Castes and Scheduled Tribes are extended 50% subsidy.

4.27 In 1992-93 the target was to assist 18.75 lakh families under the IRDP and it is a matter of satisfaction that the achievement during the year exceeded the target (110.33%). The coverage of SC & ST families was 36.73% and 14.69% respectively of the total number of families. The following table indicates the coverage of families during 1991-92 and 1992-93:

Table 5

(in lakhs)

Year	Target	Achievement	%age	SC	%age	ST	%age
1991-92	22.52	25.37	112.66	9.15	36.08	3.81	15.02
1992-93	18.75	20.69	110.33	7.60	36.73	3.04	14.69

4.28 The evaluation studies conducted by a number of organisations which include the Reserve Bank of India, the National Bank for Agriculture & Rural Development (NABARD) and the Programme Evaluation Organisation (PEO) of the Planning Commission have revealed that the implementation of the programme has been instrumental in raising the income level of the beneficiaries and that a significant proportion of benefits has gone to SC & ST persons. A number of action areas have also been identified such as building of proper linkages, stepping up of level of investment, attention to the sphere of infrastructural development, etc.

4.29 The Training of Rural Youth for Self-Employment (TRYSEM) was started as a Centrally Sponsored Scheme in August 1979 in order to equip the rural youth in technical and entrepreneurial skills. Under this programme also the coverage of SC & ST is 50%. During the Sixth Plan period 33% of the beneficiaries were from SC & ST and since then there has been a continuous increase in their coverage-42% in the Seventh Plan and 44% and 45% in the Annual Plans of 1990-91 and 1991-92 respectively. In 1992-93, out of 2.76 lakh youth trained under the programme 1.16 lakh (42%) were from SC & ST. The coverage of SC & ST needs to be stepped up in the remaining period of the Eighth Plan in order to achieve the target of 50% during the Plan period.

4.30 Keeping in view the importance of the employment generation programmes in the context of rural development, a number of schemes have been implemented from time to time. From April 1989 (last year of the Seventh Plan) two employment generation programmes, RLEGP and NREP were merged into a single rural employment programme which is now known as Jawahar Rozgar Yojana (JRY). The expenditure under the programme is shared between the Centre and the State in the ratio of 80:20. In this programme preference is given to SC & ST and freed bonded labourers. It has also been provided that at the Village Panchayat level 15% of the annual allocation must be spent on works which directly benefit SC & ST. Out of the total resources under the programme 10% and 30% are earmarked for the Indira Awas Yojana and the Million Wells Scheme respectively. Not less than 60% of the allocation under the Indira Awas Yojana and not less than 66-2/3% of that under the Million Wells Scheme are required to be spent on SC/ST beneficiaries. The flexibility inbuilt in the programme is commendable. The Commission is of the view that the employment generation programmes should be given maximum priority for some more years till the economy of SC & ST is stabilised.

4.31 The PEO, Planning Commission, had undertaken a quick study of the JRY in ten States in which about 90% of the rural poor live. The study revealed that the Gram Panchayats could provide employment to a person only to the extent of 11.44 and 15.68 days during 1989-90 and 1990-91 respectively, which appears to be too low. However, the proportion of mandays of employment of SC & ST to total mandays was more than 50%. Considering the fact that SC & ST constitute the bulk of the rural poor, it is

not only the question of coverage that has to be ensured but more mandays of employment have to be generated under the programme. The Commission urges the Centre and the State Governments to carefully monitor this programme considering the importance of the programme in the context of rural development.

4.32 Indira Awas Yojana is another important scheme implemented under the JRY. Under this scheme dwelling units are provided free of cost to the poorest SC & ST and freed bonded labourers. The outstanding characteristic of the scheme is that the allotment of houses is made in the names of female members of the beneficiary households. Alternatively, the dwelling unit allotted may be in the joint names of both the husband and the wife. During 1992-93 a target of constructing 1.18 lakh dwelling units was fixed and the achievement was 1.93 lakhs (163.5%).

4.33 The PEO had recently conducted a quick study of the Indira Awas Yojana and made a number of useful suggestions which include selection of beneficiaries in an open Gram Sabha meeting, involvement of voluntary organisations, dissociation of contractors in the construction of dwelling units, increase in the share of wage component, etc.

4.34 The Million Wells scheme which provides open irrigation wells free of cost to identified poor, small and marginal farmers belonging to SC & ST and freed bonded labourers is also implemented as a component of the JRY. This scheme assumes importance as there is concerted effort on the part of the Government to distribute ceiling surplus land to these sections of the population. During 1992-93 a total of 1,80,995 wells at an expenditure of Rs.53404.63 lakhs were constructed.

4.35 The Commission is particularly pleased to note that the JRY is being continuously evaluated in all the districts of the country. Considering the number of components being implemented under the programme the success of the same will hasten the process of socio-economic development of SC & ST.

National scheme of liberation and rehabilitation of scavengers

4.36 A time-bound programme with the objective of providing alternative trade/occupation to scavengers is under operation. Under the scheme training is provided to the identified scavengers and subsequently the trained scavengers are extended financial assistance in the form of subsidy and loan to set up ventures of their own. During 1992-93 a provision of Rs.60 crores was made and the actual release to the State Governments amounted to Rs.60.73 crores. It is expected that four lakh scavengers will be trained during the Eighth Plan period. As the success of the programme largely depends upon identifying scavengers in the country, the Commission urges the State Governments to undertake surveys without further delay so that by the end of the Eighth Plan scavengers will be fully liberated from their hereditary degrading and inhuman practice of manually removing nightsoil.

Land and land reforms

4.37 Ownership of land bestows social status upon the landless people besides providing an asset base. The Commission is of the view that SC & ST families should be given the first priority in allotment of surplus land or newly reclaimed land or developed land. The table below indicates the progress in the implementation of land ceiling laws upto March 1993:

Table 6

Category	Area distributed in acres	No. of beneficiaries
SC	1747588(34.68%)	1751491(36.05%)
ST	702676(13.94%)	692266(14.25%)
Others	2588610(51.38%)	2414589(49.70%)
Total	5038874(100.00)	4858346(100.00)

4.38 The above table brings out that SC & ST have been given priority in the allotment of ceiling surplus land in the country. However, while comparing the average area distributed to SC & ST and to others, it is found that the average works out to 0.997 acre to SC, 1.015 acre to ST and 1.072 acre to others. It may, therefore, be concluded that on an average the share of SC & ST persons in the matter of distribution of ceiling surplus land is less than that of others, which should not be the case as the proportion of these sections of the population is much higher amongst the rural poor. The Commission recommends that SC & ST may be given proportionately higher weightage in terms of area distributed. With the pace of irrigation gaining momentum by bringing more and more areas under assured irrigation due to commissioning of various irrigation projects, the Commission is of the opinion that the exercise of declaring ceiling surplus land may be undertaken simultaneously keeping in view the need to redefine the standard acre in the laws of the different States taking into account the change in the value of land after irrigation facility. Many of the unirrigated holdings should yield substantial average once these receive assured irrigation. Further, whenever land ownership is settled in favour of SC & ST persons it should be immediately entered in the record of rights and actual possession given to allottees with simultaneous protection by the law enforcement authorities. The land ceiling laws should be strictly enforced within a time-bound programme. Lacunae in these laws should be identified and removed. It has been noticed that a large number of atrocities committed on SC & ST are due to land disputes. Some of the provisions of the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) Act, 1989, safeguard the interests of SC & ST in the matter of land. It is desirable to make use of such provisions and refer litigations to the Special Courts set up under the Act to settle the cases expeditiously.

4.39 The economy of SC & ST as of the people of the entire country is passing through many changes. The Scheduled Castes and Scheduled Tribes are also experiencing several problems social, economic, educational and political. Some of these are linked with the past. The planners have now been able to identify the problems and there is a better understanding today. The issues have been analysed and a definite strategy for the welfare and development of SC & ST adopted which focusses adequate attention on the growth pattern favourable to them. It is the pace of implementation of developmental programmes that has to be speeded up now to secure a better future for them.

ANNEXURE 4.I

Statement showing the total population, Scheduled Caste population and Scheduled Tribe population with percentage in the total population in 1981 and 1991 Census

S.No.	State/UT	Total		Scheduled Castes				Scheduled Tribes			
		1981	1991	1981	%	1991	%	1981	%	1991	%
1	2	3	4	5	6	7	8	9	10	11	12
	STATES										
1.	Andhra Pradesh	5,35,49,673	6,65,08,008	79,61,730	14.87	1,05,92,066	15.93	31,76,001	5.93	41,99,481	6.31
2.	Arunachal Pradesh	6,31,839	8,64,558	2,919	0.46	4,052	0.47	4,41,167	69.82	5,50,351	63.66
3.	Assam	1,98,96,843	2,24,14,322	12,41,526	6.24	16,59,412	7.40	21,85,845	10.99	28,74,441	12.82
4.	Bihar	6,99,14,734	8,63,74,465	1,01,42,368	14.51	1,25,71,700	14.55	58,10,867	8.31	66,16,914	7.66
5.	Goa	10,86,730	11,69,793	23,432	2.16	24,364	2.08	10,721	0.99	376	0.03
6.	Gujarat	3,40,85,799	4,13,09,582	24,38,297	7.15	30,60,358	7.41	48,48,586	14.22	61,61,775	14.92
7.	Haryana	1,29,22,618	1,64,63,648	24,64,012	19.07	32,50,933	19.75	-	-	-	-
8.	Himachal Pradesh	42,80,818	51,70,877	10,53,958	24.62	13,10,296	25.34	1,97,263	4.61	2,18,349	4.22
9.	Jammu & Kashmir	59,87,389	77,18,700	4,97,363	8.31	6,41,200	8.31	-	-	N.A.	N.A.
10.	Karnataka	3,71,35,714	4,49,77,201	55,95,353	15.07	73,69,279	16.38	18,25,203	4.91	19,15,691	4.26
11.	Kerala	2,54,53,680	2,90,98,518	25,49,382	10.02	28,86,522	9.92	2,61,475	1.03	3,20,967	1.10
12.	Madhya Pradesh	5,21,78,844	6,61,81,170	73,58,533	14.10	96,26,679	14.55	1,19,87,031	22.97	1,53,99,034	23.27
13.	Maharashtra	6,27,84,171	7,89,37,187	44,79,763	7.14	87,57,842	11.09	57,72,038	9.19	73,18,281	9.27
14.	Manipur	14,20,953	18,37,149	17,753	1.25	37,105	2.02	3,87,977	27.30	6,32,173	34.41
15.	Meghalaya	13,35,819	17,74,778	5,492	0.41	9,072	0.51	10,76,345	80.58	15,17,927	85.53
16.	Mizoram	4,93,757	6,89,756	135	0.03	691	0.10	4,61,907	93.55	6,53,565	94.75
17.	Nagaland	7,74,930	12,09,546	-	-	-	-	6,50,885	83.99	10,60,822	87.70
18.	Orissa	2,63,70,271	3,16,59,736	38,65,543	14.66	51,29,314	16.20	59,15,067	22.43	70,32,214	22.21
19.	Punjab	1,67,88,915	2,02,81,969	45,11,703	26.87	57,42,528	28.31	-	-	-	-
20.	Rajasthan	3,42,61,862	4,40,05,990	58,38,879	17.04	76,07,820	17.29	41,83,124	12.21	54,74,881	12.44
21.	Sikkim	3,16,385	4,06,457	18,281	5.78	24,084	5.93	73,623	23.27	90,901	22.36
22.	Tamil Nadu	4,84,08,077	5,58,58,946	88,81,295	18.35	1,07,12,266	19.18	5,20,226	1.07	5,74,194	1.03
23.	Tripura	2,53,058	27,57,205	3,10,384	15.12	4,51,116	16.36	5,83,920	28.44	8,53,345	30.95
24.	Uttar Pradesh	11,08,02,013	13,91,12,287	2,34,53,339	21.16	2,92,76,455	21.05	2,32,705	0.21	2,87,901	0.21
25.	West Bengal	5,45,80,647	6,80,77,965	1,20,00,768	21.99	1,60,80,611	23.62	30,70,672	5.63	38,08,760	5.59

1	2	3	4	5	6	7	8	9	10	11	12
1	UNION TERRITORIES										
1	Andaman & Nicobar Islands	1,88,741	2,80,661	-	-	-	-	22,361	11.85	26,770	9.54
2.	Chandigarh	4,51,610	6,42,015	63,621	14.09	1,05,977	16.51	-	-	-	-
3.	Dadra & Nagar Haveli	1,03,676	1,38,477	2,041	1.97	2,730	1.97	81,714	78.82	1,09,380	78.99
4.	Daman & Diu	-	1,01,586	-	-	3,891	3.83	-	-	11,724	11.54
5.	Delhi	62,20,406	94,20,644	11,21,643	18.03	17,94,836	19.05	-	-	-	-
6.	Lakshadweep	40,249	51,707	-	-	-	-	37,760	93.82	48,163	93.15
7.	Pondicherry	6,04,471	8,07,785	96,636	15.99	1,31,278	16.25	-	-	-	-
	INDIA	68,51,84,692	84,63,02,688	10,59,96,149	15.47	13,22,277	16.33	5,38,14,483	7.85	67,58,380	8.08

- Note :**
- (1) Source for 1981 figures Series 1, Part II B (ii) and Part II B (iii), Primary Census Abstract Scheduled Castes and Scheduled Tribes respectively (published by RGI in 1983)
 - (2) In 1981 Census was not held in Assam. Total population projected by RGI in PCA. Population of SC/ST projected on growth rate of total general population, i.e., 36.05%.
 - (3) Source for 1991 figures Series 1, Paper 1 of 1993 - Union Primary Census Abstract for SC & ST
 - (4) In 1991 Census was not held in Jammu & Kashmir. Total population projected by RGI. Population of SC projected on growth rate of total general population, i.e., 28.92%. Scheduled Tribe figures for 1981 not available as STs were declared for the first time on 7-10-1989.
 - (5) Arunachal Pradesh and Mizoram were Union Territories in 1981 Census but were States in 1991 Census.
 - (6) Goa, Daman & Diu was a Union Territory in 1981 Census. In 1991 Census Goa was a State while Daman & Diu was a Union Territory. For 1981 Census separate figures for Daman & Diu are not available.
 - (7) The percentage of ST in the country's population in 1991 Census (Col.12) has been worked out after excluding the projected total population of J & K from the country's total population since the ST population in J & K could not be projected.