

**Report of the Task Force on education  
and employment of the backward  
classes.**

## C O N T E N T S

<u>S.NO.</u>	<u>CHAPTER</u>	<u>PAGES</u>
I.	Introductory	1 - 4
II.	Education of Scheduled Castes and Scheduled Tribes	5 - 42
III.	Employment of Scheduled Castes and Scheduled Tribes	43 - 76
IV.	Other Related Programmes	77 - 80
V.	Summary of Recommendations	81 - 116

LIST OF ANNEXURES

S.No.	Subject	Page No.
I	Setting up of Steering Group and Task Forces for Welfare of Backward Classes and Social Welfare.	117 - 120
II	Statement showing the scheduled caste and scheduled tribe population in the various States and Union Territories, according to the 1971 census, with percentage to total population.	121
III	Statement showing percentage of literacy among the Scheduled Castes and the Scheduled Tribes.	122
IV	Level of Education among Scheduled Castes & Scheduled Tribes as compared to the general population in India.	123
V	Number of Scheduled Tribe persons per 1,000 persons in each educational category.	124
VI	Number of Scheduled Caste persons per 1,000 persons in each educational level.	125
VII	Statement showing variation in respect of literacy in different Scheduled Tribe and Scheduled Caste population in different districts in a State.	126
VIII	Level of literacy among the Scheduled Castes having a population of more than 25,000.	127
IX	Level of education among Scheduled Tribes having a population of more than 10,000.	128
X	Enrolment, Percentage Enrolment Ratio and Coefficient of Equality for Scheduled Tribes and Scheduled Castes by type of Institutes in 1960-61 and 1965-66.	129
XI	Statement showing Statewise Percentage Enrolment Ratio of Scheduled Castes & Scheduled Tribes to other communities and Coefficient of Equality for Scheduled Castes & Scheduled Tribes in Primary Schools in 1960-61 and 1965-66.	130
XII	Statement showing Statewise Percentage Enrolment Ratio of Scheduled Castes & Scheduled Tribes to other Communities and Coefficient of Equality for Scheduled Castes and Scheduled Tribes in Middle Schools in 1960-61 and 1965-66.	131
XIII	Statement showing Statewise percentage enrolment ratio of Sch. Castes & Sch. Tribes to other communities and coefficient of equality for Sch. Castes & Sch. Tribes in High/Higher Secondary Schools in 1960-61 and 1965-66.	132
XIV	Statement showing Enrolment of Scheduled Castes & Sch. Tribes in Universities or Colleges of General Education (1965-66).	133

List of Annexures(contd.)

-- ii -

S.No.	Subject	Page No.
XV	Statement showing enrolment of Scheduled Castes and Scheduled Tribes in Professional Higher Education (1965-66) by stages.	134
	Report of the Working Group on Training & Employment of Non-student Youth among Backward Classes.	'A'
	Report of the Working Group on Education and Employment of Women among Backward Classes.	'B'

REPORT OF THE TASK FORCE ON EDUCATION AND  
EMPLOYMENT OF THE BACKWARD CLASSES

CHAPTER I

INTRODUCTORY

1.01 The Planning Commission constituted a Steering Group on "Welfare of Backward Classes and Social Welfare" under its Order No. PC/SW/53(1)/71 dated April 5, 1972. Its terms of reference were: (i) To review development in regard to Social Welfare and Welfare of Backward Classes by the end of Fourth Plan; to identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures; (ii) to suggest a perspective of development for 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan; and (iii) to formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies, programmes and outlays. To assist the Steering Group, Planning Commission also decided to constitute a Task Force on Education and Employment of Backward Classes with broadly the same terms of reference as that of the Steering Group (Annexure I).

1.02 The Task Force, as originally constituted on April 5, 1972 consisted of Shri J.P. Naik as Chairman, Shri H. Zopianga, Dr. B.R. Chauhan, Shri K.T.N. Nambiar, Shri S. Krishnan, Shri K.N. Butani, Dr. A. Vaidyanathan, Dr. L.R.N. Sriyastava, Dr. A.K. Das, Shri B.K. Bhatnagar, Shri D.P. Nayar, Shri J.H. Chinchalkar and Dr. A.R. Kamat as members. Shri G.P. Bharal, Research Officer (Social Welfare Unit) in Planning Commission

was appointed Convenor of the Task Force. Shri S.K. Kaul was included as member of the Task Force on April 24, 1972.

Shri K.T.N. Nambiar, Director (Employment Exchanges) retired soon after the constitution of the Task Force and his place was taken by Dr. H.P. Mehta, Additional Director (Employment Exchanges), Directorate-General, Employment and Training, Ministry of Labour and Rehabilitation. Subsequently, on the retirement of Dr. H.P. Mehta, Shri A.S. Sinha, Deputy Director represented the D.G.E. & T. Shri M.P. Manmathan, Kerala was a special invitee of the Task Force.

1.03 The Task Force had held four meetings. At its first meeting held on May 12, 1972, the subject was discussed in all its aspects and it was decided to set up two Working Groups: (i) Working Group on Training and Employment of Non-student Youth among Backward Classes and (ii) Working Group on Education and Employment of Women of Backward Classes. In the meetings held on June 9, 1972 and July 7, 1972, educational problems, approach and strategy for development in Fifth Plan were discussed. In the meeting held on August 28, 1972 various aspects of employment of Scheduled Castes and Scheduled Tribes were discussed. The report is based on the discussions held in the four meetings of the Task Force and short notes submitted by its members. Since the Task Force recommended constitution of the Working Groups as mentioned above, it did not discuss the problems, approach, strategy for development in Fifth Plan regarding the training and employment of non-student youth among backward classes and education and employment of women of

backward classes. The reports of these Working Groups are appended. The Task Force broadly agrees with the recommendations of these two Working Groups.

1.04 Under Article 46 of the Constitution, the State is committed to promote with special care educational as well as economic interests of weaker sections of society and in particular, of scheduled tribes and scheduled castes. The term 'weaker sections of society' used in this article is obviously far wider in connotation than the term 'backward classes' which, in its turn, includes, not only the scheduled castes and scheduled tribes, but also the Vimukt Jatis (or denotified communities), nomadic or semi-nomadic tribes and in addition, several castes which are classified as 'other backward' by the State Governments.\* This report is, however, limited to a study of the Scheduled Castes and Scheduled Tribes only.

1.05 We would have liked to deal separately with problems of education and employment of Vimukt Jatis and nomadic and semi-nomadic tribes but could not do so because of the absence of separate data. We recommend that, it may be desirable, in future to collect the relevant data for these groups separately so that their specific needs can be catered to in the plan. This is not, however, a very serious omission because many of the castes/tribes included under these two categories are also under the scheduled castes and scheduled tribes. It is suggested that a separate Study Team should be constituted by the Planning Commission to examine the educational and rehabilitation problems of these groups.

---

\*The classification varies from State to State.

1.06 We have deliberately omitted all references to 'other backward castes' as defined by the State Governments. In our opinion we should move in the direction of defining 'backwardness' on the basis of socio-economic criteria and not on the basis of birth. When this is done, the scheduled castes will be automatically subsumed under the wider category. But until that is done, we should restrict the scope of the term 'backward classes' as defined by birth, only to the scheduled castes and scheduled tribes, the Vimukt Jatis and the nomadic and semi-nomadic tribes. We also feel that definite steps should be taken, in the Fifth Five Year Plan, to define 'backward classes' in socio-economic terms and to adopt a time-bound programme under which, sooner rather than later, the definition of backwardness on the basis of caste or tribe or birth will cease to operate.

1.07 The Report is divided into three sections:

- I. Education of Scheduled Castes and Scheduled Tribes;
- II. Employment of Scheduled Castes and Scheduled Tribes; and
- III. Other related matters.

These will be discussed seriatim in Chapters II - IV and a summary of recommendations has been given in Chapter V.

1.08 We would like to place on record our appreciation of the valuable services rendered to the Task Force by the Staff of the Planning Commission and especially by the Research Officer, Shri G.P. Bharal. Also, we express our sincere thanks to the Chairmen of the Working Groups, Shri Jiwanlal Jairemdas, Secretary, Harijan Sevak Sangh and Smt. K. Lakshmi Raghuramaiah, Chairman, All India Women's Conference for their valuable contribution.



CHAPTER II

EDUCATION OF SCHEDULED CASTES AND SCHEDULED TRIBES

2.01 According to 1971 census, the population of the scheduled castes and the scheduled tribes was 79.9 million and 38.0 million respectively forming 14.6 per cent and 6.9 per cent of the total population. The distribution of this population according to States and Union Territories is given in Annexure II. It will be seen therefrom that a little more than half the number of scheduled castes live in four States, i.e. in Uttar Pradesh (18.5 million), West Bengal (8.8 million), Bihar (7.9 million) and Tamil Nadu (7.3 million). The population of scheduled tribes is, however, concentrated in Assam (1.9 million), Bihar (4.9 million), Gujarat (3.7 million), Madhya Pradesh (8.4 million), Rajasthan (3.1 million), Orissa (5.1 million). Both these communities together form more than one-third of the total population of the State in Madhya Pradesh and Orissa.

2.02 In assessing the educational progress of scheduled castes and scheduled tribes, three main issues arise:

(1) What is the educational progress of scheduled castes and scheduled tribes in absolute terms?

(2) How does this progress of scheduled castes and scheduled tribes compare with that of the other communities?

(3) What are the main issues to be faced, in the immediate future, in the further educational development of these communities.

We shall now deal with these issues seriatim.

Educational Advance of the Scheduled Castes and Scheduled Tribes

2.03 There has been a tremendous advance in the education of scheduled castes and scheduled tribes in the last 25 years. Unfortunately comparable statistical data is not available for this period as a whole. From 1947 to 1950, educational statistics were collected for the 'backward classes' as a whole and separate data is not available for scheduled castes and scheduled tribes. The census of 1961 gives a good deal of educational data separately for scheduled castes and scheduled tribes. The comparable data for the 1971 census is however not available at present. There is no doubt that, when it becomes available in a year or so, it will show the considerable advance made by these communities in the last decade. Therefore the only data available to us was the statistics of the Ministry of Education and Social Welfare for the period 1960-61 to 1965-66. These, along with the census data for 1961 have been briefly summed up in the paragraphs that follow.

2.04 Literacy: The literacy rate for all population, according to the 1961 Census, was 24 per cent. Among the scheduled castes, it was only 10.3 per cent and among the scheduled tribes, only 8.5 per cent. A statement showing Statewise percentage of literacy is given at Annexure III. It will be seen therefrom that the spread of literacy was not uniform in all States. In a few States/Union Territories such as Assam and Gujarat, the difference between the percentage of literacy among scheduled castes and among the general population was not significant.

But in others, it was more than 15 per cent (Kerala, Tamil Nadu, Mysore, West Bengal, Delhi and Pondicherry). Similarly, in the case of scheduled tribes, in a few States/Union Territories (Assam, Manipur and Dadra & Nagar Haveli), the difference between the percentage of literacy among the scheduled tribes and the general population is marginal. But in other States/Union Territories, it was more than 15 per cent (Andhra Pradesh, Gujarat, Kerala, Tamil Nadu, Maharashtra, Mysore and West Bengal). Literacy rates for the 1971 census are not yet available. But it is likely that they would also show the same broad trends as are stated above.

2.05 Other Educational Levels: As in literacy, we see similar gaps between the scheduled castes and scheduled tribes and the general population in other educational levels also. The detailed statistics in this regard have been given in Annexures IV, V and VI. It will be seen therefrom that the number of scheduled castes and scheduled tribes with matric and higher education is very small as compared to that in the general population. For every 1,000 persons in the general population, there are only 21 scheduled caste persons and 4 scheduled tribe persons with academic qualification of matriculation and above. Here also, as in literacy, there are wide variations between the different States/Union Territories.

2.06 Inter-district variation: There is also a considerable variation in extent of literacy among scheduled tribes and scheduled castes in different Districts in a State is given at

Annexure VII. It will be seen therefrom that, in the States of Madhya Pradesh, Mysore and Rajasthan, the lowest percentage of literacy in tribal population in a district is less than one per cent. The range, i.e. the difference between highest and lowest percentages of literacy among the scheduled tribes in a district in a State, is more than 28 per cent in Assam, Bihar, Kerala, Tamil Nadu and West Bengal. In case of scheduled castes, the corresponding range is more than 25 per cent in Gujarat, Kerala, Tamil Nadu and Maharashtra.

2.07 A few studies show that there are inter-district variations in availing of educational benefits by the scheduled castes and tribes. For instance, a study of the Cultural Research Institute, West Bengal reveals that 50 per cent of scheduled tribe students in the post-matric stage were from Darjeeling and Hooghly districts though only 11 per cent of tribal population in the State lived in these two districts. A Study on problems of extension of primary education in rural areas by the Programme Evaluation Organisation (Planning Commission) also found considerable inter-district variations in enrolment of scheduled caste children. For instance, the percentage of scheduled caste children on roll to the total in a sample varied from 8.7 per cent in Burdwan district to 29.4 per cent in Amravati district. A study on post-matric education among the scheduled castes by the Cultural Research Institute, Government of West Bengal also showed that out of the 16 districts in the State, about 57 per cent of post-matric scholarship awards in 1966-67

were availed by scheduled caste students of two districts although only 24 per cent of the scheduled caste population in the state lived in these two districts.

2.08 Inter-tribe and Inter-caste variation: In order to assess the extent of difference as between scheduled castes and scheduled tribes in educational attainment, the data on the level of literacy among the numerically important scheduled castes and scheduled tribes was tabulated from the 1961 census for the State of Maharashtra (Annexures VIII and IX). The data show that the Mang and the Holar, among the scheduled castes, lagged behind the others while all of them are far behind the literacy rate in the State as a whole (29.8 per cent). In the case of scheduled tribes, illiteracy is as high as 98 per cent among the Kathodi and the Kolam while among the Koli Dhor and the Pardhan, it is about 86 per cent. Almost two-thirds of 18 numerically important tribes have less than 20 persons with matriculation or higher education. The study of the Cultural Research Institute, Government of West Bengal, referred to earlier showed that Lepchas and Bhutias who constitute about 2 per cent of scheduled tribe population were awarded 27.40 per cent of the post-matric scholarships in 1966-67. Ninety-eight per cent of the students getting post-matric scholarships came from eight scheduled tribes who constitute 91 per cent of tribal population in the State. Twenty-six scheduled tribes did not have a single student in the post-matric stage. The study further reported that the trend in this regard was the same as it was in 1959-60. Another study by

this Institute on progress of secondary education among the scheduled castes in West Bengal found considerable variations between tribes and castes at this level of education as well. In two tribes, more than 35 per cent of the students of secondary school-going age in 1960-61 attended school while in 9 tribes, the percentage was less than 10 per cent. Further, eighteen scheduled tribes had no school-going students in the secondary stage. Data for 1960-61 also showed that the percentage of the students of school-going age in secondary stage who were actually attending schools was 16.48 per cent among scheduled castes and 45.45 per cent among other communities excluding scheduled tribes. Among the Namasudra, Pan and Paliya castes, more than 50 per cent of students of school-going age in secondary stage were actually attending school. In more than 32 castes, however, the percentage was less than 17. The number of students from different castes attending schools was, however, increasing but the progress was not uniform among all.

2.09 Enrolment Trends: The total enrolment of scheduled tribes and scheduled castes students in all types of recognised education institutions has increased. Considerably between 1960-61 and 1965-66 as will be seen from the data given in Annexure X. There is no doubt that the upward trend shown here must have also been maintained (and even surpassed the years between 1965-66 and 1970-71).

2.10 This broad conclusion is also supported by other studies. A study by the Programme Evaluation Organisation on the extension

of primary education in rural areas has also reported an increase in enrolment of scheduled caste children. It found that the proportion of schools having scheduled caste children on roll registered an increase from 60.3 per cent in 1951 to 59.2 per cent in 1956 and 74.2 per cent in 1961. Enrolment of scheduled caste children also increased to more than two and a half times in 1961 as compared to 1951. The proportion of scheduled caste children on rolls to the total children on rolls showed an increase from 13.6 per cent in 1951 to 16.1 per cent in 1961. A significant finding reported by this study is that the growth in enrolment of scheduled caste children was higher in each of the two plan periods than that of the non-harijan children.

2.11 A study by the Cultural Research Institute, West Bengal also showed progressive increase in enrolment in the case of scheduled tribe students attending the secondary stage of education, though the progress was not uniform in the case of all the tribes. Taking 100 as the base year value of students attending recognised secondary schools in 1957-58, the index numbers in 1958-59, 1959-60 and 1960-61 were 105, 107, and 118 respectively.

2.12 The inter-state, inter-district, inter-caste and inter-tribe variations we found in literacy or other educational levels are also found in enrolments in educational institutions at all stages.

2.13 To answer the question whether the enrolment of scheduled tribes and scheduled castes is adequate and whether it compares favourably with that of the other communities, Shri J.F. Naik has evolved the concept of 'Coefficient of Equality.\* According to this concept, the scheduled castes and tribes would have equality of educational opportunities when the proportion of their enrolment in any given category of educational institutions to their total population would be the same as the proportion of the enrolment from other communities in that category of educational institutions to the total population of the other communities. In practice, however, this proportion would be either more or less than one, thus showing that the scheduled castes/scheduled tribes are ahead

---

\*let us assume that the scheduled tribe/scheduled caste population is 'B' and that the enrolment of scheduled tribe/scheduled caste students in educational institutions is 'A'. Let us further assume that the population of other communities is 'D' and that their enrolment is 'C'. Then the "Coefficient of equality" is defined as follows:

Proportion of scheduled tribe/scheduled caste enrolment to their total population

$$\frac{A}{B}$$

Proportion of enrolment from other communities to the total population of such communities

$$\frac{C}{D} \times 100$$

If equality of educational opportunity were to be provided to scheduled tribes/scheduled castes, it is clear that the proportion of their enrolment in any given category of educational institutions to their total population would be the same as that of the enrolment of other communities in the same category of educational institutions to the total population of other communities. In other words, the coefficient of equality, as defined above, should be 100. In practice, however, this coefficient will either be more than 100 or less than 100. If it is more than 100, we may infer that, in this particular type of education, the scheduled tribes/scheduled castes are ahead of the other communities. On the other hand, where the coefficient of equality is less than 100, it can be inferred that the scheduled tribes/scheduled castes are lagging behind the other communities.



of or lagging behind the other communities. The data on coefficients of equality for scheduled castes and scheduled tribes for 1960-61 and 1965-66 for different categories of educational institutions as given in Annexure X show that the gap between the education of scheduled castes and scheduled tribes and the other communities is being continuously narrowed down every stage, although it is still considerably large. Needless to say, the coefficients of equality also show the same inter-state, inter-district, inter-caste and inter-tribe variations as the enrolments and the literary rates.\*

#### Some Major Problems

2.14 An analysis of the present situation regarding the education of scheduled castes and scheduled tribes highlights several major problems which have been indicated below.

2.15 Primary and Middle School Education: A major objective of national educational policy is to provide universal education in the age-group 6-14. In this programme, both the scheduled castes and scheduled tribes have a long way to go. It is therefore necessary to analyse the reasons for the slow progress of primary and middle school education among the scheduled castes and scheduled tribes and to devise suitable means to overcome them.

2.16 In this context, it may be pointed out that the rates of wastage among the children of scheduled castes and scheduled tribes are much higher than those among the other communities which are

---

\*For a more detailed discussion of the problem, please see occasional monographs 5 and 6 published by the Indian Council of Social Science Research on the Education of Scheduled Castes and Scheduled Tribes.

themselves very high. In fact, as one moves up the educational ladder, the wastage rates for scheduled castes and scheduled tribes increase very steeply. For instance, in the case of the scheduled castes, in 1965-66, the coefficient of equality at the primary stage was 84.5 (Annexure XI). If the rates of wastage and stagnation among the scheduled castes were to be the same as those in the other communities, the coefficient of equality even at the middle school stage should have been 84.5. But we find that this dropped suddenly to 57.8. (Annexure XII). The implication is that the rates of wastage and stagnation among the scheduled castes are considerably higher than those in the other communities. The same conclusion also applies to the secondary stage where the coefficient of equality drops still further to 45.5 (Annexure XIII). At the university stage the coefficient of equality shows yet another drop, it being only 26.2 (Annexure XIV) in Colleges of General Education and 24.1 in Colleges of Professional Education (Annexure-XV). This shows that, in spite of the facilities being made available in the form of scholarships and other educational aids, the spread of higher education among the scheduled castes is still only about one-fourth of that in the other communities. The same broad conclusions will also apply to the scheduled tribes.

2.17 Secondary Education: Some important problems arise at the secondary stage also. Reference has already been made to the sudden drop in enrolments at the secondary stage, both for scheduled castes and scheduled tribes. One important point that arises in this context is therefore this: who goes in for secondary education? Is it

the brighter boys that get this chance or do many of them get eliminated on account of economic factors? Secondly, in what type of institutions do the scheduled caste and scheduled tribe students get admission? Do they get adequate representation that, in the present situation, when planned efforts by the State are not made for placement of students, it is likely that several talented scheduled caste and scheduled tribe students are not in a position to proceed to secondary education and that many of them have to get enrolled in the weaker and more poorly equipped schools. This affects their career and is probably one of the reasons why the quality of secondary education among the scheduled castes and scheduled tribes does not improve. These matters will have to be carefully examined.

2.18 Connected with this stage is the problem of hostels. A large number of scheduled caste and scheduled tribe students admitted to hostels are studying at the secondary stage. Their performance in school is thus intimately connected with the management of these hostels. In a hostel which is properly conducted and where individual attention is provided to students, it is possible to get much better results than in another where these essential factors are not adequately attended to. An examination of the working of the scheduled caste and scheduled tribe hostels, especially from the point of view of the individual care they take of their inmates, is, therefore, an important problem.

2.19 There is one more question to be examined at this stage. Many of the scheduled caste and scheduled tribe students who enter

secondary schools have had their earlier education in weak primary schools. They are not, therefore, as properly equipped for secondary education as the average secondary school entrant; and it, therefore, becomes necessary to provide some individual attention to these students in the secondary schools to which they are admitted if their performance at the secondary stage is to improve. In some schools, such provision of individual attention is done from a sense of social responsibility; but it is feared that many schools do not take the necessary steps in this regard. It is, therefore, necessary to find out to what extent the scheduled caste and scheduled tribe students admitted to secondary schools get that individual attention which they need and to suggest concrete measures under which this could be made available to all the students.

2.20 It is also found that the scheduled caste and scheduled tribe students do not avail themselves of the facilities of vocational schools although it is obviously in their interest to do so. The reasons for this have to be ascertained.

2.21 Higher Education: At the university stage, every scheduled tribe student and every scheduled caste student (subject to a means test) is given a post-matriculation scholarship. And yet there is a severe drop in enrolments at this stage, both for scheduled castes and scheduled tribes. The main question that arises in this context is the determination of reasons which keep the coefficient of equality at this stage so low in spite of the fact that almost every student of the scheduled castes and

scheduled tribes is given a scholarship if he were to attend a university or a college. This needs a very careful examination.

2.22 The general issues raised at the secondary stage have a relevance at the university stage also. For instance, the type of students who are transferred to the university stage and those who drop out will also have to be studied to determine whether it is the more intelligent or the less intelligent group that is kept out. Equally important are the problems relating to admissions of scheduled caste and scheduled tribe students to good institutions and the provision of individual guidance to them. In addition, it is also necessary to ascertain the difficulties scheduled caste and scheduled tribe students in higher education have to face and why a large proportion of them seem to deteriorate in achievement at the university stage. The low enrolment of scheduled caste and scheduled tribe students in courses of professional education also needs scrutiny.

2.23 Development of Talent: In spite of the large expansion of secondary and higher education among the scheduled castes and scheduled tribes in the last 25 years, it is not still possible to find suitably qualified candidates for senior posts in the public sector and many of the vacancies reserved for them remain unfilled. The obvious conclusion is that the programme is not succeeding in identifying talent and developing it adequately. This is a major lacunae which will have to be examined and remedied through the adoption of appropriate measures.

2.24 Teachers: Precise data about teachers belonging to scheduled castes and scheduled tribes are not available. On the

whole, however, the situation appears to be that the recruitment of teachers belonging to these communities falls short of the proportional quotas laid down for them. There are no studies about the difficulties and problems which scheduled caste teachers have to face. Nor are there adequate studies about the difficulties involved in obtaining suitable teachers from the scheduled tribes or to work in tribal areas.

#### Lessons of the Past

2.25 Before we proceed to a consideration of the programmes for the development of the education of the scheduled castes and scheduled tribes in the Fifth Five Year Plan, it is necessary to review the programmes for this purpose included in the earlier plans and the lessons that we can learn from them to improve both planning and implementation in the years ahead.

2.26 Absence of Adequate Emphasis on Programmes of Economic Development: The State mainly creates an infra-structure of an educational system to which all have an 'equal' access in theory. But the capacity of any individual to avail himself of this infra-structure depends largely on (i) his economic status, (ii) his home background, and (iii) his social status. It is because of this that a child from the scheduled caste and scheduled tribes does not enter an educational institution even when it is available, drops out from the institution prematurely, cannot absorb the instruction provided by the institution adequately, and cannot supplement the institutional instructions by the expected appropriate programmes. This situation can be remedied in two ways.

The first is to improve the economic status of the families concerned; and the second is to evolve a remedial programme of special assistance to the children of the scheduled castes and scheduled tribes through a variety of educational concessions or schemes. Of these, the first has been under-emphasized in the past. We will have to pay it greater attention while continuing to develop the second still further.

2.27 Differentiation within the Scheduled Castes and Scheduled Tribes:

So far, the policy has been to treat the 'Scheduled Castes' and 'Scheduled Tribes' as separate but fairly homogenous groups so that all of them get equal treatment from the State. This is hardly justifiable. The assistance of the State has, in the past, reached only a few major sub-groups and there are many other sub-groups which have hardly received any benefit and whose condition has even deteriorated. We must now make an earnest attempt to help these doubly backward groups and to fix priorities accordingly. This does not mean that we de-schedule any caste or tribe. But we must recognise the more urgent claims of some scheduled castes or scheduled tribes over others.

2.28 Greater Help to the Talented: There is yet another discrimination called for. In the past, we have treated all children of the backward classes alike and, by and large, offered the same help to all of them. This policy will have to be continued. But we should superimpose thereon a new policy of providing more liberal and individual help to all talented children. The programme should begin at the age of 11+; but should be

subsequently reviewed also at the secondary and university stages. This special help to the talented should cover (a) placement, (b) liberal finance, and (c) individual special instruction.

2.29 Absence of a Mass Movement: The welfare of the backward classes needs a two-fold support: (i) a mass movement directed at changing the attitudes of the non-backward classes; and (ii) official efforts to ameliorate their condition. In the post-independence period, the second of these programmes has grown considerably but the first has almost died. This almost exclusive dependence on official effort does not serve any purpose. To create a mass movement again is urgent, especially in regard to untouchability. One suggestion that deserves exploration is the possibility of involving the educational system itself -- students and teachers.

2.30 The School Stage: Programmes at school stage, which are mostly in the State sector, have not, by and large, fared satisfactorily.

(a) The spread of primary and middle school education has made little progress due partly to the poverty and illiteracy of the average scheduled caste/tribe family and partly due to the general unpreparedness of the State Education Departments to tackle the difficult and complex problems of the scheduled castes and scheduled tribes. Among the existing schemes for the purpose, mention may be made of free supply of books, slates, clothing, school meals, and teachers' quarters. These have been taken up in most States but the extent of allocations shows wide variations.



What is needed, especially in view of the decision to provide universal education in the age-group 6-14, is a considerable expansion of these programmes in all parts of the country and the creation of an adequate machinery for dealing with the problem of universalization of primary and middle school education in all State Education Departments. It may be mentioned in this context, however, that the scheme of ashram schools has yielded good results in this sector. These schools have been introduced in the States of Andhra Pradesh, Assam, Gujarat, Maharashtra, Madhya Pradesh, Mysore, Orissa, Tamil Nadu and Uttar Pradesh. Ashram schools have been started in some States for scheduled castes, denotified tribes and nomadic and semi-nomadic tribes. So far 486 ashram schools have been set up in the States and Union Territories. Of these, 362 are for scheduled tribes, 29 for scheduled castes, 57 for denotified tribes and 38 for nomadic and semi-nomadic tribes.

(b) Secondary Stage: At the secondary stage, the major schemes introduced include: reimbursement of examination fees, ad hoc grants for educational expenditure, and provision of hostels and scholarships.

(i) Hostels: In all the earlier plans, special emphasis had been given to the expansion of hostel facilities for both boys and girls to provide a better environment to students and to enable students living in scattered areas to avail themselves of the facilities for middle and higher education. Boarding grants are given for this purpose. These hostels are run both by government and voluntary organisations and admit students from other communities also as the present policy is against the setting up of

institutions exclusively for scheduled tribes/castes. The scheme has, on the whole, worked fairly well and deserves to be expanded with certain modifications.

Since scheduled castes and scheduled tribe girls have been lagging behind in the field of education, the urgency of providing extra educational facilities was realised towards the end of Second Five Year Plan. With this end in view, the scheme of girls' hostels was introduced for the first time as a centrally sponsored programme in the Third Plan. The hostels were to be put up in rural and semi-rural areas alone having concentration of scheduled caste/tribe population where schooling facilities for girls were inadequate. The scheme could not make much headway as the local/non-official organisations were reluctant to take it up under the existing terms and conditions prescribed for its implementation of the scheme and make some changes liberalising its implementation and extending it to cover both pre-matric and post-matric education. It is necessary, however, that an integrated plan for meeting the requirements of hostel facilities for girls is prepared for each State.

(ii) Scholarships: The provision of scholarships at the school stage is, on the whole, meagre. The amount of the scholarship is not generally adequate and the extent of the programme shows immense variations from State to State. This is one programme which needs further strengthening to a considerable extent.

(iii) Individual Attention: In order to prevent wastage and stagnation of scheduled tribe and scheduled caste students

in secondary education coaching facilities should be provided for students reading in classes IX - XI. This scheme needs to be adopted by all States/Union Territories.

(c) Vocational Courses: Under the Craftsmen Training scheme of the Directorate General of Employment and Training of Government of India, training arrangements exist to train personnel in engineering and non-engineering trades for employment in cottage and small scale industries. There are 396 I.T.I.s. in the country with a total number of 1,03,897 trainees undergoing craftsmen training courses. As on March 1970, the number of scheduled caste and scheduled tribe trainees were 13,641 and 2,402 respectively. In these institutions, the seats for the scheduled castes and scheduled tribes for the purpose of admission are reserved in proportion to their population in respective States and Union Territories. Besides such of the scheduled castes or scheduled tribes as are entitled to receive a stipend of Rs.25/- p.m. during the period of institutional training at the Industrial Training Institutes are given an additional amount of Rs.20/- p.m. and the scheduled castes and scheduled tribes who are not awarded any stipend under the craftsmen training scheme are given a stipend of Rs.45/- p.m. by the Department of Social Welfare.

The Commissioner for Scheduled Castes and Scheduled Tribes in his report for the year 1969-70 observed that there is an increasing trend regarding the enrolment of scheduled caste and scheduled tribe trainees in the Industrial Training Institutes during the last few years. Representation of

scheduled caste and scheduled tribe trainees in Industrial Training Institutes for the country as a whole was 12.76 per cent and 2.32 per cent on 31.10.1969 respectively. This indicates that the representation of these communities is still less than their population percentages. The report of the Study Team on Tribal Development observed that the failure to take advantage of the facilities offered by the Technical Institutes is not due to any reluctance on the part of tribal students to go in for technical training but is attributed to the initial handicap that science and Mathematics, a knowledge of which is essential for technical courses are not taught in tribal schools. Trade-wise analysis showed that representation of scheduled castes is low in the trades such as refrigeration and air-conditioning (3.53 per cent), instrument mechanic (5.86 per cent), wireless operator (6.25 per cent), craftsman mechanic (6.69 per cent), electrician (7.26 per cent), draftsman (civil) (7.61 per cent), pattern maker (8.83 per cent), mechanist (8.85 per cent). The majority of scheduled caste trainees happened to be in courses such as fitter, turner, welder, wireman, electrician and automobile mechanic. Similarly, scheduled tribe trainees appeared more inclined towards trades/courses such as that of fitter, turner, mechanic (motor vehicle), electrician, wireman and welder.

(d) Post-Matric Scholarships: This scheme is being implemented in backward classes sector. Number of scholarships awarded has shown a phenomenal increase during the last two

decades. In 1951-52 only 1,604 scheduled caste students, 573 scheduled tribe students got post-matric scholarships but by 1968-69, the number had risen to 1,43,245 and 28,035 respectively. In 1970-71, it is estimated that number of scholarships awarded would increase still further to 1,57,000 in the case of scheduled castes and 29,200 in the case of scheduled tribes. These scholarships cover maintenance allowance, compulsory non-refundable fees, study tour charges in professional courses and thesis typing charges. No book-grant or equipment allowance is given. Maintenance charges in scholarships vary; they are Rs.40/- per month for hostellers and Rs.27/- per month for day scholars for under-graduate and graduate courses to Rs.75/- for hostellers and Rs.60/- for day-scholars in the professional degree courses in engineering, medicine, etc. All eligible scheduled tribe students get scholarships; no merit or means test is applied. In the case of scheduled castes, students whose parents income from all sources does not exceed Rs.500/- per month are awarded post-matric scholarships on a graded means test without consideration of merit. Employed scheduled caste students are also given scholarships subject to the graded means test. A change introduced in 1971-72 is the award of an enhanced rate of scholarship to students getting 60 per cent marks and above.

The general trend is that more than 60 per cent of the scholarships awarded to scheduled caste students have gone to three States viz., Uttar Pradesh, West Bengal and Maharashtra, though these States have only about 39 per cent of the scheduled caste population. On the other hand, Andhra Pradesh, Bihar and

Tamil Nadu, which have about 30 per cent of total scheduled caste population were awarded only 16 per cent of the total scholarships for scheduled caste students. In case of scheduled tribes, more than two-thirds of scholarships were awarded to students from two States, viz. Assam and Bihar although they have only one-fifth of the total tribal population. Further working of the scheme of post-matric scholarships has shown that the advantage taken by the various scheduled castes is highly uneven. For example, in Gujarat, Nahyavanshi, and Vankar castes which constitute about 43 per cent of the total scheduled caste population in the State received 68 per cent of total scholarships awarded to scheduled caste students in the State; Bhangi and Meghwal, which constitute about 14 and 11 per cent respectively of scheduled caste population in the State, received only 3.50 and 1 per cent respectively of the scholarships. Similarly, in Maharashtra, the Mahars, who form 35.11 per cent of the scheduled caste population in the State, received 82.83 per cent of total scholarships awarded to scheduled caste students in the State in 1967-68. The Mangs who constitute 33 per cent of the total scheduled caste population in Maharashtra received only 3.87 per cent of scholarships. Chamars, who comprise 22 per cent of population of scheduled castes in the State, received about 10 per cent of scholarships. In Tamil Nadu, Adi-Dravida who form 27 per cent of the scheduled caste population in the State, received 39 per cent of scholarships awarded to scheduled caste students in the State in 1967-68; while Chakkiliyans who constitute about 13 per cent of the scheduled caste population in the State,

received only 2 per cent of the scholarships. The working of the scheme of post-matric scholarships, thus has shown that a larger share of these goes to tribes and castes who are more advanced than others.

Little guidance is given to students to plan their careers and to secure their placement in appropriate institutions. This leads them to drift to overcrowded courses with lower employment prospects. Further, at the pre-matric stage the bulk of them come from general education courses and therefore, the same trend continues at the post-matric stage.

The rates of post-scholarships have remained static for more than a decade and do not take into account the difference in the cost of living in different States, towns and cities. There has been considerable pressure on Government of India to increase the rates of scholarships which have remained constant for more than a decade, but due to limitations of funds this has not been possible so far. Adoption of stiffer criteria for award of scholarships is called for and the rates of scholarships should be increased to meet the entire cost or at least to the rate of national scholarship.

(e) Centre-State Relations: Since education is a State subject and local conditions vary largely from one area to another, a large diversity of schemes in this sector is to be anticipated. However, a review of the past years leads to a conclusion that a stronger central lead seems to be called for in this sector. Similarly, a review of pattern of central assistance shows that the Centre took keen interest in the

spread of education among backward classes. During the first Five Year Plan, the pattern of central assistance was 50 per cent for all schemes under backward classes sector including those under education. From the year 1962-63, pattern of central assistance for educational schemes was modified and raised to 75 per cent whereas it remained unchanged for other programmes. A uniform pattern of assistance at the rate of 60 per cent for all the programmes under backward classes sector was prescribed from the year 1967-68 onwards. From Fourth Plan block grants and block loans are being given to State Governments and no special assistance is given for specific schemes in State sector. However, this policy also calls for some review, especially with regard to schemes of crucial significance.

#### Programmes for the Fifth Plan

2.31 In the light of the statement of the problem and the experience of past as indicated above, it will now be possible to suggest the major programmes for the development of education of scheduled castes and scheduled tribes in the Fifth Five Year Plan.

2.32 Universal Education in the age-group 6-14: One of the most important decisions included in the Fifth Five Year Plan is to provide universal education for all children in the age group 6-11 as soon thereafter as possible. We welcome this programme as it would be a great step in equalizing educational opportunity for the scheduled castes and scheduled tribes.

2.33 Special propaganda will have to be organized among scheduled castes and scheduled tribes to persuade the parents



to send their children to schools. This may be attempted through adult education and/or special enrolment drives. An increasing provision for pre-school education will also materially help in this.

2.34 The responsibility for implementing this programme has to be squarely placed on the State Education Department since no other agency can implement it. We are, however, afraid that the State Education Departments are not adequately organised at present to shoulder this heavy and important responsibility. It is, therefore, essential to strengthen them for the successful implementation of this programme. This will involve

- the appointment of a senior officer at the Directorate level, to look after the universal education of scheduled castes and scheduled tribes;
- the appointment of a special assistant to every District Education Officer to help him in this programme;
- the orientation of all inspecting officers for the proper implementation of this programme;
- the provision of part-time education for all children who cannot attend on a full-time basis;  
and
- the provision of adequate funds for such ancillary services as supply of free books, clothes or school meals.

We also recommend that all State Governments should be required to make due provision for the universal education of

scheduled castes and scheduled tribes on the above lines when they formulate their programmes for the expansion of primary and middle school education in the Fifth Five-Year Plan as a part of the programme of meeting the minimum needs of the people.

2.35 A number of special programmes will have to be developed in this context.

(1) Elimination of Untouchability: The enrolment and retention of children of the scheduled castes will largely depend upon the drive to eliminate untouchability, especially in rural areas, and upon the sympathy and kindness which the average primary and middle school teacher will show to them. It is, therefore, necessary to mount a vigorous campaign against untouchability, as a part of the programme of universal education itself, through the officers of the Education Department, teachers and students. It is also equally important to orientate all teachers to this programme and to impress upon them the necessity to strive their utmost to enrol the children of the scheduled castes, to treat them kindly and to take personal interest in their studies and progress.

(2) Ashram Schools: The Ashram schools is a well-established programme and has shown good results, especially in tribal areas or in areas of thin and scattered population. It should, therefore, be expanded to the extent possible during the Fifth Five-Year Plan. A minimum target would be to double the number of Ashram schools and their enrolments.

(3) Use of Tribal Languages: An intensive effort needs to be made to teach the tribal children, at least in classes I and

through the medium of the tribal languages. Special books will have to be prepared for this purpose and the teachers will have to be suitably trained. In these classes, the education given will be through the medium of the tribal language and through books written in the tribal language but using the script of the regional language. Simultaneously, the tribal children will be introduced orally to the regional language. By the end of class II, therefore, they would have learnt to speak the regional language and also mastered its script through their own mother-tongue. It would thus be possible to change over to the medium of the regional language without difficulty. The significance of this programme is obvious and we would like it to be emphasised in the Fifth Five Year Plan.

(4) Preparation of Teachers: Adequate steps will have to be taken to get suitable teachers for tribal areas and to prepare teachers from the tribals themselves.

2.36 General and Special Sectors: The problem of funds for the development of primary and middle school education among the scheduled castes and scheduled tribes is important and it is necessary to lay down a clear-cut policy to be followed in this matter. We make the following recommendations:

(1) All programmes for promoting education of scheduled castes and scheduled tribes, viz. jatis and nomadic and semi-nomadic tribes operating at the secondary and university stages shall be in the Special Sector.

(2) At the primary and middle school stage, all programmes will be in the General Sector, in view of universalization of

education in the age-group 6-14, except the following:-

- (1) Hostels and hostel facilities;
- (2) Preparation of books in tribal languages; and
- (3) Special incentives to teachers in tribal areas.

2.37 Single-teacher Schools: The problem of single-teacher schools at the primary stage deserves some attention. It is true that the total abolition of single-teacher schools is not possible under the Indian situation and single-teacher schools would be inescapable in areas of thinly scattered population. But it must also be admitted that they are a less efficient method of instruction. This particularly affects the education of the scheduled tribes whose population is thinly scattered in forest areas. We, therefore, recommend that every step should be taken to reduce the number of single-teacher schools. In addition, two measures should be taken to improve primary and middle school education in tribal areas: (1) the number of Ashram schools should be increased; and (2) a special programme to improve the teaching in single-teacher schools should be developed.

2.38 Allowances for Teachers: The teachers in primary and middle schools will have to make a supreme effort, in the next few years, to enrol children from the scheduled castes and scheduled tribes, to give special attention to them, and to see that they make satisfactory progress in studies and do not drop out. For this purpose, it may be desirable to introduce a

scheme of attendance and progress allowances to teachers. The cost of such a scheme will not be very high, and if properly implemented and supervised, it will go a long way in hastening the expansion of enrolments of the children from scheduled castes and scheduled tribes and in improving their studies at this stage.

2.39 Secondary Stage: In our opinion, there are three main programmes to be developed at the secondary stage. The first is the programme of search for talent. It is generally a responsibility of the family to see that every talented boy is helped to proceed to secondary education and to ensure that he gets admission to a good school. But in the case of the scheduled castes and scheduled tribes, the families are not often able to discharge this responsibility. The Government must, therefore, step in and assume this function. It should be regarded as a duty of each inspecting officer of primary and middle schools to find out the talented children, in his circle, belonging to the scheduled castes and scheduled tribes and to help them to get into good secondary schools.

2.40 Special and general scholarships: There should be a few special scholarships for scheduled castes and scheduled tribes whose amount should be sufficient enough to enable the recipients to study in high quality residential schools. On the pattern of the scheme for talented children in rural areas, we recommend that there should be 5000 scholarships a year for scheduled caste students, one scholarship being earmarked for each community development block, for award to the best scheduled caste student

in the block. In the case of students from scheduled tribes, there should be 2500 scholarships (about half the number of scholarships that may be provided for the scheduled caste students) but these should be distributed suitably among the different community development blocks, depending upon the tribal population therein.

2.41 Another programme to be developed at the secondary stage is that of general scholarships. At present, the overall position in this regard is not satisfactory. We tried to get the precise data about the amount and number of scholarships given to students of the scheduled castes and scheduled tribes at the secondary stage in each State and Union Territory. The latest and full information was not available to us\*. But from whatever data was made available, we found that the position shows considerable variations from State to State. In some States, the amount of scholarships is fair and the coverage also is fairly good. In others, the amount is satisfactory but not the coverage. In several States, neither the amount nor the coverage is satisfactory. We would, therefore, make the following important recommendations in this regard:-

(1) The Department of Social Welfare should take immediate steps to collect full and precise information regarding the number and amount of scholarships given at the secondary stage to children of the scheduled castes and scheduled tribes in all

---

\*We also found that there is no regular system of collecting this data from year to year. In our opinion, this must be regularly done by the Department of Social Welfare.

States and Union Territories. This information should be immediately called for and collected in the course of about three months so that it becomes available for formulating the programmes to be included in the Fifth Five-Year Plan.

(2) The Government of India should lay down some definite targets for the coverage of scheduled caste and scheduled tribe students through general scholarships at the secondary stage and also to indicate broadly the amount of such scholarships. We strongly feel that it is necessary to lay down an all-India policy in this regard. We realise that the position varies from State to State and that it may not be possible to adopt a uniform policy immediately. However, we do feel that at least certain minimum criteria should be laid down, both in the coverage of students as well as in the amount of scholarships, and care should be taken to see that no State falls below them. Similarly, no State should be allowed to reduce the level of provision which it is making in this regard at present and should be encouraged to increase it to the extent possible.

2.42 Hostels: The third programme to be developed at this stage is that of hostels. In one way, it resembles that of the general scholarships, i.e., the extent of the programme and its quality (as represented by the cost per student per year) varies from State to State. Here also, we would, therefore, make the same three recommendations:-

(1) There should be a general expansion of hostel facilities available to students of the scheduled castes and scheduled tribes at the secondary stage, a good target being to

increase the facilities available at the end of the Fourth Plan by about 50%, for the country as a whole, at the end of the Fifth Plan.

(2) The Government of India should lay down some minimum targets of provision of facilities in this regard below which no State should be allowed to fall. Similarly, no State should be allowed to cut down existing facilities and encouraged to increase them to the extent possible.

(3) The cost per student in the hostels should be fixed at reasonable levels not only to allow for proper health of students, but also to provide them individual attention and guidance in their studies.

2.43 The management of hostels is very important. We have received complaints from several quarters that hostels being conducted by private agencies have developed several abuses. We are of the view that this programme should, as far as possible be in the public sector. A study of all existing hostels under private management should be carried out, and where they are not functioning properly, the management may be taken over by Government. It would also be desirable to lay down a policy that no new hostels in the private sector will be assisted from State funds.

2.44 The hostels conducted under this programme should help social integration rather than isolation. It is, therefore, necessary to ensure that there are no hostels exclusively run for scheduled castes and scheduled tribes and that all hostels have a general character which admits students from all



communities. From this point of view, the following two programmes will have to be developed:-

(1) In all general hostels, which are not meant for scheduled castes and scheduled tribes, there should be a compulsory reservation of an adequate number of places for students belonging to the scheduled castes and scheduled tribes. The expenditure on account of students from these social groups who are admitted to these hostels under this reservation should be met by the State through the award of scholarships.

(2) Similarly, in all hostels meant for scheduled castes and scheduled tribes, at least 20-30% of the seats should be reserved for children of the weaker sections of the community, other than scheduled castes and scheduled tribes. These weaker sections should be defined, not on the basis of caste, but in economic terms. The funds required for these scholarships should be provided in the education sector. There would, naturally, be a keen competition for these scholarships and it is mostly talented children who will gain them. Their admission into the hostels meant for scheduled castes and scheduled tribes would, therefore, be doubly advantageous: it will promote social cohesion and also help in improving the studies of the students of the scheduled castes and scheduled tribes.

2.45 Family Stipend Scheme: It may be desirable to introduce, in the Fifth Five-Year Plan, a family stipend scheme to supplement the programme of hostels. Under this programme, a grant-in-aid, at a prescribed rate, should be given to any family amongst caste Hindus which is prepared to take a student of the scheduled

caste/scheduled tribes in the family, to treat him as a child of the family and to look after his education. In the same way, non-tribal families which adopt tribal boys should be given the same assistance. The programme will need a good promotional effort and careful supervision, but it has several obvious advantages. It avoids the non-recurring cost in the maintenance of hostels and its recurring costs are lower. What is more important, it promotes social cohesion and ensures better care and individual attention to the students. Teachers at all levels should be specially encouraged to implement this scheme.

2.46 Size of the Programme: The question of the size of the programme of assistance, through scholarships and hostels, to students of the scheduled castes and scheduled tribes at the secondary stage needs some attention. One view pressed before us was that the programme should cover all students, at least among the tribals. We find that financially, this would be extremely difficult, if not impossible. We would, therefore, recommend an expansion of the scholarships and hostel programme at the secondary stage on three broad considerations. The first is that there should be at least a 50% increase in the size of the programme during the Fifth Five-Year Plan for the country as a whole; the second is that the development of the programme should be more equitable between the different States; and the third is that the total size of the programme in any State should be about double of the enrolments in higher education where the programme is being operated on a universal coverage basis (subject to a means test).

2.47 Contingency Grants: There should be a programme of contingent grants for students belonging to scheduled castes and scheduled tribes at the secondary stage. These grants should cover expenditure like purchase of books and stationery, examination fees or essential clothing. It should be utilised to assist students who cannot be admitted to hostels or given scholarships. The size of the programme should be fairly large to cover every needy student.

2.48 Individual Attention: It is also necessary to provide individual and personal attention to students from the scheduled castes and scheduled tribes studying at the secondary stage. For this purpose, a two-fold programme should be developed in the Fifth Plan. The first is to provide these facilities in all hostels where students from the scheduled castes and scheduled tribes are admitted, and the second is to provide grants to secondary schools for this purpose. We recommend that a suitable scheme should be devised for the purpose and included in the Fifth Plan on a priority basis.

2.49 We would like to emphasise the importance of developing these programmes at the secondary stage. We have developed, over the years, a good programme of post-matriculation scholarships but we do not get the full benefit of this programme and a good deal of available talent is lost for the simple reason that the programme has not been adequately developed at the secondary stage. We, therefore, strongly feel that the development of these programmes at the secondary stage should be emphasised in the Fifth Plan. Besides being good in themselves,

they will also help us to get a better return from the programmes at the university stage.

2.50 University Stage: The programmes at the university stage should follow broadly the pattern we have recommended at the secondary stage. We may sum up our recommendations at this stage briefly as follows:-

(1) The programme of post-matriculation scholarships is now operated on a universal coverage basis except for the application of the means test in respect of scheduled castes only. We do not see any reason why the means test should not be applied to the scheduled tribes also. We, therefore, recommend that the programme of post-matric scholarships should continue to be operated, as at present, on a universal coverage basis in the Fifth Plan, subject to the condition that the means test should be applied both in the case of scheduled castes and scheduled tribes.

(2) The amount of post-matric scholarships was fixed quite some time ago and, in view of the rise in the cost of living, has now become outmoded. There is, therefore, a good case for increasing the amount of scholarships. We, therefore, strongly recommend that this problem should be explored fully and the amount of scholarships increased to the extent possible.

(3) There should be a scheme for providing individual attention and tuition to students from scheduled castes and scheduled tribes studying at the university stage. For this purpose, arrangements should be made both in hostels and in educational institutions. A suitable system of assistance should be devised and implemented for the purpose.

(4) For hostels at the university stage, steps similar to those at the secondary stage should be taken. Seats should be reserved in existing hostels in universities and colleges for scheduled caste and scheduled tribe students in adequate numbers and the expenditure thereon should be met through the award of suitable scholarships. The establishment of separate hostels for scheduled caste and scheduled tribe students at the university stage should be discouraged. But where they exist, 20-30% of the places reserved for students coming from the weaker sections of the community other than scheduled castes and scheduled tribes. The expenditure on this account should be met through the award of scholarships which should be provided in the general sector.

(5) It is necessary to make an effort to see that students from scheduled castes and scheduled tribes get admissions into good institutions and the more important courses of studies. A suitable programme of reservations will have to be developed for this purpose.

2.51 Balanced Development: It is now an established fact, as stated earlier, that the different castes among the scheduled castes and the different tribes among the scheduled tribes have made very unequal progress. There is, therefore, no justification to continue to treat them as monolithic and homogenous groups. Instead, our policy in the Fifth Five-Year Plan should be to give special encouragement to those castes and tribes which are even more backward within this overall backward group. We, therefore, strongly recommend that castes and tribes which are lagging

behind and which have made little progress during the last 25 years, should be identified in every State and Union Territory and that special efforts should be made to assist them to catch up with the rest.

2.52 Centre-State relations: At present, the programme of post-matric scholarships is in the central sector while the responsibility for the spread of education among the scheduled castes and scheduled tribes at the school stage is of the State Governments. For this responsibility of theirs, they do not receive any special assistance at present because the Centre only gives block grants and block loans for the State plans as a whole. In a system of this type, it is likely that adequate funds will not be available in the State plans for promoting the education of scheduled castes and scheduled tribes at the school stage. This policy, therefore, calls for a review. We recommend that, in the Fifth Five-Year Plan, the important schemes for the promotion of education among the scheduled castes and scheduled tribes at the school stage should be singled out for special assistance. In particular, it is necessary to offer special central assistance for the schemes of identification and development of talent among the scheduled castes and scheduled tribes at the middle school and secondary stages.

CHAPTER III

EMPLOYMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES

3.01 We shall now turn to the problems of employment of the Scheduled Castes and Scheduled Tribes. The significance of this programme is obvious as it is through employment that the socio-economic conditions of these social groups will improve.

Livelihood Pattern

3.02 A large section of the people among the Scheduled Castes and Tribes live in rural areas. In 1971, only 12.9 per cent of the scheduled castes (as against 10.7 per cent in 1951) and 3.4 per cent of scheduled tribes (as against 2.6 per cent in 1961) lived in urban areas. The data for the 1971 census is not yet available. However, workers among scheduled castes and scheduled tribes, according to 1961 census, were 47.07 per cent and 56.65 per cent respectively of their population, which is higher than the corresponding percentage for general population (42.48). Their occupational distribution under different sectors of economy was as given below:

Percentage occupational distribution of Scheduled Castes and Scheduled Tribes - 1961 Census

	<u>General population</u>	<u>Sch. Caste population</u>	<u>Sch. Tribe population</u>
Cultivators	52.81	37.74	68.18
Agricultural Labourers	16.70	34.46	19.70
Mining, Quarrying, Livestock, Forestry, Fishing, Hunting and Plantation orchard and Allied activities	2.76	2.88	3.42
Household Industry	6.39	6.56	2.47
Manufacturing other than household industry	4.22	2.75	0.71
Construction	1.03	1.03	0.21
Trade and Commerce	4.06	1.14	0.36
Transport & Communication	1.60	0.96	0.28
Other Services	10.37	12.43	4.54
Total Workers:	<u>100.00</u>	<u>100.00</u>	<u>100.00</u>

3.03 It is thus obvious that the vast bulk of the population of scheduled castes and scheduled tribes lives in rural areas and depends upon agriculture as the means of livelihood, either as cultivators or as labourers. Even as cultivators, they compare unfavourably with the general population as the following statistics of the 1961 census will show:-

Category of population	No. of cultivating households	Less than 1	Household engaged in cultivation by size of land in acres								
			1.0-2.4	2.5-4.9	5.0-7.4	7.5-9.9	10.0-12.4	12.5-14.9	15.0-29.9	30.0-49.9	
General	9385831 (100.00)	1037708 (11.0)	202369 (23.5)	21141183 (22.8)	1340676 (14.3)	634627 (6.8)	579260 (6.2)	245678 (2.6)	795211 (8.5)	249674 (2.6)	12 (0)
Scheduled Caste	1228917 (100.0)	249320 (20.3)	379662 (30.8)	281338 (22.9)	139614 (11.4)	54738 (4.5)	43090 (3.5)	16114 (1.3)	43201 (3.5)	10889 (0.9)	4 (0)
Scheduled Tribe	840765 (100.0)	46127 (5.5)	198600 (23.6)	215216 (25.6)	145131 (17.3)	63482 (7.6)	59098 (7.0)	23841 (2.8)	66505 (7.9)	13602 (1.6)	4 (0)

About 51 per cent of the scheduled caste cultivating households and 29 per cent scheduled tribe cultivating households have holdings of less than 2.5 acres compared to 34.5 per cent among the



general population. The percentage of households having land holdings of 10 acres and above is about 10 among scheduled castes and about 20 among the scheduled tribes as against 22 among the general population. The scheduled castes and scheduled tribes thus have more uneconomic land holdings; and even when the holdings appear to be of slightly bigger size (especially as in the case of tribals), the land is generally of poorer quality and lacking in irrigation facilities. As landless labourers also, they form the poorer group because there is, in practice, considerable discrimination against them and a scheduled caste or tribe labourer is generally is the first to be relieved and the last to be re-employed.

#### Some Aspects of the Problem

3.04 The most important aspect of the problem of employment (or general economic improvement) of the scheduled castes and tribes relates to improvement of the small or marginal farmers to improved cultivation of dry or forest lands and to generation of increasing employment opportunities in rural areas especially to the development of rural local works programmes. These will benefit more than 70 per cent of the scheduled caste and scheduled tribe population. Unfortunately, these programmes have not received adequate emphasis in the earlier plans, whether

for the general population or for the scheduled castes and scheduled tribes. We, therefore, welcome the proposals to emphasize these programmes in the Fifth Plan and especially the scheme of providing guaranteed employment to all persons in selected rural areas. In implementing these programmes, we recommend that special attention should be given to the needs of the scheduled castes and scheduled tribes for whom they will be of special benefit.

3.05 Another major aspect of the employment problem of the scheduled castes and scheduled tribes is to assist them to take to non-traditional and non-agricultural occupations. This programme is of special significance to the scheduled castes as it will help them materially to overcome the stigma of untouchability. Unfortunately, these programmes also have not received the emphasis they deserve in the earlier plans. We recommend that these should be greatly emphasized in the Fifth Plan and adequate allocations should be made for them. This may be done in two ways: either by including special schemes for the purpose in the plan or by prescribing that special consideration and emphasis should be laid on assisting persons belonging to scheduled castes and scheduled tribes under general schemes of training and assistance to individuals to learn new and useful trades and become self-employed.

3.06 The third aspect of the problem is to secure increasing employment to Scheduled Castes and Scheduled Tribes in the private sector which is so large a field for modern employment. We strongly feel that there should be reservation of posts for all categories in the private sector for scheduled castes and scheduled tribes on the same lines as is done in the public sector. For instance, about 85 per cent of secondary schools and colleges are privately-managed but receive grants from State funds. There is no reason why these educational institutions should not reserve posts for scheduled castes and scheduled tribes. Similar steps could be taken in the case of most private sector undertakings. We recommend that this possibility should be fully explored.

3.07 Employment under the public sector is another aspect of the problem; and although its magnitude is small, its crucial significance is obvious. It is this sector on which attention has been concentrated almost exclusively in the earlier plans. While, for reasons already stated, the other aspects of the problem stated earlier should be given much greater emphasis, it is also essential that this aspect of the problem should continue to receive the same or even increased attention during the Fifth Five Year Plan.

Employment of the Educated: A Review of Plan Programmes

3.08 Scheme for promoting self-employment: In the past, the Five Year Plans have attempted, in the form of grants-in-aid and subsidies to individual scheduled castes and scheduled tribe persons, to settle them on land or to help them to set up cottage and village industries. Experience shows that most of the programmes like aids to individuals for purchase of agricultural implements, bullocks, seeds, fertilisers, land reclamation, taking up village industries and handicrafts, etc. however, had little impact in the absence of adequate financial backing and organisational support.

3.09 Pre-examination Training Centres: With a view to training scheduled caste and scheduled tribe candidates for competitive examinations, it was decided to establish pre-examination training centres. The first centre was established at Allahabad and the second at Bangalore, which was later on shifted to Madras. Encouraged by the results of these centres for improving the placement of scheduled caste and scheduled tribe candidates in posts reserved for them, pre-examination training centres have since been set up in 11 States and in one Union Territory. The results of these Centres have been satisfactory.

3.10 Coaching-cum-Guidance Centres: Four coaching-cum-guidance centres have been established at Delhi,

Kanpur, Jabalpur and Madras to give guidance and pre-employment coaching to scheduled caste and scheduled tribe candidates. The scheme also envisages conducting of surveys by the Directorate-General, Employment and Training, in respect of vacancies reserved for candidates belonging to the scheduled castes and scheduled tribes. This programme also is showing satisfactory results.

3.11 Additional Stipends in Industrial Training

Institutes: Persons belonging to scheduled castes and scheduled tribes are given an additional stipend of Rs.20 p.m. during the period of institutional training at the Industrial Training Institutes. The object of the programme is to give special encouragement to scheduled castes and scheduled tribes to go in for employment in the modern industrial sector.

3.12 Apprenticeship Stipends: Special stipends are also provided in all States and Union Territories to persons from scheduled castes and scheduled tribes while they are working as apprentices in factories run by the private sector as well as in the public sector.

3.13 Employment Cells: A few State Governments have opened employment cells under the Department of Backward Classes Welfare with a view to assisting persons from scheduled castes and scheduled tribes to secure employment. Their function is supplemental to that of employment exchanges.

3.14 Employment Exchanges: The main activities of the Employment exchanges are registration of job seekers and their placement against vacancies notified by employers. In so far as the scheduled castes and scheduled tribes registered with the Employment exchanges are concerned, the Manual of National Employment Service lays down procedure for registration of candidates belonging to these communities and their submission against reserved vacancies, publicity, contact with scheduled castes/tribes associations etc. All Employment Exchanges have instructions to provide individual guidance to scheduled caste and scheduled tribe candidates who visit the Employment Exchanges. They are apprised of the various training facilities and employment opportunities etc. The vocational guidance officers in the Employment Exchanges render guidance in groups to scheduled caste and scheduled tribe candidates when they visit them in connection with their career talks. Information about competitive examinations compiled in English and Indian languages is distributed to both candidates and parents through vocational guidance officers, block development officers, village panchayats, school teachers etc. function as career masters.

3.15 The Director-General of Employment and Training conducted a survey in 1967 which revealed that about 65% of the scheduled caste job-seekers

were less than 25 years of age and about 95% were less than 35 years of age. About three-fourths of the applicants on the live-register of Employment Exchanges were not willing even to move out of the districts where they resided. It also showed that a significant proportion of the applicants registered themselves for Government jobs only. The study also showed that a large number of vacancies were cancelled due to non-availability of candidates.

3.16 There is no doubt that the Employment Exchanges are doing a very useful service in helping candidates from the scheduled castes and scheduled tribes to secure jobs. An analysis of their data, however, brings out a number of important factors which have been indicated below:-

(1) The proportion of number of persons belonging to the scheduled castes and scheduled tribes on the live-registers of Employment Exchanges is comparatively smaller than that for all communities. This is a result of two factors: (i) the incidence of unemployment amongst these groups is comparatively less because of the special facilities afforded to them and the reservations made on their behalf; and (ii) the persons belonging to these communities do not make use of the Employment Exchanges to the same extent as the other communities.

Both these factors are obviously at work and their effect varies from area to area.

(2) The persons seeking employment from the scheduled castes and scheduled tribes fall in all categories: below matriculation (including illiterates), matriculates, higher secondary passed, graduates and post-graduates. However, as might be anticipated, a very large proportion is that of those who had not passed the matriculation (including illiterates). This will be clear from the following table which gives the classification of persons on the live registers of Employment Exchanges as on 30th June, 1971, according to their educational qualifications:

-/-



Educational standard	No. of scheduled castes on L.R. as on 30.6.1971	No. of scheduled tribes on L.R. as on 30.6.1971	No. of applicants from all categories on L.R. as on 30.6.1971
1. Below Matric (including illiterates)	3,35,056 (69.3)	77,832 (76.8)	24,41,228 (54.31)
2. Matriculates	1,00,683 (20.8)	15,774 (15.6)	11,90,951 (26.50)
3. Persons who passed Higher Secondary (including intermediates/ under graduates)	34,308 (7.1)	5,994 (5.8)	5,28,976 (11.77)
4. Graduates	12,591 (2.6)	1,685 (1.7)	3,00,369 (6.68)
5. Post-Graduates	1,137 (0.2)	116 (0.1)	33,052 (0.74)
Total:	4,84,775 (100.0)	1,01,401 (100.0)	44,94,576 (100.0)

Note: Figures in bracket indicate percentage to total.

Source: D.G.F. & T.

(3) The persons from the scheduled castes and scheduled tribes registered with the Employment Exchanges fall into two categories: (i) those with professional or vocational training or previous work experience; and (ii) those who are without such training or experience. The persons in the former category form a comparatively smaller sub-group - about 32% amongst the scheduled castes and about

26% amongst the scheduled tribes. This will be seen from the following statistics given by the Director-General of Employment and Training as at the end of the December 1970:

Occupational Group	No. on Live Register at the end of December, 1970	
	scheduled castes	Scheduled tribes
1. Professional, technical and related workers.	15,300 (10.36)	2,627 (9.66)
2. Administrative, executive and managerial workers.	282 (0.19)	82 (0.30)
3. Clerical, sales & related workers.	10,509 (7.11)	1,423 (5.23)
4. Agricultural dairy and related workers.	1,310 (0.89)	395 (1.45)
5. Miners, quarryman and related workers.	90 (0.06)	106 (0.39)
6. Workers in transport and communication occupations.	5,836 (3.95)	1,189 (4.37)
7. Craftsmen and production process workers.	17,200 (11.64)	3,648 (13.42)
8. Service workers (e.g. Cooks, Chowkidars, Sweepers etc.)	79,849 (54.05)	1,313 (4.83)
9. Labourers with work experience not elsewhere classified.	17,358 (11.75)	16,409 (60.35)
Total:	<u>1,47,736</u> (100.00)	<u>27,192</u> (100.00)
10. Persons without professional or vocational training or previous work experience:		
(i) Below Matric including illiterates	1,90,237 (63.08)	49,441 (74.51)
(ii) Matriculates and above but below	1,00,362 (33.28)	15,523 (23.39)
(iii) Graduates and above	10,972 (3.64)	1,390 (2.10)
Total:	<u>3,01,571</u> (100.00)	<u>66,354</u> (100.00)
Grand Total:	<u>4,49,305</u>	<u>93,546</u>

Note: Figures in brackets indicate percentage to total.  
Source: D.G.E. & T.

(4) The data from the Employment Exchanges also gives the number of registrations, placements and reserved vacancies notified and filled in respect of scheduled castes and scheduled tribes. This has been presented in the following two tables compiled by the Director-General of Employment and Training for the half year ending 30th June, 1971:

---

Item	Scheduled Castes	Scheduled Tribes	All categories of applicants
1. Number of registrations	2,55,208	46,348	23,62,275
2. Number of placements effected	38,200	8,044	2,30,973
3. Percentage of placements to registrations	12.6	5.76	9.77
4. Number of reserved vacancies notified	13,687	4,320	
5. Number of reserved vacancies filled	7,091	1,394	
6. Percentage of reserved vacancies filled to the number notified	51.8	32.2	

---

Source: D.G.E. & T.

Type of establishment	Scheduled Castes			Scheduled Tribes		
	No. of place-ments effected (both against reserved and un-reserved vacan-cies	No. of reser-ved vacan-cies noti-fied	No. of reser-ved vacan-cies filled	No. of place-ments effec-ted (both against reserved and unre-served vacan-cies	No. of reser-ved vacan-cies noti-fied	No. of reser-ved vacan-cies filled
1	2	3	4	5	6	7
Central Govt.	8,174 (25.39)	5,030 (36.75)	2,066 (29.14)	3,629 (45.12)	2,704 (62.59)	644 (46.13)
Union Territory	279 (0.87)	175 (1.28)	135 (1.90)	413 (5.13)	208 (4.82)	285 (20.42)
State Governments	15,251 (47.36)	6,948 (50.77)	4,236 (59.74)	2,640 (32.82)	898 (20.79)	378 (27.08)
Quasi-Govts. Estts. & Local Bodies	6,783 (21.06)	1,487 (10.86)	638 ( 9.00)	856 (10.64)	509 (11.78)	89 ( 6.37)
Private Estts.	1,713 (5.32)	47 (0.34)	16 (0.22)	506 (6.29)	1 ( 0.02)	-

Note: Figures in brackets indicate percentage to total.

Source : D.G.P. & T.

It will be seen that the proportion of placements effected to total registrations was 9.77 per cent for all categories of applicants. For the scheduled castes, this was better and stood at 12.6 per cent, while that for the scheduled tribes was lower and stood at 5.76 per cent. Obviously there is need to step up the effort in respect of the scheduled tribes. It also shows that only 51.8 per cent of the reserved vacancies notified were filled by candidates belonging to the scheduled castes and only 32.2 per cent by the candidates of the scheduled tribes. This shows that a large number of vacancies reserved for the scheduled castes and scheduled tribes are still filled by candidates belonging to other communities. The tables further indicate that the performance of different employing agencies in respect of vacancies reserved for scheduled castes and scheduled tribes shows considerable variations.

3.17 Reservation in Services: Article 335 of the Constitution provides that "the claims of members of the scheduled castes and the scheduled tribes shall be taken into consideration, consistent with the maintenance of efficiency of administration, in the making of appointment to services and posts in connection with affairs of a State". Article 16 while giving equality of opportunity in matters of public employment states that "nothing in this

Article shall prevent the State from making any provision for the reservation of appointment of posts in favour of any backward class of citizens which, in the opinion of the State, is now adequately represented in the services under the State".

3.18 In accordance with the provisions contained in articles 16(4) and 335 of the Constitution, posts are reserved for scheduled castes and scheduled tribes in the Central Government, State Governments and also in public sector undertakings. The quantum of reservation in the Central Government is as follows:

	<u>Scheduled Castes</u>	<u>Scheduled Tribes</u>
(i) Direct recruitment on an all-India basis		
(a) By open competition (i.e. through UPSC or by means of open competitive test by any other authority)	15%	7.5%
(b) otherwise than at (a)	16 <sup>2</sup> / <sub>3</sub> %	7.5%
(ii) Direct recruitment to class III and class IV posts normally attracting candidates from a locality or a region	In proportion to the population of scheduled castes & scheduled tribes in the respective States and Union Territories on the basis of 1961 census.	
(iii) Reservation as applicable under the existing orders to posts filled by promotion	15%	7.5%

3.19 Further, vacancies reserved for scheduled castes and scheduled tribes which were not filled due to non-availability of candidates belonging to these communities were required to be carried forward to subsequent two recruitment years. This period, now has been increased to three years. Provision also exists for exchange of vacancies between scheduled castes and scheduled tribes in the last year to which the reserved vacancies are carried forward.

3.20 To fulfil the reservation quota, concessions <sup>also</sup> have been given to scheduled caste and scheduled tribe candidates in matters of age relaxation, grant of travelling allowance for interview, fee concession and even relaxation of standards compared to others, provided the scheduled caste and scheduled tribe candidates possess the prescribed minimum educational and technical qualifications.

3.21 Despite reservations, over-all representation of scheduled castes and scheduled tribes in Central Government Services is not satisfactory. The following data regarding the representation of scheduled castes and scheduled tribes on 1.1.1959 and 1.1.1968 show that during the period of nine years, the scheduled castes registered an increase of less than one per cent in class I, II and IV posts; in class III posts, too, their representation rose by 2.38 per cent. In the case of scheduled

tribes, the increase during the period has been very poor in all cases.

Percentage Representation of Scheduled Castes and Scheduled Tribes in the services under the Central Government

---

	<u>Scheduled Castes</u>		
	<u>As on</u> <u>1.1.1959</u>	<u>As on</u> <u>1.1.1968</u>	<u>Increase in the</u> <u>period during 9 year</u>
Class I	1.18	2.08	0.90
Class II	2.38	3.10	0.72
Class III	6.95	9.33	2.38
Class IV	17.24	18.18	0.94

  

	<u>Scheduled Tribes</u>		
Class I	0.16	0.57	0.41
Class II	0.47	0.41	(-) 0.06
Class III	0.79	1.25	0.46
Class IV	2.60	3.49	0.89

---

(Source: Report of the Commissioner for Scheduled Castes and Scheduled Tribes, 1959-60, page 66 )

3.22 The following data collected for the years 1969 and 1970 regarding the total number of vacancies filled in and number of scheduled caste and scheduled tribe candidates appointed against class I, II, III and IV posts reveal that progress in respect of representation in services has been satisfactory in case of scheduled castes whereas for scheduled tribes it is still unsatisfactory.



Class of services	Total number of vacancies	Number of scheduled caste candidates appointed	Percentage of col.3 to 2	Number of Scheduled Tribes candidates appointed	Percentage of Col.5 to 2
1	2	3	4	5	6
<u>1969</u>					
Class I	950	76	8.00	14	1.47
Class II	1415	106	7.49	15	1.06
Class III	57758	6475	11.21	1703	2.95
Class IV	35425	6136	17.32	2045	5.77
<u>1970</u>					
Class I	951	70	7.36	16	1.68
Class II	1347	138	10.25	19	1.41
Class III	60991	7622	12.50	2218	3.64
Class IV	36396	7642	21.00	2193	6.03

3.23 As regards reservation of posts for scheduled castes and scheduled tribes in public sector undertakings, the Home Ministry of the Government in 1964 asked the concerned Ministries to issue instructions to public sector undertakings under them to make reservation for scheduled castes and scheduled tribes in their services on the lines of the reservation in the Central Government services. There are about 200 public sector undertakings and of these 166 public sector undertakings, statutory and semi-government bodies

have agreed to make reservations for the members of the scheduled castes and scheduled tribes in the services under their control. The Commissioner for Scheduled Castes and Scheduled Tribes in his Annual Report for the year 1969-70 has stated that the representation of the scheduled castes and the scheduled tribes in the public sector undertakings is meagre. The data collected from the report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1969-70 regarding the representation of scheduled castes and scheduled tribes in class I, class II, class III and class IV posts for 20 public sector undertakings is given below:-

Class of Post	Total No. of employ-ees as on 1.1.70	Number belonging to Sch. Castes	Percentage to total employees	Number belonging to Sch. Tribes	Percentage to total employees
Class I	6192	27	0.43	22	0.35
Class II	1347	10	0.74	11	0.81
Class III	62489	1525	2.44	1007	1.61
Class IV	38381	5971	15.56	5634	14.68

It shows that the representation of scheduled castes and scheduled tribes in class I and class II posts was negligible.

3.24 The representation of scheduled caste and scheduled tribe candidates in Railway services is

equally unsatisfactory as is evident from the table below:

Representation of scheduled castes and scheduled tribes in the Railways and other concerned offices as on 1.1.1969

Class of Post	Total No. of employees as on 1.1.1969	No. belonging to Sch. Castes	Percentage to total employees	No. belonging to Sch. Tribes	Percentage to total employees
Class I	3,437	103	3.0	15	0.4
Class II	3,760	114	3.0	12	0.3
Class III	5,52,666	47,024	8.5	5,437	0.9
Class IV	7,38,538	1,26,953	17.2	28,916	4.0

(Source: Report of the Commissioner for Scheduled Castes and Scheduled Tribes, p.230-31.)

3.25. Regarding the extent of representation of scheduled castes and scheduled tribes in State Government services, complete statistics are not available, despite instructions issued by the Home Ministry and the observations made by the Commissioner for Scheduled Castes and Scheduled Tribes in his Annual Reports. The Commissioner for Scheduled Castes and Scheduled Tribes in his Annual Report for the year 1969-70 has pointed out that none of the State Governments except the Government of Haryana furnished the information regarding the representation of scheduled castes in the services.

It showed that the representation in posts is 1.6 per cent in class I, 2.5 per cent in class II, 5.5 per cent in class III and 17.4 per cent in class IV. The data as compiled by the Commissioner for Scheduled Castes and Scheduled Tribes for 12 States in his report for the year 1965-66 showed that out of 12 States seven have a representation of less than 1 per cent in class I services while in others, it is less than 5 per cent. The only exception was Himachal Pradesh where it was 6.7 per cent. In class II posts, also, in eight of the States and Union Territories, the representation is less than 2 per cent; in others it is less than 6 per cent. Even in class III posts, the position is unsatisfactory. No precise data is, however, available about the representation of scheduled castes and scheduled tribes in the private sector.

3.26 Special Measures Suggested: Index cards of scheduled caste and scheduled tribe applicants are separately filled in the Employment Exchanges. This is to enable the employment exchanges to submit the names of qualified candidates pertaining to these communities against both reserved and unreserved vacancies.

Special efforts are made to find employment for scheduled castes/tribes applicants. To this

end, the Employment Officers enlist the cooperation of the recognised scheduled caste/tribe associations. The associations are asked to advise suitably qualified candidates, who are interested in employment assistance, particularly in Government appointments to register at Employment Exchanges. If scheduled caste/tribe applicants are not available on the Live Register of Employment Exchanges for submission against the notified vacancies, the employment exchange concerned seeks the assistance of the local scheduled caste/tribe associations to obtain registration and make the vacancies widely known.

3.27 The Ministry of Home Affairs have issued special instructions to all Ministries/Departments etc. that each requisition sent by Government employer to an exchange should clearly indicate whether or not the vacancies notified are reserved for scheduled caste/tribes. If any requisition is received by an employment officer in an exchange without such clear indication, the requisition in question is returned to the concerned authorities for resubmitting the same, duly indicating the number of posts reserved for applicants belonging to scheduled castes/tribes.

3.28 The Government of India in the Ministry of Home Affairs had requested all the Ministries/

Departments of the Government of India to nominate liaison officers for the working relating to representation of scheduled castes/tribes in the Ministries/Departments proper and in each one of their attached and subordinate offices. In terms of this, liaison officers have been appointed by the different Ministries/Departments and their subordinate offices. These liaison officers ensure that the orders of the Ministry of Home Affairs/ Department of Personnel in regard to the reservation etc. for the scheduled castes/tribes are observed by the appointing authorities scrupulously.

3.29 In the Fifth Report of the Committee on Welfare of the scheduled castes and tribes (4th Lok Sabha) the following recommendation was:

"While the Committee take note of the measures taken by the Employment Exchanges to ensure the prompt placement of scheduled Caste and Scheduled Tribe candidates, namely, follow up of reserved vacancies; inspection of Employment Exchanges, post-study and frequent contact with Scheduled Caste/Scheduled Tribe associations, etc., they would urge that these efforts should be intensified so that placements are effected in the quickest possible time in all categories of posts according to the quotas reserved for scheduled castes and scheduled tribes. The Committee need hardly stress that vigorous efforts should be made by the Directorate General of Employment and Training to see that placements are effected in all categories of posts, according to the quotas reserved for Scheduled Castes and Scheduled Tribes".

The above recommendation has been brought to the notice of the employment officers and they have

been requested to intensify the efforts in order to achieve speedy placement of scheduled caste/tribe applicants and to ensure that submission are effect for vacancies reserved for such applicants.

3.30 Strategy and Approach in the 5th Five Year Plan:

It will be necessary to approach the problem of employment among the scheduled castes and scheduled tribes from a different angle in the Fifth Five Year Plan. We, therefore, recommend that the following strategy would best meet the interests of these weaker sections of the society:-

(1) The largest population of the scheduled castes and scheduled tribes is in the rural and agricultural sector. It is also mostly uneducated. The highest emphasis has, therefore, to be placed on the employment of this group if the general lot of the scheduled castes and scheduled tribes is to be improved.

(2) Considerable emphasis will have to be laid on modernizing the traditional occupations of the scheduled castes and scheduled tribes so that their economic conditions will improve. Simultaneously attempts must be made to assist them to get into non-traditional occupations and professions.

(3) There has to be great emphasis on promoting self-employment among the educated persons

amongst the scheduled castes and scheduled tribes.

(4) The employment of the scheduled castes and scheduled tribes in the private sector is very much below par. Special efforts will, therefore, have to be made to increase such employment in the Fifth Five Year Plan through suitable legislation and other allied efforts.

(5) The efforts to provide increasing employment to the scheduled castes and scheduled tribes in the public sector will have to be intensified further.

3.31 Employment of the uneducated persons in the rural and agricultural sector: It is a happy augury that the Fifth Five Year Plan should lay great emphasis on employment oriented programmes in the rural sector. There is no doubt that the Scheduled Castes and Scheduled Tribes will also share the benefits of additional employment that would thus be generated. Nevertheless, it would be necessary to issue clear directions to all concerned that, in the implementation of these programmes, it is necessary to give prominence to the scheduled castes and scheduled tribes. Economic development programmes of the general sector which will include agriculture, land reforms, village and small industries, training programmes for employment in semi-skilled and skilled professions and development of communications should accord highest priority



for development of backward classes. To enable the Scheduled Castes and Scheduled Tribes to take full advantage of the scheme, we make the following recommendations:-

(1) Special programmes such as Small Farmers Development Agency (SFDA) and Marginal Farmers and Agricultural Labour (MFAL) projects, crash scheme for rural employment and the drought prone area programmes were initiated in Fourth Plan. It is, however, not possible due to lack of availability of data to find out to what extent Scheduled Castes and Scheduled Tribes have benefited from these programmes. In Fifth Plan these programmes are likely to be further expanded. We recommend that in selecting areas for these programmes, preference should be given to tribal areas and also to regions where there is a concentration of scheduled caste population. In other areas also, a deliberate attempt should be made to ensure that the benefit of these programmes does go to the scheduled castes and scheduled tribes.

(2) Since it is desirable to enable the scheduled caste and scheduled tribe persons to supplement their income from all possible subsidiary sources, provision should be made for more liberalised financial aid for starting poultry, dairy units and other activity of a supplemental nature.

(3) In local works, and particularly in road construction works, it should be made compulsory to employ local labour. In such employment situation, there should also be enough provision to safeguard the interest of scheduled castes and scheduled tribes. There should be a proper authority to look after the maintenance of roads in rural and tribal areas.

(4) In many cases, one of the reasons for non-employment of tribal labour is their frequent absenteeism. In order to mould them into committed labour, setting up of Social Education Centres in such places where some works are going on, would be quite useful. In the present set up there is hardly any dialogue between the employer and the employee for improving the quality of life of the latter. Such centres could prove effective in this direction also.

(5) Labour cooperative societies should be formed for landless Scheduled Caste and Scheduled Tribe persons. In order to improve the economic condition of the agricultural labourers, a considerable portion of labour work in all public sector undertakings should be reserved for such cooperative societies.

(6) Land should be provided to landless agricultural labourers and to those who have uneconomic land holdings belonging to scheduled castes and scheduled tribes; additional land should be provided in a place where they reside. Steps should also be taken to provide training in the modern scientific methods of cultivation. The trainees should be provided credit facilities in form of loans and grants for investment in their land and for construction of houses.

(7) Displacement of tribals and scheduled caste population as a result of industrialisation and urbanisation poses a serious unemployment problem especially when the project is over. As these people are unskilled labourers, they cannot easily shift to other occupations. It should be the responsibility of the project authorities to train them in skilled and semi-skilled professions in a planned way so that they could adjust themselves in the employment market under the changed situation. The required cost for such training programmes should be met from the project budget itself.

3.32 Occupations other than Agriculture: For the scheduled caste and scheduled tribe people who are outside the agriculture sector (as well as for those who want to leave the over-crowded agriculture sector) we make the following recommendations:-

(1) Every facility should be given to modernise traditional occupations so that the incomes go up and the economic conditions are improved.

(2) Facilities should be given to persons from scheduled castes and scheduled tribes to take up non-traditional occupations, either as employment or as self-employment. Assistance should be available for training and also for setting up the trade or profession after the training is over. It is understood that there will be several schemes in the Fifth Plan for this purpose. In all of them, due consideration should be given to the recruitment training and self-employment/employment of scheduled castes and scheduled tribes.

(3) Emphasis should be laid on training of scheduled castes and scheduled tribes for household and manufacturing industries as well as for improved and modernised agriculture.

(4) It is desirable to have a special agency for looking after the interests of tribal workers in different factories and to arrange for a fair deal to them in the matter of recruitment, promotion or opportunity for technical training in the factory itself. The agency may in fact function as an employment bureau for tribal factory workers.

(5) Minimum wages act should be strictly enforced and may be revised from time to time as

per cost of living.

(6) Small towns have grown due to urbanisation and industrialisation of the country round railway stations, market towns or at the junctions of several lines of communications. These have brought about growth of many occupations like rickshaw-pulling, bicycle repairing, driving and repairing of motor car/taxis and scooters etc. With a little training and by providing loans to scheduled castes/tribes, they can be settled in these gainful avenue of employment. In rural areas, too, modernisation of agriculture has thrown such occupations such as repairing and driving of tractors, diesel engines, pumps etc. and backward communities could be absorbed in these occupations. Due to variety reasons, it is difficult for scheduled castes and scheduled tribes to furnish surety against the loans available under various programmes launched under different sectoral programmes which resulted in their non-utilisation of such credit facilities. Therefore, cooperative and other credit institutions and especially nationalised banks have to formulate special schemes and relax rules so that the weaker sections of the society may get the maximum benefits from them.

(7) The scheduled castes and scheduled tribes play a very insignificant role in the new

occupations that have arisen in the marketing centres located in their areas. In order to improve the situation in this respect, it is felt desirable to adopt adequate and suitable steps to widen the scope and opportunity for the participation of the Scheduled Castes and Scheduled Tribes in greater number in the new occupations growing in marketing centres located in scheduled caste/scheduled tribe concentration areas. These would help in the gradual development of an aptitude among the Scheduled Castes and Scheduled Tribes for taking up 'business' as profession.

3.33 Employment in the private sector: Special efforts have to be made to promote the employment of persons belonging to the scheduled castes and scheduled tribes in the private sector. As we have recommended, special legislation will be needed in this context. An appropriate machinery will also have to be created to ensure that the provisions of law are fully implemented.

3.34 Employment in the public sector: The basic guidelines for ensuring adequate employment of the scheduled castes and scheduled tribes in the public sector have already been laid down and the programme is coming up satisfactorily. We recommend that it should be intensified in the Fifth Five Year Plan.

3.35 We make the following additional recommendations:-

(1) A Central Coordinating Cell for Scheduled Castes/Tribes applicants should be established in an appropriate Ministry to undertake the following functions:

- (a) Periodical study of shortages on a continuing basis;
- (b) Maintain a Central Pool of Scheduled Castes and Scheduled Tribes applicants in selected categories; and
- (c) Establish close liaison with Universities and institutions to keep watch about the availability of trained manpower in the near future. Similar coordination Cells may also be set up at State levels.

(2) At the State level, this Cell should assess and look round for job opportunities for scheduled castes and scheduled tribes regularly in different sectors of occupations in particular areas and to make necessary arrangement so that required number of candidates from amongst scheduled castes and scheduled tribes are properly equipped with adequate know-how of the jobs concerned for their employment at the appropriate time.

(3) Employment Exchanges should be set up in

tribal and most backward areas to help placement of backward communities and to disseminate information regarding training programmes available under various fields.

(4) The scheme of coaching-cum-guidance centres started in Fourth Plan for rendering guidance and pre-employment orientation and coaching to the scheduled caste and scheduled tribe candidates should be expanded to cover all the States.

(5) In order to improve the chances of scheduled caste/scheduled tribe persons in services for promotion to higher categories of posts in-service training programmes should be arranged.

(6) It is felt that performance of scheduled caste and scheduled tribe candidates in all-India Engineering Services and other technical examinations is poor. It is, therefore, recommended that pre-examination training centres similar on lines already set-up for IAS etc. examinations should also be set up for All India Engineering Examinations etc.

---



CHAPTER IV

OTHER RELATED MATTERS

4.01 Under Article 46 of the Constitution, the State has a responsibility to promote education and welfare of the weaker sections of the community. This expression "weaker Sections of the Community" is much wider than 'scheduled castes' and 'scheduled tribes'. In this Chapter, therefore, we shall deal with the problems of education and employment of the weaker sections, other than the scheduled castes and scheduled tribes, so as to make the treatment of the subject somewhat more comprehensive.

4.02 Vimukt Jatis and Nomadic or Semi-Nomadic Tribes:

From every point of view, the persons belonging to Vimukt Jatis and nomadic and semi-nomadic tribes are extremely under-privileged. They, therefore, deserve attention and support of the State to the same extent as the scheduled castes and scheduled tribes or even more.

4.03 Unfortunately, data relating to the education and employment of these groups is not separately collected and it is, therefore, not possible for us to make any precise statement about the present position of the education and employment of these groups. We are also not in a position to make any special recommendations for the

education and employment of these groups although we feel certain that our general recommendations for the scheduled castes and scheduled tribes will be equally applicable to them also. In this context, we would, however, like to make the following two special proposals:-

(1) Steps should be taken at least from now on, to collect data about the Vimukt Jatis and nomadic or semi-nomadic tribes separately on the same lines as is now being done for the scheduled castes and scheduled tribes; and

(2) In all the programmes of education and employment of scheduled castes and scheduled tribes, Vimukt Jatis and Nomadic or Semi-Nomadic tribes should get a preferential consideration.

4.04 Other Backward Classes: At present the State Governments have a category called "other backward classes" because they have declared, from time to time, certain castes, other than scheduled castes and scheduled tribes, as backward and eligible for special assistance from the State. All these "other backward classes" have also been defined on the basis of birth. We are not in favour of defining backward classes on the basis of birth and we are of the view that such a classification should be given up as soon as practicable. We, therefore, recommend

that the Government of India should take no note of the other backward classes as defined by the State Governments on the basis of caste. No central aid should also be offered for special programmes for the education and welfare of these classes.

4.05 Economically Backward Classes: At the same time the Government of India should give a lead in helping all State Governments to define backwardness, not on the basis of birth, but on the basis of socio-economic conditions. In fact, we should look forward to a time when backwardness could be defined only in socio-economic terms and without reference to caste or birth and all persons so defined as economically backward, would be eligible for the special programmes undertaken by the State for promoting their education, employment and welfare.

4.06 From this point of view, it would be desirable to introduce, in the Fifth Five Year Plan, a programme meant for the most under-privileged sections of the community defined on socio-economic considerations, unrelated to caste or birth or religion. Some beginning in this direction should be made in the Fifth Five Year Plan itself; and during this plan period, both the programmes - the existing programmes for the scheduled castes and scheduled tribes and the new programmes for the

economically backward classes - should be operated side by side.

4.07 We would strongly emphasise in this context that, when introducing this new programme, the funds available to the scheduled castes and scheduled tribes should not be curtailed in any way; and the funds for this new programme of economically backward classes should be found separately on however small a scale.

4.08 The least that should be done in the Fifth Five Year Plan is to introduce this programme for hostels at the Secondary and University stages so that the segregated character which many of the existing hostels for scheduled castes and scheduled tribes have can be done away with.

4.09 As time passes, we are sure that this programme for the economically backward classes will widen, expand and ultimately consummate in it the programmes for the scheduled castes and scheduled tribes.

4.10 Research: There is an urgent need to promote research on different problems of scheduled castes and scheduled tribes and generally on the weaker sections of the community. It is also advisable to involve university departments of social science and research institutions of standing in this programme. We therefore recommend that a minimum sum of Rs.25 lakhs a year should be earmarked for this purpose and placed at the disposal of the Indian Council of Social Science Research, the Tribal Research Institutes, etc.

---

SUMMARY OF RECOMMENDATIONS

CHAPTER I

INTRODUCTORY

1. We could not deal separately with problems of education and employment of vimukt jatis and nomadic and semi-nomadic tribes. It is suggested that a separate study team should be constituted by the Planning Commission to examine the educational and rehabilitation problems of these groups.

(Para 1.05)

CHAPTER II

EDUCATION OF SCHEDULED CASTES  
AND SCHEDULED TRIBES

2. The State mainly creates an infra-structure of an educational system to which all have an 'equal' access in theory. But the capacity of any individual to avail himself of this infrastructure depends largely on (i) his economic status, (ii) his home background, and (iii) his social status. It is because of this that a child from the scheduled caste and scheduled tribe does not enter an educational institution even when it is available, drops out from the institution prematurely, cannot absorb the instruction provided by the institution adequately, and cannot supplement the institutional instructions by the expected appropriate programmes. This situation can be remedied in two ways. The first is to improve the economic status of the families concerned; and the second is to evolve a remedial programme of special assistance to the children of the scheduled castes and scheduled tribes through a variety

of educational concessions or schemes. Of these, the first has been under-emphasized in the past. We will have to pay it much greater attention while continuing to develop the second still further.

(Para 2.26)

3. The assistance of the State has, in the past, reached only a few major sub-groups and there are many other sub-groups which have hardly received any benefit and whose condition has even deteriorated. We must now make an earnest attempt to help these doubly backward groups and to fix priorities accordingly. This does not mean that we de-schedule any caste or tribe. But we must recognise the more urgent claims of some scheduled castes or scheduled tribes over others.

(Para 2.27)

4. In the past, we have treated all children of the backward classes alike and, by and large, offered the same help to all of them. This policy will have to be continued. But we should superimpose thereon a new policy of providing more liberal and individual help to all talented children. The programme should begin at the age of 11 plus; but should be subsequently reviewed also at the secondary and university stages. This special help to the talented should cover (a) placement, (b) liberal finance, and (c) individual special instruction.

(Para 2.28)

5. The welfare of the backward classes needs a two-fold support: (i) a mass movement directed at changing the attitudes of the non-backward classes; and (ii) official

efforts to ameliorate their condition. In the post-independence period, the second of these programmes has grown considerably but the first has almost died. This almost exclusive dependence on official effort does not serve any purpose. To create a mass movement again is urgent, especially in regard to untouchability. One suggestion that deserves exploration is the possibility of involving the educational system itself -- students and teachers.

(Para 2.29)

6. The spread of primary and middle school education has made a little progress due partly to the poverty and illiteracy of the average scheduled caste/tribe family and partly due to the general unpreparedness of the State Education Departments to tackle the difficult and complex problems of the scheduled castes and scheduled tribes. Among the existing schemes for the purpose, mention may be made of free supply of books, slates, clothing, school meals, and teachers' quarters. These have been taken up in most States but the extent of allocations shows wide variations. What is needed, especially in view of the decision to provide universal education in the age-group 6-14, is a considerable expansion of these programmes in all parts of the country and the creation of an adequate machinery for dealing with the problem of universalisation of primary and middle school education in all State Education Departments.

(Para 2.30(a))

7. The provision of scholarships at the school stage is, on the whole, meagre. The amount of the scholarship is not generally adequate and the extent of the programme shows immense variations from State to State. This is one

programme which needs further strengthening to a considerable extent.

(Para 2.30(b)(ii))

8. In order to prevent wastage and stagnation of Scheduled Tribe and Scheduled Caste students in secondary education, coaching facilities should be provided for students in classes IX-XI. This scheme needs to be adopted by all States/Union Territories.

(Para 2.30(b)(iii))

9. The rates of post-matric scholarships have remained static for more than a decade and do not take into account the difference in the cost of living in different States, towns and cities. There has been considerable pressure on Government of India to increase the rates of scholarships which have remained constant for more than a decade, but due to limitations of funds this has not been possible so far. Adoption of stiffer criteria for award of scholarships is called for and the rates of scholarships should be increased to meet the entire cost or at least to the rate of national scholarships.

(Para 2.30(d))

10. Since education is a State subject and local conditions vary largely from one area to another, a large diversity of schemes in this sector is to be anticipated. However, a review of the past years leads to a conclusion that a stronger central lead seems to be called for in this sector. Similarly, a review of pattern of central assistance shows that the Centre took keen interest in the spread of education among backward classes. However, this policy also calls for some review, especially with regard



to schemes of crucial significance.

(Para 2.30(e))

11. One of the most important decisions included in the Fifth Five Year Plan is to provide universal education for all children in the age-group 6-11 by the end of the Plan period and for children in the age-group 11-14 as soon thereafter as possible. This needs special propaganda which will have to be organised among scheduled castes and scheduled tribes to persuade the parents to send their children to schools. This may be attempted through adult education and/or special enrolment drives. An increasing provision for pre-school education will also materially help in this.

(Para 2.32) & (Para 2.33)

12. The responsibility for implementing universal education has to be squarely placed on the State Education Departments since no other agency can implement it. It is, therefore, essential to strengthen them for the successful implementation of this programme. All State Governments should be required to make due provision for the universal education of scheduled castes and scheduled tribes on the above lines when they formulate their programmes for the expansion of primary and middle school education in the Fifth Five Year Plan as a part of the programme of meeting the minimum needs of the people.

(Para 2.34)

13. The enrolment and retention of children of the scheduled castes will largely depend upon the drive to eliminate untouchability. It is, therefore, necessary to mount a

vigorous campaign against untouchability, as a part of the programme of universal education itself, through the officers of the Education Department, teachers and students

(Para 2.35(1))

14. The Ashram Schools is a well-established programme and has shown good results, especially in tribal areas or in areas of thin and scattered population. It should, therefore, be expanded to the extent possible during the Fifth Five Year Plan.

(Para 2.35(2))

15. An intensive effort needs to be made to teach the tribal children, at least in classes I and II, through the medium of the tribal languages. Special books will have to be prepared for this purpose and the teachers will have to be suitably trained. This needs special emphasis in the Fifth Five Year Plan.

(Para 2.35(3))

16. Adequate steps will have to be taken to get suitable teachers for tribal areas and to find teachers from the tribals themselves.

(Para 2.35(4))

17. The problem of funds for the development of primary and middle school education among the scheduled castes and scheduled tribes is important and it is necessary to lay down a clear-cut policy to be followed in this matter. The following are the main recommendations:

- (1) All programmes for promoting education of scheduled castes and scheduled tribes, vimukt jatis and nomadic and semi-nomadic tribes operating at the secondary and university stages shall be in the Special Sector.

(2) At the primary and middle school stages, all programmes will be in the General Sector, in view of universalisation of education in the age-group 6-14, except the following:-

- (a) Hostels and hostel facilities;
- (b) Preparation of books in tribal languages; and
- (c) Special incentives to teachers in tribal areas.

(Para 2.36)

18. Every step should be taken to reduce the number of single-teacher schools. In addition, two measures should be taken to improve primary and middle school education in tribal areas: (1) the number of Ashram Schools should be increased; and (2) a special programme to improve the teaching in single-teacher schools should be developed.

(Para 2.37)

19. It may be desirable to introduce a scheme of attendance and progress allowances to teachers. The cost of such a scheme will not be very high, and if properly implemented and supervised, it will go a long way in hastening the expansion of enrolments of the children from scheduled castes and scheduled tribes and in improving their studies at this stage.

(Para 2.38)

20. At the secondary stage, the most important programme is of search for talent. It is generally a responsibility of the family to see that every talented boy is helped to proceed to secondary education and to ensure that he gets

admission to a good school. But in the case of the scheduled castes and scheduled tribes, the families are not often able to discharge this responsibility. The Government must, therefore, step in and assume this function.

(Para 2.39)

21. There should be a few special scholarships for scheduled castes and scheduled tribes whose amount should be sufficient enough to enable the recipients to study in high quality residential schools. There should be 5000 scholarships a year for scheduled caste students, one scholarship being earmarked for each community development block for award to the best scheduled caste student in the block. In the case of students from scheduled tribes, there should be 2500 scholarships but these should be distributed suitably among the different community development blocks, depending upon the tribal population therein.

(Para 2.40)

22. Another programme to be developed at the secondary stage is that of general scholarships. In some States, the amount of scholarships is fair and the coverage also is fairly good. In others, the amount is satisfactory but not the coverage. In several States, neither the amount nor the coverage is satisfactory. The following are the important recommendations in this regard:

- (1) The Department of Social Welfare should take immediate steps to collect full and precise information regarding the number and amount of scholarships given at the secondary stage to children of the scheduled

castes and scheduled tribes in all States and Union Territories.

(2) For formulating programmes to be included in the Fifth Five Year Plan, the Government of India should lay down some definite targets for the coverage of scheduled caste and scheduled tribe students through general scholarships at the secondary<sup>stage</sup> and also to indicate broadly the amount of such scholarships. It is necessary to lay down an all-India policy in this regard.

(Para 2.41)

3. There should be a general expansion of hostel facilities available to students of the scheduled castes and scheduled tribes at the secondary stage, a good target being to increase the facilities available at the end of the Fourth Plan by about 50%, for the country as a whole, at the end of the Fifth Plan. The Government of India should lay down some minimum targets of provision of facilities in this regard below which no State will be allowed to fall. Similarly, no State should be allowed to cut down existing facilities and on the other hand should be encouraged to increase them to the extent possible. The cost per student in the hostels should be fixed at reasonable levels not only to allow for proper health of students, but also to provide them individual attention and guidance in their studies.

(Para 2.42)

24. The management of hostels should be in the public sector. A study of all existing hostels under private management should be carried out and where they are not functioning properly the management may be taken over by the Government. It would also be desirable to lay down a policy that no new hostels in the private sector will be assisted from State funds.

(Para 2.43)

25. It is necessary to ensure that there are no hostels exclusively run for scheduled castes and scheduled tribes and that all hostels have a general character which admits students from all communities. In all general hostels, there should be compulsory reservation for scheduled castes and scheduled tribes and the expenditure on account of these students should be met by the State through the award of scholarships. In all hostels meant for scheduled castes and scheduled tribes, at least 20-30% of the seats should be reserved for children of the weaker sections of the community, other than scheduled castes and scheduled tribes. The funds required for these scholarships should be provided in the education sector.

(Para 2.44)

26. It may be desirable to introduce, in the Fifth Five-Year Plan, a family stipend scheme to supplement the programme of hostels. Under this programme, a grant-in-aid, at a prescribed rate, should be given to any family amongst caste Hindus which is prepared to take a student of the scheduled castes/scheduled tribes in the family, to treat him as a child of the family and to look after his education. It avoids the non-recurring cost in the

maintenance of hostels and its recurring costs are lower. Teachers at all levels should be specially encouraged to implement this scheme.

(Para 2.45)

27. The expansion of the scholarships and hostel programme at the secondary stage should base on three broad considerations. The first is that there should be at least a 50% increase in the size of the programme during the Fifth Five-Year Plan for the country as a whole; the second is that the development of the programme should be more equitable between the different States; and the third is that the total size of the programme in any State should be about double of the enrolments in higher education where the programme is being operated on a universal coverage basis (subject to a means test).

(Para 2.46)

28. There should be a programme of contingent grants for students belonging to scheduled castes and scheduled tribes at the secondary stage. These grants should cover expenditure like purchase of books and stationery, examination fees or essential clothing. The size of the programme should be fairly large to cover every needy student.

(Para 2.47)

29. It is also necessary to provide individual and personal attention to students from the scheduled castes and scheduled tribes studying at the secondary stage. For this purpose, a two-fold programme should be developed in the Fifth Five Year Plan. The first is to provide these

facilities in all hostels where students from the scheduled castes and scheduled tribes are admitted, and the second is to provide grants to secondary schools for this purpose.

(Para 2.48)

30. The programmes at the university stage should be broadly follow the pattern recommended at the secondary stage.

These are as follows:

- (1) The programme of post-matric scholarships should continue to be operated, as at present, on a universal coverage basis in the Fifth Plan, subject to the condition that the means test should be applied both in the case of scheduled castes and scheduled tribes.
- (2) In view of the rise in the cost of living, there is, therefore, a good case for increasing the amount of scholarships fixed some years ago. This problem should be explored fully and the amount of scholarships increased to the extent possible.
- (3) There should be a scheme for providing individual attention and tuition to students from scheduled castes and scheduled tribes studying at the university stage. For this purpose, arrangements should be made both in hostels and in educational institutions. A suitable system of assistance should be devised and implemented for this purpose.
- (4) For hostels at the university stage, steps similar to those at the secondary stage should be taken.



(5) It is necessary to make an effort to see that students from scheduled castes and scheduled tribes get admissions into good institutions and the more important courses of studies.

(Para 2.50)

31. The policy in the Fifth Five Year Plan should be to give special encouragement to those castes and tribes which are more backward within this overall backward group. Therefore, castes and tribes which are lagging behind and which have made little progress during the last 25 years, should be identified in every State and Union Territory and special efforts should be made to assist them to catch up with the rest.

(Para 2.51)

32. In the Fifth Five Year Plan, the important schemes for the promotion of education among the scheduled castes and scheduled tribes at the school stage should be singled out for special assistance. In particular, it is necessary to offer special central assistance for the schemes of identification and development of talent among the scheduled castes and scheduled tribes at the middle school and secondary stages.

(Para 2.52)

### CHAPTER III

#### EMPLOYMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES

33. The most important aspect of the problem of employment of the scheduled castes and scheduled tribes relates to

improvement of the small and marginal farmers, to improve cultivation of dry or forest lands, and to generation of increasing employment opportunities in rural areas especially to the development of rural local works programmes. These programmes in the Fifth Plan should receive emphasis and especially the scheme of providing guaranteed employment to all persons in selected rural areas. In implementing these programmes, special attention should be given to the needs of the scheduled castes and scheduled tribes for whom they will be of special benefit.

(Para 3.04)

34. Another major aspect of the employment problem of the scheduled castes and scheduled tribes is to assist them to take to non-traditional and non-agricultural occupations. This programme is of special significance to the scheduled castes as it will help them materially to overcome the stigma of untouchability. This should be greatly emphasized in the Fifth Plan and adequate allocations should be made for them. This may be done in two ways: either by including special schemes for the purpose in the plan or by prescribing that special consideration and emphasis should be laid on assisting persons belonging to scheduled castes and scheduled tribes under general schemes of training and assistance to individuals to learn new and useful trades and become self-employed.

(Para 3.05)

35. To secure increasing employment to scheduled castes and scheduled tribes in the private sector which is so large a field for modern employment, there should be reservation of posts for all categories in the private sector

for scheduled castes and scheduled tribes on the same lines as is done in the public sector.

(Para 3.06)

36. Employment under the public sector is another aspect of the problem and although its magnitude is small, its crucial significance is obvious. It is this sector on which attention has been concentrated almost exclusively in the earlier plans. While, for reasons already stated, the other aspects of the problem stated earlier should be given much greater emphasis, it is also essential that this aspect of the problem should continue to receive the same or even increased attention during the Fifth Five Year Plan.

(Para 3.07)

37. The largest population of the scheduled castes and scheduled tribes is in the rural and agricultural sector. It is also mostly uneducated. The highest emphasis has, therefore, to be placed on the employment of this group, if the general lot of the scheduled castes and scheduled tribes is to be improved.

(Para 3.30(1))

38. Considerable emphasis will have to be laid on modernizing the traditional occupations of the scheduled castes and scheduled tribes so that their economic conditions will improve. Simultaneously attempts must be made to assist them to get into non-traditional occupations and professions.

(Para 3.30(2))

39. The employment of the scheduled castes and scheduled tribes in the private sector is very much below par. Special efforts will, therefore, have to be made to increase such employment in the Fifth Five Year Plan through suitable legislation and other allied efforts as mentioned earlier.
- (Para 3.30(4))
40. The Fifth Five Year Plan should lay greater emphasis on employment oriented programmes in the rural sector. There is no doubt that the scheduled castes and scheduled tribes will also share the benefits of additional employment that would thus be generated. Nevertheless, it would be necessary to issue clear directions to all concerned that in the implementation of these programmes, it is necessary to give prominence to the scheduled castes and scheduled tribes. Economic development programmes of the general sector which will include agriculture, land reforms, village and small scale industries, training programmes for employment in semi-skilled and skilled professions and development of communications should accord highest priority for development of backward classes.
- (Para 3.31)
41. Special programmes such as small Farmers Development Agency (SFDA) and Marginal Farmers and Agricultural Labour (MFAL) projects, crash scheme for rural employment and the drought prone area programmes were initiated in Fourth Plan. It is, however, not possible, due to lack of availability of data, to find out to what extent scheduled castes and scheduled tribes have benefited from these programmes. In Fifth Plan these programmes are likely to be further expanded. In selecting areas for these

programmes, preference should be given to tribal areas and also to regions where there is a concentration of scheduled caste population. In other areas also, a deliberate attempt should be made to ensure that the benefit of these programmes does go to the scheduled castes and scheduled tribes.

(Para 3.31(1))

42. Since it is desirable to enable the scheduled caste and scheduled tribe persons to supplement their income from all possible subsidiary sources, provision should be made for more liberalised financial aid for starting poultry, dairy units and other activity of a supplemental nature.

(Para 3.31(2))

43. In local works, and particularly in road construction works, it should be made compulsory to employ local labour. In such employment situation, there should also be enough provision to safeguard the interest of scheduled castes and scheduled tribes. There should be a proper authority to look after the maintenance of roads in rural and tribal areas.

(Para 3.31(3))

44. In many cases, one of the reasons for non-employment of tribal labour is their frequent absenteeism. In order to mould them into committed labour, setting up of Social Education Centres in such places where some works are going on, would be quite useful. In the present set up there is hardly any dialogue between the employer and the employee for improving the quality of life of the latter. Such centres could prove effective in this direction also.

(Para 3.31(4))

45. Labour cooperative societies should be formed for landless scheduled caste and scheduled tribe persons. In order to improve the economic condition of the agricultural labourers, a considerable portion of labour work in all public sector undertakings should be reserved for such cooperative societies.

(Para 3.31(5))

46. Land should be provided to landless agricultural labourers and to those who have uneconomic land holdings belonging to scheduled castes and scheduled tribes, additional land should be provided in places where they reside. Steps should also be taken to provide training in the modern scientific methods of cultivation. The trainees should be provided credit facilities in form of loans and grants for investment in their land and for construction of houses.

(Para 3.31(6))

47. Displacement of tribals and scheduled caste population as a result of industrialisation and urbanisation poses a serious unemployment problem especially when the project is over. As these people are unskilled labourers, they cannot easily shift to other occupations. It should be the responsibility of the project authority to train them in skilled and semi-skilled professions in a planned way so that they could adjust themselves in the employment market under the changed situation. The required cost for such training programmes should be met from the project budget itself.

(Para 3.31(7))

18. For the scheduled caste and scheduled tribe people who are outside the agriculture sector (as well as for those who want to leave the over-crowded agriculture sector) the following other recommendations are:-

- (1) Every facility should be given to modernize traditional occupations so that the incomes go up and the economic conditions are improved;
- (2) Facilities should be given to persons from scheduled castes and scheduled tribes to take up non-traditional occupations, either as employment or as self-employment. Assistance should be available for training and also for setting up the trade or profession after the training is over. It is understood that there will be several schemes in the Fifth Plan for this purpose. In all of them, due consideration should be given to the recruitment, training and self-employment/employment of scheduled castes and scheduled tribes.
- (3) Emphasis should be laid on training of scheduled castes and scheduled tribes for household and manufacturing industries as well as for improved and modernised agriculture.
- (4) It is desirable to have a special agency for looking after the interests of tribal workers in different factories and to arrange for a fair deal to them in the matter of recruitment, promotion or opportunity for technical training in the factory itself. The agency may in fact function as an employment bureau for tribal factory workers.

- (5) Minimum wages act should be strictly enforced and may be revised from time to time as per cost of living.
- (6) Small towns have grown due to urbanisation and industrialisation of the country round railway stations, market towns or at the junctions of several lines of communications. These have brought about growth of many occupations like rickshaw-pulling, bicycle repairing, driving and repairing of motor car/taxis and scooters etc. With a little training and by providing loans to scheduled castes/tribes, they can be settled in these gainful avenues of employment. In rural areas, too, modernisation of agriculture has thrown such occupations such as repairing and driving of tractors, diesel engines, pumps etc. and backward communities could be absorbed in these occupations. Due to a variety of reasons, it is difficult for scheduled castes and scheduled tribes to furnish surety against the loans available under various programmes launched under different sectoral programmes which resulted in their non-utilisation of such credit facilities. Therefore, cooperative and other credit institutions and especially nationalised banks have to formulate special schemes and relax rules so that the weaker sections of the society may get the maximum benefits from them.



(7) The scheduled castes and scheduled tribes play a very insignificant role in the new occupations that have arisen in the marketing centres located in their areas. In order to improve the situation in this respect, it is felt desirable to adopt adequate and suitable steps to widen the scope and opportunity for the participation of the scheduled castes and scheduled tribes in greater numbers in the new occupations growing in marketing centres located in scheduled caste/scheduled tribe concentration areas. These would help in the gradual development of an aptitude among the scheduled castes and scheduled tribes for taking up 'business' as profession.

(Para 3.32(1-7))

49. Special efforts have to be made to promote the employment of persons belonging to the scheduled castes and scheduled tribes in the private sector. As recommended earlier, special legislation will be needed in this context. An appropriate machinery will also have to be created to ensure that the provisions of the law are fully implemented.

(Para 3.33)

50. A Central Coordinating Cell for Scheduled Castes/Tribes applicants should be established in an appropriate Ministry to undertake the following functions:

(a) Periodical study of shortages on a continuing basis;

- (b) Maintain a Central Pool of Scheduled Castes and Scheduled Tribes applicants in selected categories; and
- (c) Establish close liaison with Universities and institutions to keep watch about the availability of trained manpower in the near future. Similar coordination Cells may also be set up at State levels.

(Para 3.34(1))

51. At the State level, this Cell should assess and look round for job opportunities for scheduled castes and scheduled tribes regularly in different sectors of occupations in particular areas and to make necessary arrangement so that required number of candidates from amongst scheduled castes and scheduled tribes are properly equipped with adequate know-how of the jobs concerned for their employment at the appropriate time.

(Para 3.34(2))

52. Employment Exchanges should be set up in tribal and most backward areas to help placement of backward communities and to disseminate information regarding training programmes available under various fields.

(Para 3.34(3))

53. The scheme of coaching-cum-guidance centres started in Fourth Plan for rendering guidance and pre-employment orientation and coaching to the scheduled caste and scheduled tribe candidates should be expanded to cover all the States.

(Para 3.34(4))

54. In order to improve the chances of scheduled caste/ scheduled tribe persons in services for promotion to higher categories of posts, in-service training programmes should be arranged.

(Para 3.34(5))

55. It is felt that performance of scheduled caste and scheduled tribe candidates in All India Engineering Services and other technical examinations is poor. It is, therefore, recommended that pre-examination training centres similar on lines already set-up for IAS etc. examinations should also be set up for All India Engineering Examinations etc.

(Para 3.34(6))

#### CHAPTER IV

##### OTHER RELATED MATTERS

56. From every point of view, the persons belonging to Virukt Jatis and nomadic and semi-nomadic tribes are extremely under-privileged. They, therefore, deserve attention and support of the State to the same extent as the scheduled castes and scheduled tribes or even more. Unfortunately, data relating to the education and employment of these groups is not separately collected. It is, therefore, not possible to make any precise statement about the present position of the education and employment of these groups, general recommendations for the scheduled castes and scheduled tribes will be equally applicable to them also.

The following are two special proposals:

- (i) Steps should be taken at least from now on to collect data about the Vimukt Jatis and nomadic or semi-nomadic tribes separately on the same lines as is now being done for the scheduled castes and scheduled tribes; and
- (ii) In all the programmes of education and employment of scheduled castes and scheduled tribes, Vimukt Jatis and Nomadic or semi-Nomadic tribes should get a preferential consideration.

(Para 4.02 & 4.03)

57. Defining backward classes on the basis of birth should be given up as soon as practicable. The Government of India should take no note of the other backward classes as defined by the State Governments on the basis of caste. No Central aid should also be offered for special programmes for the education and welfare of these classes. At the same time the Government of India should give a lead in helping all State Governments to define backwardness, not on the basis of birth but on the basis of socio-economic conditions.

(Para 4.04 & 4.05)

58. It would be desirable to introduce in the Fifth Five Year Plan, a programme meant for the most under-privileged sections of the community defined on socio-economic considerations, unrelated to caste or birth or religion. Some beginning in this direction should be made in the Fifth Five Year Plan itself. When introducing this new programme, the funds available to the scheduled castes and

scheduled tribes should not be curtailed in any way; and the funds for this new programme of economically backward classes should be found separately, on however, small a scale.

(Para 4.06 & 4.07)

Report of the Working Group on Training and  
Employment of Non-student Youth among  
Backward Classes

59. Non-student youth among scheduled castes and scheduled tribes should include all those who fall under the age group 15-25 years. We have recommended 15 years as the minimum and 25 years as maximum age considering (i) universalisation of education in the age group 6-14 years as provided under the Constitution, recruitment age for various occupations and nature of training required for various vocations; (ii) by the age of 25, he generally completes his formal and informal education, takes up some occupation and normally gets married and settles down in life.

(Para 3)

60. In the absence of reliable information, the data on the general population could be made use of to arrive at the number of Non-student Youth among the Backward Classes. This may be done as follows: In 1961, 18.5% of the population belonged to the age group 15 to 24. According to 1972 figures (projected) 18.7% of the population fall in the 15 to 24 age group. Allowing an addition of say 1.5% for the age group 25, the population in the 15 to 25

age group will be in the neighbourhood of 20%. Thus, the youth population in the age group 15 to 25 among the Backward Classes will be in the neighbourhood of 240 lakhs. Considering enrolment of scheduled caste and scheduled tribe students at all levels of education, the number of non-student youth among backward classes will be about 220 lakhs.

(Para 5)

61. Indian Council for Social Development have conducted a socio-economic survey of non-student youth in Delhi and Vishakapatnam. The following findings of the study could be treated as the general trend prevailing in the country and could perhaps be safely applied to non-student youth belonging to scheduled tribes and scheduled castes as well:

- (i) the incidence of non-student youth is mainly related to the socio-economic conditions under which they live. The environmental situation, the parental and family situation, and the school situation are the various factors responsible for the educational deprivation of these youth. In other words, cultural deprivation is the root cause of educational deprivation;
- (ii) the incidence of non-student youth is found to be more among those whose parents are less educated or have no education;
- (iii) It is found that the drop-outs including the culturally deprived youth, have high valuation for education. The motivation behind their interest in education is mostly economic; some of them, however, feel that they gain better knowledge and higher social prestige. It is significant to note that most of them have expressed the urgent need for night schools and technical or vocational schools;

- (iv) drop-out is found to be not only an educational problem, but also economic. The level of education is found to be influencing not only their occupational status, but also their attitudes, orientations, behaviours, etc;
- (v) the institutions like youth clubs and other centres are either absent or ineffective because of lack of motivation on the part of these youth to take benefit from them;
- (vi) the study also reveals that most of these youth, irrespective of their age and background, are seeking employment, though a large number of them have not acquired the minimum functional levels of education. They have taken up odd jobs and many are engaged in unskilled work. Even the so-called skilled workers do not seem to have enough skill to be able to improve their income;
- (vii) a large number of these employed youth are not satisfied with their present occupations; they are willing to change. Job security, steady income, and prestige are the three factors which are considered to be important by them in selecting a job;
- (viii) mass media like cinema, radio and newspapers have positive impact on these youth in terms of influencing their attitudes, aspirations, etc.;
- (ix) the non-student youth are more alienated from the society than the student youth, and the lower class youth are more alienated than the upper class youth; and
- (x) the study found that the problem of youth is one of quest for basic and minimum human requirements such as education and employment which are consequential to their life chances. Especially the youth of lower social class need protection from the negative influences of their environment.

We broadly agree with the above findings and recommend that while formulating plans for development of non-student youth among backward classes, these points may be kept in view.

(Para 9)

62. The problem of tribal youth, though similar in many respects to those of the rural youth, are peculiar in themselves in so far as the tribal society has been cut off from the main stream of national life and activities for over a long period. It is also necessary to correct the imbalances arising out of an unprepared integration of the tribal society with the rest of the society without making adequate preparation to prevent exploitation of the tribal people by certain classes.

(Para 15)

63. In planning for their development following factors would call for consideration: (a) The size of the population, their levels of education, work and leisure time interest, attitudes, aspirations and motivation; (b) employment opportunities and requirements for vocational training and the need for diversified opportunities of employment in agricultural and non-agricultural operations; and (c) socio-psychological problems of adjustments due to cultural variations, urbanisation, modernisation and industrialisation and the guidance and assistance required.

(Para 15)



64. The programmes for training and employment of non-student youth among backward classes should aim at building qualities of self-reliance and initiative amongst them so as to help them to be gainfully employed and to make them instrumental in the socio-economic development of the country.

(Para 15)

65. Vocational guidance and training should be included as a priority programme in Fifth Plan for non-student youth keeping in view their talents and interests, measures to improve their competence and their ability to take advantage of the employment opportunities available in the country.

(Para 16)

66. For providing employment and training to non-student youth among backward classes two aspects have to be considered (i) areas in the country where employment opportunities were being created as a result of setting up of new projects etc., (ii) areas where the scheduled castes and scheduled tribes were concentrated. For the former, it would be necessary to make specific manpower planning supported by training programmes for these people and for the latter massive programme of training for non-student youth according to the needs of the areas have to be launched.

(Para 16)

67. To deal with various problems of non-student youth of backward classes, an integrated programme of effective education, useful vocational guidance and training and

recreation should be taken up in the Fifth Five Year Plan. It is, therefore, recommended that in Fifth Plan, an Integrated Youth Welfare Project should be set up in each district which could serve as a focal centre for all youth activities.

(Para 17)

68. In each State there should be a machinery, on a uniform pattern, which could plan suitable programmes for non-student youth, coordinate the different youth welfare activities and give necessary guidance and help to youth organisations to develop better programmes. We fully agree with the recommendation of the National Youth Board that every State Government should set up a State Advisory Board on Non-Student Youth Welfare with District Board in each district.

(Para 18)

69. The Group is of the view that while distributing surplus lands, non-student youth of scheduled castes and scheduled tribes should be given first preference. For such surplus land, joint farming and ownership rights should vest with the members. If, however, viable surplus land was not available in one place, individuals could be encouraged to settle on agriculture and agriculture based occupations. Small scale agro-industry goes with modern agriculture. Fruit, canning and preservation can be taken up in areas where facilities exist. If this is introduced, a good number of village youth can be engaged.

(Para 19)

70. To enthuse the villagers in accepting the training and go in for agriculture and agro-based industries, the primary need is one of providing proper motivation. Village youth with talents, who can take up the leadership may be given training in modern agriculture, dairying, poultry and in agro-based industries.  
(Para 19)
71. The Ministry of Food and Agriculture conducts specialised courses for imparting to farmers knowledge and skill connected with high yielding varieties of crops. Such training courses should be extended to benefit rural and tribal non-student youth also.  
(Para 19)
72. In Fifth Plan, besides government agencies, voluntary organisations should also be encouraged to set up training centres to train youth in improved methods of agriculture, dairying, poultry and to help them in settling themselves in agriculture and agro-based industries.  
(Para 20)
73. In Fifth Plan stress on training schemes for non-student youth should be oriented to self-employment. These schemes should have built-in provision for follow-up action so that the trainees could be fixed up in the trade.  
(Para 20)
74. The aim of all programmes that may be envisaged for the non-student youth of backward classes should be to increase educational opportunities including vocational

training facilities for them which would ultimately raise their level of employability. We feel that in Fifth Plan steps should be taken to raise the education and training levels of the members belonging to scheduled castes and scheduled tribes. Comprehensive training centres should be set up, which, besides giving training, identify human potential, aptitude, etc. Pre-vocational training, condensed courses, correspondence courses and setting up of night schools, reading rooms and libraries etc. will go a long way in meeting the educational requirements of the non-student youth of the backward classes.

(Para 21)

75. It is also necessary to create proper environment so that scheduled castes and scheduled tribes could avail of the training facilities provided by the government. This could be done through mass media and building up leadership among them.

(Para 22)

76. It is felt that technical and vocational training should be made attractive so that trainees might feel that the career to which it leads to, was no less important compared to other jobs. This feeling had to be inculcated in course of their training period so that the scheduled caste and scheduled tribe trainees get rid of inferiority complex with which they suffer and develop a sense of being dignified skilled workers.

(Para 22)

77. The training institutes also lack hostel facilities and the scheduled tribes and scheduled castes youth who live in distant areas cannot avail of these facilities. The training institutes should be provided with hostel facilities. The stipends/scholarships for scheduled caste and scheduled tribe students in spite of the Government of India's decision have not been brought on par with post-matric scholarship in some States. They should be sufficient as to maintain them in the hostel.

(Para 23)

78. We feel that the programme of training-cum-production centres has failed because of their location, training programmes being confined to traditional trades and lack of hostel facilities etc. The Group is of the view that the scheme of training-cum-production centre should be recast and training programmes should be oriented to the type of enterprise obtaining in that area. The training in areas should be undertaken keeping in view the demand for such training as would absorb large number of trainees in useful occupations.

(Para 23)

79. We also agree that follow-up programme and market intelligence were important aspects which should be emphasised to make the scheme a success.

(Para 23)

80. For illiterate non-student youth, a programme of functional literacy should be taken up in Fifth Plan. A start has already been made in giving functional literacy in rural areas covered by high yielding variety projects. This programme should be further expanded in the Fifth Plan to cover all the tribal areas and also areas where scheduled caste population is concentrated.

(Para 24)

-/-

81. Those who complete functional literacy course successfully should be sent to fulfilled vocational training centre which could be set up at block headquarters. These centres could be developed with a bias on agriculture and allied activities and services.

(Para 24)

82. The Tribal Development Corporations set up in a few States would provide employment and also improve the economy of the tribals. We feel that the scope of Tribal Development Corporation should be enlarged to cover Scheduled Castes, Denotified Tribes, Nomadic and Semi-Nomadic Tribes. These Corporations should also cover agro-based industries.

(Para 25)

Working Group on Education and Employment  
of Backward Classes

83. Propaganda should be done among scheduled caste and scheduled tribe parents to send their daughters to schools. Individual persuasion of the mother and father would be necessary.

(Para 14)

84. During the Fifth Five Year Plan and onwards more stress should be given to Ashram Schools for girls so that they can stay away from their homes and devote enough time and energies to their education.

(Para 15)

85. Mid-day meals should be provided to all children in their schools and creche service be made available for the smaller children, so that elder girls are free to attend schools.

(Para 16)

86. Lady teachers in tribal schools should be provided with living quarters and incentives like extra allowances for medical care and education of their children.

(Para 17)

87. A number of functional literacy projects should be started by the Government. In tribal areas, one project in a hamlet of population of 200 should be the target, These projects may be attached to existing girls' schools.

(Para 19)

88. The uneducated women among scheduled castes and scheduled tribes may be encouraged to form co-operatives for village industries. The goods prepared by them may be marketed through All-India Khadi and Village Industries.

(Para 31)

89. Those women who are educated upto middle or primary standards may be trained in vocations like cutting and tailoring, knitting with hand and machine, preservation of fruits and vegetables, etc. Special centres should be started for training and handsome scholarships should be given to the trainees.

(Para 32)

90. Markets should be reserved for goods produced by the women of backward classes. Government contracts must be given to the cooperatives organised by these women for the production and sale of their goods.

(Para 33)

91. In urban areas, bureaux may be organised to provide domestic services like baby care, laundering and washing etc. Women of backward classes may be employed for these services.

(Para 34)

92. For the educated women, training schools for professions like nursing, shorthand, telephone operation, typing etc. should be opened. There are a large number of vacancies for teachers and nurses in backward areas. Efforts should be made to bring women belonging to scheduled castes and scheduled tribes to fill up these vacancies. Training for these courses should be free.

(Para 35)

93. Programmes for confidence building and pre-examination training etc. should be taken up by the State Governments.

(Para 36)

94. Special training classes should be organised to train girls belonging to scheduled castes and scheduled tribes for jobs available for them. Coaching-cum-Guidance Centres should be started in all the cities and towns. During the Fifth Five Year Plan 100 centres providing such coaching and vocational guidance should be started in the country.

(Para 36)



No.PC/SW/53(1)/71  
Government of India  
PLANNING COMMISSION  
(Social Planning Division)

Yojana Bhavan,  
Parliament Street,

New Delhi, April 5, 1972.

O R D E R

Subject:- Setting up of Steering Group and Task Forces for Welfare of Backward Classes and Social Welfare

The Planning Commission have decided to constitute a Steering Group to guide and coordinate the formulation of policies and programmes in the Fifth Plan for welfare of backward classes and social welfare with the following terms of reference: (i) To review the development in regard to social welfare and welfare of backward classes by the end of the Fourth Plan; to identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures; (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan; (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

2. The Planning Commission have also decided to constitute four Task Forces to assist the Steering Group. These Task Forces will be concerned with (1) Child Welfare, (2) Social Security for the aged and other handicapped categories, (3) Development of Tribal Areas, (4) Education and Employment of Backward Classes with the following terms of reference in their respective fields: (i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures, (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective

env isaged in the Fourth Plan, (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

3. The membership of the Steering Group will be as at Annexure 'A' and the membership of the Task Forces as at Annexures 'B', 'C', 'D' and 'E'.

4. The Steering Group/Task Forces may, for their studies, constitute Working Groups and co-opt members.

5. It has been decided with the approval of competent authority that the non-official members of the Steering Group/Task Forces including co-opted members will be entitled to claim T.A./D.A. for their journeys in connection with attending the meetings, as admissible to First Grade Officers of the Government of India.

6. The Steering Group/Task Forces as a whole or in part may meet as often in New Delhi or any other place as may be decided by the Chairman of the Steering Group/Task Forces.

Sd/-  
(K.V. Natarajan)  
Chief (Nutrition & Social Planning)

Copy forwardd to:

- 1) All members of the Steering Group/Task Forces
- 2) Concerned Ministries of Government of India
- 3) Planning Secretaries of all States and Union Territories
- 4) Cabinet Secretariat

Copy also forwarded to:

- i) P.A. to Minister for Planning
- ii) P.S. to Minister of State for Planning
- iii) Secretary to Prime Minister
- iv) Director(Planning) Prime Minister's Secretariat
- v) P.S. to Prime Minister
- vi) P.S. to Finance Minister
- vii) Planning Commission - Standard Distribution

Sd//  
(K.V. Natarajan)  
Chief (Nutrition & Social Planning)

Task Force on Education and Employment  
of Backward Classes

1. Shri J.P. Naik, Chairman  
Member-Secretary,  
Indian Council of Social Science Research,  
Indraprastha Estate,  
New Delhi-1.
2. Shri H. Zopianga, Member  
Development Commissioner,  
Nagaland Secretariat,  
Government of Nagaland,  
Kohima.
3. Dr. B.R. Chauhan, Member  
Professor of Sociology,  
Division of Behavioural Sciences,  
Institute of Advanced Studies,  
Meerut University,  
Meerut.
4. Shri K.T.N. Nambiar, Member  
Director (Employment Exchanges),  
Directorate General of Employment  
and Training,  
New Delhi-1.
5. Shri S. Krishnan, Member  
Deputy Secretary,  
Department of Personnel,  
Cabinet Secretariat,  
New Delhi.
6. Shri K.N. Butani, Member  
Director,  
Institute of Applied Manpower Research,  
Indraprastha Estate,  
New Delhi-1.
7. Dr. A. Vaidyanathan, Director, Member  
Perspective Planning Division,  
Planning Commission,  
New Delhi.
8. Dr. L.R.N. Srivastava, Member  
Field Adviser,  
Tribal Education Unit,  
Department of Pre-Primary and  
Primary Education,  
National Council of Educational Research  
and Training,  
Sri Aurobind Marg,  
New Delhi-16.

9. Dr. A.K. Das, Member  
Deputy Director,  
Cultural Research Institute,  
First Floor, Block 'B',  
New Secretariat Buildings,  
Calcutta-1.
10. Shri B.K. Bhatnagar, Member  
Superintendent,  
Scheduled Castes and Tribes,  
All India Services Pre-Examination  
Training Centre,  
Allahabad University,  
40-D, Motilal Nehru Road,  
Allahabad-2.
11. Shri D.P. Nayar, Member  
Adviser (Education),  
Planning Commission,  
New Delhi.
12. Shri S.K. Kaul, Member  
Officer on Special Duty,  
Department of Social Welfare,  
Shastri Bhavan,  
New Delhi.
13. Shri J.H. Chinchalkar, Member  
Secretary,  
Bharatiya Adimjati Sevak Sangh,  
Thakkar Bapa, Smarak Sadan,  
New Delhi-55.
14. Dr. A.R. Kamat, Member  
Professor of Mathematics & Statistics,  
Gokhale Institute of Political  
and Economics, Poona.
15. Shri G.P. Bharal, Convener  
Research Officer,  
Social Planning Division,  
Planning Commission,  
New Delhi.

Special Invitee

Shri M.P. Marmathan,  
Trivandrum (Kerala)

(Reference Para 2.01)

Statement showing the scheduled caste and the scheduled tribe population in the various States and Union Territories, according to the 1971 census, with percentage to total population.

(Population in lakhs)

Name of States/ Union Territories	Total Population	Scheduled Caste		Scheduled Tribes	
		Population	Percentage total to population	Population	percentage total to population
2	3	4	5	6	7
Andhra Pradesh	435.03	57.75	13.27	16.50	3.81
Assam	149.58	9.13	6.10	19.20	12.84
Bihar	563.53	79.51	14.11	49.33	8.76
Gujarat	266.97	18.25	6.84	37.34	13.99
Haryana	100.37	18.96	18.89	-	-
Himachal Pradesh	34.60	7.70	22.24	1.42	4.09
Jammu & Kashmir	46.17	3.81	8.26	-	-
Kerala	213.47	17.72	8.30	2.69	1.26
Madhya Pradesh	416.54	54.54	13.08	83.87	20.14
Maharashtra	504.12	30.26	6.00	29.54	5.86
Manipur	10.73	0.16	1.52	3.34	31.17
Meghalaya	10.12	0.04	0.38	8.14	80.43
Mysore	292.99	38.50	13.14	2.31	0.79
Nagaland	5.16	-	-	4.58	88.61
Orissa	319.45	35.11	15.09	50.72	23.11
Punjab	135.51	35.48	24.71	-	-
Rajasthan	257.66	40.76	15.82	31.26	12.13
Tamil Nadu	411.99	73.16	17.76	3.12	0.76
Tripura	15.66	1.93	12.39	4.51	28.95
Uttar Pradesh	883.42	185.49	20.90	1.99	0.22
West Bengal	443.12	88.16	19.90	25.33	5.72
<b>ION TERRITORIES</b>					
Andaman & Nicobar	1.15	-	-	0.18	15.52
Arunachal Pradesh	4.68	-	0.72	3.69	79.02
Chandigarh	2.57	0.29	11.01	-	-
Dadra & Nagar Haveli	0.74	0.01	17.96	0.64	86.89
Delhi	40.66	6.36	15.64	-	-
Goa, Daman & Diu	8.58	0.17	19.71	0.08	0.93
Laccadive, Minicoy & Amindive Islands	0.32	-	-	0.32	93.75
Pondicherry	4.72	0.73	15.46	-	-
<b>Total:</b>	<b>5,479.50</b>	<b>799.98</b>	<b>14.60</b>	<b>380.16</b>	<b>6.93</b>

Statement showing percentage of literacy among  
the Scheduled Castes and the Scheduled Tribes

Sl. No.	State/Union Territory	Percentage of literacy in 1961								
		for total population including the Scheduled Castes and the Scheduled Tribes			for Scheduled Castes only			For Scheduled Tribes only		
		Total	Male	Female	Total	Male	Female	Total	Male	Female
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	21.2	30.2	12.0	8.47	13.4	3.4	4.41	7.3	1.5
2.	Assam	27.4	37.3	16.0	24.41	31.7	16.1	23.58	31.1	14.9
3.	Bihar	18.4	29.8	6.9	5.95	11.1	0.9	9.16	15.2	3.2
4.	Gujarat	30.5	41.1	19.1	22.46	33.9	10.7	11.69	19.1	4.1
5.	Jammu & Kashmir	11.0	17.0	4.3	4.72	8.0	1.1	-	-	-
6.	Kerala	46.8	55.0	38.9	24.44	31.9	17.5	17.26	23.1	12.2
7.	Madhya Pradesh	17.1	27.0	6.7	7.89	14.3	1.4	5.10	9.2	1.0
8.	Maharashtra	29.8	42.0	16.8	15.78	25.5	5.7	7.21	12.5	1.7
9.	Mysore	25.4	36.1	14.2	9.06	14.9	3.0	8.15	13.2	2.0
10.	Nagaland	17.9	24.0	11.3	25.40	28.8	19.6	14.76	19.0	10.6
11.	Orissa	21.7	34.7	8.6	11.57	19.8	3.4	7.36	13.0	1.8
12.	Punjab	24.2	33.0	14.1	9.64	16.2	2.2	16.46	29.5	3.8
13.	Rajasthan	15.2	23.7	5.8	6.44	11.7	0.8	3.98	7.4	0.3
14.	Tamil Nadu	31.4	44.5	18.2	14.66	23.6	5.7	5.91	8.6	2.7
15.	Uttar Pradesh	17.6	27.3	7.0	7.14	12.8	1.1	-	-	-
16.	West Bengal	29.3	40.1	17.0	13.58	21.6	4.6	6.55	11.2	1.8
17.	Andaman & Nicobar Islands	33.6	42.4	19.4	-	-	-	14.10	15.6	6.3
18.	Dadra & Nagar Haveli	9.5	14.7	4.1	26.60	35.9	20.1	4.40	8.3	0.4
19.	Delhi	52.7	60.8	42.5	20.86	32.2	6.8	-	-	-
20.	Goa, Daman & Diu	30.7	39.0	23.0	-	-	-	-	-	-
21.	Himachal Pradesh	17.1	27.2	6.2	9.46	14.5	2.0	8.63	15.4	1.7
22.	Laccadives	23.3	35.8	11.0	-	-	-	22.27	34.4	10.6
23.	Manipur	30.4	45.1	15.9	22.37	32.0	12.2	27.25	37.0	17.7
24.	NEFA	44.0	50.5	19.5	-	-	-	29.09	38.8	8.5
25.	Pondicherry	37.4	50.4	24.6	11.11	17.7	4.4	-	-	-
26.	Sikkim	12.3	(Not available)		-	-	-	-	-	-
27.	Tripura	20.2	29.6	10.2	13.42	22.1	4.1	10.01	17.4	2.3
<u>Total (India):</u>		24.0	34.5	13.0	10.27	16.9	3.3	8.54	13.8	3.2

Source: Census of India, 1961 as reported in the report of the Commissioner for Scheduled Castes & Scheduled Tribes, 1963-64, p.47-48.

Level of education among Scheduled Castes & Scheduled Tribes  
as compared to the general population in India

Level of literacy	General Population		Scheduled Caste population		Scheduled Tribe population	
	Number	Percentage	Number	Percentage	Number	Percentage
1. Illiterate	33,34,18,157	75.96	5,78,01,163	89.73	2,73,34,530	91.6
2. Literate (without education level)	6,64,32,398	15.13	48,16,894	7.48	18,77,597	6.4
3. Primary or junior basic	3,08,57,781	7.02	16,22,816	2.52	6,42,453	2.0
4. Metric & above	82,28,582	1.89	1,76,493	0.27	28,669	Neg.
<u>Total:</u>	43,89,36,918	100.00	6,44,17,366	100.00	2,98,79,249	100.00

Source: Census of India 1961

Number of Scheduled Tribe persons per 1,000 persons  
in each educational category

S.No.	State	Number of Scheduled Tribe persons per 1,000 persons	Number of Scheduled Tribe persons per 1,000 persons in each educational category			
			Illiterate	Literate without educational level	Primary or Junior Basic	Matric and above
1	2	3	4	5	6	7
1.	Ardhra Pradesh	37	45	10	6	1
2.	Assam	174	183	172	106	46
3.	Bihar	91	101	45	56	17
4.	Gujarat	134	169	55	53	4
5.	Kerala	13	20	5	4	1
6.	Madhya Pradesh	206	236	68	56	Neg.
7.	Maharashtra	61	80	22	9	1
8.	Mysore	8	10	3	1	1
9.	Orissa	241	285	83	89	16
10.	Rajasthan	115	130	33	27	5
11.	Tamil Nadu	7	10	2	1	4
12.	West Bengal	59	78	17	10	2

Source: Census of India 1961



Annexure - VI  
(Reference Para 2.05)

Number of Scheduled Caste persons per 1,000 persons  
in each educational level

No.	State	Number of Scheduled Caste persons per 1,000 persons	Number of Scheduled Caste persons per 1,000 persons in each educational level			
			Illiterate	Literate (without education-level)	Primary or Junior Basic	Matric and above
	2	3	4	5	6	7
	Andhra Pradesh	138	161	61	51	23
	Assam	62	64	59	51	17
	Bihar	141	162	50	38	13
	Gujarat	66	74	63	44	14
	Jammu & Kashmir	80	85	44	22	9
	Kerala	85	121	49	37	17
	Madhya Pradesh	131	295	68	50	8
	Maharashtra	56	67	36	26	9
	Mysore	133	161	52	41	24
	Orissa	157	178	90	61	16
	Punjab	204	142	100	76	32
	Rajasthan	167	184	75	66	15
	Tamil Nadu	180	224	95	72	24
	Uttar Pradesh	209	235	94	77	37
	West Bengal	107	241	114	73	23

Annexure - VII  
(Reference Para 2.06)

Statement showing variation in respect of literacy in  
different Scheduled Tribe and Scheduled Caste popu-  
lation in different districts in a State

S.No.	State	Scheduled Tribes			Scheduled Castes		
		Lowest percen- tage of literacy	Highest percen- tage of literacy	Range	Lowest percen- tage of literacy	Highest percen- tage of literacy	Range
1.	Andhra Pradesh	1.37	13.54	12.17	2.90	17.18	14.28
2.	Assam	10.88	43.34	32.46	11.07	32.32	21.25
3.	Bihar	4.09	32.43	28.34	3.60	16.00	12.40
4.	Gujarat	2.56	20.92	18.36	9.14	40.44	31.30
5.	Jammu & Kashmir	-	-	-	2.49	5.64	3.15
6.	Kerala	4.46	38.57	34.11	13.81	41.68	27.87
7.	Madhya Pradesh	0.72	12.72	12.00	1.44	23.69	22.25
8.	Maharashtra	1.29	17.00	15.71	4.32	35.09	30.77
9.	Mysore	0.30	15.56	15.26	3.85	15.46	11.61
10.	Orissa	3.17	12.59	9.42	6.55	15.49	8.94
11.	Punjab	-	-	-	5.47	20.47	15.00
12.	Rajasthan	0.92	13.34	12.42	2.09	13.67	11.58
13.	Tamil Nadu	3.90	40.97	37.07	9.34	39.65	30.31
14.	Uttar Pradesh	-	-	-	2.82	19.02	16.20
15.	West Bengal	2.51	33.61	31.10	7.05	22.23	15.18

Source: Based on 1961 Census data.

Annexure - VIII  
(Reference Para 2.03)

Level of literacy among the Scheduled Castes  
having a population of more than 25,000

MAHARASHTRA

Name of Caste	Total	Illiterate	Literate with- out education level	Primary or junior basic	Matric and above
Bhangi	61,979 (100.00)	45,373 (73.21)	10,935 (17.64)	5,406 (8.72)	265 (0.43)
Chambhar	4,91,326 (100.00)	3,87,291 (78.83)	59,989 (12.21)	41,478 (8.44)	2,568 (0.52)
Dhor	36,747 (100.00)	26,775 (72.86)	5,436 (14.80)	4,168 (11.34)	368 (1.00)
Holar	27,602 (100.00)	24,571 (89.02)	2,021 (7.32)	978 (3.54)	32 (0.12)
Mahar	7,82,008 (100.00)	6,59,316 (84.31)	68,860 (8.81)	49,930 (6.38)	3,902 (0.50)
Mang	7,27,006 (100.00)	6,55,254 (90.13)	47,975 (6.60)	23,057 (3.17)	720 (0.10)

Source: Census of India 1961.

Level of education among Scheduled Tribes  
having a population of more than 10,000

MAHARASHTRA

Name of tribe	Total	Illiterate	Literate with- out educational level	Primary or junior basic	Matric and above
1. Andh	60,261 (100.00)	56,919 (94.45)	3,028 (5.02)	312 (0.51)	2 (0.02)
2. Bhil	5,75,022 (100.00)	5,37,731 (93.52)	27,433 (4.77)	9,735 (1.69)	123 (0.02)
3. Dhanka	48,089 (100.00)	12,458 (88.29)	3,712 (7.72)	1,892 (3.93)	27 (0.06)
4. Dhodia	12,036 (100.00)	10,544 (87.60)	1,069 (8.88)	406 (3.37)	17 (0.14)
5. Dubla	13,630 (100.00)	12,125 (88.96)	1,208 (8.86)	288 (2.11)	9 (0.07)
6. Gamit	1,02,321 (100.00)	90,815 (88.75)	7,630 (7.46)	3,858 (3.77)	18 (0.02)
7. Kathodi	1,40,672 (100.00)	1,37,824 (97.97)	2,374 (1.69)	470 (0.34)	4 (neg.)
8. Kokra	2,12,836 (100.00)	1,92,581 (90.48)	14,300 (6.72)	5,906 (2.78)	49 (0.02)
9. Kolam	43,788 (100.00)	42,639 (97.38)	943 (2.15)	203 (0.46)	3 (0.01)
10. Koli Dhor	15,461 (100.00)	13,312 (86.10)	1,280 (8.28)	804 (5.20)	65 (0.42)
11. Koli Mahadev	2,74,244 (100.00)	2,45,013 (89.43)	20,523 (7.48)	8,579 (3.13)	129 (0.05)
12. Koli Malhar	89,047 (100.00)	82,306 (92.43)	5,450 (6.12)	1,277 (1.43)	14 (0.02)
13. Korku	50,279 (100.00)	47,236 (93.95)	2,362 (4.69)	672 (1.34)	9 (0.02)
14. Naikda	11,731 (100.00)	10,686 (91.09)	712 (6.07)	322 (2.75)	11 (0.09)
15. Pardhan	32,237 (100.00)	27,947 (86.69)	2,927 (9.08)	1,355 (4.20)	8 (0.03)
16. Pardhi	21,417 (100.00)	19,180 (89.55)	1,437 (6.71)	781 (3.65)	19 (0.09)
17. Thakur	1,59,372 (100.00)	1,52,414 (95.63)	5,678 (3.56)	1,275 (0.80)	5 (neg.)
18. Varli	2,43,980 (100.00)	2,32,475 (95.28)	9,369 (3.84)	2,085 (0.86)	51 (0.02)

Enrolment, Percentage Enrolment Ratio and Coefficient of Equality for Scheduled Tribes and Scheduled Castes by Type of Institutes in 1960-61 and 1965-66

No.	Type of Institutions	Scheduled Tribes						Scheduled Castes					
		Number enrolled		Percentage Enrolment Ratio		Coefficient of Equality		Number enrolled		Percentage Enrolment Ratio		Coefficient of Equality	
		60-61	65-66	60-61	65-66	60-61	65-66	60-61	65-66	60-61	65-66	60-61	65-66
2	3	4	5	6	7	8	9	10	11	12	13	14	
<u>Schools</u>													
1.	Pre-Primary	4,293	7,260	2.6	3.7	29.9	42.5	6,452	11,530	3.8	5.9	20.3	31.6
2.	Primary Junior Basic	13,36,703	20,21,722	6.0	6.7	69.0	77.0	31,96,538	48,90,628	14.5	15.8	77.5	84.5
3.	Middle/Sr. Basic	3,50,252	5,55,348	3.6	3.7	41.4	42.5	9,20,429	15,76,507	9.9	10.8	52.9	57.8
4.	High/Hr. Secondary	94,480	2,05,398	1.3	1.7	14.9	19.5	5,32,621	9,56,867	7.7	8.5	41.2	45.5
5.	Vocational	*	6,036	*	2.7	*	31.0	*	18,785	*	8.5	*	45.5
6.	Special	*	409	*	2.0	*	23.0	*	2,272	*	11.3	*	60.4
7.	Others	*	1,19,675	*	10.7	*	123.0	*	2,29,536	*	16.5	*	88.2
8.	Total Schools:	17,85,733	29,45,848	4.7	5.1	54.0	58.6	46,56,040	75,96,125	12.1	13.1	64.7	70.1
<u>Colleges</u>													
9.	Colleges for General Education	7,266	13,515	1.0	1.2	11.5	13.8	38,709	53,685	5.4	4.9	28.9	26.2
10.	Colleges for Professional Education	1,28,932	5,659	-	1.0	-	11.5	2,71,949	29,851	14.7	5.1	78.6	27.3
11.	Colleges for other Education	*	176	0.2	-	2.3	*	2,642	*	2.8	*	15.0	
12.	Universities etc.	**	426	**	**	**	**	3,811	*				
13.	Total (Colleges and Universities)	1,36,198	19,824	-	1.1	-	12.6	3,10,658	93,800	12.1	4.9	64.7	26.2
14.	Grand Total:	19,21,931	29,65,624	4.7	5.0	54.0	57.5	46,66,698	76,86,114	12.1	12.8	64.7	68.4

\*Shown against colleges for Professional Education, as separate figures are not available.

\*\*Included under colleges for General Education.

\*\*\*Includes Schools for Vocational, Special and other Education also.

Source: 1. Education of the Scheduled Tribes - J.P. Naik, I.C.S.S.R., p.10, 12

2. Education of the Scheduled Castes - J.P. Naik, I.C.S.S.R., p.10, 12

Annexure - XI  
(Reference Para 2.15)

Statement showing Statewise Percentage Enrolment Ratio of Scheduled Castes & Scheduled Tribes to Other Communities and Coefficient of Equality for Scheduled Castes and Scheduled Tribes in Primary Schools in 1960-61 and 1965-66.

No.	State/Union Territory	Scheduled Castes				Scheduled Tribes			
		Percentage Enrolment Ratio		Coefficient of Equality		Percentage Enrolment Ratio		Coefficient of Equality	
		1960-61	1965-66	1960-61	1965-66	1960-61	1965-66	1960-61	1965-66
2	3	4	5	6	7	8	9	10	
	Andhra Pradesh	14.3	16.8	85.1	100.0	2.7	3.4	60.0	75.6
	Assam	11.3	10.3	139.5	127.2	35.2	35.6	154.4	156.1
	Bihar	12.1	12.9	66.1	70.5	10.7	12.7	90.7	107.6
	Gujarat	7.5	9.5	90.4	114.5	15.2	14.1	91.0	84.4
	Jammu & Kashmir	2.4	2.6	27.6	29.9	NA	NA	NA	NA
	Kerala	12.3	12.0	130.9	127.7	NA	NA	NA	NA
	Madhya Pradesh	11.9	15.1	60.1	76.3	15.7	23.1	50.5	74.3
	Maharashtra	12.0	11.3	187.5	176.6	7.9	7.3	114.5	105.8
	Mysore	11.9	13.5	77.3	87.7	NA	NA	NA	NA
	Orissa	15.3	22.3	58.4	85.1*	13.3	22.6	33.3	56.5
	Punjab	14.0	15.8	54.7	61.7	NA	NA	NA	NA
	Rajasthan	4.7	19.5	20.3	84.1	2.4	11.0	15.0	69.2
	Tamil Nadu	20.6	21.7	114.4	120.6	NA	NA	NA	NA
	Uttar Pradesh	16.7	15.6	62.3	59.1	NA	NA	NA	NA
	West Bengal	22.1	19.8	83.4	74.7	4.4	4.2	54.7	53.8
	A. & N. Islands	NA	NA	NA	NA	-	14.7	-	51.4
	Dadra & Nagar Haveli	-	34.1	-	198.3	NA	NA	NA	NA
	Delhi	11.3	15.2	76.9	103.4	NA	NA	NA	NA
	Himachal Pradesh	9.3	23.7	21.9	55.9	7.8	4.2	62.9	33.9
	Manipur	2.2	3.6	84.6	13.5	45.4	64.9	94.4	134.9
	Pondicherry	33.2	24.9	182.4	16.8	NA	NA	NA	NA
	Tripura	16.1	18.6	89.0	122.8	37.2	30.2	68.4	55.5
	<b>INDIA:</b>	14.5	15.8	77.5	84.5	6.0	6.7	69.0	77.0

\*Figures relate to 1959-60 instead of 1960-61.

Source: Education of the Scheduled Castes (1965-66) - Naik, J.P., ICSSR, p.18  
Education of the Scheduled Tribes (1965-66) - Naik, J.P., ICSSR, p.19

Statement showing Statewise Percentage Enrolment Ratio of Scheduled Castes & Scheduled Tribes to other Communities and Coefficient of Equality for Scheduled Castes and Scheduled Tribes in Middle Schools in 1960-61 and 1965-66.

S.No.	State/Union Territory	Scheduled Castes				Scheduled Tribes			
		Percentage Enrolment Ratio		Coefficient of Equality		Percentage Enrolment Ratio		Coefficient of Equality	
		1960-61	1965-66	1960-61	1965-66	1960-61	1965-66	1960-61	1965-66
1	2	3	4	5	6	7	8	9	10
1.	Andhra Pradesh	10.2	10.3	60.7	61.3	0.8	0.9	17.8	20.0
2.	Assam	8.0	8.9	98.8	109.9	20.9	26.3	91.7	115.4
3.	Bihar	8.9	9.0	48.6	49.2	8.7	8.8	73.7	74.6
4.	Gujarat	7.9	9.5	95.2	114.5	8.7	7.4	52.1	44.3
5.	Jammu & Kashmir	2.1	1.6	24.1	18.4	NA	NA	NA	NA
6.	Kerala	9.3	10.3	98.9	109.6	NA	NA	NA	NA
7.	Madhya Pradesh	9.4	10.7	47.5	54.0	7.6	7.5	24.4	24.1
8.	Maharashtra	11.6	10.0	181.3	156.3	2.5	3.4	36.2	49.3
9.	Mysore	6.7	9.1	43.5	59.1	NA	NA	NA	NA
10.	Orissa	8.9	8.8	34.0	33.6*	13.1	9.6	32.8*	24.0
11.	Punjab	10.2	10.4	39.8	40.6	NA	NA	NA	NA
12.	Rajasthan	5.7	9.8	15.9	42.2	0.9	4.7	5.7	29.6
13.	Tamil Nadu	13.2	18.0	73.3	100.0	NA	NA	NA	NA
14.	Uttar Pradesh	13.9	12.1	52.7	45.8	NA	NA	NA	NA
15.	West Bengal	14.4	16.2	54.3	61.1	3.8	4.0	48.1	50.6
16.	A. & N. Islands	NA	NA	NA	NA	-	3.0	-	10.5
17.	Dadra & Nagar Haveli	-	11.0	-	64.0	NA	NA	NA	NA
18.	Delhi	7.7	9.6	52.4	65.3	NA	NA	NA	NA
19.	Himachal Pradesh	10.3	21.8	24.3	51.4	3.0	1.5	24.2	12.1
20.	Manipur	1.4	1.8	53.8	69.2	38.6	47.0	80.2	97.7
21.	Pondicherry	19.3	17.5	106.0	96.2	NA	NA	NA	NA
22.	Tripura	13.1	14.2	72.4	78.5	14.3	14.6	26.3	26.8
INDIA		9.9	10.8	52.9	57.8	3.6	3.7	41.4	42.5

\*Figures relate to 1959-60 instead of 1960-61.

Source: 1. Education of the Scheduled Castes (1965-66) - Naik, J.P., ICSSR, p.21  
2. Education of the Scheduled Castes (1965-66) - Naik, J.P., ICSSR, p.21

Statement showing Statewise percentage enrolment ratio of Scheduled Castes & Scheduled Tribes to other communities and coefficient of equality for scheduled Castes & Scheduled Tribes in High/Higher Secondary Schools in 1960-61 and 1965-66.

S.No.	State/Union Territory	Scheduled Castes				Scheduled Tribes			
		Percentage Enrolment Ratio		Coefficient of Equality		Percentage Enrolment Ratio		Coefficient of Equality	
		1960-61	1965-66	1960-61	1965-66	1960-61	1965-66	1960-61	1965-66
2	3	4	5	6	7	8	9	10	
Andhra Pradesh	9.0	9.6	53.6	57.1	0.7	0.7	15.6	15.6	
Assam	8.2	7.5	101.2	92.6	11.0	15.9	48.2	69.7	
Bihar	6.7	6.4	36.6	35.0	4.1	3.8	34.7	32.2	
Gujarat	4.1	5.6	49.4	67.5	2.0	2.8	12.0	16.8	
Jammu & Kashmir	11.2	1.1	128.7	12.6	NA	NA	NA	NA	
Kerala	8.3	9.4	88.3	100.0	NA	NA	NA	NA	
Madhya Pradesh	4.5	7.3	22.7	36.9	2.4	3.9	7.7	12.5	
Maharashtra	3.0	9.5	125.0	148.4	1.1	2.3	15.9	33.3	
Mysore	5.6	5.4	36.4	35.1	NA	NA	NA	NA	
Orissa	4.5	6.7	17.2	63.7*	3.9	5.7	9.8*	14.3	
Punjab	9.3	10.0	36.3	39.1	NA	NA	NA	NA	
Rajasthan	3.3	6.8	14.2	29.3	0.6	3.5	3.8	22.0	
Tamil Nadu	8.9	12.7	49.4	70.6	NA	NA	NA	NA	
Uttar Pradesh	10.6	9.4	40.2	35.6	NA	NA	NA	NA	
West Bengal	6.7	7.2	25.3	27.2	14.6	1.5	18.4	19.0	
A. & N. Islands	NA	NA	NA	NA	-	7.0	-	24.5	
Dadra & Nagar Haveli	-	7.0	-	40.7	-	21.3	-	2.4	
Delhi	3.9	3.7	26.5	25.2	NA	NA	NA	NA	
Himachal Pradesh	13.9	15.4	32.8	36.3	3.0	3.3	24.2	26.6	
Manipur	1.5	1.7	57.7	65.4	21.9	28.4	45.5	59.0	
Pondicherry	20.3	9.5	111.5	52.2	NA	NA	NA	NA	
Tripura	4.6	8.0	25.4	44.2	0.7	7.1	1.3	13.1	
INDIA	7.7	8.5	41.2	45.5	1.3	1.7	14.9	19.5	

\*Figures relate to 1959-60 instead of 1960-61.

Source: 1. Education of the Scheduled Castes (1965-66) - Naik, J.P., ICSSR  
2. Education of the Scheduled Tribes (1965-66) - Naik, J.P., ICSSR



Annexure - XIV  
(Reference Para 2.16)

Statement showing Enrolment of Scheduled Castes and  
Scheduled Tribes in Universities or Colleges of  
General Education (1965-66)

Sl. No.	State/Union Territory	Scheduled Castes			Scheduled Tribes		
		Enrolment	Percentage Enrolment Ratio	Coefficient of Equality	Enrolment	Percentage Enrolment Ratio	Coefficient of Equality
1.	Andhra Pradesh	3,515	5.8	34.5	241	0.4	8.9
2.	Assam	1,840	5.4	66.7	4,548	13.3	58.3
3.	Bihar	3,836	3.9	21.3	3,491	3.5	29.7
4.	Gujarat	1,879	3.0	36.1	436	0.7	4.2
5.	Jammu & Kashmir	118	1.0	11.5	NA	NA	NA
6.	Kerala	4,593	4.7	50.0	NA	NA	NA
7.	Madhya Pradesh	2,885	3.9	19.7	1,233	1.7	5.5
8.	Maharashtra	11,113	8.7	135.9	887	0.7	10.1
9.	Mysore	1,696	3.1	20.1	NA	NA	NA
10.	Orissa	488	2.1	8.0	344	1.5	
11.	Punjab	3,007	4.2	16.4	NA	NA	NA
12.	Rajasthan	1,137	2.9	12.5	470	1.2	3.8
13.	Tamil Nadu	4,244	5.3	29.4	NA	NA	NA
14.	Uttar Pradesh	6,241	4.5	17.0	NA	NA	NA
15.	West Bengal	9,970	6.4	24.2	352	0.3	3.8
16.	Delhi	717	2.2	15.0	NA	NA	NA
17.	Himachal Pradesh	69	3.6	8.5	69	3.6	29.0
18.	Manipur	36	0.7	26.9	859	17.5	36.4
19.	Pondicherry	5	0.3	1.6	NA	NA	NA
20.	Tripura	107	4.6	25.4	102	4.4	8.1
INDIA		57,496	4.9	26.2	13,941	1.2	13.8

Source: 1. Education of the Scheduled Castes (1965-66) - Naik, J.P., ICSSR, p.28

2. Education of the Scheduled Tribes (1965-66) - Naik, J.P., ICSSR, p.29

Annexure - XV  
(Reference Para 2.16)

Statement showing enrolment of Scheduled Castes and  
Scheduled Tribes in Professional Higher Education  
(1965-66) by Stages

S. No.	Type of Education	Scheduled Castes			Scheduled Tribes		
		Enrolment	Percentage Enrolment Ratio	Co-efficient of Equality	Enrolment	Percentage Enrolment Ratio	Co-efficient of Equality
1.	Agriculture	1,297	3.9	20.9	190	0.6	6.9
2.	Commerce	6,576	4.3	23.0	351	0.5	5.7
3.	Engineering & Technology	8,086	3.7	19.8	1,644	0.6	6.9
4.	Fine Arts	267	2.6	13.9			
5.	Law	1,399	4.1	21.9	527	1.6	18.4
6.	Medicine (a) Allopathy	2,375	41.1	21.9	411	0.7	8.0
	(b) Others	332	2.7	14.4	68	0.5	5.7
7.	Veterinary Science	199	2.9	15.5			
8.	Physical Education	112	3.4	18.2			
9.	Social Work/Social Education	118	5.7	30.5			
0.	Teacher Training	10,300	6.9	36.9	2,244	1.5	17.2
1.	Others	739	4.9	26.2	100	0.9	10.3
Total:		31,800	4.5	24.1	5,659	0.8	9.2

Report of the Working Group on

Training and Employment of

Non-student Youth among

Backward Classes

PLANNING COMMISSION  
GOVERNMENT OF INDIA  
NEW DELHI

December, 1972

## C O N T E N T S

<u>Section</u>	<u>Subject</u>	<u>Pages</u>
I.	Introductory	1 - 4
II.	Magnitude of the Problem	4 - 7
III.	Factors contributing to incidence of Non-student Youth - Attitudes, Aspirations and Motivation	7 - 16
IV.	Plan Programmes and Policies - A Review	10 - 14
V.	Approach to the Fifth Plan	14 - 15
VI.	Programme Planning	16 - 24
VII.	Summary of Recommendations	25 - 34

---

PLANNING COMMISSION  
(Social Welfare Unit)

Report of the Working Group on Training and Employment  
of Non-student Youth among Backward Classes

I

INTRODUCTORY

The Planning Commission constituted a Task Force on "Education and Employment of Backward Classes" vide Order No.PC/SW/53(1)/71 dated April 5, 1972 with the following terms of reference: (i) to review the nature and level of development, identify the present bottle-necks and weaknesses in policies and programmes and suggest corrective measures; (ii) to suggest a perspective of development for 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan; and (iii) to formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies, programmes and outlays. To facilitate working of the Task Force, a Working Group on "Training and Employment of Non-student Youth among Backward Classes" was also set up by the Planning Commission vide Order No.PC/SW/53(5)/71 dated May 31, 1972 with broadly the same terms of reference as that of the Task Force mentioned above. The Group, as originally constituted consisted of Shri Jiwanlal Jairamdas as Chairman and Swami Yuktananda, Dr. B.R. Chauhan, Dr. H.P. Mehta, Shri K. Madurai, Dr.L.R.N. Srivastava,

Shri N.N. Vyas, Shri S.K. Kaul, Shri A.M. Kurup, Dr. K.G. Krishna Murthy and Dr. B.K. Roy Burman as members. Shri G.P. Bharal, Research Officer in the Planning Commission was appointed Convenor of the Working Group (Annexure-I). Subsequent to the retirement of Dr. H.P. Mehta, Shri V.P. Anand, Senior Scientific Officer represented Directorate General of Employment and Training.

2. The Working Group held two meetings. At its first meeting held on June 14, 1972, the subject was discussed in all its aspects and tentative decisions were taken. In the second meeting held on August 16, 1972, the Working Paper prepared by the Planning Commission and other papers contributed by the members of Working Group were discussed and broad conclusions were drawn. The Group is very thankful to the excellent assistance offered by the staff of the Planning Commission and especially by Shri G.P. Bharal, Research Officer.

3. The Constitution of India makes special provisions relating to the backward classes. To ensure social justice to backward classes in general, and scheduled castes and scheduled tribes in particular, the Constitution guarantees certain fundamental rights to all citizens, like equality of opportunity in matter of employment to any office under (Article 16) and right of admission into educational institutions maintained by the State (Article 29) empowers the State to make any special provisions for the advancement of any socially and educationally backward classes of citizens

or for the scheduled castes and scheduled tribes. Further Article 335 states that "the claims of the members of the scheduled castes and scheduled tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration. in making of appointments to services and posts in connection with the affairs of the Union or of a State." In pursuance of these, the Government of India and the State Governments have made certain provisions for reservation of seats for backward classes in services and educational institutions under their control. No doubt, certain benefits have accrued to members of backward classes from various training and employment programmes of the government in the past, it was, however, felt that the benefits accrued to them were not commensurate to their population and economic needs. Also, among backward communities, non-student youth of employable age form a sizeable number and for them, no special efforts have been made to channelise their energies in right direction in order to improve their quality of life. In the opinion of the Group non-student youth are those who have either never entered the school or have discontinued their studies before or after acquiring certain standard of school education. This group among scheduled castes and scheduled tribes should include all those non-student youth who fall under the age group 15-25 years. We have recommended 15 years as

the minimum and 25 years as maximum age considering (i) universalisation of education in the age group 6-14 years as provided under the Constitution and the policy decision taken by the Government, recruitment age in various occupations and nature of training required for various vocations; (ii) by the age of 25, he generally completes his formal and informal education, takes up some occupation and normally gets married and settles down.

## II

### MAGNITUDE OF THE PROBLEM

4. As there is lack of data and information on the non-student youth of backward communities in terms of their level of effective literacy, occupation, trends of employment, unemployment and under employment, interest, attitudes and also their needs and aspirations, it is difficult to gauge the magnitude of their problems. No separate population figures for the age group 15-25 years for scheduled castes and scheduled tribes are also available.

5. An assessment of the magnitude of the problem can be attempted on the basis of the general census data. The census data, however, do not provide information on the number of scheduled castes and scheduled tribes population in the age group 15 to 25 years. The data on the general population, however, can be made use of



to work out the non-student youth among Backward Classes. This may be done as follows. In 1961, 18.5% of the population belonged to the age group 15 to 24. According to 1972\* figures (projected), 18.7% of the population fall in the 15 to 24 age group. Allowing an addition of say 1.5% for the age group 25, the population in the 15 to 25 age group will be about 20%. Presuming that the scheduled caste and scheduled tribe population in the same age group will be the same as that of the general population, the 15 to 25 age group scheduled caste and scheduled tribe population in 1961 was 1,28,83,400 and 59,75,800 respectively. The population of these two groups in 1971\*\* will work out to 1,59,99,179 (Scheduled Caste) and 76,030,32 (Scheduled Tribe) respectively. In other words youth in the age group 15 to 25 today among the scheduled caste and scheduled tribe will be around 236 lakhs (160 lakhs scheduled caste and 76 lakhs scheduled tribe). Under the Denotified, Nomadic and Semi-nomadic groups, which have not been covered above, will have approximately another 4 lakh persons. Thus the youth population in the age group 15 to 25 among the Backward Classes will be in the neighbourhood of 240 lakhs.

---

\*Report on the population projections, Office of the Registrar General of India, New Delhi; p.78

\*\*According to the final population figures released by the Census Commissioner, the Scheduled Caste population in 1971 is 7,99,95,896 and Scheduled Tribe population 3,80,15,162.

6. According to the enrolment figures of 1964-65<sup>(1)</sup> available with the Ministry of Education 11,94,105 scheduled caste (say 12 lakhs) and 3,46,540 scheduled tribe (say 3½ lakhs) students were enrolled in the recognised educational institutions excluding pre-primary, primary/Junior Basic and Middle/Senior Basic Schools. These institutions have been excluded as it is presumed, that the students of these schools would be below 15 years of age. The additional enrolment<sup>(2)</sup> during the four-year period from 1960-61 to 1964-65 with respect of those studying in the High School and above belonging to Scheduled Caste was 3.63 lakhs and that of Scheduled Tribe 1.00 lakh. If we presume the same trend to continue in 1971, the figure would be 16 lakhs in the case of Scheduled Caste and 4 lakhs in the case of Scheduled Tribe. Allowing another 0.5 lakhs for Nomadic, Semi-nomadic tribes etc. the total enrolment in 1971 in the age group 15-25<sup>(3)</sup> would be about 20.5 lakhs.

7. Assuming that all those enrolled in a specific year fall within the age group 15 to 25, the student youth in 1971 may be 20.5 lakhs. The non-student youth who are to be covered by the present programme therefore,

---

(1) Progress of education of Scheduled Caste and Scheduled Tribe 1964-65, p.7 and 36, Ministry of Education, 1971.

(2) Progress of education of Scheduled Caste and Scheduled Tribe 1964-65 p.8, Ministry of Education, 1971.

(3) It is presumed that by the 25th year a person may complete his education.

will be of the order of (240--20.5) 219.5 lakhs or say 220 lakhs. Workers among the Scheduled Caste and Scheduled Tribe form 47% and 57% respectively of their population. If they are distributed among the three different sectors of economy, 75% of the scheduled caste and 91% of the scheduled tribe fall under the Primary sector; 10% of the scheduled caste and 3% of the scheduled tribe in the Secondary, and 15% of the scheduled caste and 6% of the scheduled tribe fall under the tertiary sector. The quantum of unemployed or under-employed youth in the population, the vital sectors to be considered, cannot be assessed from the above data. However, these figures clearly show that the maximum effort in training and employment has to be directed towards the primary sector. This sector is composed of cultivators and agricultural labourers. Many, among the cultivators possess only very little land. This is obvious from the 20% sample households among the scheduled tribe and scheduled caste analysed in the 1961 census, according to which about 74% among scheduled castes and 49% among scheduled tribes possess less than 5 acres of land.

### III

#### FACTORS CONTRIBUTING TO INCIDENCE OF NON-STUDENT YOUTH - ATTITUDES, ASPIRATIONS AND MOTIVATION

8. According to 1961 census, literacy rate among scheduled castes is 10.3 per cent and 8.5 per cent among

scheduled tribes compared to 24 per cent for the entire country. Thus, in view of low level of literacy among backward communities, bulk of non-student youth are illiterates. Incidentally there is high percentage of non-student youth who have discontinued their studies due to several reasons. Most of the students are first generation school goers and so parental help and encouragement is generally lacking. Other important reasons are poverty of parents and other difficulties in sparing children to attend school since the services of children are required either for some assistance in the family enterprise or for looking after the younger children when the parents are out on work. Malnutrition, ill health and unattractive school environment are also some of the other factors which add to the problem of school dropouts.

9. No specific studies have been conducted on employment position, attitude, aspirations and motivation of non-student youth of backward communities. A study on 'Techno-cultural implications of Changes in Hatia' by Dr. L.P. Vidyarthi show that the higher concentration of unemployment among the tribals and non-tribals is found in the age group of 15-25 years as against the other age groups. Most of them are uneducated and have shown their inclination to get technical education. The study further shows that the younger generation of tribals is in favour of shifting to industrial

occupation. Indian Council for Social Development have conducted a socio-economic survey of non-student youth in Delhi and Vishakapatnam. The following findings of the study could be treated as the general trend prevailing in the country and could perhaps be safely applied to non-student youth belonging to scheduled tribes and scheduled castes as well:

- (i) the incidence of non-student youth is mainly related to the socio-economic conditions under which they live. The environmental situation, the parental and family situation, and the school situation are the various factors responsible for the educational deprivation of these youth. In other words, cultural deprivation is the root cause of educational deprivation;
- (ii) the incidence of non-student youth is found to be more among those whose parents are less educated or have no education;
- (iii) it is found that the drop-outs, including the culturally deprived youth, have high valuation for education. The motivation behind their interest in education is mostly economic; some of them, however, feel that they gain better knowledge and higher social prestige. It is significant to note that most of them have expressed the urgent need for night schools and technical or vocational schools;
- (iv) drop-out is found to be not only an educational problem, but also economic. The level of education is found to be influencing not only their occupational status, but also their attitudes, orientations, behaviours, etc.;
- (v) the institutions like youth clubs and other centres are either absent or ineffective because of lack of motivation on the part of these youth to take benefit from them;

- (vi) the study also reveals that most of these youth, irrespective of their age and background, are seeking employment, though a large number of them have not acquired the minimum functional levels of education. They have taken up odd jobs and many are engaged as unskilled workers and do not seem to have enough skill to be able to improve their income;
- (vii) a large number of these employed youth are not satisfied with their present occupations; they are willing to change. Job security, steady income, and prestige are the three factors which are considered to be important by them in selecting a job;
- (viii) mass media like cinema, radio and newspapers have positive impact on these youth in terms of influencing their attitudes, aspirations, etc.;
- (ix) the non-student youth are more alienated from the society than the student youth, and the lower class youth are more alienated than the upper class youth; and
- (x) the study found that the problem of youth is one of quest for basic and minimum human requirements such as education and employment which are consequential to their life chances. Especially the youth of lower social class need protection from the negative influences of their environment.

We broadly agree with the above findings and recommend that while formulating plans for the development of non-student youth among backward classes, these observations could be kept in view.

#### IV

#### PLAN PROGRAMMES AND POLICIES - A REVIEW

10. In five year plans, an attempt has been made through a number of schemes under Backward Classes

sector to provide training and other facilities to settle members of backward classes (including non-student youth) in gainful employment. These schemes under State Sector include: stipends for craftsman training; follow-up programmes for craftsman trainees; individual training in mills/factors; training for artisans; supply of tools and financial assistance for setting up cottage industries; grants to individuals for opening of piggery, poultry, bee-keeping and for pisciculture and poultry and dairy cooperatives. Various training programmes run by voluntary organisations for youth such as tailoring class, a weaving, painting and social education centre run by Ramakrishna Mission, Narendra Pur; the Social Services Training Centre for the Youth called "Divyayan" of the Ramakrishna Mission, Ranchi; Sri Ramakrishna Sevakendra, Ranchi extending agricultural customs service and implementing follow-up programme after training at Divyayan; training in motor driving for Scheduled Castes by Hind Sweeper Sevak Samaj, adult literacy programme by the Bhartiya Depressed Classes League; Adult Training Centre and Women's Training Centre run by Bhartiya Adimjati Sevak Sangh and Harijan Udyog Shala run by Harijan Sevak Sangh to diversify Harijan Youth from their caste based occupations to non-caste-based occupations have proved quite useful. Facilities have also been provided through all Employment Exchanges. They are apprised of the various training facilities and employment

opportunities etc. The vocational guidance officers in the Employment Exchanges render advice to Scheduled Caste and Scheduled Tribe candidates when they visit them in connection with their career talks.

11. Under general sector programmes, the non-student youth have been covered mostly through youth clubs organised in the community development blocks. These youth clubs promote recreational programmes, opportunities for creative expression, provision for continuation of interest in education through social education programme, development of occupational interest in agriculture, animal husbandry, cottage industry, utilisation of the services of youth in various campaigns and for developing community assets e.g. construction of school buildings, panchayat ghars, renovation of fishery tanks, development of fruit-orchards etc. For the effective promotion of youth organisations, efforts have also been made to provide training facilities for youth workers and leaders. Youth leaders are helped to understand the needs of the rural youth, in relation to the conditions prevalent in rural areas, besides being oriented in the organisation of sports and camps, creative arts and utilisation of new techniques of production.

12. An outlay of Rs.5 crores has been provided under Education sector during the Fourth Five-Year Plan for providing welfare services for the non-student youth. A National Advisory Board on Youth has been set up. It



has recommended the formulation and implementation of a national programme for non-student youth. However, in the context of the financial stringency caused by the influx of refugees from East Bengal, it was decided to implement only two schemes namely (1) financial assistance for the development of play grounds in urban areas with an outlay of Rs.85 lakhs and (ii) financial assistance for the establishment of 20 Work Centres with a fourth plan provision of Rs.30 lakhs. The objective of the latter scheme is to train the out-of-school youth in various occupational skills having the potential for self-employment with a view to help them establish themselves in a production vocation after the training in the work centres. Even these two schemes could not make any appreciable progress.

13. The Department of Social Welfare is implementing the scheme of pre-vocational training for the persons who are unable to continue their education after primary standard due to personal, social and economic reasons. There are 79 Pre-vocational Training Centres and the total enrolment in 1970-71 was 3628. The training covers general education of 3 years upto middle school level and vocational orientation in mechanical trades. These centres are allocated to rural and semi-urban areas. These centres are primarily intended to cater to the needs of low income groups. In addition, the Central Social Welfare Board have undertaken programmes for the welfare

of youth in general, such as working girls hostels, crafts classes, condensed courses of education, socio-economic programme etc.

14. No precise data is available regarding the benefits accrued to non-student youth belonging to backward classes from the programmes under Backward Classes sector and General sectors. However, it is felt that backward classes did not have the benefits commensurate with their population. In the earlier plans, no special policy was adopted for non-student youth among Backward Classes.

V

APPROACH TO THE FIFTH PLAN

15. The problems of non-student youth are unemployment and under-employment, problems arising out of observance of customs and practices like bride price, ostentation and waste during religious ceremonies, problems arising out of elimination of untouchability and problems of agrarian relations. Unemployment and under-employment in rural areas result in migration of unskilled youth to urban areas in search of basic needs of life and employment opportunities. Failure to find them intensify the already existing imbalances in urban areas. The problems of tribal youth, though similar in many respects to those of the rural youth, are peculiar in themselves in so far as the tribal society has been

cut off from the main stream of national life and activities for over a long period. It is also necessary to correct the imbalances arising out of an unprepared integration of the tribal society with the rest of the society without making adequate preparation to prevent exploitation of the tribal people by certain classes. The problems of non-student youth of backward classes could be classified into two broad groups: (i) problems of those non-student youth who have undergone some formal education and discontinued their studies and (ii) problems of those who are illiterate and have not undergone at any stage of formal education. In planning for their development following factors would call for consideration: (a) the size of the population, their levels of education, work and leisure time interests, attitudes, aspirations and motivation; (b) employment opportunities and requirements of vocational training and the need for diversified opportunities of employment in agricultural and non-agricultural operations; and (c) socio-psychological problems of adjustments due to cultural variations, urbanisation, modernisation and industrialisation and the guidance and assistance required. The programmes for training and employment of non-student youth among backward classes should aim at building qualities of self-reliance and initiative amongst them so as to help them to be gainfully employed and to make them instrumental in the socio-economic development of the country.

VI

PROGRAMME PLANNING

16. In a stratified society, each individual from his birth onwards, had fairly clear future marked out for him. Whereas in the society of the present-day-situation one has greater scope for individual efforts, to build his career in a way he likes. A person's position in society depends on his work, it, however, cannot have its full effect unless it enables an individual to satisfy his inclination and interests, while at the same time he acquires the place which he seeks in the society. To fulfil these two aims is, no doubt, a difficult task. It is all the more difficult in the case of youth belonging to backward communities who have to be encouraged to shift from caste-based occupations to non-caste-based professions to better their life. Vocational guidance and training should be included as a priority programme in Fifth Plan for non-student youth keeping in view their talents and interests, to improve their competence and enable them to take advantage of the employment opportunities available in the country. For providing employment and training to non-student youth among Backward Classes two aspects have to be considered (i) areas in the country where employment opportunities are being created as a result of setting up new projects etc. (ii) areas where the scheduled castes and scheduled

tribes are concentrated. For the former, it will be necessary to make specific manpower planning and requirements of training programmes for these people and for the latter massive programme of training for non-student youth according to the needs of the area has to be launched.

17. Although the programmes for training and employment of non-student youth of backward communities are closely linked with general employment situation in the country, the Working Group is of the view that special programmes are, however, needed to channelise their energies in right direction so that in a developing society they could play an effective role. To deal with the various problems of non-student youth of backward classes, an integrated programme of effective education, useful vocational guidance and training and recreation should be taken up in the Fifth Five Year Plan. It is, therefore, recommended that in Fifth Plan, an Integrated Youth Welfare Project should be set up in each district which can serve as a focal centre for all youth activities. Each project should have centres and sub-centres at block and village levels for its various activities. To begin with, integrated projects should be set up in districts where scheduled castes and scheduled tribes population are concentrated. The project may, however, cover the entire non-student youth population in a phased manner during Fifth Plan. The project should provide compre-

hensive vocational guidance and employment counselling services to raise employment prospects of non-student youth at block level. It should also organise social, culture and recreational programmes for them. It should also provide adequate facilities for training of youth workers so as to provide the needed leadership in areas of youth welfare programmes. The training may include: (i) understanding of the needs of the youth, (ii) development of leadership ability, (iii) promotion of suitable programmes for youth organisations, and (iv) understanding of the national development programmes and the ways and means of associating youth organisations with nation building activities.

18. At present a number of Ministries/Departments at the Centre and States are dealing with youth welfare programmes in one form or the other. Likewise, a number of voluntary organisations are concerned with various types of youth welfare activities. Adequate measures have to be taken to ensure proper coordination among these agencies, to avoid duplication of efforts and to make use of the techniques developed by the various agencies for promotion of welfare activities of the youth. We, therefore, recommend that in each State there should be a machinery, on a uniform pattern, which could plan suitable programmes for non-student youth, coordinate the different youth welfare activities and give necessary guidance and help to youth organisations.

to develop better programmes. We fully agree with the recommendation of the National Youth Board that every State Government should set up a State Advisory Board on Non-Student Youth Welfare with District Board in each district.

19. The non-student youth from the backward communities are mostly from families who are engaged directly and indirectly in agriculture. Agriculture now-a-days on progressive lines is almost an industry. These youth can imbibe training in modern agriculture within a short period and can be self-employed. The Working Group is of the view that while distributing surplus lands, non-student youth of scheduled castes and scheduled tribes should be given first preference. Joint farming should be encouraged and if such surplus land is not available in one place, individuals could be encouraged to settle on agriculture and agriculture based occupations. Small scale agro-industry comes with modern agriculture. Fruit canning and preservation can be taken up in areas where facilities exist. If this is introduced, a good number of rural youth can be engaged. To enthuse the villagers in accepting the training and go in for agriculture and agro-based industries, the primary need is one of providing proper motivation. Village youth with talents, who can take up the leadership may be given training in modern agriculture, dairying, poultry and in agro-based industries. Training camps for non-student

youth of backward classes could be organised by these projects in fields of agriculture, poultry, kitchen gardening, seasoning and preservation of fruits, bidi manufacture, grass processing, fodder processing etc. The Ministry of Food and Agriculture conducts specialised courses for imparting to farmers knowledge and skill connected with high yielding varieties of crops. Such training courses should be extended to benefit rural and tribal non-student youth also.

20. The Ramakrishna Mission runs a training centre for Youth called "Divayayan" at Ranchi with a view to integrate them with the main national stream and to bring about their economic betterment by helping them to improve their agriculture, dairying, poultry-keeping etc. and also in arrangement of loans for them from banks etc. After completion of training, tribal youth on their return to villages practise improved methods of agriculture, poultry and thereby demonstrate the values of improved techniques. The Team set up by the Department of Social Welfare evaluated the working of the centre and found that 'Divayayan' through Sri Ramakrishna Seva Kendra, a registered service organisation have been doing useful work and can claim to have achieved a fair amount of success in its activities. In Fifth Plan, besides government agencies, voluntary organisations should also be encouraged to set up training centres to train youth in improved methods of agriculture,



dairying, poultry and to help them to settle themselves in agriculture and agro-based industries. We feel that in Fifth Plan stress on training schemes for non-student youth should be oriented to self-employment. These schemes should have built-in provision for follow-up action so that the trainees could be fixed up in trades. To make the follow-up effective decentralized rural service units are to be sponsored, which will bring in rural leadership and create jobs as well.

21. The problem of employment is vitally linked with the problem of education. No programme of employment for the backward classes can be effective if it diversified from educational problems. Education, training and employment should be conceptually accepted as a continuum. The aim of all programmes that may be envisaged for the non-student youth of backward classes should be to increase educational opportunities including vocational training facilities which would ultimately raise their level of employability. We feel that in Fifth Plan steps should be taken to raise the education and training levels of the members belonging to scheduled castes and scheduled tribes. Comprehensive training centres should be set up, which, besides giving training, identify human potential, aptitude, etc. Pre-vocational training, condensed courses of education, correspondence courses and setting up of night schools, reading rooms and libraries etc. will go a long way in meeting the educational requirements of

the non-student youth among backward classes.

22. Pre-vocational Training Programme run by the Department of Social Welfare is aimed at training non-student youth in arts and crafts and in agricultural techniques. But the number of such training centres is insignificant as compared to the total population of non-student youth. Not only the number has to be increased, but new and useful trades should be introduced. The Craftsman Training Scheme run by the D.G.E. & T. can also be oriented to suit the needs of the non-student youth among backward classes in a better way by introducing changes which can attract them in large numbers. It was also necessary to create proper environment so that scheduled castes and scheduled tribes could avail of the training facilities provided by the government. This could be done through mass media and building up leadership among them. It was felt that technical and vocational training should be made attractive so that trainees might feel that the career to which it leads to, was no less important compared to other jobs. This feeling had to be inculcated to courses of their training period so that the scheduled caste and scheduled tribe trainees get rid of inferiority complex with which they suffer and develop a sense of being dignified skilled workers.

23. The Group considered that most of the existing training schemes lack follow-up action, with the result the trainees find it difficult to settle in trades/vocations in which they had received training. The training institutes also lack hostel facilities and the scheduled castes and scheduled tribes youth who live in distant areas are unable to avail of these facilities. The training institutes should be provided with hostel facilities. The stipends/scholarships for scheduled caste and scheduled tribe students in spite of the Government of India's decision have not been brought on par with post-matric scholarship in some States. These should be sufficient as to maintain them in the hostel. We also feel that the programme of training-cum-production centres was not successful because of their location, training programmes being confined to traditional trades and lack of hostel facilities etc. The Group is of the view that the scheme of training-cum-production centre should be recast and training programmes should be oriented to the type of enterprise obtaining in that area. The training in other areas should be undertaken keeping in view the demand for such training as would absorb large number of trainees in useful occupations. We also agree that follow-up programme and market intelligence were important aspects which should be emphasised to make the scheme, a success. We feel that in Fifth Plan stress on training schemes for

non-student youth should be oriented to self-employment. These schemes should have built-in provision for follow-up action so that the trainees could be fixed up in trades.

24. For illiterate non-student youth, a programme of functional literacy should be taken up in Fifth Plan. A start has already been made in giving functional literacy in rural areas covered by high yielding variety projects. This programme should be further expanded in the Fifth Plan to cover all the tribal areas and also areas where scheduled caste population is concentrated. Those who complete functional literacy course successfully could be sent to full-fledged vocational training centre which could be set up at block headquarters. These centres could be developed with a bias on agriculture and allied activities and services. The ultimate objective of such training programmes thus would be to further self-employment and promote intermediate technology to support industrial and agricultural production in Fifth Plan.

25. The Tribal Development Corporations set up in a few States would provide employment and also improve the economy of the tribals. We feel that the scope of Tribal Development Corporation should be enlarged to cover Scheduled Castes, Denotified Tribes, Nomadic and Semi-Nomadic Tribes. These Corporations should also cover agro-based industries.

## VII

### SUMMARY OF RECOMMENDATIONS

1. Non-student youth among Scheduled Castes and Scheduled Tribes should include all those who fall under the age group 15-25 years. We have recommended 15 years as the minimum and 25 years as maximum age considering (i) universalisation of education in the age group 6-14 years as provided under the Constitution, recruitment age for various occupations and nature of training required for various vocations; (ii) by the age of 25, he generally completes his formal and informal education, takes up some occupation and normally gets married and settles down in life (Para 3).
2. In the absence of reliable information, the data on the general population could be made use of to arrive at the number of Non-student Youth among the Backward Classes. This may be done as follows:  
In 1961, 18.5% of the population belonged to the age group 15 to 24. According to 1972 figures (projected) 18.7% of the population fall in the 15 to 24 age group. Allowing an addition of say 1.5% for the age group 25, the population in the 15 to 25 age group will be in the neighbourhood of 20%. Thus, the youth population in the age group 15 to 25 among the backward classes will be in the

neighbourhood of 240 lakhs. Considering enrolment of scheduled caste and scheduled tribe students at all levels of education, the number of non-student youth among backward classes will be about 220 lakhs. (Para 5)

3. Indian Council for Social Development have conducted a socio-economic survey of non-student youth in Delhi and Vishakapatnam. The following findings of the study could be treated as the general trend prevailing in the country and could perhaps be safely applied to non-student youth belonging to scheduled tribes and scheduled castes as well:

- (i) the incidence of non-student youth is mainly related to the socio-economic conditions under which they live. The environmental situation, the parental and family situation, and the school situation are the various factors responsible for the educational deprivation of these youth. In other words, cultural deprivation is the root cause of educational deprivation;
- (ii) the incidence of non-student youth is found to be more among those whose parents are less educated or have no education;
- (iii) it is found that the drop-outs including the culturally deprived youth, have high valuation for education. The motivation behind their interest in education is mostly economic; some of them, however, feel that they gain better knowledge and higher social prestige. It is significant to note that most of them have expressed the urgent need for night schools and technical or vocational schools;

- (iv) drop-out is found to be not only an educational problem, but also economic. The level of education is found to be influencing not only their occupational status, but also their attitudes, orientations, behaviours, etc.;
- (v) the institutions like youth clubs and other centres are either absent or ineffective because of lack of motivation on the part of these youth to take benefit from them;
- (vi) the study also reveals that most of these youth, irrespective of their age and background, are seeking employment, though a large number of them have not acquired the minimum functional levels of education. They have taken up odd jobs and many are engaged in unskilled work. Even the so-called skilled workers do not seem to have enough skill to be able to improve their income;
- (vii) A large number of these employed youth are not satisfied with their present occupations; they are willing to change. Job security, steady income, and prestige are the three factors which are considered to be important by them in selecting a job;
- (viii) mass media like cinema, radio and newspapers have positive impact on these youth in terms of influencing their attitudes, aspirations, etc.;
- (ix) the non-student youth are more alienated from the society than the student youth, and the lower class youth are more alienated than the upper class youth; and
- (x) the study found that the problem of youth is one of quest for basic and minimum human requirements such as education and employment which are consequential to their life chances. Especially the youth of lower social class need protection from the negative influences of their environment.

We broadly agree with the above findings and recommend that while formulating plans for development of non-student youth among backward classes, these points

may be kept in view. (Para 9)

4. The problem of tribal youth, though similar in many respects to those of the rural youth, are peculiar in themselves in so far as the tribal society has been cut off from the main stream of national life and activities for over a long period. It is also necessary to correct the imbalances arising out of an unprepared integration of the tribal society with the rest of the society without making adequate preparation to prevent exploitation of the tribal people by certain classes. (Para 15)
5. In planning for their development following factors would call for consideration: (a) The size of the population, their levels of education, work and leisure time interests, attitudes, aspirations and motivation; (b) employment opportunities and requirements for vocational training and the need for diversified opportunities of employment in agricultural and non-agricultural operations; and (c) socio-psychological problems of adjustments due to cultural variations, urbanisation, modernisation and industrialisation and the guidance and assistance required. (Para 15)
6. The programmes for training and employment of non-student youth among backward classes should aim at building qualities of self-reliance and initiative



amongst them so as to help them to be gainfully employed and to make them ~~instrumental~~ in the socio-economic development of the country. (Para 15)

7. Vocational guidance and training should be included as a priority programme in Fifth Plan for non-student youth keeping in view their talents and interests, measures to improve their competence and their ability to take advantage of the employment opportunities available ~~in the country~~. (Para 16)
8. For providing employment and training to non-student youth among backward classes two aspects have to be considered (i) areas in the country where employment opportunities were being created as a result of setting up of new projects etc. (ii) areas where the scheduled castes and scheduled tribes were concentrated. For the former, it would be necessary to make specific manpower planning supported by training programmes for these people and for the latter massive programme of training for non-student youth according to the needs of the areas have to be launched. (Para 16)
9. To deal with various problems of non-student youth of backward classes, an integrated programme of effective education, useful vocational guidance and training and recreation should be taken up in the Fifth Five Year Plan. It is, therefore, recommended that the Fifth Plan, an Integrated Youth

Welfare Project should be set up in each district which could serve as a focal centre for all youth activities. (Para 17)

10. In each State there should be a machinery, on a uniform pattern, which could plan suitable programmes for non-student youth, coordinate the different youth welfare activities and give necessary guidance and help to youth organisations to develop better programmes. We fully agree with the recommendation of the National Youth Board that every State Government should set up a State Advisory Board on Non-Student Youth Welfare with District Board in each district. (Para 13)

11. The Group is of the view that while distributing surplus lands, non-student youth of scheduled castes and scheduled tribes should be given first preference. For such surplus land joint farming and ownership rights should vest with the members. If, however, viable surplus land is not available in one place, individuals could be encouraged to settle on agriculture and agriculture based occupations. Small scale agro-industry comes with modern agriculture. Fruit canning and preservation can be taken up in areas where facilities exist. If this is introduced, a good number of village youth can be engaged. (Para 19)

12. To enthuse the villagers in accepting the training and go in for agriculture and agro-based industries, the primary need is one of providing proper motivation. Village youth with talents, who can take up the leadership may be given training in modern agriculture, dairying, poultry and in agro-based industries. (Para 19)
13. The Ministry of Food and Agriculture conducts specialised courses for imparting to farmers knowledge and skill connected with high yielding varieties of crops. Such training courses should be extended to benefit rural and tribal non-student youth also. (Para 19)
14. In Fifth Plan, besides government agencies, voluntary organisations should also be encouraged to set up training centres to train youth in improved methods of agriculture, dairying, poultry and to help them in settling themselves in agriculture and agro-based industries. (Para 20)
15. In Fifth Plan stress on training schemes for non-student youth should be oriented to self-employment. These schemes should have built-in provision for follow-up action so that the trainees could be fixed up in the trade. (Para 20)
16. The aim of all programmes that may be envisaged for the non-student youth of backward classes should be to increase educational opportunities

\*including vocational training facilities for them which would ultimately raise their level of employability. We feel that in Fifth Plan steps should be taken to raise the education and training levels of the members belonging to scheduled castes and scheduled tribes. Comprehensive training centres should be set up, which, besides giving training, identify human potential, aptitude, etc. Pre-vocational training, condensed courses, correspondence courses and setting up of night schools, reading rooms and libraries etc. will go a long way in meeting the educational requirements of the non-student youth of the backward classes. (Para 21)

17. It is also necessary to create proper environment so that scheduled castes and scheduled tribes could avail of the training facilities provided by the government. This could be done through mass media and building up leadership among them. (Para 22)

18. It is felt that technical and vocational training should be made attractive so that trainees might feel that the career to which it leads to, was no less important compared to other jobs. This feeling had to be inculcated in course of their training period so that the scheduled caste and scheduled tribe trainees get rid of inferiority

complex with which they suffer and develop a sense of being dignified skilled workers. (Para 22)

19. The training institutes also lack hostel facilities and the scheduled tribes and scheduled castes youth who live in distant areas cannot avail of these facilities. The training institutes should be provided with hostel facilities. The stipends/scholarships for scheduled caste and scheduled tribe students in spite of the government of India's decision have not been brought on par with post-matric scholarship in some States. They should be sufficient as to maintain them in the hostel. (Para 23)

20. We feel that the programme of training-cum-production centres has failed because of their location, training programmes being confined to traditional trades and lack of hostel facilities etc. The Group is of the view that the scheme of training-cum-production centre should be re-cast and training programmes should be oriented to the type of enterprise obtaining in that area. The training in areas should be undertaken keeping in view the demand for such training as would absorb large number of trainees in useful occupations. (Para 23)

21. We also agree that follow-up programme and market intelligence were important aspects which should be emphasised to make the scheme a success. (Para 23)
22. For illiterate non-student youth, a programme of functional literacy should be taken up in Fifth Plan. A start has already been made in giving functional literacy in rural areas covered by high yielding variety projects. This programme should be further expanded in the Fifth Plan to cover all the tribal areas and also areas where scheduled caste population is concentrated. (Para 24)
23. Those who complete functional literacy course successfully should be sent to full-fledged vocational training centre which could be set up at block headquarters. These centres could be developed with a bias on agriculture and allied activities and services. (Para 24)
24. The Tribal Development Corporation set up in a few States would provide employment and also improve the economy of the tribals. We feel that, the scope of Tribal Development Corporation should be enlarged to cover Scheduled Castes, Denotified Tribes, Nomadic and Semi-Nomadic Tribes. These Corporations should also cover agro-based industries. (Para 25)

No. PC/SW/53(4)/71  
GOVERNMENT OF INDIA  
PLANNING COMMISSION  
(Social Welfare Unit)

Yojana Bhavan  
Parliament Street  
New Delhi

May 31, 1972.

O R D E R

Subject: Setting up Working Groups to facilitate working of the Task Force on "Education and Employment of Backward Classes"

.....

The Planning Commission have set up Task Force on "Education and Employment of Backward Classes" with the following terms of reference:

- (i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures.
- (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan.
- (iii) To formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies, programmes and outlays.

To facilitate working of the Task Force, the Planning Commission have decided to constitute two Working Groups on the following subjects:

- (i) Education and Employment of Women of Backward Classes.
- (ii) Education and Employment of Non-student Youth Among Backward Classes.

2. The terms of reference of the Working Groups would be the same as that of the Task Force on Education and Employment of Backward Classes.

P.T.O.

3. The membership of the Working Groups will be as at Annexure 'A'.

4. It has been decided with the approval of competent authority that the non-official members of the Working Groups including coopted members will be entitled to claim T.A./D.A for their journeys in connection with the meetings of the Groups as admissible to First Grade Officers of the Government of India.

5. The Working Groups as a whole or in part may meet as often in New Delhi or any other place as may be decided by the Chairman of the Working Groups.

Sd/-

(K.G. Krishna Murthy  
Joint Director (SW))

Copy forwarded to:-

1. All members of the Steering Group/Task Forces/ Working Groups.
2. Concerned Ministries of Government of India.
3. Planning Secretaries of all States and Union Territories.
4. Cabinet Secretariat.

Copy also forwarded to:-

- (i) P.S. to Minister for Planning.
- (ii) P.S. to Minister of State for Planning.
- (iii) Secretary to Prime Minister.
- (iv) Director(Planning), Prime Minister's Secretariat.
- (v) P.S. to Prime Minister.
- (vi) P.S. to Finance Minister.
- (vii) Planning Commission Standard Distribution.

Sd/-

(K.G. Krishna Murthy  
Joint Director (SW))



Composition of Working Group on Education and Employment of Backward Classes

- I. Working Group on Education and Employment of Women of Backward Classes
1. Mrs. K. Lakshmi Raghuramaiah, Chairman, All India Women's Conference, 14, Ashoka Road, New Delhi. .... Chairman
  2. Shri J.H. Chinchalkar, Secretary, Bhartiya Adimjati Sevak Sangh, Thakkar Bapa Smarak Sadan, New Delhi-55. .... Member
  3. M<sup>rs</sup>. Jumna Bai, Programme Officer, Central Social Welfare Board, Jeevan Deep Building, Parliament Street, New Delhi. .... Member
  4. Mrs. R.O. Dhan, Dy. Director, Tribal Welfare Research Institute, Morabadi Road, Ranchi (Bihar). ... Member
  5. Shri K.K. Baksi, Under Secretary, Ministry of Education & Social Welfare, Shastri Bhavan, New Delhi. .... Member
  6. Shri A.H. Hemrajani, Director (Education), Planning Commission, New Delhi. .... Member
  7. Dr. A.K. Das, Dy. Director, Cultural Research Institute, New Secretariat Buildings, Calcutta. .... Member
  8. Miss K. Dutt, Senior Research Officer, Social Welfare Unit, Planning Commission, New Delhi. .... Member
  9. Shri R.D. Sonker, Dy. Secretary, Department of Social Welfare, Ministry of Education & Social Welfare, Shastri Bhavan, New Delhi. .... Member
  10. Shri J.K. Duggal, Under Secretary, Department of Social Welfare, Ministry of Education & Social Welfare, Shastri Bhavan, New Delhi. .... Member
  11. Mrs. R. Nag, Research Officer, Social Welfare Unit, Planning Commission, New Delhi. .... Convener

11. Working Group on Training and Employment of Non-student Youth among Backward Classes
1. Shri Jiwanlal Jairemdas, ... Chairm  
Secretary, Harijan Sevak Sangh,  
Kingsway Camp, Delhi.
  2. Swami Yuktananda, ... Member  
Ramakrishna Mission,  
Morabadi Road, Ranchi (Bihar).
  3. Dr. B.R. Chauhan, ... Member  
Professor of Sociology,  
Division of Behavioural Sciences,  
Institute of Advanced Studies,  
Meerut University, Meerut.
  4. Dr. H.P. Mehta, ... Member  
Additional Director (Employment Exchanges),  
Directorate General of Employment & Training,  
New Delhi-1.
  5. Shri K. Madurai, Asstt. Director (Emp. Exchanges), ... Member  
Directorate General of Employment & Training,  
2A/3 Kundan Mansion, Asaf Ali Road,  
New Delhi-1.
  6. Dr. L.R.N. Srivastava, Field Adviser, ... Member  
Tribal Education Unit,  
Deptt. of Pre-Primary & Primary Education,  
National Council of Educational Research &  
Training, Shri Aurobind Marg,  
New Delhi-16.
  7. Shri N.N. Vyas, Principal, ... Member  
Tribal Research Institute,  
Udaipur.
  8. Shri S.K. Kaul, O.S.D., ... Member  
Department of Social Welfare,  
Ministry of Education & Social Welfare,  
Shastri Bhavan, New Delhi.
  9. Shri A.M. Kurup, Deputy Director, ... Member  
Department of Social Welfare,  
Ministry of Education & Social Welfare,  
Shastri Bhavan, New Delhi.
  10. Dr. K.G. Krishnamurthy, ... Member  
Joint Director,  
Social Welfare Unit,  
Planning Commission, New Delhi.
  11. Dr. B.K. Roy Burman, ... Member  
Deputy Registrar General,  
Office of the Registrar General of India,  
AE-6, S.J. Enclave (S.S. Division), New Delhi-16.
  12. Shri G.P. Bharal, Research Officer, ... Corveno  
Social Welfare Unit,  
Planning Commission, New Delhi

Report of the Working Group

on

Education and Employment  
of Women of Backward Classes

GOVERNMENT OF INDIA  
PLANNING COMMISSION  
NEW DELHI

January, 1973

C O N T E N T S

<u>Subject</u>	<u>Page No.</u>
Introduction	1
<u>PART I - Education</u>	
Educational Problems	2 - 6
Programmes taken up so far	6 - 7
Perspective of Development	7 - 9
<u>PART II - Employment</u>	
Magnitude of the Problem	10 - 13
Perspective of Development	13 - 17
Summary of Recommendations	18 - 20
Annexures I to IX	21 - 32

---

PLANNING COMMISSION  
(Social Welfare Unit)

---

Subject: Report of the Working Group on Education and  
Employment of Women of Backward Classes

Introduction

The Planning Commission constituted a Task Force on Education and Employment of Backward Classes as part of advance action for Fifth Five Year Plan. The terms of reference of the Task Force were as follows: (i) to review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures; (ii) to suggest a perspective of development for 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan; and (iii) to formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies, programmes and outlays. In order to facilitate the working of the Task Force, two Working Groups were set up namely (1) Working Group on Training and Employment of Non-student Youth among Backward Classes; and (2) Working Group on Education and Employment of Women of Backward Classes.

2. The Working Group on Education and Employment of Women of Backward Classes met twice in New Delhi. The problems involved in education and employment of the women belonging to these two classes were discussed at length in the meetings on 12th June, 1972 and 15th September, 1972. The composition of the Working Group is given in Annexure-I. The Group is very much thankful to the excellent assistance offered by the staff of the Planning Commission and especially by Mrs. R. Nag, Research Officer.

PART I

EDUCATION

Educational Problems

3. Although literacy levels in the country are very low, scheduled castes and scheduled tribes are far behind the general population. The level of literacy among women of these communities is extremely low. Annexure-II give the percentage of literacy among scheduled castes and scheduled tribe males and females. It reveals gaps in literacy between males and females and also inter-state variations. This is based on 1961 census data. (The 1971 census information is not yet available). Average rate of literacy among scheduled tribe females is only 3.16 per cent as compared to 13.83 per cent among the males. The gap at the all-India level is 10.67 per cent between males and females but this varies significantly from State to State.

4. The extent of literacy among scheduled caste females is 3.29 per cent as compared to 16.96 per cent among the scheduled caste males, i.e. a gap of 13.67 per cent at the all-India level. This is wider than the gap between the literacy rates of scheduled tribe males and females.

5. It may be noted that in states where literacy levels are high, the gap between male and female literacy levels tends to be larger. In these States the literacy rates of the scheduled caste males and females is much

higher than those of scheduled tribes. Moreover, the gap among the male and female literacy rate among scheduled caste is much larger than the scheduled tribes. This implies that special efforts would have to be made for the promotion of education among women of scheduled caste and scheduled tribes even in those States that have reached higher levels of literacy.

6. Annexure-III(A) gives the number of scheduled tribe females per 1000 scheduled tribe males in each educational category. Annexure-III(B) provides similar figures for the scheduled castes. It may be noted that the number of literate scheduled tribe/caste females per 1000 scheduled tribe/scheduled caste males is extremely low, especially at the level of matric and above.

7. In the study conducted by Shri J.P. Naik regarding enrolment trends in respect of scheduled castes and scheduled tribes, it is observed that increase in the percentage of enrolment of scheduled tribe girls from 1961-62 to 1965-66 at the primary level is quite small, whereas at the middle level, the percentage of girls continuing education has nearly doubled. However, at the secondary stage the increase has been comparatively lower than that of middle level. These figures are given in the table below:

Enrolment  
Problems

Enrolment of Scheduled Tribe/Scheduled Caste girls  
as compared to total enrolment in 1960-61 and 1965-66

Educational category	1960-61			1965-66	
	Total	Girls	Percentage	Total	Girls
1	2	3	4	5	6
<u>Scheduled Tribes</u>					
1. Primary or Junior Basic	13,36,703	3,48,730	26.05	20,21,722	5,65,679
2. Middle or Senior Basic	3,50,252	85,938	14.55	5,55,348	1,43,111
3. Secondary	94,480	14,157	14.98	2,05,398	39,855
4. All categories	19,21,931	4,75,997	24.76	29,65,624	8,05,056
<u>Scheduled Castes</u>					
1. Primary or Junior Basic	31,96,529	8,39,141	26.25	48,00,628	13,91,252
2. Middle or Senior Basic	9,20,619	2,36,384	25.65	15,76,507	4,52,110
3. Secondary	5,32,621	74,186	13.93	9,56,367	1,79,512
4. All categories	49,66,698	11,84,366	23.84	76,86,114	21,16,185

8. Enrolment of scheduled tribe girls is highest at primary level and lowest at the secondary level. The percentage of enrolment has risen in all levels from 1960-61 to 1965-66. This shows that special efforts should be made for improvement in secondary education among girls. Special incentives will have to be provided to girls for continuing their education above the primary level.



9. In the case of scheduled castes it may be observed that enrolment percentage for scheduled caste girls is almost the same as the boys for primary and middle classes but falls abruptly at the secondary stage. The rise from 1960-61 to 1965-66 is also higher under this category. This shows a trend towards higher education among scheduled caste girls. Encouragement should be provided to them for secondary and higher education.

10. Thus it may be concluded that the literacy percentage among scheduled castes and scheduled tribes is much lower as compared to the general population. Literacy among females in these categories is still lower. It may also be noted that even where literacy rate is high among these categories the gap between male and female literacy is significantly wider indicating thereby that special efforts are necessary for promotion of education even among those scheduled castes and scheduled tribes who have achieved fairly high level of literacy.

11. It is noted that the main reasons for girls lagging behind in the field of education are: (i) the parents do not consider it necessary to educate the girls and are mostly unaware of the facilities available for their education; (ii) in the absence of local schools it is generally found difficult for girls to go to long distances to attend schools; (iii) girls are generally required to look after the household chores and hence cannot devote much time

to their studies; and (iv) female teachers are generally not appointed in the tribal schools. Girls are mostly prevented from attending schools staffed with male teachers; and (v) girls are required to baby-sit for their younger sisters and brothers.

Programmes  
taken up  
so far

12. So far special emphasis has not been given by the State Governments to encourage education among scheduled caste and scheduled tribe women in the State plans except in a few States like Rajasthan where 25% of the stipends for pre-matric students are reserved for girls. Under the Centrally Sponsored Programme a scheme for the construction and expansion of hostels for girls belonging to backward classes has been taken up. Under this scheme 100 per cent grants are being given for construction and expansion of hostels for girls.

13. During Third Plan, a provision of Rs.20 lakhs was made for construction of hostels for scheduled caste girls and Rs.10 lakhs for scheduled tribe girls. The progress of the scheme from Third Plan onwards is shown below:

	Scheduled Castes			Scheduled Tribes		
	Allot- ment	Expendi- ture	No. of hostels	Allot- ment	Expendi- ture	No. of hostels
Third Plan	4.52	4.33	24	9.54	7.76	42
1966-67	13.78	4.33	43	11.17	4.51	45
1967-68	10.00	7.53	34	11.25	7.42	61
1968-69	8.20	8.64	34	11.20	7.16	53
<u>Total</u>	<u>34.30</u>	<u>26.01</u>	<u>135</u>	<u>42.16</u>	<u>26.85</u>	<u>201</u>

The scheme, however, could not make much headway due to various reasons and was revised during 1970-71. According to the revised scheme, as it is being implemented now, the hostels for scheduled caste and scheduled tribe girls are constructed in middle and high schools and in colleges and universities. Grants are given for construction of hostels in areas of concentration of scheduled tribe and scheduled caste students. An outlay of Rs.202 lakhs has been provided for the Fourth Five Year Plan under this scheme. The progress of expenditure so far, is shown below:

	<u>Rs. in lakhs</u>
Fourth Plan provision	202.00
Actual Expenditure (1969-70)	30.30
Anticipated Expenditure (1970-71)	41.17
Anticipated Expenditure (1971-72)	39.67
Outlay for 1972-73	45.00

Perspective  
of develop-  
ment

14. The Working Group suggested that programmes for propagating the importance of education for girls among scheduled caste and scheduled tribe parents might be undertaken. In this context, it was emphasised that individual persuasion of mothers and fathers could be more effective. The normal timings and curriculum of our educational system were found to be unsuitable. Therefore, school timings should be adjusted in such a way to suit the requirements and cultural patterns of these people.

15. Absence of schools in neighbourhood prevented girls from going for formal education. Such a handicap was more acutely felt in tribal areas. The Working Group, therefore,

suggested that during the Fifth Plan and onwards more stress should be given to Ashram Schools for girls so that they can stay away from their homes and devote enough time and energy to their studies. Preference should also be given to scheduled caste and scheduled tribe girls in general hostels. This is necessary for national integration also.

16. Regarding the problem of girls having to look after household chores and the smaller children at home, the Working Group recommends that mid-day meals should be provided to the children in the age-group 6-14 in their schools and there should be a beginning in provision of creche service for the smaller children so that the older girls are free to attend schools.

17. In order to attract lady teachers in tribal schools, they should be provided with living quarters and suitable incentives such as extra allowances for medical care and education of their children.

18. Considering the problem of education of the scavenger who resist sending even their boys to schools, the Working Group recognised the need of these people to take help from their children in carrying out the work of scavenging. For these children, the alternative seems to be organisation of evening schools. Girls belonging to this particular category, refused to carry on their traditional profession, after achieving a certain level of education. A sense of alienation from their own communities was, however, found

among all the educated boys and girls belonging to backward classes. The Working Group, therefore, feels that these children should be provided with opportunities to interact with general population and efforts should be made to provide non-caste based occupations to the educated among these sections of population.

19. The possibility of introducing programmes of functional literacy for women who have never attended schools or who dropped out below the middle school level was discussed in detail. It was suggested that voluntary organisations should be approached to take up these programmes, as they were already running programmes for women's welfare, e.g. the training centre run by Adimjati Sevak Sangh at Jhalod which is extending training in embroidery, sewing and tailoring etc. A number of functional literacy projects should be started by the government also. In tribal areas, one project in each hamlet of a population of 200 should be the target. These projects may be attached to existing girls' schools.

PART II

EMPLOYMENT

Employment-20. According to census 1961, 42.48 per cent of the Magnitude of the Problem general population in the country falls into the category of workers. Among the scheduled castes the proportion of workers is 47.07 per cent. The percentage of males among the scheduled caste workers is 30.28 and females 16.79. In the case of scheduled tribes, the percentage of workers is 56.65; 30.83 per cent males and 25.82 per cent females. Annexures III (A) and (B) furnish sexwise percentage distribution of scheduled tribes and scheduled castes by various occupational categories.

21. Among scheduled tribes, it may be noted that percentage of male workers and female workers engaged in cultivation, household industry and trade and commerce are almost equal. Among agricultural labourers the percentage of women is larger. However, in mining, quarrying etc. manufacturing other than household industry, transport and storage and 'other services', the percentage of males is more than that of the females. This shows that among scheduled tribes, the male and female workers are almost equally represented in major occupation categories.

22. Tribal women in the matrix of their own society are economic assets. Since they have the tradition of participating in occupations, the problem is only of diversifying

their occupations towards more gainful employment, and of providing proper employment to the underemployed.

23. Among scheduled castes, males have a higher proportion in all the occupational categories except in agriculture. Here, the percentage of scheduled caste women is much higher than the percentage of scheduled caste men. The reasons, most probably, are that men being more mobile, get absorbed into other occupations when they do not possess land. But women continue to serve as landless labourers. It is this category of women in rural areas that need diversified and gainful occupations particularly during the period when agricultural activities are slack. They must be paid for agricultural labour on equal work equal pay basis.

24. Data furnished by D.G.E. & T. on the number of scheduled caste and scheduled tribe women on live register of employment exchanges show that the maximum number of scheduled caste women are registered in the State of Tamil Nadu by the end of 1970 (Annexure-IV).

25. Percentage of educated women (matric and above) on the live register as on 31.12.1971 is given in Annexure-V. It may be observed that the highest percentage of educated women seeking employment is in Assam. Punjab, Kerala and Haryana come next in descending order. In Jammu & Kashmir, where female literacy is very low (1.1 per cent for scheduled caste women), the percentage of educated scheduled caste women seeking employment is very high.

26. Among the scheduled castes, the percentage of educated women seeking employment is highest in Assam. This

proportion for scheduled tribe is the highest in Himachal Pradesh and lowest in Orissa.

27. However, it may be observed from Annexure-VI that the proportion of women seeking employment among scheduled castes is almost equal to their proportion in the total female population whereas the proportion of scheduled tribe women on the live register is less than their proportion in the population. This indicates that among scheduled castes higher proportion of women are seeking employment than among the scheduled tribes. But, it may also be noted that among the scheduled tribes the percentage of educated women seeking employment is more than that among the scheduled castes.

28. An assessment of aspirations of scheduled caste/scheduled tribe women in regard to their occupations is made by the number of women job seekers in live register of Employment Exchanges as on 31st December, 1970 (Annexure-VI). It shows that maximum number of scheduled caste women are seeking employment as service workers (e.g. cooks, chowkidar sweepers, etc.) whereas among scheduled tribes, the most popular occupation is that of labourers. It is also to be noted that among scheduled castes, the percentage of educated (matric and above) women to the total number of women on the live register is 35.7 per cent whereas the same percentage for scheduled tribes is 30.5. Quite a large proportion of scheduled caste and scheduled tribe women are seeking employment as "professional, technical and related



workers" and as clerical, sales and related workers.

29. Annexure VIII shows the number of educated women job seekers (Matric and above) on live register of Employment Exchanges as on 31st December 1970 classified by educational levels. It may be noted that the maximum number of these are mere matriculates. Thus the problem is mainly of providing employment to women who are just matriculates or below matriculation level.

30. No special programmes have been taken up by States or the Centre for employment of women belonging to scheduled castes and scheduled tribes. Programmes for improvement of employment opportunities among scheduled castes and scheduled tribes include pre-examination training centres, the coaching-cum-guidance centres, stipends to students studying in I.T.Is etc. A few other programmes like training-cum-production centres started by certain States, grants for fisheries, sericulture, poultry and piggery etc. do not go a long way in generating employment potential among these classes, particularly among women. Provision for employing them in auxiliary units of industries can be made in areas where their habitations are near industrial cities.

#### Perspective of Development

educated 31. The Working Group notes, as mentioned above, that  
unemployed among scheduled caste/tribe women workers the majority consist of agricultural labourers. Diversion of these workers to more gainful types of employment is necessary.

For these and other uneducated women among the scheduled castes and scheduled tribes, the Working Group was of the view that they may be employed in construction projects, building works, etc. In forest areas, forest based industry might be able to provide employment to tribal women as labourers. They may also be absorbed on various jobs like packing, labelling, etc. in these mills. These women can also be employed in village industries and form cooperatives for marketing the goods. The Khadi and Village Industries Commission have a special scheme for weaker sections for the promotion of village and cottage industries, under which, goods produced by backward classes women, can be marketed.

Semi-literate women or those educated upto primary or middle standards

32. The Working Group notes that the women of backward classes hardly take to a full time employment as they are too much tied up with their household work. It is, therefore considered appropriate to find supplemental part-time employment for women of these classes. The set of courses, being run by Directorate General of Employment & Training in their industrial training institutes for those educated upto middle, was considered to be quite useful in this context. These training programmes are:

- (i) Bleaching, dyeing and printing
- (ii) Book binding
- (iii) Cane, willow and bamboo work
- (iv) Cutting and tailoring
- (v) Embroidery and needle work
- (vi) Hand composition and proof reading
- (vii) Hand weaving of Newar, tape, mats, durries and carpets.

- (viii) Hand weaving of woollen fabrics
- (ix) Knitting with hand and machine
- (x) Preservation of fruits and vegetables
- (xi) Weaving of silk and woollen fabrics

Similar other programmes could be:

- (i) Hair dressing and beauty parlours
- (ii) Paper industry - envelope making
- (iii) Shoe industry
- (iv) Baby sitting
- (v) Small scale industries like buttons, pins, thread ball making
- (vi) Lace making
- (vii) Machine knitting
- (viii) Hosiery

Among these, cutting and tailoring, knitting with hand and machine, preservation of fruits and vegetables and weaving of silk and woollen fabrics might prove very successful. The women educated upto primary and middle standard could also be trained for extension services like 'Balsevikas', 'Gramsevikas' etc. Such a centre is being run by the Adimjati Sevak Sangh at Jhalod. At this centre, it has been found difficult to find employment for young trained women as they were being exploited in tribal areas mainly by non-tribals appointed in those areas. The training programmes for girls had to be wound up as the girls could not work safely in tribal blocks. It was, therefore, suggested by the Working Group that, middle aged and married women should be trained and employed for such posts. Special centres should be started to impart training and handsome scholarships should be given to the trainees.

33. A training institute for 50 women in tailoring organised by the Government of Bihar, for instance, found it difficult to provide market for the clothes prepared by these women.

Competition in the market was tough and it was difficult to get contracts. Similarly the project for rehabilitating Doms, a denotified community in Bihar could not be successful as they could not be employed in vocations for which they were trained; as a consequence, they reverted to traditional occupations. It is recommended by the Working Group that cooperatives should be organised to market these goods. Markets should be reserved for the goods prepared by the backward classes women, and government contracts must be given to these cooperatives. Arrangements should also be made for supply of raw materials to those workers who are living in villages and are unable to obtain the proper quality of raw materials at competitive prices. The agency which provides the market for finished products must also arrange to supply raw materials. Khadi and Village Industries Commission would be a great help in this connection as they have special programmes to help the weaker sections.

34. It is also necessary to arrange for short-term training programmes at a centralised agency for a group of women, who are already engaged in these vocations, so that they are acquainted with new materials, new processes, new designs etc., so that the articles manufactured by them are saleable at an attractive price.

35. There is also a need for extensive publicity work so that common people come out to help these women of Backward Classes by way of purchasing the material prepared by them.

36. In urban areas, Bureaux may be organised to provide domestic services like cooking, baby care, laundering and washing, nursing the convalescents etc. Women belonging to the backward classes may be employed for these services.

Educated  
Women

37. The Group is of the opinion that training schools should be opened for various professions like nursing, mid-wifery, shorthand, telephone operators and typists. There are a large number of vacancies for teachers and nurses in backward and tribal areas. Efforts should be made to bring women belonging to scheduled castes and scheduled tribes to fill up these vacancies. Training in these courses should be free. It is also suggested that the formulation of the training programmes should be entrusted to the Directorate General of Employment and Training.

38. For the educated (above matriculation level) women programmes for confidence building and pre-examination training etc. should be taken up by the State Government. Special training classes should be organised to train these girls for jobs available for them. Coaching-cum-vocational Guidance Centres in all the cities and towns should be started. The Working Group suggests that during the Fifth Five Year Plan 100 centres providing such coaching and vocational guidance should be set up in the country.

Summary of Recommendations

A. Education

(1) Propaganda should be done among scheduled caste and scheduled tribe parents to send their daughters to schools. Individual persuasion of the mother and father would be necessary (para 14).

(2) During the Fifth Five Year Plan and onwards more stress should be given to Ashram Schools for girls so that they can stay away from their homes and devote enough time and energies to their education (para 15).

(3) Mid-day meals should be provided to all children in their schools and creche service be made available for the smaller children, so that older girls are free to attend schools (para 16).

(4) Lady teachers in tribal schools should be provided with living quarters and incentives like extra allowances for medical care and education of their children (para 17).

(5) A number of functional literacy projects should be started by the Government. In tribal areas, one project in a hamlet of population of 200 should be the target. These projects may be attached to existing girls' schools (para 19).

B. Employment

(6) The uneducated women among scheduled castes and scheduled tribes may be encouraged to form co-operatives for village industries. The goods prepared by them may be marketed through All-India Khadi and Village Industries (para 31).

(7) Those women who are educated upto middle or primary standards may be trained in vocations like cutting and tailoring, knitting with hand and machine, preservation of fruits and vegetables, etc. Special centres should be started for training and handsome scholarships should be given to the trainees (para 32).

(8) Markets should be reserved for goods produced by the women of backward classes. Government contracts must be given to the cooperatives organised by these women for the production and sale of their goods (para 33).

(9) In urban areas, Bureaux may be organised to provide domestic services like baby care, laundering and washing etc. Women of backward classes may be employed for these services (para 34).

(10) For the educated women, training schools for professions like nursing, shorthand, telephone operation and typing etc. should be opened. There are a large number of vacancies for teachers and nurses in backward areas. Efforts should be made to bring women belonging to scheduled castes and scheduled tribes to fill up these vacancies. Training for these courses should be free (para 35).

(11) Programmes for confidence building and pre-examination training etc. should be taken up by the State Government (para 36).

(12) Special training classes should be organised to train girls belonging to scheduled castes and scheduled tribes for jobs available for them. Coaching-cum-Guidance Centres should be started in all the cities and towns. During the Fifth Five Year Plan 100 centres providing such coaching and vocational guidance should be started in the country (para 36).



- |    |   |     |          |
|----|---|-----|----------|
| 1. | Mrs. K. Lakshmi Raghuramaiah,<br>Chairman,<br>All India Women's Conference,<br>14, Ashoka Road,<br>New Delhi.                                     | ... | Chairman |
| 2. | Shri J.H. Chinchalkar,<br>Secretary,<br>Bharatiya Adimjati Sevak Sangh,<br>Thakkar Bapa Smarak Sadan,<br>New Delhi-55.                            | ... | Member   |
| 3. | Mrs. Leelavati Chari,<br>Asstt. Programme Officer,<br>Central Social Welfare Board,<br>Jeevan Deep Buildings,<br>Parliament Street,<br>New Delhi. | ... | Member   |
| 4. | Mrs. R.O. Dhan,<br>Deputy Director,<br>Tribal Welfare Research Institute,<br>Morabadi Road,<br>Ranchi (Bihar).                                    | ... | Member   |
| 5. | Shri K.K. Bakshi,<br>Under Secretary,<br>Ministry of Education & Social Welfare,<br>Shastri Bhavan,<br>New Delhi.                                 | ... | Member   |
| 6. | Sari A.H. Hemrajani,<br>Director (Education),<br>Planning Commission,<br>New Delhi.   | ... | Member   |
| 7. | Dr. A.K. Das,<br>Deputy Director,<br>Cultural Research Institute,<br>New Secretariat Buildings,<br>Calcutta.                                      | ... | Member   |
| 8. | Miss K. Dutt,<br>Senior Research Officer,<br>Social Welfare Unit,<br>Planning Commission,<br>New Delhi.   | ... | Member   |
| 9. | Shri R.D. Sonker,<br>Deputy Secretary,<br>Department of Social Welfare,<br>Shastri Bhavan,<br>New Delhi.  | ... | Member   |

ANNEXURE--F (contd...)

- |     |  |     |          |
|-----|--|-----|----------|
| 10. | Shri J.K. Duggal,<br>Under Secretary,<br>Department of Social Welfare,<br>Ministry of Education & Social Welfare,<br>Shastri Bhavan,<br>New Delhi. | ... | Member   |
| 11. | Mrs. R. Nag,<br>Research Officer,<br>Social Welfare Unit,<br>Planning Commission,<br>New Delhi.  | ... | Convenor |

Shri G.D. Vishwakarma, Deputy Director, Directorate General of Employment and Training, was specially invited to participate in the second meeting of the Working Group.

Percentage of Literacy among males and females  
belonging to Scheduled Tribes and Scheduled Castes

State	Scheduled Tribes			Scheduled Castes		
	Male	Female	Gap	Male	Female	Gap
1. Andhra Pradesh	7.26	1.48	5.78	13.43	3.40	10.03
2. Assam	31.09	15.72	15.37	31.74	16.08	15.66
3. Bihar	15.22	3.18	12.04	11.13	0.92	10.21
4. Gujarat	19.06	4.09	14.97	33.87	10.72	23.15
5. Jammu & Kashmir	No Scheduled Tribes			7.95	1.09	6.86
6. Kerala	22.63	11.92	10.71	31.61	17.38	14.23
7. Madhya Pradesh	9.25	0.97	8.28	14.26	1.33	12.93
8. Maharashtra	12.55	1.75	10.80	25.46	5.71	19.75
9. Mysore	13.24	2.81	10.43	14.87	3.04	11.83
10. Orissa	13.04	1.77	11.27	19.82	3.43	16.39
11. Punjab	No Scheduled Tribes			16.18	2.16	14.02
12. Rajasthan	7.39	0.28	7.11	11.63	0.70	10.84
13. Tamil Nadu	8.93	2.73	6.20	23.56	5.69	17.87
14. Uttar Pradesh	No Scheduled Tribes			12.79	1.14	11.65
15. West Bengal	11.20	1.76	9.44	21.80	4.61	17.19

Source: Based on Census of India, 1961.

Number of Scheduled Tribe females per 1000  
Scheduled Tribe males in each educational  
category

State	Number of Scheduled Tribe females per 1000 Scheduled Tribe males	Number of Scheduled Tribe females per 1000 Scheduled Tribe males in each educational category			
		Illite- rate	Literate without educa- tional level	Primary or Junior Basic	Matric and above
1. Andhra Pradesh	975	1,036	206	181	75
2. Assam	956	1,169	528	318	335
3. Bihar	1,014	1,158	206	231	205
4. Gujarat	969	1,149	186	221	78
5. Kerala	1,006	1,145	540	515	305
6. Madhya Pradesh	1,003	1,094	11	83	67
7. Madras	951	1,015	275	361	177
8. Maharashtra	973	1,099	154	89	55
9. Mysore	953	1,068	204	214	96
10. Orissa	1,016	1,148	142	115	43
11. Rajasthan	926	998	35	29	13
12. West Bengal	969	1,072	162	127	117

Source: Based on 1961 Census data.

Number of Scheduled Caste females per thousand  
Scheduled Caste males in each educational level

State	No. of Scheduled Caste females per 1000 Scheduled Caste males	Number of Scheduled Caste females per 1,000 Scheduled Caste males in each educational level			
		Illiterate	Literate without education level	Primary or Junior Basic	Matric and above
1. Andhra Pradesh	980	1,093	247	267	121
2. Assam	882	1,085	460	428	135
3. Bihar	1,031	1,149	92	53	68
4. Gujarat	972	1,314	313	312	57
5. Jammu & Kashmir	889	956	131	91	63
6. Kerala	1,014	1,225	573	535	331
7. Madhya Pradesh	973	1,119	95	74	31
8. Madras	993	1,225	236	269	127
9. Maharashtra	962	1,216	253	163	97
10. Mysore	965	1,098	196	237	88
11. Orissa	1,015	1,223	182	125	36
12. Punjab	874	1,021	147	89	25
13. Rajasthan	923	1,036	63	88	54
14. Uttar Pradesh	941	1,066	92	62	52
15. West Bengal	916	1,117	21	169	62

Source: Based on 1961 Census data.

ANNEXURE-IV (A)

Percentage distribution of Scheduled Tribe workers  
into broad occupational categories.

.....

	<u>Total</u>	<u>Male</u>	<u>Female</u>
Total workers	100.00	100.00	100.00
I. Cultivators	68.16	68.23	68.08
II. Agricultural labourers	19.72	13.37	21.33
III. Mining, quarrying, live- stock, forestry, fishing, hunting, plantations, orchards and allied activities.	3.42	4.11	2.59
IV. Household Industry	2.48	2.08	2.96
V. Manufacturing other than household industry	0.71	0.92	0.45
VI. Construction	0.31	0.41	0.20
VII. Trade & Commerce	0.39	0.40	0.39
VIII. Transport, storage and communications	0.27	0.46	0.05
IX. Other services	4.54	5.02	3.95

Source: Based on 1961 Census

ANNEXURE-IV(B)

Percentage Distribution of Scheduled Caste workers into the broad occupational categories

	<u>Total</u>	<u>Male</u>	<u>Female</u>
Total workers	100.00	100.00	100.00
I. Cultivators	37.74	39.50	34.57
II. Agricultural Labourers	34.46	29.84	42.79
III. Mining, quarrying, livestock, forestry, fishing, hunting, plantation, orchards and allied activities.	2.88	3.45	1.87
IV. Household Industry	6.56	6.80	6.13
V. Manufacturing other than Household Industry	2.75	3.55	1.31
VI. Construction	1.08	1.40	0.50
VII. Trade & Commerce	1.14	1.34	0.79
VIII. Transport, Storage and Communications	0.96	1.43	0.10
IX. Other services	12.43	12.69	11.94

Source: Based on 1961 Census

ANNEXURE-V

Number of Scheduled Caste and Scheduled Tribe Women on  
Live Register of Employment Exchanges as on 30.12.1970

Sl. No.	Name of the State/ Union Territory	Total No. of women	No. of Sch. Caste women	No. of Sch. Tribe women
1.	Andhra Pradesh	25,533	1,685	89
2.	Assam	3,141	170	141
3.	Bihar	7,632	452	1,516
4.	Gujarat	22,625	3,602	589
5.	Haryana	12,287	1,251	Nil
6.	Himachal Pradesh	4,290	779	47
7.	Jammu & Kashmir	508	15	Nil
8.	Kerala	94,893	7,767	461
9.	Madhya Pradesh	19,528	2,425	352
10.	Maharashtra	40,387	5,387	282
11.	Manipur	3,618	7	750
12.	Mysore	35,983	5,456	43
13.	Orissa	7,896	930	3,054
14.	Punjab	23,158	1,147	Nil
15.	Rajasthan	10,051	1,729	43
16.	Tamil Nadu	74,515	8,848	38
17.	Tripura	4,445	N.A.	N.A.
18.	Uttar Pradesh	20,772	5,015	Nil
19.	West Bengal	43,542	2,601	104
<u>Union Territories</u>				
1.	Chandigarh	1,293	241	-
2.	Delhi	25,811	1,434	13
3.	Goa, Daman & Diu	1,484	13	-
4.	Laccadive & Minicoy Islands	99	-	59
5.	Pondicherry	1,542	65	-
Grand Total:		4,85,033	51,019	7,581