

CHAPTER V

PROVISIONS AND ACCESS TO MINIMUM NEEDS

Human Resource Development is an important objective of the development planning of a Nation. An important pre-condition for Human Resource Development is an equitable access to the basic civic services to all sections of the society. However, the track record of India in making available basic necessities to a large section of its population consisting of Scheduled Castes and Scheduled Tribes continues to be extremely poor. It is unfortunate even after 50 years of Independence a large section of the Indian society continues to be deprived of the basic requirements of life such as potable water or adequate food. Various Human Development Reports of the United Nations Development Programme have documented the lack of basic services in the developing countries especially in the South Asian region. In the ranking of the nations on a human development index, the position of India is extremely low in the world. However, lack of equitable access to the basic civic services has been a major shortcoming in the development of the poorer sections of the society, especially the Scheduled Castes and the Scheduled Tribes.

5.2 In the present chapter we shall look at the progress made in meeting the basic needs, such as, Elementary Education, Health Care, Drinking Water, Housing, Roads, Sanitation, etc., to its citizens, with special reference to Scheduled Castes & Scheduled Tribes. The Minimum Needs Programme (MNP) was launched during the Fifth Five Year Plan with the objective of providing basic civic services to all the sections of the people. Initially the Programme comprised eight components, namely Elementary Education, Rural Health, Rural Water supply, Rural Electrification, Rural Roads, Rural Housing, Environmental Improvement of Urban Slums and Nutrition. Later, the Programme was widened with the inclusion of Adult Education, Rural Domestic Energy, Rural Sanitation and Public Distribution System. As the lack of access to the basic needs was more pronounced in the rural areas, the Minimum Needs Programme focused primarily on the rural areas for provision of these facilities.

5.3 Based on the experience gained in the implementation of the programme, the Programme was revamped during the Chief Ministers' Conference held in July, 1996 which was re-named as Basic Minimum Services (BMS) and it was resolved to ensure access to the basic civic services in a time bound manner. The Conference observed that it would be in the interest of rapid growth of the economy as well as for securing social justice for all its citizens, if time bound action plans were formulated to secure full coverage of the country with seven basic services by 2000 AD. Therefore, these basic services were to constitute the core of Social Sector Development Plan during the Ninth Five Year Plan. The seven basic services identified for priority attention are as following:

- i 100 per cent coverage of provision of **safe drinking water** in rural and urban areas;
- ii 100 per cent coverage of **primary health service** facilities in rural and urban areas;
- iii Universalisation of **primary education**;
- iv Provision of **Public Housing** Assistance to all shelterless poor families;

- v Extension of **Mid-day Meal Programme** in primary schools, to all rural blocks and urban slums and disadvantaged sections;
- vi Provision of **connectivity** to all unconnected villages and habitations; and
- vii Streamlining of the **Public Distribution System** with focus upon the poor.

5.4 In the succeeding paragraph we shall take stock of the progress made in the achievement of the individual components of providing basic services to the poor in the society and more especially with reference to satisfaction of these needs of the Scheduled Castes and the Scheduled Tribes.

Drinking Water

5.5 Denial of access to the common water sources had been, and in many places, still continues to be a major source of discrimination against the Scheduled Caste people in India. To overcome the problem the Govt. of India has been making efforts since the inception of the planning process in the country to overcome this problem. However, as the progress made in this direction had been unsatisfactory, provision of drinking water was included in the Twenty Point Program to give due priority. Furthermore, a National Drinking Water Mission was launched in 1986 to deal with the problem of rural water supply in a time bound manner.

5.6 Existing norms for rural water supply is 40 liters of drinking water per capita per day (LPCD) and a public stand-post or a hand-pump for 250 persons. Further, the source of water supply should be within 1.6 km. horizontal distance in plains or 100 meters elevation distance in hills. For cattle in DDP areas, an additional 30 lpcd is recommended. The norm for urban water supply is 125 LPCD piped water supply with sewerage system, 70 LPCD without sewerage system and 40 LPCD in towns with spot sources of water supply.

5.7 Govt. of India provides assistance to the States under Accelerated Rural Water Supply Programmes (ARWSP) for providing drinking water. ARWSP guidelines provide that the States/UTs have to earmark a minimum 25 percent of outlay for Scheduled Castes and another 10 percent for Scheduled Tribes for taking up RWS schemes exclusively for Scheduled Castes and Scheduled Tribes. Diversion of funds to other sectors is not permitted. As per ARWSP guidelines, the first source of drinking water has to be provided in SC/ST localities and at the time of implementation of the schemes, coverage of SC/ST habitations has to be given first preference and the highest priority so as to ensure that they have easy access to water supply facilities. This earmarking in the programmes has been built in to ensure a maximum coverage of SC/ST habitations. In March 1990 Central Government released special assistance of Rs. 19.80 crores for coverage of 11000 SC/ST habitations in 9 States. As part of Dr. Ambedkar Centenary Programme, Government of India released further assistance of Rs. 56.70 crores during 1991-92, Rs. 2.234 crore during 1992-93 and Rs. 0.75 crore during 1993-94 to 24 States for coverage of 30000 SC/ST habitations with safe drinking water facilities.

5.8 The Planning Commission in the Ninth Five Year Plan document has stated that as on 1.4.97 there were 61,724 habitations without any safe source of drinking water, 3.78 lakh habitations, which were partially covered, and 1.5 lakh habitations with problems in the water quality, like excess fluoride, salinity and arsenic. According to the information given by the Rajiv Gandhi National Drinking Water Mission, out of the total number of 14.31 lakh habitations in the country, 56,269 habitations do not have any source of water as on 1.4.1998. In this connection we may also look at the total population that has been

provided with safe drinking water in the country so far. Rajiv Gandhi Drinking Water Mission has stated that the survey of status of water supply facilities in rural habitations undertaken and validated during 1991-94 revealed that with reference to the 1991, census 73% of rural population had been covered by 1.4.1994 and 92% coverage achieved as of 1.4.1998. Percentage coverage for SC and ST population as on 1.4.1998 were 89.46% and 94.71%, respectively. The updated State-wise coverage of population as on 1.4.98 on the basis of validated results of habitation survey as on 1.4.94 is given in **ANNEXURE 5.1**

5.9 The scarcity of water has been particularly pronounced in certain States like Rajasthan, Gujarat, Bihar and other drought prone areas. However, the information given at the **ANNEXURE 5.1** shows that 82 percent of the population of Rajasthan and 95 percent population of Gujarat and 102.26 percent population of the Bihar has been covered with safe drinking water by the end of the year 1997-98. Apparently, the figures present an exaggerated picture of the achievements of provision of safe drinking water in these states. In this connection, it may also be mentioned that often the hand-pumps are not working for want of proper maintenance and in many cases, sources of water supply, like wells/hand-pumps, dry up, but in the records these habitation/ population continue to be shown as covered with safe drinking water. Thus there is a need for fresh survey to identify the actual extent of the problem of provision of safe drinking water. At the same time the **ANNEXURE 5.1** also shows that in the case of Punjab only 67 percent of total population (and 63% SC population) has been provided with safe drinking water and in the case of Kerala the population covered with safe drinking water is as low as 48 percent and the coverage of SC population is around 50 percent and ST population is around 43 percent. Obviously states like Punjab and Kerala have not paid adequate attention to the provision of drinking water.

5.10 From its various field visits Commission is of the view that hand pumps offer a practical solution to the drinking water problem in the areas where ground water table is not too low. As the funds required for installation of a hand pump are not large such funds can be made available from the Constituency Development Funds of MLAs, MPs and the normal development Plan funds at the disposal of the District Collectors/Dy. Commissioners. Similarly, NGOs and Voluntary Organisations can also be provided some grant-in-aid and encouraged to contribute in the installation and maintenance of hand pumps. This is particularly important since the benefits of medium and large sized projects do not reach the poor SC and ST people. Further the maintenance of hand pumps is also relatively easy which the community itself can take up. Filtration and addition of Chlorine tablets can reduce the contamination of the water. P.H.Cs and C.H.Cs can also be involved to ensure safe quality of drinking water by regular testing, check up and preventive measures.

5.11 The problem of the Scheduled Castes and Scheduled Tribes does not come to an end with the provision of a common source of drinking water in a habitation. As mentioned earlier, one of the major forms of discrimination against Scheduled Caste has been the lack of access to these sources of safe drinking water. Women in particular have been facing the brunt of this problem in the rural areas. In a recent demonstration, the Dalit women highlighted their plight as under: -

“The gravest problem (faced by SC women) is that of both an absolute and relative scarcity of drinking water. At common water sources, Dalit women face humiliation, and are even deprived of water because upper castes assert their privilege in respect of drawing water. Unequal relations are compounded by the lack of equality in access to resources. The

inequality is reproduced when, in exchange for permission to draw water from a public source, dalit women are forced to perform various menial tasks for upper caste women. The everyday act of collecting water invites many abuses and jibes. Many speakers complained of how they were made to beg for water, and after they were given permission to draw it, were made to scrub the hand pump clean.” (Economy and Political Weekly –Feb 6, 1999)

5.12 It has been brought to the notice of the Commission that in Gajula Mandyam village, District Thrupathi of Andhra Pradesh which is inhabited by Harijan. A non-SC persons has bored well deeper than the existing bore-well in the Harijan Basti. Due to deeper bore-well and its energization and proximity, the bore-well of Harijan Basti has dried up resulting in the problem of scarcity of drinking water to the people of Harijan Basti. The Commission feels that there is an urgent need to stop all forms of oppression and exploitation of SCs and STs. In order to ensure equitable access to drinking water, awareness programmes and solidarity groups are required. Panchayats have been strengthened with new powers, sources of funds, autonomy, reservation etc. They must play more useful roles to ensure human dignity for the SCs and STs. The relevant provisions of Protection of Civil Rights Act and SC and ST (Prevention of Atrocities) Act must be utilized to prevent all humiliations, intimidations, dispossession etc.

5.13 Therefore, any plan or programme for social justice, which fails to deliver adequate supply of drinking water to all sections of the society, especially the SCs and STs, would remain inadequate and incomplete.

Education

5.14 Basic minimum services in respect of education include universalisation of Primary education. However, many other issues relating to school education are also equally important for the SCs and STs which include adult education, continued education and distance learning. The Directive Principles of State Policy in the Constitution envisage that the State shall endeavor to provide free and compulsory education for children up to 14 years of age. The Constitutional directive has been spelt out unequivocally and emphatically in the National Policy on Education (NPE), 1986 and its Programmes of Action (POA), 1992. The Policy envisages provision of free and compulsory education of satisfactory quality to all children up to the age of 14 years, before the commencement of the twenty-first century. For achievement of these policy objectives universalisation has been accepted as the national goal and the target for the Ninth Five Year Plan have been fixed under three broad parameters-Universal Access, Universal Retention and Universal Achievement. It would be appropriate to reproduce these targets from the Annual Report 1997-98 of the Ministry of HRD, Deptt. of Education.

Universal Access

- (i) Universal enrollment of all children, including girls, disabled children and children belonging to Scheduled Castes (SCs) and Scheduled Tribes (STs) in primary classes and provision of upper primary education for them.
- (ii) Provision of Non-Formal Education (NFE) for school drop-outs, working children and girls who cannot attend formal schools,
- (iii) Provision of early childhood care and education to children of 3-6 years of age.

Universal Retention

- (i) Reduction of drop-out rates between Classes I to IV and VI to VIII from the existing rate of 36.3 per cent and 56.5 per cent to 20 per cent and 40 per cent, respectively.

Universal Achievement

- (i) Expansion of Minimum Levels of Learning (MLL) to all primary schools and extension of this concept to the upper primary stage.
- (ii) Substantial improvement in school infrastructure, teacher education and in quantity and quality of teaching-learning material.
- (iii) Promotion and extension of national curricular framework at the elementary stage which envisages a common core with adequate flexibility to relate it to the environment and the needs and interests of the learners.

5.15 Department of Education has further reported that the Govt. has approved, in principle, a proposal to make elementary education a fundamental right. Accordingly, the Constitution (Eighty-third Amendment) Bill, 1997 was introduced in Rajya Sabha on 28th July 1997. The salient features of the Bill are as under:

- (i) Provision of free and compulsory education to all children of the age of 6-14 years by the State institutions maintained through public money.
- (ii) The competent legislature shall make the law for enforcement of right to free and compulsory education within one year from the commencement of the Constitution (Eighty-third Amendment) Act, 1997.
- (iii) A fundamental duty of a parent or guardian to provide opportunities for education to a child of the age group 6-14 years.

5.16 Having stated the broad objectives of the education policy we may look at the status with regard to the access, retention and achievement of Scheduled Castes and Scheduled Tribes in the field of education. Enrollment of children at primary and middle level is an important indicator with regard to access of the children to school education.

5.17 Following table presents the gross enrolment ratio in respect of SC, ST and General population for the year 1995-96.

GROSS ENROLMENT RATIOS

	Class (I-V)	Class (VI-VIII)
SC	111.91	61.33
ST	113.03	50.04
General	104.3	67.6

5.18 From the above table it may be seen that at the primary level the proportion of enrollment of Scheduled Caste children is almost as good as that of the general population. However, the sharp decline of the enrollment ratio at the middle level suggests that either the information of enrollment at the primary level is not correct or the rate of drop outs at the primary stage is so large that it is a cause of acute concern. However, the All India average in respect of enrollment of the children at the primary level does not reflect the variations at the regional levels. For example in the case of Bihar the enrollment of SC, ST and general category children are as low as 78.8, 77.4, 75.1 percent respectively. In the case of Rajasthan the enrollment ratio in the general category children are 103.4

where as in the case of SC/ST these are significantly lower at 85.5 and 86.84 percent, respectively. The State-wise details of the enrollment ratios in classes 1 to 5 and 6 to 8 of SC/ST and general students in 1995-96 are given at **ANNEXURE-5.II**. From the Annexure it may also be observed that in the case of Madhya Pradesh only 77.18 percent of the ST children are able to enroll themselves to the school education even at the primary level whereas in the case of general category and SC children, almost 100 percent are able to get themselves so enrolled. There is an urgent necessity to set-up more primary schools to ensure easier access to children. More incentives are needed for children and parents to continue primary education. Residential schools can to a large extent solve the problems of ST children.

5.19 However these high enrollment ratios cannot be taken on their face value. Public Report on Basic Education in India (PROBE) after a study in the states of Rajasthan, Madhya Pradesh, and Bihar in 1998 have found that the Gross enrollment Rates present a grossly exaggerated picture in respect of enrollments. The inflated data in respect of enrollments are a handicap in that they prevent the drawing of meaningful conclusions in respect of access of the children to school education. A very significant portion of the children who get themselves enrolled at primary level fail to continue their studies even up to the middle classes i.e. classes 6 to 8. The problem of school dropout has been discussed later in this chapter.

5.20 We may also look at the availability of the primary and upper primary schools in the country. Information in this respect is presented in the following table -

HABITATIONS WITH PRIMARY AND UPPER PRIMARY SCHOOLS 1991

Category	Habitation Size					
	>5000	2000-5000	1000-2000	500-1000	<500	Total
No. of habitations						
All habitations	7119	52928	125046	213059	662460	1060612
SC habitations	231	2712	9287	21752	86535	120517
ST habitations	152	1672	8026	26383	158500	194733
Schools within habitations						
Primary	6853 (96.26)	49524 (93.57)	110430 (88.31)	158391 (74.34)	202853 (30.62)	528051 (49.79)
Upper Primary	6089 (85.53)	34244 (64.70)	47130 (37.69)	33312 (15.63)	26365 (3.98)	147140 (13.87)
Schools within SC habitations						
Primary	213 (92.20)	2481 (91.48)	7758 (83.54)	14462 (66.48)	19715 (22.78)	44629 (37.03)
Upper Primary	155 (67.10)	1262 (46.53)	2234 (24.05)	2064 (9.49)	2129 (2.46)	7849 (6.51)
Schools within ST habitations						
Primary	148 (97.37)	1578 (94.38)	7402 (92.22)	22616 (85.72)	57765 36.44	89509 (45.96)
Upper Primary	121 (79.60)	1152 (68.90)	3460 (43.11)	4969 (18.83)	5591 (3.53)	15293 (7.85)

Source: Sixth All India Educational Survey undertaken in 1995 by NCERT published in 1998.

Note: Figures in brackets indicate percentages.

5.21 The data presented in the table shows that as far as availability of schooling facilities within the habitations is concerned, the habitations predominantly populated by

Scheduled Castes and Scheduled Tribes continue to be at a relatively disadvantaged position. The relative deprivation is evidently more in the case of location of upper primary schools. Total number of primary schools within SC habitations is 44629 while it is 89509 within ST habitations. In terms of percentage whereas 49% of all the habitations have a primary school, only 37% of SC habitations and about 46% of ST habitations have such a school. A comparison of SC/ST habitations with total habitation in terms of availabilities of upper primary school shows that 6.51% of SC habitations and 7.9% of ST habitation have an upper primary school against the 14% coverage of all the habitation with upper primary schools. It is perpetuation of this type of relative discrimination in the areas of concentration of Scheduled Castes and Scheduled Tribes that forms the basis of all other types of deprivations. The availability of upper primary schools must be increased in all SC/ST habitations. As a first step it must be increased to catch up with the general population level. Education is one of the most important priority sectors which needs additional investment. An improvement in the level of education through additional investments can reduce the expenditure on prisons, security forces and police forces etc. The neglect of education results in increased expenditure on these items to contain the unrest and violence arising out of poverty and inequities among the different sections of the society.

5.22 In this connection it may also be mentioned that lack of access to education is not confined to physical distance or non-availability of the school for the SC children. Access to education is denied to them even after setting up of a school in a village. Findings of 'The Probe Team' in this regard are very revealing .

"First, what needs to be considered is not just physical distance but also 'social distance', taking into account various barriers that may prevent a willing child from reaching the local school. In many areas, for instance, villages are divided into separate hamlets, and children from one hamlet may be reluctant or unable to go to school in another hamlet, e.g. due to caste tensions. Only half of all hamlets in rural India have a primary schools, as and in states like Uttar Pradesh the proportion of such hamlets is as low as 30 percent. For girls, restricted freedom of movement further enhances the problem of social distance."

5.23 During the period 1999 the Commission visited a number of States and UTs such as Rajasthan, Madhya Pradesh, Bihar and Pondicherry and reviewed inter alia the facilities in pre and post- matric hostels. It found that hostels for SC & ST students were inadequate in many States and that even where they exist many of them lack proper facilities for the inmates. The Commission has observed that:

- (i) Arrangement of food to children is poor in terms of quality as well as quantity. At some of the places there was not arrangement for providing any food to the students till lunch.
- (ii) Maintenance of buildings is not satisfactory. Some of the buildings were not white washed and in some others electrical fittings were not in working order. In some building to sewerage was found choked.
- (iii) Amount sanctioned per student for meals, dress and other daily needs was inadequate. Moreover scholarships were not being disbursed in time. All

scholarships, fellowships, internships, allowances, etc., of all SC and ST students must be increased to keep up with price rise\ inflation.

5.24 Based on these observations, the Commission recommends that in view of rising prices, Central and State Govt.s should take steps to enhance the amount of scholarship to provide for meals, dress and daily needs both at pre-matric and post-matric levels. State Govts. Should ensure that the scholarship is disbursed to the students in time. The Commission further recommends that proper facilities like electricity, water, sanitation, proper bedding, and good food should be made available to the residents of SC/ST hostels so that the students are able to concentrate on their studies and the real purpose of setting up of SC/ST hostels is met. Central and State Governments may also provide LPG connections to SC/ST hostels instead of their many fuel wood.

5.25 So far as retention of SC/ST children as compared to the other children is concerned the position about dropout rates is given at **ANNEXURE-5.III** for SCs and **ANNEXURE-5.IV** for STs. The Annexure brings out that there is a very high drop out rate at primary, middle and secondary level in the case of Scheduled Castes as well Scheduled Tribes such high. High drop out rate in the case of Scheduled Castes and Scheduled Tribes should also be considered in the background of social discrimination against SC/STs in the Schools.

5.26 In this regard the Public Report on Basic Education in India brings out the prejudices faced by poor SC children in the schools. "One common example of social prejudice in the classroom is the disparaging attitude of upper-caste teachers towards dalit children. This can take various forms, such as telling dalit children that they are 'stupid', making them feel inferior, using them for menial chores, and giving them liberal physical punishment. Harassment from upper-caste pupils is another common experience of dalit children. Class-based discrimination follows similar patterns. In one school, the investigator noted that new textbooks had been distributed to children from affluent families, while poor children were given old textbooks recycled from previous years. Aside from affecting classroom interaction, social prejudices and discrimination also stand in the way of a cooperative rapport between parents and teachers.

5.27 The problem is not confined to rural areas, and it is disturbing to find that caste prejudices die hard even in a 'modern' setting. A recent study highlights continuing caste discrimination in the heart of Delhi, where some teachers go so far as to criticize the accessibility of government schools to dalit children. As one of them bluntly put it "Scheduled-caste bacchon ko padha ke kya faida hai, unko band baja sikha do... bas utna hi thik hai. (What is the point of teaching scheduled-caste children? Let them learn how to beat drums, that's good enough).

* * *Aside from being the victims of explicit discrimination, underprivileged children also suffer from the fact that teachers tend to concentrate their efforts on the higher grades (e.g. classes 4 and 5 in a primary school), as well as on the children whom they consider to have more potential. These favoured pupils, more often than not, come from families that are better able to provide a learning environment at home."

5.28 Discrimination inside the class -room and also low income of the family forces the SC/ST student to drop-out of the school at very early stage. In the poorer families very often the opportunity cost of continuing the study by a child is estimated in terms of loss of wages that he could have earned as a child labour in a bangle factory in Firozabad or in a crackers manufacturing factory in Sivakasi. At other places his or her worth may be evaluated in terms of the assistance he can provide in the family's traditional occupation

or as a worker in a hotel or some house. The Mid-Day Meal Schemes that provide additional food supplements for boys and girls in schools reduce the drop out rates. In order to provide larger coverage under Mid-Day Meal Schemes in more schools, additional investments in Mid-Day Meal Schemes are vital. Continuity of the scheme can result in regular attendance of boys and girls.

5.29 Very often the children of the seasonal migrant workers or the labourers at constructions sites have to drop out due to frequent migration of their parents. Transit hostels – cum-schools offer a solution to the problem of drop out which take place due to the migration of the parents. The Commission has observed that the Andhra Pradesh Residential Schools Society has performed remarkably well to impart education to the Scheduled Tribes and Scheduled Castes children. Other States should also take a leaf out of the AP Residential Schools Society's experience.

5.30 The trend of male, female and total level of literacy among total population and Scheduled Castes and Scheduled Tribes in the country from 1961 Census and onwards is given at **ANNEXURE-5.V** which is summarized below :-

LITERACY TREND FROM 1961 TO 1991

Year	Total			Scheduled Castes			Scheduled Tribes		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1961	34.44	12.95	24.02	16.96	3.29	10.27	13.83	3.16	8.54
1971	39.45	18.72	29.46	22.36	6.44	14.67	17.63	4.85	11.39
1981	46.90	29.85	43.67	31.12	10.93	21.38	24.52	8.05	16.35
1991	64.13	39.29	52.21	49.91	23.76	37.41	40.65	18.19	29.60

5.31 It can be seen from the table that there has been a steady increase in the Literacy levels both males and females among Scheduled Castes and Scheduled Tribes since 1961. The literacy level of both male and females segments of the Scheduled Castes/Scheduled Tribes population has witnessed an increase.

5.32 However, it may be mentioned that despite growth of literacy rate of SC/ST the gap in the literacy rate of SC/ST and the total population has not narrowed down significantly. In fact in the case of female the gap in the literacy rate of the total population and both SC/ST families have increased. The gap in literacy rate for SC/ST male and female population is given in the following table: -

GAP IN LITERACY RATE FOR SC/ST

Year	Scheduled Caste			Scheduled Tribe		
	Male	Female	Total	Male	Female	Total
1961	17.48	9.66	13.75	20.61	9.79	15.48
1971	17.09	12.28	14.79	21.82	13.87	18.07
1981	14.38	18.9	22.29	20.98	21.80	27.32
1991	14.22	15.53	14.80	23.48	21.10	22.61

From the trends of the literacy rate given in above **Table** it may be seen that female literacy rate for the total population was 12.95% in 1961. In the case of Scheduled Castes

female the literacy rate was 3.29%. Thus there was a gap of 9.66 percentage points in the female literacy between Scheduled Castes and total population. In Table 3 the gap in literacy has been similarly worked out for male, female and total SCs and STs population during the period 1961 to 1991. It may be seen from this Table that the gap in literacy in the case of Scheduled Castes women was 9.66% in 1961 which increased to 18.9% in 1981 and is still 15.53% in 1991. The Table also brings out that gap in literacy rate in the case of Scheduled Tribe female as compared to the total population has widened from 9.79% in 1961 to 21.10% in 1991. Similarly there is an increase in the gap of male literacy for Scheduled Tribes during the period 1961 to 1991.

5.33 The position in regard to female literacy is particularly an area of great concern as a large number of districts in the country still have less than 10% literacy rate in the case of Scheduled Tribe females. Because of the very ancient customs and traditions of the Indian society girls and women are not generally encouraged in education and employment. These very orthodox practices prevent enlightenment and reduce incomes of families. Awareness programmes, additional incentives for girls and women in education and employment, social reforms etc. are crucial to bring girls and women at par with males. Empowerments of women, reservation for women, additional facilities for women like hostels, transient accommodation etc. are urgently needed to ensure faster economic development. In the literacy promotion campaign emphasis should be given to educate women because a literate mother can better comprehend the elements of safe motherhood and childcare beyond traditional practices. It is important in this context to identify the problems in the way of education of the SC and ST female. These two groups have one of the worst literacy rates in the society. The agencies responsible for taking up the literacy campaign should take special care to reach the SC/ST women.

5.34 Public Report On Basic Education in India (PROBE), after a study of the situation in the State of Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh, in 1998 has observed that the schooling system itself does not give equal treatment to different sections of population. Discrimination against under privileged groups is endemic, in several forms. Explaining these forms the PROBE study has made following observations, "First, a system of multiple tracks has developed, whereby different types of schooling opportunities are accessible to different sections of the population. One aspect of this is the basic dualism between government schools and private schools. Private schools tend to be better managed, more expensive, and oriented to privileged families. In some villages (e.g. Kota Shivpratap Singh in Mirzapur, UP), a peculiar form of social apartheid has developed, whereby most dalit children go to the government school while most high-caste children attend private schools. Another aspect of this multiple-track pattern is the dualism between 'formal' and 'informal' schooling facilities. The latter, consisting of various low-cost schooling arrangements, tend to be concentrated in deprived areas. While these facilities can be a valuable supplement to formal schools in these areas (e.g. to provide some instruction to drop-out children), they often end up as second-rate substitutes for real schools.

5.35 Second, there are differentiated facilities even within the government schooling system. The infrastructure of a government school (e.g. number of teachers, quality of building, range of teaching aids) tends to be far better in privileged areas than in deprived villages. In Madhya Pradesh, for instance, the proportion of schools with a pucca building ranges from 88 per cent in Indore (a prosperous district) to 2 per cent in Bastar (a

tribal district). Even in Delhi, the quality of government schools varies a great deal over short distances, depending on the social composition of the neighborhood.

5.36 Third, even within the same school, children of different social backgrounds often received unequal treatment. This includes some blatant forms of discrimination, which are supposed to belong to history. We found a few schools, for instance, where dalit children had to sit separately from other children (e.g. in village Dubarkalan, Mirzapur), or where children of some castes sat on benches while others sat on the floor. We also found villages with two adjacent government schools, used by different castes. Far more widespread than these cases of blatant discrimination, however, are subtle forms of unequal treatment in the classroom."

5.37 The Government is providing number of incentives to improve the attendance of SC & ST students to the school education. Some of the important programmes being implemented by the Union Ministry of Social Justice & Empowerment include:

- i Centrally sponsored scheme of post matric scholarship to students belonging to SCs & STs.
- ii Centrally sponsored scheme of pre matric scholarship to the children of those engaged in unclean occupations.
- iii Centrally sponsored scheme of special educational development programme for Scheduled Castes girls belonging to very low literacy level.
- iv Centrally sponsored scheme of girls hostels for scheduled castes.
- v Centrally sponsored scheme of boys hostels for Scheduled Castes.
- vi Books banks for Scheduled Castes & Scheduled Tribes students.
- vii Girls hostel for Scheduled Tribe.
- viii Boys hostel for Scheduled Tribe
- ix Ashram School in tribal sub-plan area
- x Educational complex for Scheduled Tribe girls in low literacy pockets.
- xi Residential schools for Scheduled Tribe Boys and Girls for giving them access to quality education.

5.38 As a result of these programmes there has been a visible improvement in the literacy level and enrolment as well as retention of the SC/ST students in schools. However, although a large number of schemes are being implemented for improvements of the education of SCs and STs yet the results are not commensurate with the investments made for this purpose. The practical working of many schemes is thoroughly pathetic and wretched. Corruption, red tape and bureaucratic insensitivity make life extremely miserable for all the SC and ST students. Supervision, review and follow-up are lacking. To improve the functioning of these programmes the procedures must be streamlined in consultation with the student bodies. The Ministry of Social Justice and Empowerment has been making budget provision since 1997-98 for a scheme viz. Kasturba Gandhi swatantra vidyalaya Scheme for the welfare of the girl students belonging to weaker section of the society. It is unfortunate that the scheme has not still taken of so far despite the fact that the budget provision for this scheme is being made for some years. The Ministry should take immediate steps to implement this scheme.

5.39 Similar to these incentives programmes, the State Government's are also implementing their own programmes, some of which extends to all sections of the society. The Commission during its visits to the States has been informed that some of the State Governments are implementing schemes to identify the talented Scheduled Caste and

Scheduled Tribes students for giving them monetary incentives. The Commission appreciates such initiatives and urges upon all the States to devise invocative schemes for providing education among the talented SC and ST students. Government of Himachal Pradesh has proposed implementation of one such scheme, viz “ Dr. Ambedkar Medhavi Chhatravriti Yojana” wherein every year 1000 SC students will be given Rs. 10,000/- per annum irrespective of the income of the parents. Field visits by the PROBE team has found that in the matter of incentives such as book banks some times there have been discrimination against the Scheduled Castes. They have observed that the students belonging to the under privileged classes were given second hand books whereas the students from the upper caste were given new books.

5.40 As has been pointed out earlier an important issue relating to education of the SC and ST relates to the vocationalisation of the education. For this purpose the State Govts. may consider getting admission for the SC/ST candidates in the private technical and professional institutions of higher education and subsidize their entire fees in such institutions in addition to the usual scholarships being given to the students of similar classes in Govt. institutions.

5.41 It may be seen from the **ANNEXURE-5.VI** that the representation of Scheduled Castes and more specifically Scheduled Tribes is low in science, technical and commerce courses in classes XI & XII. In this regard we may also consider the position in respect of SC & ST teachers in the schools. Representation of the SC & ST teachers at primary, middle & secondary level in rural and urban areas is given in the following table:

TEACHERS POSITION IN SCHOOLS

		All Communities	SC	ST
i)	Primary			
	Rural	1275218	1592488 (12.49%)	114933 (9.01%)
	Urban	348161	24592 (7.06%)	9213 (2.65%)
	Total	1623379	183840 (11.32%)	124146 (7.65%)
ii)	Upper Primary			
	Rural	790271	78063 (9.88%)	61921 (7.84%)
	Urban	33946	23151 (6.82%)	10805 (3.18%)
	Total	1129747	101214 (8.96%)	72726 (6.44%)
iii)	Secondary			
	Rural	532328	38073 (7.15%)	21794 (4.09%)
	Urban	297077	15535 (5.23%)	7839 (2.64%)
	Total	829405	53608 (6.46%)	29633 (3.57%)
iv)	Higher Secondary			
	Rural	247584	18802 (7.59%)	8013 (3.24%)
	Urban	367440	19726 (5.37%)	6552 (1.78%)
	Total	615024	38531 (6.26%)	14565 (2.37%)
v)	Total			
	Rural	2845401	294186 (10.34%)	206661 (7.26%)
	Urban	1352154	83007 (6.14%)	34409 (2.54%)
	Total	4197555	377193 (8.99%)	241070 (5.74%)

Source: Sixth All India Educational Survey

Note: Figures in brackets indicates percentages

5.42 The table shows that the SC Teachers comprise 9% of the total teachers in the schools whereas the ST Teachers comprise only 5.7%. The table also brings out that the

representation of both SC & ST teachers is particularly low in the urban areas and at higher classes in both rural as well as urban areas.

Health Care

5.43 The norms for the health care provide for setting up of a sub-center for a population varying between 3000-5000 depending upon terrain and location; a Primary Health Center (PHC) for a population between 20000-30000 and a Community Health Center (CHC) for every four PHCs. Keeping in view the far flung areas, forest land, hills and remote villages, where most of the tribal habitations are concentrated, the population coverage norms have been relaxed to one Primary Health Center for every 20,000 population and one Sub-Center for every 3,000 population in hilly/tribal areas as against one PHC for 30,000 population and one Sub-Center for 5,000 population in general rural areas. The States have been advised to set up at least 15% of the Sub-Centers in SC Bastis or Villages having 20% or more Scheduled Castes population and 7.5% of their annual targets in tribal areas. The State Government have been advised to give further relaxation for setting up Sub-Center/Primary Health Center in the case of tribal hamlets and Scheduled Castes Bastees which are 5 kms away from the existing Health and Family Welfare delivery point. Based on these resume requirements of various types of health institution have been marked out. In accordance with these national norms the requirement are sub-centers 1,34,108; PHCs 22,349 and CHCs 5,587. As against these requirements there are 1,32,730 sub-centers, 21,854 PHCs and 2,424 CHCs as of 30.6.96. Under the minimum needs programme, 20,972 Sub-Centers, 3,336 Primary Health Centers and 470 Community Health Centers have been established in tribal areas besides 1,122 Allopathic Dispensaries, 120 Allopathic Hospitals, 78 Allopathic Mobile Clinics, 1,106 Ayurvedic Dispensaries, 24 Ayurvedic Hospitals, 251 Homoeopathic Dispensaries, 28 Homeopathic Hospitals, 42 Unani Dispensaries, 7 Siddha Dispensaries functioning in the tribal areas in the country. Ministry of Health and Family Welfare has also worked out the required number of sub Centers, PHCs and CHCs which are 25488, 3985 and 846 respectively. Thus, 82.7 percent sub-Centers, 83.7 percent PHCs and 55.5 percent CHCs of their required number have been set-up in the tribal areas upto June, 1998.

5.44 Similarly 16,845 Sub-Centers, 5,987 Primary Health Centers and 373 Community Health Centers have been established in SC Bastis/Villages having 20% or more Scheduled Caste population, besides 980 Allopathic Dispensaries, 1,042 Ayurvedic Dispensaries, 480 Homoeopathic Dispensaries, 68 Unani/Siddha Dispensaries, functioning in the SC concentrated areas in the country.

5.45 Figures given above indicate setting up of a large network of health infrastructure in the country including tribal areas and SC Bastis.

5.46 However, the functioning of these sub -Center , PHCs and CHCs show that in a very large number of these PHCs and CHCs there are no doctors and medicines. As a result many of these institutions exist only on papers. This is specially the position in the case of remote and hilly tribal areas. In response to a questionnaire to the Commission Govt. of Madhya Pradesh informed in September, 1997 that in 279 T.D. blocks doctors were not available. In sub-Health Centres of tribal areas 971 posts of female health workers and 907 posts of male health workers were lying vacant because of non-availability of SC/ST candidates as per the required qualification. During the visit of the Chairman of the Commission to Jagdalpur, Madhya Pradesh it was informed that 122 posts of doctors were laying vacant in the District .

5.47 In the remote areas lack of medicines is a major problem and as a result in many PHCs and sub-Centers where medical and para-medical staff have been actually posted they are not able to function effectively. Private practice by doctors posted in these Govt. hospitals in remote rural areas poses another set of problems. Press reports bring out that poor patients visiting Government hospitals have to pay fee to the doctors for getting treatment in the remote areas. These reports also point towards diversion of the stocks of medicines from Government hospitals to private practice of the doctors employed in these health Centres. Failure of the public health system in the rural and tribal areas have encouraged quacks and fake doctors in many such places. In this connection the Commission recommends that the State Govts. should take effective steps for posting of doctors and para-medical staff in the tribal areas which may consist of the provision of necessary infrastructure such as quarters etc and incentives in the form of additional allowances. At the same time there is a need for strict supervision of the functioning of the medical institutions in the remote areas.

5.48 Health and Family Welfare, Ministry has set up National Illness Assistance Fund to provide financial assistance to the vulnerable sections of society, which include SC & ST population, to enable them to go in for expensive treatment in case of major illness. The State Govt./UTs may forward their applications to the Ministry of Health and Family Welfare for considering financial assistance under this Fund. The individual cases for grant of necessary financial assistance in deserving cases would be considered in the State/U.T. where such funds have been set up and all such cases where the assistance required is in excess of Rs. 1.5 lakh in a single case the applications could be forwarded for consideration by the Management Committee of National Illness Assistance Fund. To promote contribution to fund the subscription towards fund are exempt for payment of income tax. Details of the States/UTs where the funds have been set up and grant-in-aid is released so far are given under:

1996-97

	Name of the State/UT	Amount Released
1.	Karnataka	Rs.5 crores
2.	Madhya Pradesh	Rs.5 crores
3.	Tripura	Rs.5 crores
4.	NCT of Delhi	R.50 lakhs

1997-98

1.	Andhra Pradesh	Rs.5 crores
2.	Tamil Nadu	Rs.5 crores
3.	Himachal Pradesh	Rs.25 lakhs
4.	Jammu & Kashmir	Rs.20 lakhs
5.	NCT of Delhi (2 nd installment)	Rs.25 lakh

1998-99

1.	West Bengal	Rs.50 lakhs
2.	Maharashtra	Rs.2 crores

5.49 Primary Health Care has not been well planned and organized in the urban slum areas. Therefore, in the Chief Ministers' Conference it was emphasized that due care should be given to the Primary Health Care Services in the urban areas also. This is especially important in view of the large migration of rural population to the urban areas.

Housing

5.50 According to 1991 census, there are 3.41 million rural households who are shelterless. Apart from this, about 10.31 million households live in unserviceable katcha houses. Therefore, the total housing shortage is about 13.72 million. It should be pointed out that this shortage covers both the poor and the non-poor households. In addition it has been estimated that another 10.75 million houses would be required between 1991-2002 AD on account of an average annual growth of 0.89 million people without shelter. Thus around 24.5 million houses would have to be constructed by 2002 AD. It is estimated that 6.8 million houses would have already been constructed under various housing schemes of both the Center and the States. Therefore, the total housing shortage would be approximately 17.67 million. Of this 10.3 million houses would require up gradation and 7.36 million units would have to be newly constructed.

5.51 The Govt. of India is implementing Indira Aawas Yojna since 1985-86 to provide dwelling units free of costs to the members of SCs & STs and freed bonded labourers living below the poverty line in rural areas. This is 100% subsidized centrally sponsored programme with the resources being shared between the central and the states on 80:20 basis. The funds allotted to the States/UTs under the scheme are distributed to the districts in proportion to the SC/ST population in the district. Admissible construction assistance per house under this scheme is Rs. 20,000 in plain areas and Rs. 22,000 in Hilly or difficult areas. The beneficiaries for Indira Aawas Yojna house have to be identified by the concerned Gram Sabhas from the list of eligible Households. Approval of Panchyat Samiti is not required. Indira Aawas Yojna is implemented through District Rural Development Agencies specifically set up in each district of the country for implementation of the Rural Development Programme or through Zila Parishad. At the field level the block development machinery has been entrusted with the responsibility for implementing the programme at the village level. The Gram Sabha is responsible for selection of beneficiaries. Construction of Sanitary Latrines and the fuel efficient Chullah form integral part of houses constructed under Indira Aawas Yojna. Financial and physical performance under Indira Aawas Yojna during 1997-98 is given at **ANNEXURES-5.VII & 5.VIII**. It may be seen from the **ANNEXURE-5.VIII** that about 90% of the target has been achieved in respect of construction of houses and further that out of the target of 7.18 lac houses. 4.62 lac of houses were earmarked for the SCs & STs beneficiaries which forms 64% of the total houses. It may be observed that in Arunachal Pradesh, Jammu & Kashmir, Madhya Pradesh, Uttar Pradesh, West Bengal, Andaman & Nicobar Island, Dadar & Nagar Haveli, Daman & Diu and Lakshadweep, the utilisation has been around 50%, or even less, of the available resources. The utilisation has also not been satisfactory (i.e. less than 80%) in the States of Andhra Pradesh, Bihar, Gujrat, Haryana, Himachal Pradesh, Manipur, Orissa, Pondicherry & Goa. The shortfall in achievement of the financial and physical targets indicate that there is need for better monitoring of this programme by the states.

5.52 The Govt. of India has proposed to launch a credit-cum-subsidy scheme as a sub-scheme of the Indira Aawas Yojna to target the group of people which are above the poverty line. Benefits in this case would be limited to the families having income upto twice the income level of families below the poverty line. The subsidy under this scheme will be restricted to 50% of Indira Aawas Yojana assistance. Similarly, the loan amount will also be restricted to the amount of 50% of the Indira Aawas Yojana limit. The lending needs component will be operationalized through the priority sector window of the

Commercial banks. Initially 3.5 lakh houses have been proposed to be constructed annually under the scheme. This appears to be a good proposal to help the poor people who are just above the poverty line. SC and ST beneficiary should be given adequate coverage under the sub-scheme.

5.53 The Ministry of Rural Areas & Employment have proposed to set up a Rural Housing and Development Corporation to meet the financing requirements of housing in the rural areas. The Ministry has found that HUDCO was directing 15% of its total housing resources to the rural areas and similarly the outreach of the other institution involved in the financing of housing was very limited in rural areas. Therefore, the Ministry has decided to set up a separate corporation for financing the rural housing. However, the budgetary support of equity of Rs.50 crores appears to be too small in the face of the housing shortage in rural areas. It is suggested that separate funds should be earmarked for the SC & ST population for the rural areas by the Rural, Housing & Development Corporation.

5.54 To provide convergence to technology habitat and energy related issues the Ministry has proposed to set up a National Mission for Rural Housing. The proposed National Mission for Rural Housing is expected to go a long way in ensuring induction of Science & Technology inputs into rural housing for the poor within a pre determined time frame. A provision of Rs. 1 Crore has been proposed for setting up the National Mission for Rural Housing.

5.55 Thus, the Ministry is taking initiative to overcome the problem of housing in the rural areas. However, it is observed that in many cases the houses constructed under Indira Aavas Yojna Scheme are not of a good quality and therefore there is a need for evaluation of the programme, specially keeping in view the fact that massive investment has been made under this programme. Construction of houses must be dovetailed with employment assurance schemes. This will have a spread effect on industries allied with construction (cement, wood, transport etc.).

5.56 The residential areas or localities in which Scheduled Caste people reside are characterized by the most unhygienic conditions in that area. The situation in the case of cities is much worse where due to high prices of the houses the migrant SC/ST are unable to purchase houses in the planned areas of the cities. Population concentrations lead to plagues, mass diseases, filth, violence, crimes etc. In order to improve the quality of life and for slum clearance the construction of barracks and common facilities, cheap housing and satellite cities etc. must be properly planned and executed as per the master plans. Without urban planning and creation of zones (residential, commercial, parking, recreation etc.), the life in cities will continue to be totally chaotic. It is also important that HUDCO, Housing Development and Finance Corporation and other agencies involved in the lending of credit for housing reduce their interest charges to make the required credit accessible to SCs and STs.

Rural Roads

5.57 Development of an efficient road network is a pre-condition for overall development of any area. Under the Minimum Needs Programme connectivity of all villages was a long term objective. At the same time it was envisaged that the villages with population of 1500 and above and villages with population ranging between 1000 to 1500 would be connected by all weather roads by the end of the Eighth Five Year Plan.

Planning Commission has estimated that all weather roads would have connected 85% of such villages by the end of the Eighth Plan. However, the Ninth Plan target is to ensure that 85% of the village population are connected by all weather roads. As much as 75% of the villages with population of 500 to 1000 should be covered on priority. In the hill areas and also in tribal, coastal, riverine and desert areas 100% of the villages with population 500 should be covered. Planning Commission has also found that more than 40% of Indian villages are yet to be linked by all weather roads. A study by the Planning Commission has revealed that there is a strong correlation between rural connectivity and poverty and therefore good and bad roads lead to wide disparity in the living conditions of the rural population.

5.58 One of the major reasons for lack of social services like health, education etc. and economic integration of the tribal areas with towns and cities have been the lack of roads in the remote tribal areas. Lack of adequate provision for maintenance of the roads by the State Government has also been lamented by the various Finance Commission in their reports. These inadequate financial provisions lead to poor quality of roads and maintenance of roads in tribal and remote areas is specifically affected as a consequence thereof.

5.59 Keeping in view the significance of roads in the tribal areas the Commission recommends that the State Governments should prepare Master Plans for development of road network in the tribal areas and SC concentrated habitations and ensure connectivity of all villages by the year 2002 as envisaged by the Planning Commission in the Ninth Five Year Plan. The involvement of Town Area Committees, Panchayats, Municipalities, Regulated Markets etc. is necessary to achieve all the targets. Voluntary Organisations and Community-based Organisations could mobilize the people (Shramdan, contributions, professional advice etc.) in setting up an efficient road network. Repairs and maintenance also could be done with Panchayat cess, taxes, charges etc.

Nutrition

5.60 Increase in the agricultural production in the country has improved the per capita availability of food grains from 394.9 grams per day in 1951 to 512.1 grams per day in 1997. Keeping in view the fact that during this period population has increased from 36 crores to around 100 crores, the achievement in respect of availability of food grains is significant. As a result of these achievements the country has been able to overcome the problem of famines and has witnessed improvement in the health and nutritional status of the people which is reflected in improvement in health indicators like Infant Mortality Rate and life expectancy at birth etc.

5.61 However, overall increase in the agricultural production and the availability of food grains has not resulted in equity in food consumption among all sections and regions of the country. The Public Distribution System has been revamped so as to focus on the poorer sections of the society. The problem of malnutrition is more serious in the case of children and women. Therefore, the programme of Integrated Child Development Services Scheme (ICDS) was started in 1975 as a direct intervention to make up the nutritional deficiency of children and women, especially belonging to the poorer sections of the society. The target group receiving food supplementation under ICDS is children between the age of 6 months to 6 years and pregnant and lactating mothers. Efforts are made to provide 300 calories and 10 grams of proteins per child, 500 calories and 15 to 20 grams proteins for pregnant/nursing women and 600 calories and 20 grams of proteins to

severely malnourished children as food supplements. The initial focus was on tribal, drought-prone areas and blocks with a significant proportion of scheduled caste population. Over the last two decades the ICDS coverage has progressively increased in the country. As of 1996, there are 4,200 ICDS blocks with 5,92,571 anganwadis in the country; the number of beneficiaries rose from 5.7 million children and 1.2 million mothers in 1985 to 18.5 children and 3.7 million mothers in 1996. Position of I.C.D.S projects as on 31.3.98 is given at **ANNEXURE-5.IX**

5.62 Nutrition Foundation of India (NFI) and National Institute of Public Co-operation and Child Development (NIPCCD) had conducted evaluation of ICDS. Data from the evaluation studies conducted by NIPCCD indicates that there was a reduction in severe Chronic Energy Deficiency in ICDS areas from 15.3% during 1976-78 to 8.7% during 1986-90. The nutritional status of children in ICDS areas was found to be better than that of children in non-ICDS areas. While 25 percent of nursing mothers in ICDS areas introduced semi-solid supplements to their breast fed infants at 6 months, only 19 percent did so in non-ICDS areas. These evaluations have shown the gains in terms of improvement in nutritional status from the ICDS programme.

5.63 The Planning Commission has reported that one of the factors responsible for poor performance of the programme is the lack of funds from the State for providing food supplements on a regular basis. The Commission feels that this is an excellent programme however, the present budget allocations is not adequate. The funds are barely enough to purchase the ingredients for meals but not for cooking, purchase of wood, fuel, utensils, hiring cooks, storage of ingredients and so on. The reason for inadequate budget provision by the State Govts. appears to be the fact that the programme's outreach is too large for the State Govt.'s to meet the requirement of the funds to support the programme. Therefore, it would be appropriate to focus only on vulnerable sections of the society and tribal and other regions which are affected by malnutrition. The States would be able to effectively monitor a targeted programme and as a result the quality of the services under the programme would improve. The field visits to ICDS Centers show that the Anganwadi workers who are the key persons to implement the programme are not fully trained in the field of nutrition and growth monitoring. Moreover, the food items to be distributed under the programme are not regularly available at these centers. It has also been noticed that the children belonging to the Scheduled Castes communities are often discriminated against and are not allowed to sit along with the children belonging to other families. Thus, effectively the programme fails to cater to the needs of those people for which it is needed the most. The Commission feels that more investments are need in ICDS. If effectively implemented the scheme can supplement nutrition to the nursing, mothers and children at a critical stage of the requirements for such nutrition which can have a positive effect on mortality, life expectancy, performance in schools, improvement of health and prevention of diseases etc.

5.64 An another programme of Nutritional Support in the schools was launched on 15th August, 1995 known as the Mid-day Meals Scheme on nation-wide scale. In addition to improving the nutritional status of students in primary classes the programme also aims to act as an incentive for universalisation of primary enrolment, retention and attendance. The programmes of Mid-day Meals was extended to cover all the children studying in primary classes in the Government, local body and government aided schools in all the 5440 blocks under 507 districts of the country including urban areas. The total numbers of beneficiaries are estimated to be 9.11 crore in nearly 5.41-lakh primary schools in the

country during the period under report. Since the mid day meals scheme and additional food supplements for boys and girls in schools reduced the drop out rates adequate additional investments are vital for effective implementation of the mid day meals programme.

5.65 PROBE team has found that a very positive impact of the Mid-day Meals Schemes has been the social integration of the children belonging to the different castes of the society. As a result some of the parents belonging to castes other than SCs have reported to object to the implementation of this programme in the school. The Commission recommends that this programme, in view of its impact in terms of social integration, should be strengthened and expended.

Public Distribution System

5.66 Enhancement in agricultural production by itself does not improve the access of poor person to the food. As Dr. Amritya Sen has noted that famines in parts of Africa and Asia have occurred even during periods of normal harvest. Lack of purchasing power by the poor people has been responsible for the food insecurity of the poor. Public Distribution System is the most important initiative of the Government of India to ensure food security to the poor people in the country. The programme was started initially in the sixties to maintain buffer stocks of the food-grains to meet the demand in the lean period of production. The PDS till recently has been a general entitlement scheme to all the consumers without any target. The increases in the minimum support prices effected over the years led to corresponding increase in the consumer prices in the PDS which adversely affected economic access of the poor to the PDS food-grains. Thus, in a system with access to all i.e. rich and poor alike, PDS subsidises reaches the rich in procurement of food while the poor had to be satisfied with an inadequate quantity of the food grains. The Planning Commission has reported that one fall-out of the universal PDS has been that the States with highest incidence of poverty e.g. Orissa, Bihar, Madhya Pradesh and Uttar Pradesh are the ones whose per capita PDS off-take has been the lowest.

5.67 From 1.6.1997 Government decided to have a Targeted Public Distribution System (TPDS). Under TPDS a of 10 kgs of, food-grains per family per month is being issued at subsidised rates to the States on the basis of the number of families living below the poverty line (BPL). The non-BPL families are entitled to food grains on the same pattern as the existing PDS. In this connection, it may be mentioned that a Working Group on National Policy on Public Distribution System (PDS) set up by the Planning Commission in August, 1995 had recommended in its report that 20 kgs. of food-grains should be made available to below the poverty line (BPL) house-holds by the Govt. The reduction in the quantity of the food-grains to be issued to the BPL households to 10 kgs. per family per month from the recommendation of the working group of 20 kgs. is a substantial reduction in the food-grains quantity to be made available to the poor house-holds. If the family size is taken of an average of 5 members the availability of foodgrains works out to 2 Kgs. of foodgrains per family member per month. This quantity of foodgrain is completely inadequate to take care of the food requirement of the poor people. The Commission recommends the PDS should focus on the poorest section particularly those belonging to Scheduled Castes and Scheduled Tribes. FCI has sufficient food grains. At present, rice and wheat are being exported. Therefore, it is possible to give at least 20 kgs. of food-grains to each SC and ST family every month, as recommended by the Planning Commission.

5.68 Leakages have very often been alleged in the PDS. A very large number of ration cards issued under the Public Distribution System are not genuine. At least 30% to 40% of the supplies meant for PDS end up on the black market. As long as these loopholes persist, SCs and STs will suffer. Black marketing and racketeering must be prevented to ensure adequate supplies to SCs and STs. The press reports have also pointed out to the poor quality of the foodgrains being supplied at the ration shops and frequent non-availability of foodgrains which require adequate supervision of the Fair Price Shops. It would be appropriate if Pachayati Raj Institutions are involved in the supervision of Fair Price Shops and also in identification of persons below the poverty line for entitlement of subsidised grains.

Sanitation

5.69 The concept of sanitation earlier limited to disposal of human excreta has been widened which includes liquid and solid waste disposal and hygiene i.e. personal, domestic as well as environmental hygiene. In this connection it may be stated that Provision of sewerage and drainage facilities in the urban areas and also in the rural areas has not received adequate attention in the development plans so far. As a result there has been degradation of the environment with serious health impact from the water-borne and vector-borne infections. The rapid industrialization of the country has further contaminated the rivers and other sources of drinking water with chemical wastes leading to severe health hazards. The poorer sections of the people specially the Scheduled Castes and Scheduled tribes have been the worst sufferers of the pollution of rivers and other water sources as these people very often live in the outskirts in rural and urban areas with poor drainage facilities and depend on these water bodies for meeting their requirements of drinking water.

5.70 Centrally Sponsored Scheme of urban low cost sanitation for liberation of scavengers was an important scheme of the Eighth Plan for urban sanitation. The scheme aims at conversion of dry latrines in urban areas of the country numbering around 50 lakh units into low cost pour flush sanitary latrines and 100% liberation of scavengers on "whole town" coverage basis. In the Ninth five Year document it has been reported that up to 31st March 1997, 760 schemes were sanctioned in 1155 towns to construct 14.52 lakh new units and convert 90.25 lakhs dry latrines into low cost pour flush latrines for the individual house holds and 3463 community latrines. In terms of the actual work done 6.95 lakh units were completed up to Eighth Plan period out of 33.77 lakh units sanctioned. Thus it is seen that the achievement of only 20.6% is way behind the target set for urban sanitation. It is further reported by the Govt. that in an evaluation of the scheme it was found that relatively better off families took away a substantial number of the pour flush latrines. Moreover, the recommended technology was unsuitable in some places and adequate funds were not provided to the programme.

5.71 Ganga Action Plan is another Centrally Sponsored Scheme implemented by the Union Ministry of Environment and Forests to improve the sanitation facilities in 25 class-I cities along with the river Ganga in the States of Uttar Pradesh, Bihar and West Bengal.

5.72 In the case of rural areas it is estimated that the population coverage by sanitary latrines has increased from 11% to about 16% during Eighth Five Year Plan. Thus 1% rural population has been provided by sanitary latrines per annum during the Eighth Five Year Plan. At this slow rate it would take a very long period of time to cover rural population with proper sanitation facilities. Therefore, it is suggested that the Government

should accord high priority to the programmes of rural sanitation with active involvement of the NGOs and Panchayats.

5.73 Based on the recommendations of the National Seminar on Rural Sanitation held in September, 1992 the Govt. reviewed its programme on Rural Sanitation i.e. Central Rural Sanitation Programme (CRSP) for the 8th Five Year Plan. The revised programme envisaged acceleration of coverage of rural population specially the households below poverty line with sanitation facilities; to generate a need for sanitation through awareness creation and health education involving voluntary organisation and Panchayati Raj Institutions, to eradicate manual scavenging by converting all existing dry latrines in rural areas into low cost sanitary latrines and to encourage, appropriate technology, and to provide drinking water and toilet facilities in all schools in rural areas.

5.74 It is proposed in the programme to support construction of individual household latrines by persons below poverty line in a cluster of 20 or more in a village. The unit cost of construction should be limited to Rs. 2,500 of which 80 per cent could be paid as subsidy to the selected beneficiaries below the poverty line. Out of the total annual funds the minimum of 25 per cent are to be earmarked for paying subsidy to the individual households for Scheduled Castes and another 10 per cent for Scheduled Tribes below the poverty line where the percentage of SC/ST population to total population below poverty line is less than 20 per cent. Where the SC/ST population below poverty line is more than 20 per cent of the total population below the poverty line, earmarking should be enhanced at least to match the percentage of SC/ST population. In the case of beneficiaries belonging to SC/ST and other categories additional funds can be channelised from JRY for subsidizing construction of additional number of individual sanitary latrines.

5.75 Up to 10 per cent of the annual funds can be utilized to provide public latrines in selected villages where the Panchayats, Charitable Trusts/NGOs offer to construct and maintain village complexes exclusively for the use of women.

5.76 UNICEF have demonstrated the validity of the concept of sanitary marts by implementing the scheme through voluntary organisation like Ramakrishna Mission in Midnapur district, West Bengal. Rural Sanitary Marts are outlets dealing with materials required for construction of latrines and other sanitary facilities. UNICEF provides assistance of Rs. 50,000 for each mart with turnover of Rs. 2.00 lakh per annum. The managerial subsidy is provided upto Rs. 18,000 per annum for a period of two years. One time assistance up to Rs. 12,000 is provided for publicity. Central Govt. provides assistance for setting up of the Rural Sanitary Marts where UNICEF assistance of Rs.50, 000 is not available.

5.77 States are also assisted to develop model villages under integrated rural sanitation programme covering facilities like sanitary, latrines conversion of dry latrines, garbage pits, soakage pits, drains, pavement of lanes, sanitary latrines in anganwadi schools, panchayat ghars, health centers, smokeless chullahs, cleanliness of ponds, tanks, clean surroundings around stand posts, hand pumps etc. The Ministry of Rural Areas and Employment have reported that so far the State Government of Andhra Pradesh, Bihar, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Uttar Pradesh, Maharashtra, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal have taken up model villages scheme.

5.78 State-wise details of the physical progress in respect of construction of sanitary latrines is given at **ANNEXURE-5.X**. It may be seen that in the year 1997, 1999 achievements is about 49 per cent of the target at all India level. The statement in respect of financial progress under the Rural Sanitary Programme shows that 66 per cent of the total available funds of Rs.112.72 crores in the 1997-98 were spent. The expenditure on SC/ST as percentage to total expenditure was only 28.70%. Since this Programme aims to benefit the people below the poverty line the expenditure on SC/ST should be suitably enhanced.

5.79 Additional investments in sewerage, drainage, waste disposal, sanitary latrines etc. will improve the pitiable lot of scavengers. This must be the most important objective of all sanitation schemes-actual liberation of scavengers. The budget outlays are not adequate to achieve the targets. Even SC and ST beneficiaries are not able to realize all the benefits. For the components of SCs and STs, expenditures must be enhanced now.

Recommendations

5.80 The Commission makes the following recommendations in respect of the various components covered under the Minimum Needs Programme:

- i **Availability of schooling facilities in SC bastis and tribal areas, particularly with regard to Upper Primary Schools and above, is poor, leading to higher drop out rates among children of these communities. The reasons for high drop out rate should be found out to set the problem right. The availability of schooling facilities in the SC basti and tribal areas need to be brought, at least, at par with the schooling facilities for children of other communities.**
- ii **The children of SC and ST communities have access to only Government run schools, which have very poor academic and infrastructure standards. Special attention should be given to improve the standard in such schools.**
- iii **To give access to the deserving and talented SC and ST children to quality education a network of residential schools should be set up which should be run on public school model. Residential/transit hostels should be set up in the tribal areas and tribal children should be accommodated in these transit hostels for a period 3 to 4 months when their parents move away in search of livelihood. Quality of food, sanitation and upkeep of school/hostel buildings for the SC/ST children should be improved.**
- iv **All scholarship, fellowships, internships, allowances, etc. to SC/ST students should be suitably enhanced and its increase linked to the changes in the price.**
- v **Mid-day-meal scheme has helped in decreasing the dropout rates among children of SCs and STs. The scope of the programme should be enhanced and its implementation streamlined.**
- vi **Government has been earmarking Rs. 250 crores since 1997-98 under Kasturba Gandhi Swantantra Vidyalaya Scheme for improving female**

literacy among the weaker sections. This scheme should be operationalised without further delay.

- vii Passage of the Constitution (83rd Amendment) Bill, 1997, making elementary education a Fundamental Right, may be expedited.
- viii A Central Scheme for sponsoring deserving SC/ST children in the existing public schools may be taken up urgently. Reputed NGOs should be supported for educating children belonging to SCs and STs in providing quality education at par with public schools.
- ix To give better health coverage to SCs/STs, the existing norms for Sub-Centres and PHC'S in SC basties, urban slums and tribal areas may be suitably revised.
- x In the tribal areas most ~~of the~~ health institutions remain without qualified personnel. The State Government should formulate clear policies for allocating medical and para-medical personnel through a system of package of incentives. Additional costs on account of such incentives should be borne from the grants under Article 275 (1) of the Constitution. The State Government may concerned setting up separate cadre of medical and para medical personnel for the tribal areas. Adequate incentive should be provided for those who volunteer to serve in the tribal areas.
- xi To improve the effectiveness and outreach of the health programme the existing indigenous systems of health case in the tribal areas should be suitably integrated with the modern system of medicine through training and orientation programmes.
- xii To give better access to the allocations work Indira Avas Yojana, a separate component may be provided for SCs and STs to meet their housing requirements. Utilization of funds under this Scheme has not been fully satisfactory in many of the States, which needs to be improved.
- xiii Credit-cum-subsidy scheme under Indira Avas Yojana needs to be targeted more specifically to SC/ST beneficiaries. The existing limit of assistance of Rs 20,000/- in plain areas and Rs. 22,000/- in hilly or difficult area is too small. It should be raised so that suitable house could be built to accommodate the members of a family. The Commission suggests that at least Rs.30,000/- per house assistance should be provided, instead of Rs. 20,000/- due to price escalation in building materials.
- xiv Equity base of Rural Housing and Development Corporation is inadequate and needs to be strengthened. Housing for eligible SC/ST beneficiaries should form special focus of this Corporation.
- xv Inaccessibility is the main problem in effective implementation of development programmes in the tribal areas. Therefore, very high priority needs to be given for laying road network in the tribal areas and also providing facilities.
- xvi Most of the States are finding it difficult to mobilise resources for meeting their share of the cost of ICDS and to further expand their

programme. The SCs and STs being the most vulnerable sections of the society and the incidence of mal-nutrition being higher among them, this programme should be more specifically focused on them.

- xvii Aganwadi workers should be more intensively trained in the field of nutrition and growth monitoring.
- xviii Instances of practice of untouchability in implementation of ICDS programme has come to the notice of the Commission. The concerned officials should be made aware of the provision of Protection of Civil Rights, Act 1955 and for its effective implementation.
- xix The existing scale of 10 kgs of foodgrains per family per month needs to be enhanced keeping in view the recommendations of the Working Group on National Policy on Public Distribution System set up by the Planning Commission in 1995. The PDS should focus on the poorer sections, particularly those belonging to the Scheduled Castes and the Scheduled Tribes.
- xx Panchayat Raj Institution may be involved in supervising the functioning of Fair Price Shops in the rural areas and also in identification of persons below the poverty line. There is already a provision for issuing a card to those living Below the Poverty Line (BPL). These cards should also mention the caste.
- xxi The large number of ration cards are not genuine and large quantities of supplies meant for public distribution system end up in the black market. As long as these loopholes persist, members of SC and STs will continue to suffer. Black marketing and racketeering must be prevented to ensure adequate supplies to SCs and STs.
- xxii The ration shops allotted to SC and ST persons should be run by them and Government should provide all necessary support to ensure that these shops are not run by others in the name of SCs and STs.
- xxiii Even after 50 years of Independence, the system of carrying night-soil on head is continuing in some parts of the country. Additional investments in sewerage, drainage, waste disposal, sanitary latrines, etc. should be made to liberate the scavengers from the practice of carrying night-soil in a time-bound manner.
- xxiv Implementation of the Centrally Sponsored Scheme of urban low cost sanitation for liberation of scavengers has not been satisfactory. This programme needs to be properly coordinated between the Ministry of Urban Development and Ministry of Social Justice and Empowerment and more effectively implemented.
- xxv Programme of sanitary latrines in the rural areas has been given very low priority. This programme should be given higher priority and increased financial allocation and implemented in close coordination with NGO's and local bodies.
- xxvi Utilisation of funds under Rural Sanitary Programme was only 66% in 1997-98. The expenditure under this programme should be stepped up.

COVERAGE OF POPULATION UNDER RURAL WATER SUPPLY PROGRAMME AS ON 1-4-1998

S.No.	State/UT	Rural population as per 1991 Census				Total coverage up to 1997-98				Percentage coverage up to 1997-98			
		Total	General	SC	ST	Total	General	SC	ST	Total	Gen.	SC	ST
1	Andhra Pr.	486.209	359.82	87.586	38.803	484.948	361.966	81.712	41.27	99.74	100.6	93.29	106.36
2	Arun. Pr.	7.539	2.328	0.029	5.182	7.401	1.395	0.018	5.988	98.17	59.94	60.38	115.55
3	Assam	199.265	157.191	14.301	27.773	144.675	116.732	10.519	17.424	72.6	74.26	73.55	62.74
4	Bihar	750.215	574.307	114.371	61.537	767.177	571.972	118.485	76.72	102.26	99.59	103.6	124.67
5	Goa	6.9	6.772	0.127	0.001	6.702	6.604	0.098	0	97.13	97.52	77.30	0.00
6	Gujarat	270.635	195.009	18.994	56.632	258.121	189.995	17.609	50.518	95.38	97.43	92.71	89.20
7	Haryana	124.089	97.336	26.753	0	158.55	126.051	32.499	0	127.77	129.5	121.48	0
8	Himachal Pr.	47.217	32.815	12.273	2.129	40.618	29.685	9.098	1.835	86.02	90.46	74.13	86.19
9	J & K	58.79	53.55	5.24	0	47.801	42.515	5.286	0	81.31	79.39	100.88	0
10	Karnataka	310.694	237.947	56.452	16.295	345.047	266.845	59.218	18.984	111.06	112.14	104.9	116.5
11	Kerala	214.182	187.565	23.519	3.098	103.451	90.21	11.882	1.359	48.3	48.1	50.52	43.86
12	Madhya Pradesh	508.423	286.672	75.224	146.5277	524.504	298.76	74.739	151.00	103.16	104.22	99.36	103.06
13	Maharashtra	583.956	364.378	55.52	64.058	552.628	444.627	45.459	62.542	114.19	122.02	81.88	97.63
14	Manipur	13.315	7.349	0.177	5.789	11.49	7.537	0.112	3.841	86.29	102.56	63.42	66.35
15	Meghalaya	14.447	1.276	0.05	13.121	13.282	1.334	0.021	11.927	91.94	104.52	42.67	90.9
16	Mizoram	3.718	0.132	0.005	3.581	2.803	0.017	0.002	2.784	75.39	13.24	30.41	77.74
17	Nagaland	10.013	0.682	0	9.331	6.181	0.139	0	6.042	61.73	20.38	0	64.75
18	Orissa	274.248	161.756	45.787	66.705	220.959	134.494	33.868	52.597	80.57	83.15	73.97	78.85
19	Punjab	142.887	97.263	45.624	0	96.235	67.17	29.065	0	67.37	69.06	63.71	0
20	Rajasthan	339.389	226.159	61.025	52.205	280.696	188.496	48.113	44.087	82.71	83.35	78.84	84.45
21	Sikkim	3.695	2.647	0.213	0.835	3.15	2.239	0.178	0.733	85.25	84.57	83.8	87.78
22	Tamil Nadu	367.814	278.482	84.28	5.052	292.152	225.87	63.058	3.224	79.43	81.11	74.82	63.82
23	Tripura	23.355	11.165	3.797	8.393	24.13	11.907	4.491	7.732	103.32	106.65	118.28	92.12
24	Uttar Pradesh	1115.064	854.12	258.234	2.71	1004.127	752.218	250.486	1.423	90.05	88.07	97	52.51
25	West Bengal	493.704	321.526	136.054	36.124	404.51	263.684	110.529	30.297	81.93	82.01	81.24	83.87
26	A & N Island	2.057	1.794	0	0.263	2.188	1.859	0	0.329	106.37	103.61	0	125.17
27	Dadra & Nagar Haveli	1.268	0.187	0.022	1.059	1.343	0.187	0.024	1.132	105.91	100	109.09	106.89
28	Dam. & Diu	0.54	0.424	0.024	0.092	0.601	0.485	0.024	0.092	111.3	114.39	100	100
29	Delhi	9.49	7.413	2.077	0	8.25	6.444	1.806	0	86.93	86.93	86.95	0
30	Lakshadweep	0.226	0.011	0	0.215	0.467	0.031	0	0.436	206.64	281.82	0	202.79
31	Pondicherry	2.908	2.131	0.777	0	4.42	3.234	1.186	0	151.99	151.76	152.64	0
32	Chandigarh	0.662	0.521	0.141	0	0.662	0.521	0.141	0	100	100	100	0
Total		6286.914	4530.728	1128.676	627.51	5819.269	4215.223	1009.726	594.32	92.56	93.04	89.46	94.71

Note:- 1. The population coverage is based on the survey data and progress achieved during 1994-98 as reported by the States/UTs

2. The population coverage for D & N Haveli, Daman & Diu, Pondicherry and Chandigarh are based upon reports received as survey results for these are not available

3. Coverage of more than 100% in some cases is due to growth in population after 1991 Census.

ANNEXURE 5.II

Enrolment ratio in classes I-V and VIII of SC, ST, General students during 1995-96

S. No	State/UT	Class(I-V)1995-96			Class (VI-VIII) 1995-96		
		SC	ST	General	SC	ST	General
1	Andhra Pradesh	131.4	122.96	94.9	55.08	34.6	47.7
2	Arunachal Pradesh	26.2	116.26	110	17	48.9	53.3
3	Assam	248.5	184.18	128.8	176.16	104.7	79.1
4	Bihar	77.8	77.4	75.1	26.62	28.34	35.3
5	Goa	40.4	12.38	95.1	62.79	16.1	89.6
6	Gujarat	182.9	140.91	81.1	97.32	55.3	71.6
7	Harayana	107		85.6	57.36		64.2
8	Himachal Pradesh	45.4	101.09	110.8	76.8	66.4	101.8
9	J & K	90.6		81.2	70.34		60.5
10	Karnataka	148.5	149.52	127.4	70.4	65	92.6
11	Kerala	105	121.32	96.9	116.46	100.4	103.3
12	Madhya Pradesh	112.2	77.18	101.4	59.19	31.4	68.4
13	Maharashtra	263.3	129.71	122.9	159.53	56.5	85
14	Manipur	165	125.38	96.4	92.86	67.9	66.4
15	Meghalaya		111.86	114.4		47.2	48.6
16	Mizoram		125.02	118.1		71	67.4
17	Nagaland		151.62	127.3		61.7	51.9
18	Orissa	123.7	89.64	95.6	57.29	32.9	56.2
19	Punjab	132.4		91.5	72.65		69.7
20	Rajasthan	85.5	86.84	103.4	50.93	51.7	56.9
21	Sikkim	108.4	100.35	40.6	47	43.4	50.7
22	Tamil Nadu	165.6	132.15	152.6	98.34	66	109.1
23	Tripura	145.7	143.95	123.5	65.01	50.9	62
24	Uttar Pradesh	68.8	82.54	89.1	35.7	41	54.7
25	West Bengal	123.5	123.09	125.5	70.59	76.8	97.2
26	A&N Islands		48.47	72.9		42.3	71.1
27	Chandigarh	87.3		38.2	68.83		35.6
28	Dadra & Nagar Haveli	79.6	116.02	112.7	96	44.9	50.6
29	Daman & Diu			90.8			83.7
30	Delhi	87		72.1	70.83		69.3
31	Lakshadweep		136.14	125.3		104	96.6
32	Pondicherry	154.4		124.5	157.03		111.3
	India	11.91	113.03	104.30	61.33	50.04	67.60

Drop-out rates of Scheduled Castes-1990-91

S. No.	State/UT	Drop-out rate at Primary stage			Drop-out rate at Middle stage			Drop-out rate at Secondary stage		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	Andhra Pr.	62.41	67.76	64.72	79.39	86.89	82.63	84	88.63	86
2	Arun. Pr.									
3	Assam	48.85	56.8	52.27	65.9	65.18	65.58	63.38	61.09	62.42
4	Bihar	67.53	72.52	68.94	83.63	88.63	84.97	88.12	93.015	89.39
5	Goa	53.67	51.72	52.81	68.07	73.3	70.42	78.06	84.49	81.07
6	Gujarat	23.05	44.17	32.46	52.35	70.37	60.5	65.19	79.26	71.29
7	Haryana	30.62	41.65	36.01	52.31	70.65	59.64	73.04	86.86	78.12
8	Him. Pr.	39.1	40	39.5	42.04	50.33	45.64	62.85	74.3	67.78
9	J & K	24.5	25.3	24.86	34.67	28.43	32.33	77.68	81.63	79.09
10	Karnataka	48.78	57.11	52.54	61.93	80.03	70.99	70.31	81.34	75.03
11	Kerala	2.91	5.04	3.94	9.92	7.83	8.91	54.01	47.93	51.05
12	Madhya Pr.	33.44	53.08	41.17	58.87	78.44	65.62	51.87	85.28	61.58
13	Maha	35.3	48.92	41.73	52.17	68.43	59.66	65.85	79.4	71.96
14	Manipur	79.8	82.87	81.33	84.29	85.96	85.14	81.31	82.07	81.7
15	Meghalaya	20.86	15	17.96	69.59	71.81	70.62	18.52	43.08	30.57
16	Mizoram									
17	Nagaland									
18	Orissa	57.42	57.32	57.36	74	81.24	76.75	78.48	86.47	81.54
19	Punjab	36.43	41.53	38.72	60.9	69.35	64.66	75.82	83.66	79.34
20	Rajasthan	63.22	71.07	66.02	72.12	85.46	74.99	79.97	81.82	82.07
21	Sikkim	96.91	67.86	94.76	86.72	85.85	86.33	91.99	90.93	91.51
22	Tamil Nadu	23.14	29.57	26.16	49.03	50.83	19.85	73.39	82.33	77.32
23	Tripura	56.92	61.63	59.1	72.06	79.14	75.38	85.39	89.58	87.29
24	Uttar Pr.	30.7	57.41	40.06	59	69.88	61.76	68.22	84.58	72.2
25	West Bengal	59.3	63.71	61.03	74.66	84.92	79.26	88.15	89.83	88.81
26	A&N Islands									
27	Chandigarh	16.33	36.39	25.02	99.58	24.12	60.97	25.49	17.97	21.9
28	Dadra & Nagar Haveli	45.9	52.94	49.61	16.67	10.34	5.63	44.9	34.15	40
29	Daman & Diu									
30	Delhi	50.8	55.17	52.82	44.96	53.33	48.81	58.98	73.39	65.36
31	lakshadweep									
32	Pondicherry					25.49	14.23	74.3	83.38	77.65
	India	46.27	53.86	49.35	64.34	73.24	7.77	74.3	83.38	77.65

ANNEXURE 5.IV

Drop-out rates of Scheduled Tribes-1990-91

S. No.	State/UT	Drop-out rate at Primary stage			Drop-out rate at Middle stage			Drop-out rate at Secondary stage		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	Andhra Pr.	66.65	71.95	68.64	85.6	90.92	87.57	90.1	93.3	91.29
2	Arun. Pr.	62.21	58.19	60.71	77.67	77.81	77.72	80.32	87.44	82.93
3	Assam	65.13	67.1	66	72.15	74.95	73.34	72.11	75.76	73.66
4	Bihar	70.96	71.8	71.26	85.12	86.81	85.71	90.72	92.37	90.99
5	Goa									
6	Gujarat	53.98	66.05	59.39	75.35	83.26	78.66	84.59	88.9	86.39
7	Haryana									
8	Him. Pr.	37.4	35.76	36.74	38.51	51.88	43.75	61.94	65.96	63.39
9	J & K									
10	Karnataka	55.24	78.71	56.71	41.46	54.17	54.17	66.45	74.56	69.89
11	Kerala	9.26	17.22	13.16	34.82	35.31	35.31	68.25	64.11	66.3
12	Madhya Pr.	31	52.27	38.59	67.52	75.98	75.98	81.61	91.79	85.66
13	Maha	56.24	63.88	59.48	70.86	74.84	74.84	80.62	88.19	83.71
14	Manipur	77.96	78.8	78.34	84.76	85.25	85.25	85.13	87.18	85.94
15	Meghalaya	68	67.95	67.98	78.95	81.87	81.87	71.5	70.96	71.25
16	Mizoram	57.91	58.37	58.13	76.75	55.31	55.31	45.08	42.29	44.03
17	Nagaland	45.83	49.23	47.47	61.93	60.09	60.09	75.04	73.56	74.42
18	Orissa	78.03	74.14	76.81	84.39	84.94	84.94	86.84	91.86	88.56
19	Punjab									
20	Rajasthan	73.01	84.2	75.92	76.83	79.6	79.6	79.8	91.67	81.61
21	Sikkim	68.22	54.97	62.81	81.6	78.1	78.1	88.09	85.97	87.18
22	Tamil Nadu	37.82	50.55	43.71	51.48	51.24	51.24	62.83	71.4	66.4
23	Tripura	70.78	73.72	72.03	84.23	85.34	85.34	91.01	94.3	92.37
24	Uttar Pr.	15.81	64.42	37.31	47.61	55.47	55.47	44.41	77.85	54.06
25	West Bengal	62.47	69.68	65.07	81.97	84.2	84.2	92.22	92.42	92.28
26	A&N Islands	7.67	17.1	12.09	35.54	33.2	33.2	64.8	64.21	64.54
27	Chandigarh									
28	D&N Haveli	35.79	63.57	48.36	62.31	67.26	67.26	89.19	91	87.09
29	Dam. & Diu									
30	Delhi									
31	Lakshadweep		10	7.64	29.66	37.07	37.07	69.69	78.12	73.72
32	Pondicherry									
	India	60.28	66.14	62.52	75.67	82.19	78.57	78.57	83.34	87.71

Literacy Rates 1991

S.No.	State/UT	Total			Secheduled Castes			Scheduled Tribes		
		Person	Male	Female	Person	Male	Female	Person	Male	Female
1	Andhra Pradesh	44.09	55.13	32.72	31.59	41.88	20.92	17.16	25.25	8.68
2	Arun. Pradesh	41.59	51.45	29.69	57.27	66.25	41.42	34.45	44	24.94
3	Assam	52.89	61.87	43.03	53.94	63.88	42.99	49.16	58.93	38.98
4	Bihar	38.48	52.49	228.89	19.49	30.64	7.07	26.78	38.4	14.75
5	Goa	75.51	83.64	67.09	58.73	69.55	47.51	42.91	54.43	29.01
6	Gujarat	61.29	73.13	48.64	61.07	75.47	45.54	36.45	48.25	24.2
7	Haryana	55.85	69.1	40.47	39.22	52.06	24.15			
8	Himachal Pradesh	63.86	75.36	52.17	53.2	64.98	41.02	47.09	62.74	31.18
9	J&K	-	-	-	-	-	-	-	-	-
10	Karnataka	56.04	67.26	44.34	38.06	49.69	25.95	36.01	47.95	23.57
11	Kerala	89.81	93.62	86.17	79.66	85.22	74.31	57.22	63.38	51.07
12	Madhya Pradesh	44.2	58.42	28.85	35.08	50.51	18.11	21.54	32.16	10.73
13	Maharashtra	64.87	76.56	52.32	56.46	70.45	41.59	36.79	49.09	24.03
14	Manipur	59.89	71.63	47.6	56.44	65.28	47.41	53.63	62.39	44.48
15	Meghalaya	49.1	53.12	44.85	44.27	54.56	31.19	46.71	49.78	43.63
16	Mizoram	82.27	85.61	78.6	77.92	77.54	81.25	82.71	86.66	78.7
17	Nagaland	61.65	67.62	54.75				60.59	66.27	54.51
18	Orissa	49.09	63.09	34.68	36.78	52.42	20.74	22.31	34.44	10.21
19	Punjab	58.51	65.66	50.41	41.09	49.82	31.03			
20	Rajasthan	38.55	54.99	20.44	26.29	42.38	8.31	19.44	33.29	4.42
21	Sikkim	56.94	65.74	46.69	51.03	58.69	42.77	59.01	66.8	50.37
22	Tamilnadu	62.66	73.75	51.33	46.74	58.36	34.89	27.89	35.25	20.23
23	Tripura	60.44	70.58	49.65	56.66	67.25	45.45	40.37	52.88	27.34
24	Uttar Pradesh	41.6	55.73	25.31	26.85	40.8	10.69	35.7	49.95	19.86
25	West Bengal	57.7	67.81	46.56	42.21	54.55	28.87	27.78	40.07	14.98
26	A&N Island	73.02	78.99	65.46				56.62	64.16	48.74
27	Chandigarh	77.81	82.04	72.34	55.44	64.74	43.54			
28	D&N Haveli	40.71	53.56	26.98	77.64	88.03	66.61	28.21	40.75	15.94
29	Daman & Diu	71.2	82.66	59.4	79.18	91.85	67.62	52.91	63.58	41.49
30	Delhi	75.29	82.01	66.99	57.6	68.77	43.82			
31	Lakshadweep	81.78	90.18	72.89				80.58	89.5	71.72
32	Pondicher	74.74	83.68	65.63	56.26	66.1	46.28			
	India	52.21	64.13	39.29	37.41	49.91	23.76	29.6	40.65	18.19

Source: Census of India 1991 Final Population Total (paper 2 of 1992)

Census was not held in J&K

ANNEXURE 5.VI

Course wise Enrolment in Classes XI & XII Attached to Degree Colleges

Type of Course	No. of degree Colleges Offering the Courses	Class XI						Class XII					
		All communities		SCs		STs		All communities		SCs		All communities	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Art Humanities & Social Science	2582	329091	215577	51128	25003	33204	20118	330752	207402	51948	23652	30343	17232
Science	1869	223954	105104	23661	10383	8580	3274	220113	102192	22360	9326	8022	3381
Commerce	1611	129835	57460	14785	5493	6048	1442	120352	53773	13243	4875	5914	1322
Technical	25	2120	486	235	86	116	17	2181	581	208	58	110	8
Agriculture	277	11631	3253	1201	354	520	198	8934	2648	995	246	382	169
Any other	65	2375	865	331	95	74	18	2277	822	309	120	69	18
Total	2986	699006	382745	91345	41414	48542	25067	684609	367418	89063	38280	44840	22130

Source: 6th All India Educational Survey Vol. V

ANNEXURE 5.VII

Indira Awaas Yojana-Financial Performance During 1997-98

(Rs. in Lakhs)

Name of the States	O.B.as on 1.4.97 Tentative	Central Allocation	Releases made so far			Availability (Col. 2+6)	Total Expenditure	% of utilisation	Reporting month
			Centre	State	Total				
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	6424.43	8970.34	9603.38	2400.85	12004.23	18428.66	11524.94	62.54	Feb.98
Arunachal Pradesh	201.74	80.71	103.21	25.8	129.01	330.75	166	50.19	Feb.98
Assam	1366.52	2952.83	2931.07	732.77	3663.84	5030.36	2917.77	58	Feb.98
Bihar	3441.83	17597.09	15130.72	3782.68	18913.4	22355.23	17498.76	78.28	Feb.98
Goa	100.59	87.63	51.46	12.87	64.33	164.91	88.47	53.65	Mar.98
Gujarat	0	3292.97	3424.02	856.01	4280.03	4280.03	2907.01	67.92	Feb.98
Haryana	0	790.96	58.55	189.64	948.19	948.19	589.38	62.16	Feb.98
Himachal Pradesh	19.67	276.72	467.78	116.95	584.73	604.4	452.05	74.79	Mar.98
Jammu & Kashmir	721.97	562.66	607.12	151.78	758.9	1480.87	584.22	39.45	Jan.98
Karnataka	2072.92	6024.43	5820.36	1455.09	7275.45	9348.37	9206.4	98.48	Mar.98
Kerala	822.89	2191.85	2148.56	537.14	2685.7	3008.59	2975.78	98.91	Mar.98
Madhya Pradesh	5536.51	11368.58	11695.62	2923.71	14619.53	20156.04	10084.22	50.03	Jan.98
Maharashtra	0	9779.75	9966.74	2492.19	12460.93	12460.93	16856.98	135.28	Mar.98
Manipur	285.78	103.77	56.69	14.17	70.86	356.64	229.78	64.43	Mar.98
Meghalaya	0	121.07	46.73	11.68	58.41	58.41	54.04	92.51	Feb.98
mizoram	0	50.73	54.47	13.62	68.09	68.09	66.54	97.72	Mar.98
Nagaland	344.14	129.14	435.83	108.96	544.79	888.93	1933	217.45	Feb.98
Orissa	2373.47	7277.74	7443.57	1860.89	9304.46	11677.93	6178.58	52.91	Feb.98
Punjab	377.75	562.65	478.32	119.58	597.9	975.65	829.9	85.06	Mar.98
Rajasthan	2129.72	4723.84	3888.4	972.1	4860.5	6990.22	5842.8	83.59	Mar.98
Sikkim	0	47.27	41.21	10.3	51.51	51.51	51.13	99.26	Feb.98
Tamil Nadu	1012.6	8110.2	8708.09	2177.02	10885.11	11897.71	20881.44	175.51	Mar.98
Tripura	0	134.9	144.84	36.21	181.05	181.05	266.55	147.22	Mar.98
Uttar Pradesh	4900.16	21863.19	22995.15	5748.79	28743.94	33644.1	16869.07	50.14	Feb.98
West Bengal	5458.65	8039.78	4547.01	1136.75	5683.76	11142.42	5350.71	48.02	Jan.98
A & N Islands	0	47.27	47.27	0	47.27	47.27	20.28	42.9	Mar.98
D & N Haveli	19.54	25.37	11.63	0	11.63	31.17	14.16	45.48	Mar.98
Daman & Diu	8.27	14.99	7.49	0	7.49	15.76	7.7	48.86	Mar.98
Lakshadweep	28.05	24.21	0	0	0	28.05	12.52	44.63	Mar.98
Pondicherry	76.29	47.27	93.85	0	93.85	170.14	120.27	70.69	Feb.98
Total	37223.48	115300	111711.4	27887.73	139598.87	176822.34	134580.4	76.11	

Source:- Annual Report 1997-98 Ministry of Rural Area Empowerment.

ANNEXURE 5.VIII

Indira Awaas Yojana-Physical Performance During 1997-98

(Rs. in Lakhs)

Name of the States	Target	Houses Constructed				Achievement		% of Achievment to completion	Reporting month
		SC	ST	SC+ST	Others	Total Houses Constructed	Houses in progress		
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	56065	41288	13409	54697	33614	88311	32354	157.52	Feb.98
Arunachal Pradesh	459	0	291	291	0	291	679	63.4	Feb.98
Assam	18455	2642	4267	6909	3661	10570	5923	57.27	Feb.98
Bihar	109982	44370	21364	65734	20006	85740	39841	77.96	Feb.98
Goa	548	0	0	49	463	512	1499	93.43	Mar.98
Gujarat	20581	2688	10688	13376	4478	17854	12553	88.75	Feb.98
Haryana	4943	2149	0	2149	893	3042	702	61.54	Feb.98
Himachal Pradesh	1572	976	210	1186	657	1843	355	117.24	Mar.98
Jammu & Kashmir	3197	0	0		4306	4306	9815	134.69	Jan.98
Karnataka	37653	23326	5870	29196	14326	43522	19651	115.59	Mar.98
Kerala	12454	7122	926	8048	4786	12834	11917	103.05	Mar.98
Madhya Pradesh	71054	17135	26708	43843	21761	65604	72964	92.33	Jan.98
Maharashtra	61123	19591	18873	38464	22245	60709	19546	99.32	Mar.98
Manipur	590	117	772	889	207	1096	610	185.76	Mar.98
Meghalaya	688	0	305	305	0	305	54	44.33	Feb.98
Mizoram	288	0	302	302	0	302	0	104.86	Mar.98
Nagaland	734	0	1933	1933	0	1933	369	263.35	Feb.98
Orissa	45486	13877	15326	29203	6631	35834	27195	78.78	Feb.98
Punjab	3517	3052	0	3052	183	3235	1282	91.98	Mar.98
Rajasthan	29524	13885	10487	24372	10316	34688	22814	117.49	Mar.98
Sikkim	269	59	193	252	196	448	369	166.54	Feb.98
Tamil Nadu	50689	43190	1887	45077	10753	55830	37994	110.14	Mar.98
Tripura	766	550	1115	1665	0	1665	63	217.36	Mar.98
Uttar Pradesh	36645	70537	783	71320	9638	80958	15153	59.25	Feb.98
West Bengal	50249	15098	4714	19812	9678	29490	13693	58.69	Jan.98
A & N Islands	236	0	2	2	4	6	203	2.54	Mar.98
D & N Haveli	127	0	100	100	0	100	21	78.74	Mar.98
Daman & Diu	75	5	29	34	4	38	19	50.67	Mar.98
Lakshadweep	121	0	60	60	0	60	108	49.59	Mar.98
Pondicherry	235	165	0	165	34	199	539	84.32	Feb.98
Total	718326	321822	140614	462485	178840	641325	348285	89.28	

Source:- Annual Report 1997-98 Ministry of Rural Area Empowerment.

ANNEXURE 5.IX

Integrated Child Development Services (ICDS) State-wise, Nature-wise Sanctioned Projects as on 31.3.1998

S. No.	State/UT	Number of ICDS Project			
		Rural	Tribal	Urban	Total
1	Andhra Pradesh	301	29	33	363
2	Arunachal Pr.	12	39		51(3)
3	Assam	198	23	3	224(5)
4	Bihar	494	93	11	598
5	Goa	11			11
6	Gujarat	181	34	12	227(4)
7	Haryana	109		5	114
8	Himachal Pradesh	67	8		75
9	J&K	123	3	2	128
10	Karnataka	166	7	12	185
11	Kerala	153	1	10	164
12	Madhya Pradesh	329	130	27	486
13	Maharashtra	249	50	27	326
14	Manipur	13	18	1	32
15	Meghalaya	1	29		30
16	Mizoram	1	19	1	21
17	Nagaland	25	26	2	53(2)
18	Orissa	186	126	12	324
19	Punjab	118		5	123
20	Rajasthan	220	30	20	270
21	Sikkim	4		1	5
22	Tamilnadu	384	2	48	434
23	Tripura	13	5	5	23
24	Uttar Pradesh	905	11	19	935
25	West Bengal	298	46	22	366
26	A&N Island	3		26	29
27	Chandigarh	3		2	5
28	D&N Haveli	2	2	1	5(1)
29	Daman & Diu			3	3
30	Delhi		1		1
31	Lakshadweep	2			2
32	Pondicherry		1		1(1)
	Total	4571	733	310	5614(16)

Figures in brackets () indicate number of twin blocks covered under ICDS Scheme

Source: Annual Report 1997-98 of the Deptt. of Women and Child Development

ANNEXURE 5.X

Rural Sanitation Programme (CRSP+MNP)-Physical Progress during 1997-98

S. No.	State/UT	Month	Construction of Sanitary Latrines				Achievment as % of Annual Targets
			Annual Target	No. of sanitary constructed			
				Total Latrines	SC	ST	
1	Andhra Pradesh	3/98	238700	136552	20576	8330	57.21
2	Arunachal Pradesh	3/98	462	216	0	216	46.75
3	Assam	3/98	6000	1961	220	454	32.68
4	Bihar	2/98	59772	1033	196	144	1.73
5	Goa	2/98	11000	4005	24	0	36.41
6	Gujarat	2/98	65000	16000	2253	502	24.62
7	Harayana	2/98	555000	35228	4505	0	63.47
8	Himachal Pradesh	3/98	49672	16455	7104	1315	33.13
9	J & K	1/98	34068	1613	108	540	4.73
10	Karnataka	2/98	278032	87486	21640	8838	31.47
11	Kerala	3/98	27548	26424	5301	512	95.92
12	Madhya Pradesh	1/98	42757	20388	3028	2251	47.66
13	Maharashtra	12/97	80526	104962	17851	7599	130.35
14	Manipur	11/97	5611	777	0	254	13.85
15	Meghalaya	3/98	2082	1910	0	1910	91.74
16	Mizoram	9/97	917	0	0	0	0
17	Nagaland	11/97	2465	0	0	0	0
18	Orissa	11/98	46822	4715	616	173	10.07
19	Punjab	3/98	13527	10326	4836	0	76.34
20	Rajasthan		29466				
21	Sikkim	1/98	1466	1084	141	272	73.94
22	Tamil Nadu	2/98	48700	40475	8002	0	83.11
23	Tripura	12/97	3179	1316	321	752	41.4
24	Uttar Pradesh	2/98	19000	118375	56820	1184	62.3
25	West Bengal	2/98	12000	113377	25049	4693	94.48
26	A&N Islands	3/98	29100	1962	0	1510	6.74
27	Chandigarh		2097				
28	D&N Haveli	3/98	524	31	2	24	5.92
29	Daman & Diu	3/98	524	105	18	63	20.04
30	Delhi		1573				18.52
31	Lakshadweep	2/98	216	40	0	40	85
32	Pondicherry	3/98	420	357	21	0	4.94
33	CAPART	2/97	52431	2590	0	0	
	Total		1500157	749763	178632	41576	49.98

Source: Annual Report 1997-98 Ministry of Rural Areas and Employment.