

CHAPTER-EIGHTH

Summery Conclusion and Policy implications

8.1 Rajasthan is one of the major states of India with regard to the tribal population. It's rank is sixth with respect to percentage to tribal population and sixth with respect to absolute Scheduled Caste population among states. A series of Programmes have been undertaken to change the economic status of SC/ST population in Rural Rajasthan during the post independence period. It is therefore necessary to see whether these programmes have made any significant changes in the life of SC and ST people.

Within Rajasthan there are vast regional variations in the distribution of ST population. It targets 10% of the population resides in the southern part of the state 19 tehsils of the five districts - Dungarpur, Banswara, Udaipur, Sirohi and Chittorgarh fall in the tribal sub-plan region. The SC population has an equalitarian distribution in the state.

Inequitable distribution of benefits of the growth oriented programmes between prosperous and backward people between caste and non-caste persons was officially acknowledged and corrective measures in the form of group

specific programmes were initiated after the independence. SC/ST constituted about 8.26 crores and 4.23 crores population in the country respectively and which is about 8.26 percentage and 7.9 percent of the total population of the country respectively.

The proportionate strength of the SC population at the district level in the state of Rajasthan is highest in Ganganagar, Sawai-Madhopur, Bharatpur and Tonk districts having about 18 percent of the total SC population in the state. Inheriting legacy of the erst while princely states which varied enormously not only in the size and population but also in the levels of economic development.

Social and Cultural heritage and the system of executive and judicial administration Rajasthan was not only a geographical desert one but also a industrial one of the time of its formation. The Scheduled Castes have all along been the victims of economic exploitation as well as social discrimination.

Many tribes found in Rajasthan which are settled in different hilly and forest tracts of the state. These tribes subsist on their own primitive economy and strictly

adhere to their social and cultural traditions even today because of lack of contact with the Scientific and technological development of the present day time. According to census of 1981 the tribal population in the Rajasthan is 4183124 which puts the state in the sixth place in whole of India from the point of view of tribal population. About 96 percent of the total tribal population of Rajasthan belong to rural areas while only 4 percent of them are urbanities.

The state government has made hard efforts for the development of these people after independence as a result of which considerable changes have been noticed in the fields of their education Social organisation and economic conditions. Much emphasis has been laid on the Socio-economic upliftment progress and development of these tribes through different Rural development and other programmes.

8.2 Economic Policy, The Concept of Welfare State, and the Scheduled Caste and Schedule Tribes :

The study of policy concerns with three things i.e. the ends, the means and the nature of the organisation. The pure economist studies a universe consisting not the positions of masses, movements and so on of heavenly bodies but of prices quantities, exchange, output and so on of those things that can be classified as commodities

In the case of the economic Universe most of us have a strong conviction that welfare function of some sort exist. We have policies in regard to the economic universe because prices incomes and wages etc. are affected with human welfare. The problem of Welfare economics, then is how can we go by means of scientific analysis towards defining the best position of any given economic universe. The concept of a welfare function is a very valuable one and it is possible to explore the welfare function of various individuals by a judicious process of questioning and discussion in such a way as to clarify its general form and reveal and in consistencies. It is evident that in any fairly homogeneous society something like a general consensus emerges out of political and economical discussion and it is not therefore unreasonable to assume that over certain ranges of possible positions of the economic universe the welfare functions, that is the value system of most individuals are rather similar. With the rise in the concept of the citizen and the growth of the democratic institutions the concept of the 'Power State' has been challenged by that of the 'general welfare state'. It does not seem to be possible either in theory or in practice to concentrate simply on increasing aggregate income or welfare without committing as to how it should be distributed. Even if the result of the policy is to increase everybody's economic welfare by an equal amount there will still be objection. Economists have a

certain tendency to frame policies without regard to their political feasibility and then to denounce the political process with suitable sneers for not producing what the economist regards as desirable. The economic policy falls under four major sub heads namely - Economic progress, Economic stabilization, economic justice and economic freedom.

In Economics we are concerned with social or group welfare which to begin with may be thought of as the summation of individual welfare or satisfaction, ofcourse society as such does not possess a mind of its own apart from those of individuals. The objective of welfare economics is the evaluation of the social desirability of alternative economics states the welfare economist had their tried their level best to quantity, prosperity and measure welfare to set up standards of judgements by which events and policies judged as economically desirable or optimal.

A welfare state is one which a discrimination based on Caste Creed, religion and other social moorings To put it positively a welfare state is that which affords a level of decent living to all it citizens in terms of provision of basic needs that is food, shelter, clothing health, education, drinking-water, transport, communication

and the like. A rapid Economic growth along with its equitable distribution is thus a sinequanon to a just social order. Removal of poverty would eventually become a potential instrument for achieving the objective of social justice. This it self would insulate the Society from any form of exploitation.

In India with a view to removing the age old handicaps and disabilities suffered by the unprivileged and socially deprived and handicapped groups like scheduled castes, Scheduled tribes and de-notified nomadic and semi-nomadic tribes constituting about one quarter of the total population of the country a series of measures have been initiated during the plan period. For achieving the goal of social justice the involvement and co-operation of all segments of society is essential.

8.3 Constitutional Provisions and Legislation :

The expression Scheduled Caste was first coined by the simon commission and embodied in the Government of India act 1935. Prior to it the people belonging to last 'Varnas' viz. 'Suuras' and 'Avarnas' means not belonging to varnas or exterior castes.

As required under Articles 341 and 342 of the constitution the President has with respect to every state and Union territory and where it is state after

consultation with the Government of the concerned State issued orders notifying various castes and Tribes as SC and ST in relation to that state or Union territories from time to time. A person shall be considered to be a member of SC/ST as the case may be if he belongs to a caste or tribe which has been declared as such by public notification specifying the Castes races or tribes or part of groups within castes or tribes as deemed to be SC/ST in relation to State, Union territory as the case may be.

A resolution number 42/21/45 dated 13th Sept. 1950 was passed to make the reservations in recruitment to posts and services under them (the detailed reservation percentage for different classes has already been mentioned in chapter 3rd).

During the discussion in parliament on the report of Commissioner for SC/ST over the inadequate representation of these classes in services it was felt that immediate steps be taken to fill in the backlog represented by the gap between the targeted percentage of reservation and actual representation of SC/ST in service.

Some legislative and legal safe guards has also been provided to these depressed classes. On of the most effective amongst those is untouchability (offences) Act

1955. The act is a fairly comprehensive piece of legislation and has as a perusal of the Act provided for an adequate punishment for enforcing certain religious social and other disabilities on the ground of untouchabilities. The untouchability (Offences) Act 1955 was amended in 1956 and is now known as the 'Protection of Civil Rights Act'. Another noteworthy legal support to depressed classes through legal aid is 'Prevention of Atrocities Act 1989'. It specifies the Atrocities, which are liable to penalties under the Act.

Through minimum wages Act 1948 the Government put forward their intention for economic upliftment of SC and STs.

The child labour problem is serious one and to protect the child's right to read play and enjoy and not to work in childhood the government framed a Act in 1986

In 1976 government enacted the Bonded Labour Systems (Abolition) Act 1976. Hundreds of bonded labour of depressed class in the State named 'Sagri's) were freed from the clutches of the cruel owner from this legislation. The effectiveness of these legislations could be seen while Judging the cases referred and decided by various High Courts and Supreme Court of India.

In 1974 Supreme Court of India decided the principle of 'Carry forward' in favour of petitioner (AIR 1974 SC P 532) Again Hon' High Court of Orrisa State justified the reservation for SC/ST in the matter of promotions on higher posts against reserved vacancies by referring Afticle 335 and Article 16(4) of the Constitution of India. A land mark judgement was given by the Andhra Pradesh High Court in 1975 (AIR 1975 AP, p. 82) that in the matter of Article 341 (SC) order 1950 Clause 3 it is not necessary that a person belonging to Caste mentioned in the Schedule should be a Hindu by Birth.

8.4 Mandal Commission : An Evaluation :

On 20th December 1978 the than Prime Minister of India Shri Morarji Desai declared to established a Backward class commission under the chairmanship of Shri B.P. Mandal.

The commission was asked to enquire about the following matters :

- i) To lay down the indices of measurements to know and define socially and educationally backward class.
- ii) To recommend to the President of India the

measures for the upliftment of socially and educationally backward classes may be determined through the first objective.

- iii) To enquire about their (OBC's) reservations in Central State and Union territory services, if they are not fully represented in them.

8.4.1 Main Recommendations :

22.5% reservation is provided to SC and ST as per their ratio in the population. There is legal binding under schedule 15(4) and schedule 16(4) that the reservation should not be more than 50% of the population. The Commission recommended that there should be 27% reservation for OBC's. It should be applicable in the Union Government as well as the State government and in all technical, state services and business establishments.

The special facilities be provided to the students of OBC's for their Cultural upliftment and this should be provided through a phased programme.

More emphasis should be given to the occupational training of such classes. Extra coaching classes should be opened so that the OBC's students could compete with other students in technical and other organisations.

For developing Self-employment special programme should prepared and such classes should be provided loans from the financial institutions for starting their own industry/craft on a small scale.

A seperate net-work of financial and technical institutions by the State government should be established.

Programmes like land reforms, structural changes in agrarian and industrial economy need to be made so that the state government could give priority to such programmes.

A conclusion by Ashoka Guha regarding Mandal recommendation reflects otherwisely which says once the genie of reservations is out of the bottle it is found to exhand to monstrous proportions. Even if the Govern- ment restricts reservations initially to Public Sector jobs, their extension to higher education and research will inevitably follow. This would accelerate the brain drain, doom the prospects of an Indian break-through in the high technology areas which are the focus of world economic growth and destroy the competitiveness of Indian Industry. In world of rapid technological progress, where our highly trained and competent man power could have been our one major asset reservations would amount to economic suicide.

8.5 Development Programmes for Weaker Sections :

The growth of population is higher amongst Scheduled Caste in the State and many of those so far could not cross the poverty line. In the state of Rajasthan about 11.74 lacs families have been covered by the end of Seventh Plan (1989-90). The benefit these families it was targetted to cover 1.5 lacs SCs during 1991-92. While 8.00 lacs would be assisted during the Eighth Five year plan assuming that not more than 50 percent of thos assisted cross the poverty line.

More than 40 years have passed since independence but the lot of tribals in the State of Rajasthan remains unimproved upto date. The concept of Tribal Sub-Plan (TSP) was accepted in the Fifth Five year Plan. By the year 1985-86 Rs. 533.92 Crores were spent on the development of tribal areas. At the state level many development programmes had been initiated together with rural development programmes.

One of the major ongoing programme is IRDP. An outlay of Rs. 12602.89 lacs are proposed under State plan during 8th plan out of which the share of special component plan is Rs. 4411.00 lacs to benefit 2.87 lacs Scheduled Castes. Since inception of the programme till 1990-91, 17.62 lakh families have been benefitted out of

which 6.27 lacs and 3.21 lacs SC and ST women beneficiaries respectively. Programme is mainly based on loan and subsidy and basically depends upon Self-employment ventures. The increase in Assets and creation of new assets have not get momentum yet.

Another employment generation programme National Rural Employment Programme NREP was launched in 1980 with the sole objective to provide employment to rural unemployed masses specially the depressed classes like SC and ST. The recommendation of working group appointed for evaluation of the programme reflects the objective of the programme which says that 50 percent of the works if not the whole should be of direct and exclusive benefit of SC/ST persons.

In the 5th Five year plan programmes like minimum need was started. It was designed to assist in raising living standards and in reducing regional disparities in development. Specially designed for weaker sections including SC/ST persons.

Rural landless employment guarantee programme (RLEGP) was initiated in 1983 with sole objective to help landless and rural poor.

During sixth plan period special concentration was paid on SC/ST classes. In the state of Rajasthan

a total of 202.66 crores total outlay was made for Tribal Sub-Plan (TSP). During 1989-90 State government has proposed to invest Rs. 945.15 crores on various schemes out of which Rs. 79.89 crores had been invested in TSP.

Some other programmes has also been initiated by the State government for the development of depressed classes programmes like Antyodaya, Rural Electrification, Kuteer Jyoti, Housing Sites for landless persons and the 20 point programme. Modified area Development Approach has also been started.

8.6 Many organisations and agencies are working for the enrichment of the weaker section specially SCs and STs in the State of Rajasthan. Rajasthan is one of the most backward Industrial state of the country, yet there is a vast scope for the industrial development. It will not only help to raise the development index of the country but will help in mitigating poverty and to raise the living standards of down troddens. In this regards Directorate of Industries is the nodal agency for implementing the programmes in the districts through its district agencies. Another noteworthy institutions is Khadi and Village Industry (KVI), it offers substantial opportunities to Scheduled Caste and Scheduled

Tribe persons at low capital cost. There are 38199 house hold members engaged in weaving activity of Rajasthan State Handloom Development Corporation (RHDC) out of which 84.9 percent belong to Scheduled Caste and of which 83.5% have taken up Handloom Weaving as full time activity. Rajasthan Small Scale Industries Corporation is working for promotion and development of Handicraft. Rajasthan Financial Corporation (RFC) is engaged in providing financial assistance for setting up industries in small scale sector particularly for weaker sections. Rajasthan State Industrial Development and Investment Corporation (RIIC) Ltd. has been engaged in development banking infrastructure for industrial promotion which is much helpful to SCs and STs.

Again there are State enterprises which would provide employment to 1000 Scheduled Castes during Eighth Plan period. The transport sector is engaged in providing infrastructure facilities to the SC and ST concentrated villages. It is proposed to be constructed 40 Kms. and 8 Kms. of road with the flow of 176.00 lacs and 32.00 lacs of Rupees respectively in SC and ST predominated area during 8th plan period.

Social Welfare Department of the State is engaged in preparing plenary policy of Development programme of SC and STs. The department is engaged in Child and Women

Welfare, Welfare of aged persons.

The Animal Husbandry department prepared Small Schemes for the upliftment of rural poor specially the depressed classes. Poultry farming, Bee keeping and the Cattle development together with sheep and Goat development are some of the major activities of the State Veterinary and Animal Husbandry Department.

Another agency which works for the upliftment of the SCs and STs is Voluntary organisations. A number of NGO's are working in this direction.

Rajasthan SC Development Cooperative Corporation is a specialised institution setup for resource mobilisation for the development of SC families. Through this Corporation during VII plan period about 534973 SC families benefitted.

In Urban area many schemes and programmes have been started for SC and STs some of them are package of programme, provides Auto Rickshaw, Shop scheme SC Youth Training for Self Employment, Rehabilitation of scavengers shops through Rajasthan Housing Board etc. In Rural areas much emphasis has been given on the schemes like supply of common pumpsets, Blasting and Boring of wells, Shops in Rural areas, Artisan workshed wearers shed, improved

Agricultural implements to SC farmers, Handloom and Semi Automatic loans Carpet Weaving through RHDC, Electric connection and additional pole subsidy, providing Cross breed cows, Jhaldhara Scheme etc. Some schemes are also fown for the literacy and other similar purposes.

8.7 Impart of Welfare Programmes :

The major break through in the development of SC and STs could be seen in poverty alleviation programmes. It was taken up on massive scale during the 6th Five year Plan. The SFDA, MFAL 20 Point programme, RDP, NREP, RLEGP and now the JRY all set to uplift the rural poor and specially the depressed classes like SCs and STs from the clutches of poverty. The Self-employment opportunities created through these programmes were new one. Through these schemes income and employment has been raised. The quality of life has also been improved through the scheme. The IRDP and other similar programmes are area specific approach which seek to utilize the local resources for growth social justice and employment. All programmes except few involves integration of various schemes. These programmes has also gone a major structural shifts during the past few years. With nearly 2/3 beneficiaries being benefitted under the secondary and tertiary sectors. In the state of Rajasthan about 1.76

50 percent of the belongs to SC and STs during 1990-91.

During 1989-90, 125329 SC families assisted through various schemes the numbers slightly declined in the year 1990-91 and gone to 118222. The target of the 1991-92 was 135000. In the similar manner during 1989-90, 68255 ST families were assisted the figure slightly decline to 61138 during 1990-91. The target for ST assistance was 64039.

Economic upliftment is a vast subject which involved so many schemes and programmes. Pre Coaching Centres Special integrated Plan, Re-finance of interest for the loaning of Agricultural Wells. Special organisation plan for STs, SC development Cooperative Corporation, TAS, SCCP are some of the plans prepared for the upliftment of the weaker section. During 5th plan period a sum of Rs. 102.50 crores and during VIth plan 267.90 crores were spent for the above mentioned specific plans. The overall SC and ST beneficiaries were 157662, during the 5th plan period which raises to about 50 percent during the 7th plan period. The upliftment is a joint effort of Centre and State assistance and the role of Govt. and NGO's organisations.

8.8 Recommendations :

Since time immemorial India continues to be and will remain in the foreseeable future a land of village communities inhabited by rural poor specially depressed classes like Scheduled Castes and Scheduled Tribes. Rajasthan State is poorest amongst the poor states of India. The State government has made hard efforts for the development of these people after independence as a result of which considerable changes have been noticed in the fields of their education, social and economic activities.

The upliftment of these SC and ST classes is the urgent necessity of this desertic state and will continue to be so in future. It will be a Sinequanon of the development of the state. The strategy of the state in this regard is to enable these classes to gain for themselves and their children more of what they want and need. There are atleast three basic elements which are considered to constitute the 'true' meaning of development. Those are - Life Sustenance, Self respect and freedom.

The state has prepared a number of schemes and programmes for the upliftment of the rural Depressed Classes. As far as the programmes are concerned there is nothing wrong in it but the implementation and monitoring

aspect is logging behind. An appropriate Mahasewa and information system is essential for the effective Control and Management of these developmental programmes. Again some preferential treatment should be given to the most depressed amongst the depressed which means poorest amongst poors.

The duplication of scheme and programmes should be removed.

Similarly both concurrent and ex post evaluation are necessary for the efficient and effect implementation of all the developmental programme. An external evaluator can contribute a lot by examining the systems of reporting and evaluation which already exists within the organisation and trying to improve them and link them functionally with remedial action. Besides an internal evaluation based on personal impression and feed back of internal reporting systems can also be very useful if it is done objectively and used constructively. The living level of the Scheduled Castes and Scheduled tribes comprises besides food grains and nutrition eight other components, namely health, education employment and condition of work, housing, social security, clothing, recreation and human freedom. Foodgrains availability and supply is taken as the indicator of all the other 8 items. If food supply is inadequate then all the others

will also be inadequate and unsatisfactory. All this means that the economy which is not providing the minimum levels of living for the present down trodden SC/ST and backward Classes will be an even more constructed position when their population further increases.

The importance of education can hardly be over emphasised. The number of schools need to be increased and Compulsory primary and middle stage education be imparted to these classes. The facilities for higher education shared also be developed. With the education, there shall be a change in their outlook both male & female - and this can contribute a lot in improving their lot and increasing the huge to make progress.

The State government should launch exclusive programmes for SC/ST so that the involvement of other classes may be eliminated. This is necessary so that these particular classes may take the maximum benefit of such programmes. The economic policy of the Government should be diverted to take particular care of their welfare. Unless their poverty is minimised if y not removed, we cannot hope of their salvation. Proper monitoring of the existing programmes is also necessary.

There is the question of employment and unemployment amongst these classes on which no precise data at large is available it is clear that if the state economy is not able to provide the employment to current workforce of SC and STs, over half of whom are unemployed or underemployed it will not be able to provide employment to workforce in these classes increasing by 30 percent.

There is a problem of commitment to alleviate the massive poverty and reduce the glaring inequalities amongst these classes in the state. The efforts to relieve poverty through the programmes of NREP, RLEGP, IRDP and Jawahar Rojgar Yojana are in a sense overtaken by the increasing numbers born into poverty. The state government is basically committed to social justice. The state plan programmes should take special care of depressed classes and draw them into the main stream of development.