CHAPTER – I

INTRODUCTION

The meaning of 'equality' is not as simple as it appears. There is no society anywhere in the world where all individuals are wholly 'equal'. Of course, social and economic inequality is manifested in a number of ways such as rich and the poor, landowners and landless labourers, capitalists and workers, educated and uneducated, employed and unemployed, men and women, modern and backward and finally upper castes and lower castes in the society. In addition, there are always internal inequalities among the rich, also among the workers at various strata and the farmers at various level and also among social groups which are divided into sub-castes. Socio economic inequality is present in all societies throughout the world especially in India it takes the dimension of community, in Indian parlance, it is caste. These castes are divided on the basis of their occupation.

1.1 Constitutional Reservation of Scheduled Castes:

After Independence, the Constitution of India provided six fundamental rights(Articles 12 to 35 of Part III) to its all citizens viz, right to equality(equality before law, prohibition of discrimination on grounds of religion, race, caste, sex, place of birth and equality of opportunity in matters of employment), right to freedom, right against exploitation, right to freedom of religion, cultural and educational rights and rights to constitutional remedies. The Scheduled Castes(SCs) have benefitted immensely from these provisions. The overall development of the SCs has been a declared concern of the successive governments in independent India. In this regard extent efforts have aimed at
the social, economic and political upliftment of this group to bring them on par with other sections of society through various safeguards and provisions. Since independence, new strategies for accelerated development have been evolved and programmes implemented with a view to bring the SCs in the mainstream of the Indian society.

Recognizing the relative backwardness of SCs in the society, the Constitution of India guarantees equality before the law (Article 14) and enjoins the State to make special provisions for advancement of socially and educationally backward classes (Article 15(4)). It also empowers the State to make provisions for reservation in employment in favour of SCs/STs (Article 16(4)). The Constitution of India also states categorically that untouchability is abolished and its practice in any form is forbidden. Further, the State is required to promote educational and economic interest of weaker sections in particular the exploitation of SCs (Article 46). Reservation of seats in democratic institutions (Article 330) and in services (Article 335) is another measure of positive discrimination. It also empowers the state to appoint a commission to investigate into the conditions of socially and educationally backward classes (Article 340) and to specify the castes to be deemed as SCs (Article 341).

The forces of urbanization, social and protective legislations, positive discrimination and other measures taken by the Government, have led to gradual improvement in occupational mobility and living standards over the years, but the living conditions of the majority of SCs continue to show socio economic backwardness.
1.2 Social Status of Scheduled Castes:

According to 2011 census SC population is 14.44 million constituting 20.01 percent of the total population of Tamil Nadu and its decadal growth rate is 21.75 percent which is more than six percent compared to non-SCs(14.05 percent). The sex ratio of SCs has been increasing over 30 years from 978 in 1991 to 1004 in 2011 but it is a better improvement when compared to non-SCs which was 974 in 1991 and 995 in 2011. The increasing sex ratio of SCs would be attributed to lower female mortality and better access of health care services. According to 2011 Census, the literacy rate of SCs population is 65.81 percent as compared to 72.28 percent of the total population. However literacy rate for both male and female SCs are 78.81 percent and 58.58 percent respectively when compared to 78.31 percent and 66.98 percent for males and females of non-SC communities respectively. Though the literacy gap between SCs and non-SCs is declining the general growth in educational attainment in SCs is still a distant dream.

1.3 Economic Status of Scheduled Castes:

Tamil Nadu is the third most urbanized state among major states in India. Yet the urbanization of the non-SCs population(52.28 percent) is far higher than the urbanization of state average(48.31 percent), and SC(34.37 percent) populations. Majority of the SC population lives in rural areas which is characterized by agriculture and most of them are still live below poverty line. According to 2011 census 48.99 percent of the SCs have employment and remaining 51.09 percent are unemployed, among total workers 79.91 percent are main workers and 20.09 percent are marginal workers. But in the case of non-SCs 44.60 percent have employment and 55.40 percent unemployed, among workers
86.44 percent are main workers and 13.56 percent are marginal workers. In rural Tamil Nadu among total workers of SCs population only 7.0 percent are cultivators, 50.4 percent are agricultural labourers and 42.6 percent are non-farm workers. Whereas in non-SCs 14.4 percent are cultivators which is double that of SCs cultivators only 23.1 percent are agricultural labourers and 62.5 percent are non-farm workers.

1.4 Starting of Special Component Plan

Till beginning of Sixth Five Year Plan, programmes were taken up under backward classes sectors in selected fields such as Education, Housing and Drinking Water Supply, Sanitation, Roads, etc. The main plan of the work undertaken for the advancement of SCs relates to the provision of educational facilities. The programme of action includes award of pre-martric, post-martric scholarships, supply of books, slates and other stationery articles and free supply of uniforms etc. A chain of hostels was opened to provide free boarding and lodging for SCs students. The strategy of Scheduled Castes Sub Plan (SCSP) earlier known as the Special Component Plan(SCP) for Scheduled Castes has been in force since 1979-80, to ensure flow of plan resources in proportion to SC population for the development of SCs. These plans were envisaged to help the poor SC families through composite income generating and welfare schemes. The system has evolved a useful mechanism to draw funds and physical benefits in various sectors for improving the socio-economic and living conditions of SCs. The following are broad objectives of SCSP (1) Creation of productive assets in favour of SCs, (2) Human resource development of the SCs by providing adequate educational and health services and (3) Provision of physical and financial security against all types of exploitation and oppression.
SCSP is prepared as an integral part of Five Year Plan/Annual Plan showing sector wise and scheme wise outlays earmarked for SCs and corresponding physical targets. According to the guidelines received from Government of India, flow of funds to schemes that directly or indirectly benefit SCs in States and Union Territories should be equivalent to percentage of SCs population to total population of the States and Union Territories. The Prime Minister, in his address to the 51st Meeting of the National Development Council on 27.06.2005 had inter alia stated that: “If the benefits of growth have to reach all sections of our diverse society, there is a need to equip them with the necessary skills and resources to become active participants in growth processes. This is the only way of achieving our dream of an inclusive and prosperous society. Tribal Sub Plans (TSP) and SCP should be an integral part of Annual Plans as well as Five year Plans, making provisions therein non-divertible and non-lapsable, with the clear objective of bridging the gap in socio-economic development of the SCs and STs within a period of 10 years.” It is necessary to reiterate that the SCSP and TSP are not only financial plans but involve planning for the achievement of education targets in physical terms with respect to SCs and STs.

1.5 Targeting of Public Expenditure for Socio-Economic Development of Scheduled Castes:

Public expenditure is the important part to development and upliftment of SCs population in the society. Public expenditure on SCs development disbursed on three major ways educational programmes (providing scholarship to students under various schemes), economic development programmes (Job oriented skill development
programmes, subsidy to entrepreneur etc.) and social development programmes (distribution of house site pattas and construction of houses, provision of basic amenities like road, drinking water facilities, etc.) Both the capital and revenue expenditure are increasing over the years on social security and development of SCs in Tamil Nadu. Above 70 percent of the fund disbursed to their education from the total expenditure on welfare of SCs such as various scholarship schemes since VI standard, concession on Tuition fees for higher education, special financial incentive for girl students, Awards to students who are toppers in districts as well as in the state, supply of books, uniforms, bicycle etc. Several crores of money were spent on their development through the SCP since 1980-81. During the year 2001-02 about `3,678.56 lakh were spent through the government of India Post-Matric scholarship which increased to `62,330.00 lakh in 2014-15. For higher education special scholarship `451.34 lakh were spent in 2002-03 which increased to `2,026.47 lakh in 2014-15. The government provided house sites pattas with basic amenities to economically weaker people to improve their social status. In 2001-02 `396.77 lakh were spent to provide free pattas 17,240 households were benefitted and `252.51 lakh were spent to 912 beneficiaries in 2013-14. Since 2000-01 flow of Special Component Plan outlays also were increased from `1013.37 crores to `4602.68 crores in 2009-10

1.6 Research Problem:

Government of India takes several measures to develop socially and economically backward social groups especially SC population, government of Tamil Nadu also plays a major role in their development. Constitution of India also guarantees reservation in education and employment for SCs. Both the central and state governments have been
allocating plan funds in proportion to SC population. The research problem is whether the public expenditure is adequate to address the social development of SCs and whether the public expenditure is efficient to make expected impact on the socio-economic development of SCs. Tracing the trend in public expenditure on various social sector schemes that benefit the SCs and to find the trend in public expenditure that exclusively reach the SCs in Tamil Nadu address the issue of adequacy of public expenditure. Secondly, evaluating the schemes (1) where the SCs participate by choice and (2) where it is targeted at SCs, would address the issue efficacy.

1.7 Objectives:

The major objective of the study is to examine how the public programmes of the government help in socio-economic development of SCs in Tamil Nadu.

The specific objectives of the study are as follows:

1. Adequacy of revenue and allocation of required funds for schemes are the first steps towards ensuring financial security of public programmes. Therefore the first objective of the study is to examine the public finance situation of Tamil Nadu over the last two plan periods and to observe the general trends of revenue and expenditure of the state government.

2. In order to understand how the social sector programmes reach the SC population, the aim of this study is to analyse the extent of SC’s participation in individual beneficiary programmes like old-age pension and cash transfer for pregnant women.
3. There are programmes that are targeted exclusively at the development of SCs. In this regard, the study proposes to evaluate the efficiency of a sample of Adi- Dravidar Welfare(ADW) schools in Tamil Nadu

1.8 Methodology:

In accordance with the three major objectives of the study, both primary and secondary data are used in this study. The state finances of Tamil Nadu and the expenditures of the social sector and ADW departments are analysed using the secondary data on state finances published by the government of Tamil Nadu. The time period of the study of state finances is from 1997-98 to 2011-12. An analysis of the cross-tabulation of the economic and functional and classification of government expenditure in Tamil Nadu is done for a brief period of five years from 2000-01 to 2004-05 as we have access to the relevant database only for these five years. The expenditure of the Adi- Dravidar welfare department is analysed over a period of 14 years from 2000-01 to 2014-15. Simple percentage and ratios are used in this study of state finances.

Two cash-transfer schemes have been identified for this study, namely old age pension and a dole of `12,000 for pregnant and lactating women. These two cash-transfer schemes are extended to all the sections of the society, that is, without reference to any specific communities. The old age pension is given to old people in households living below the poverty line. Whereas the household income is not a condition for cash transfer to pregnant and lactating women. The benefits of these two schemes depend on the voluntary participation of the eligible individuals. Hence a sample survey of households in Chellancheri village in Cuddalore district was conducted with a detailed interview
schedule to identify the beneficiaries of such schemes and to evaluate how the cash transfer has benefited them. In that extent first primary data was collected from 727 households in Chellencheri village which is located in Cuddalore taluk of Cuddalore district in Tamil Nadu. The first survey was conducted in two time periods. Namely, preliminary survey was conducted last week of October 2015 to collected details of household members such as name, sex, relationship to head of household, age, marital status, education, occupation, annual income, total asset value, community, type of ration card, monthly total expenditure of family and basic amenities of people such as type of houses, flooring, roofing, electricity connection, sources of drinking water, fuel for cooking and identification of the beneficiaries of (Indira Gandhi National Old Age Pension Scheme)IGNOAPS and (Dr. Muthulakshmi Reddy Maternity Benefit Schemes)DRMRMBS.

The subsequent detailed survey was conducted to collect information about the beneficiaries of the IGNOAPS and DRMRMBS. For the IGNOAPS details such as name of the respondents, sex, age, family size of beneficiaries, type of pension, dependents, livelihood activity, awareness of schemes, rate of financial assistance, way of drawing the pension amount, utilization of pension amount and their comments were collected. For the DRMRMBS, details such as name of the respondents age, age at marriage, education, occupation, annual income of the family, type of family, availability of health care facilities, birth order, place of delivery, reason for home delivery, awareness of other schemes, mode of transport for institutional delivery, rate of financial assistance, and their suggestions were collected. Here apart from using simple percentages and ratios, a
simple linear regression analysis is also used to identify the distinguishing characteristics of the beneficiaries of the scheme.

An important aspect of this study is to analyse the effectiveness of government programmes that are targeted at the development of SCs. In this context the analysis of the socio-economic correlates of students from ADW schools with the results in the 10\textsuperscript{th} standard and Higher secondary examinations. The marks of students of 10\textsuperscript{th} standard and higher secondary students for the years 2005, 2007, 2008, 2010, 2012 and 2014 have been obtained from Department of Examinations, government of Tamil Nadu. An analysis of cross-tabulation between marks and socio-economic characteristics of students such as community, gender type of schools and specializations(groups) is carried out. This analysis gives a macro view of the performance of SCs students vis-a-vice students of other communities and the performance of ADW schools in comparison to other types of schools.

Further, an attempt is made to analyse the performance of ADW schools through a sample survey from ADW schools in Cuddalore district. The data on socio-economic background of students who studied in 10\textsuperscript{th} standard and 12\textsuperscript{th} standard in these schools are collected through a structured questionnaire. The information on infrastructure and other facilities in these three ADW schools were collected. Primary data were collected during December 2015 in ADW schools including information on name of the student, sex, age, community, religion, which class studying, efficiency of teaching by teachers, approach of teachers, principal and colleagues, scholarship any other problem in school, parents education, siblings education and their marks in SSLC and higher secondary and their family economic status such as, land, types of houses, type of flooring, households
assets. Further the marks of these students in the 10th standard and 12th standard in half-yearly examination (2015) were also obtained. Using simple percentages and ratios the correlation between school facilities, students socio-economic background and marks are analysed.

1.9 Chapterization:

Chapter I the introduction chapter gives an overview of socio-economic conditions of the SCs, constitutional safeguards of SCs, effectiveness of the SCSP in Tamil Nadu. It states that the research problem, objectives and methodology of the study.

Chapter II deals with the review of literature on public expenditure, IGNOAPS and Maternity care and educational status of SCs students, which helps to identify the research problem and bring out the objectives.

Chapter III deals with the functions of the both state and central government in terms of revenue collection and allocations of fund to the sector wise. Especially, funds disbursed to the development of the SCs population in Tamil Nadu.

Chapter IV analysed the effectiveness of the two cash transfer programmes like IGNOAPS and DRMRMBS through the analysis of primary data about beneficiaries of these program.

Chapter V analysed the performance of the ADW schools students with the socio-economic background of students, performance of the students with measuring marks of the 10th standard and 12th standard students.

Chapter VI gives the summary and conclusion of this study.