

CHAPTER 5

HUMAN RESOURCES

The development of human resources constitutes a central objective of all development efforts. The proper utilisation of human resources, on the other hand, provides the key to economic and social development. It is with this perspective in view that the present chapter reviews the major trends and the present situation in the sphere of development and utilisation of human resources. An attempt is made here to document the progress made in respect of some of the important indicators of quality of life and recent efforts made in the furtherance of this objective.

5.2 Development efforts during the last four decades, particularly in the areas of health, education and provision of basic amenities such as housing and water supply, supplemented by special programmes for disadvantaged and vulnerable groups like women and children, economically and socially backward classes and the handicapped, have led to significant improvements in some of the crucial indicators of quality of life. Life expectancy at birth which was only 32 years in 1951, is estimated to have increased to 59 years now. Death rate declined from over 27 per thousand of population in 1951 to 9.4 in 1991. Infant mortality, which was 129 per thousand livebirths in 1971, has been estimated to have declined to 91 by 1989. Literacy rate, which was a mere 18.33 per cent in 1951, increased to 41.42 per cent in 1981. These literacy rates relate to the population aged 5 years and above. Male literacy rate improved from 27.16 per cent to 53.45 per cent and female literacy rate from 8.86 per cent to 28.46 between 1951 to 1981. Provisional figures of 1991 census show that the literacy rate has gone up to 52.11 per cent for population aged 7 years and above as against the corresponding figure of 43.56 per cent in 1981.

5.3 Levels of living measured in terms of the consumption expenditure of the households and individuals is, of course, basic indicator of quality

of life. While increase in average per capita income over the years suggests significant improvement in levels of living, the structural dimension of this objective is perceived in terms of the changes in the incidence of absolute poverty. The alleviation of poverty has been the central objective of development planning and various special programmes have also been in operation over the last two decades focussing on the poor as the target group. As a combined result of overall economic development and these special programmes, the incidence of absolute poverty has significantly declined over the years as is evident from the following estimates made by the Planning Commission.

TABLE 5.1
Estimates of incidence of poverty
(in percentage)

Sectors	1972-73	1977-78	1983-84	1987-88
Rural	54.1	51.2	40.1	33.4
Urban	41.2	38.2	28.1	20.1
All India	51.5	48.3	37.4	29.9

5.4 The following sections present a brief account and review of the developments in the sectors contributing directly to the development of human resources.

Development in Education

5.5 Universalisation of elementary education, equalisation of educational opportunities and improvement of the quality, content and process of education at all levels continue to be the major themes of national endeavour in the field of education. A significant development during the International Literacy Year (1990) had been the tremendous upsurge in the demand for literacy in several parts of the country. Ernakulam acquired the distinction of being the first district in the country to achieve universal literacy by

adopting innovative methods of social mobilisation and thereby has come to be a model for literacy campaigns. Similar campaigns were taken up in nearly 50 districts of Karnataka, Andhra Pradesh, West Bengal, Bihar, Madhya Pradesh and Uttar Pradesh. When completed, these campaigns would make 25 million adults literate. The state of Kerala has already become fully literate.

Primary Education

Universalisation of Elementary Education (UEE)

5.6 The endeavour in successive Five Year Plans has been to ensure universal provision of primary schools, universal enrolment of children from the age group of 6 to 14 years and universal retention and achievement. According to the Fifth All India Education Survey, 1986, 94.6 per cent of the rural population have schools within a walking distance of 1 km; 83.89 per cent of the rural population was served with middle schools/sections within a walking distance of 3 kms. The gross enrolment of 6 to 11 age group increased from 43.1 per cent in 1950-51 to 62.4 per cent in 1960-61, to 76.4 per cent in 1970-71, 80.5 per cent in 1980-81 and 99.6 per cent in 1989-90. However, UEE in its totality is still an elusive goal. Drop out rates are still high and enrolment and retention rates among female children are low

Non-formal Education (NFE)

5.7 The Non-formal Education (NFE) programme was first introduced, during the Sixth Five Year Plan as a centrally assisted scheme, in the educationally backward States of Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal; later on Arunachal Pradesh was added. After the National Policy on Education (NPE) 1986, the scheme was revised; the coverage was extended to urban slums, hilly, desert, tribal and remote areas in all the other States for the benefit of working children. The essential features of this revised scheme are area approach, organisational flexibility and decentralised management, more relevant curriculum and diversity in learning activities so as to relate them to the learner's

needs. Central assistance to the State Governments for running NFE Centres for girls was enhanced to 90 per cent of the project cost. External evaluation, on a sample basis, was introduced. The achievements under the programmes since 1987-88 are furnished in table 5.2.

TABLE 5.2

Non-formal Education: Achievements

Items	Total for 1988-89, 1989-90 & 1990-91
NFE Centres brought to function	2,70,000
Number of exclusive girls' Centres sanctioned	81,282
Number of voluntary organisation approved for NFE Programmes	410
NFE Centres brought to function by voluntary agencies	27,087
Estimated enrolment (in lakhs)	68
Number of experimental /innovative projects approved	46
Number of D.R.Us. sanctioned	18
Number of States/UTs covered	17

5.8 Another major scheme introduced after NPE, 1986 is Operation Blackboard (OB). This scheme aims at bringing about substantial improvement in facilities in primary schools in the form of building, teachers and essential teaching and learning materials. Achievements since 1987-88 are furnished in Table 5.3

TABLE 5.3

Operation Black board : Achievements

Items	1990-91	Total for 1987-88 to 1990-91
Number of States/UTs covered	25	32
Number of Blocks covered	343	4419
Number of schools covered (in lakhs)	0.39	3.45
Percentage of primary schools covered	7.35	64.21
Post of Primary teachers sanctioned	14,379	92,871

Other Measures

5.9 A Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education is being implemented since 1988. Shiksha

Karmi Project is an innovative experiment being implemented in Rajasthan since 1987, with the assistance from Swedish International Development Agency (SIDA). The project focuses on remote villages where the formal schools system is not effective. By 31st March, 1991, the project had covered 275 villages.

Adult Literacy

5.10 The failure to achieve UEE makes it inevitable to take up Adult Literacy Programme. The National Adult Education Programme was introduced in 1978. As of 30th June, 1990 about 2.7 lakh adult education centres were being operated, in which about 80 lakh literate adults are enrolled every year. However, 40 per cent of these enrolled drop out due to a variety of compulsions; about 20 per cent relapse into illiteracy. The remaining 40 per cent who go through the cycle of learning can be said to have acquired some literacy and numeracy though not necessarily of the desired level.

5.11 As with UEE, the NPE, 1986 gave a fillip to Adult Education Programme. The National Literacy Mission (NLM) was launched in 1988; one of the six technology missions NLM sought to impart functional literacy to about 800 lakh illiterate adults in the age group of 15-35 by 1995. Another landmark was the introduction in 1988 of Jana Shikshan Nilayams (JSNs); the network of JSNs provides an institutional framework for post literacy and continuing education and would help ensure that neoliterates do not relapse into illiteracy. At present, there are over 2.50 lakh AE centres being run through the Rural Functional Literacy Projects, the State Adult Education Programme and voluntary agencies. Out of about 32 thousand JSNs sanctioned so far, over 22 thousand have already become operational. During 1990-91, it is estimated that 84 lakh adults would be enrolled.

Mahila Samakhya

5.12 An innovative project entitled 'Mahila Samakhya' (Education for Women's Equity) was launched on a pilot basis in April 1989 in ten districts in the States of Karna taka, Uttar Pradesh and Gujarat. It will continue upto 1995. It is built around the empirical observation noticed in many programmes for women's development

that a group of motivated women can be an effective focal point for mobilisation. The project receives 100 per cent assistance from the Government of the Netherlands. The programme is currently operational in 1500 villages in ten districts and is likely to expand to 20 districts in a phased manner.

Secondary Education

5.13 In the area of secondary education, various schemes are being implemented to bring about quality improvement and vocational thrust in school education. The Centrally Sponsored Scheme of Vocationalisation of Secondary Education was started with effect from February, 1988 with a view to making it relevant to the world of work. Under this scheme, financial assistance has been provided to the State Government/ Union Territory Administrations for introduction of vocational courses in schools at the plus 2 stage. A summary of achievements under the programmes since 1987-88 is furnished in Table 5.4.

TABLE 5.4

Vocationalisation of Education : Achievements

Items	Total for 1987-88 to 1990-91
Number of States/UTs covered	27
Number of schools covered	3841
Number of vocational schools approved	10316

5.14 A Centrally Sponsored Scheme of Improvement of Science Education in schools was started during the last quarter of 1987-88. Under this scheme, financial assistance is provided to States/UTs for provision of science kits to upper primary schools, upgradation and strengthening of science laboratories and libraries in secondary and higher secondary schools, setting up of District Resource Centres for science education, development of instructional materials and training of science and mathematics teachers. The scheme also provides for assistance to voluntary organisations active in the field of science education. During the year 1990-91 the programme covered 24 states/UTs, 5,791 upper primary schools, 3981 secondary/higher secondary schools.

5.15 The Centrally Sponsored Scheme for Environmental Orientation to School Education was brought under implementation from 1988-89. Under the scheme, 100 per cent financial assistance is provided to States/UTs and Voluntary Organisations working in the field of environment education. This scheme covered 21 States/UTs, involving 16,686 schools and 12 voluntary agencies by 1990-91.

Educational Technology

5.16 As a measure of widening access to education and towards bringing about a qualitative improvement in education, an Educational Technology programme was started as a Central Sector Scheme in 1972 and continued as such till 1987-88 when, it became a Centrally Sponsored Scheme. Under the Scheme 31,129 colour television set and radio-cum-cassette players 2,28,113 have been sanctioned upto 1990-91.

5.17 A pilot project on Computer Literacy and Studies in Schools (CLASS) was initiated in 1984-85 in 248 selected secondary/higher secondary schools. Till 1989-90, 2598 schools (on a cumulative basis) in 32 State/UTs have been covered.

Navodaya Vidhyalayas

5.18 In order to provide good quality modern education to the talented children, predominantly from the rural areas, a scheme of establishment of Navodaya Vidhyalayas, on an average one in each district, was launched in 1987-88; 261 Navodaya Vidhyalayas in 29 States/UTs have so far been established in the country. The total student strength under the scheme is about 50,000.

Higher Education

5.19 The higher education system has registered phenomenal growth during the last four decades. From 25 universities and about 700 colleges in 1950 there are at present 172 universities and about 7,000 colleges. The total student enrolment has gone up from about two lakhs to forty four lakhs of which 13 lakhs are girls. The number of teachers was 2.69 lakhs at the end of academic

session 1990-91 of which 0.58 lakhs were in the 7 university Department/University colleges and the rest in affiliated colleges.

5.20 The activities in the area of Higher Education and Research were directed mainly through the University Grants Commission. Some of the innovative steps taken by the UGC are: the scheme of grant of autonomous status to colleges under which so far 103 colleges have been declared as autonomous; establishment of centres of advanced study; scheme of restructuring under-graduate courses in general education with a view to making the first degree courses more relevant to the developmental needs of the community and to link education with work/field/practical experience and productivity; financial assistance to universities for undertaking well-defined projects for research in women's studies and also for development of curriculum at the under-graduate and post-graduate levels; the programme of 'Country Wide Class Room', the scheme of strengthening infrastructure in science and technology education and research, and the project for the modernisation of laboratories and information centres in the country with the application of computer and communication technologies. The Union Government has also established 10 Central Universities in various parts. In order to give a thrust to distance education, the Government established the Indira Gandhi National Open University in 1985. This university provides access to higher education to large segments of the population, especially the disadvantaged groups.

5.21 During the past four decades, there has been a phenomenal expansion of technical education facilities in the country. Major institutions in the field of technical education are the five Indian Institutes of Technology (IITs) at Kharagpur, Bombay, Delhi, Kanpur, and Madras, the four Indian Institutes of Management (IIMs) at Ahmedabad, Calcutta, Bangalore and Lucknow; the National Institute of Training in Industrial Engineering (NITIE) at Bombay; the National Institute of Foundry and Forge Technology (NIFFT) at Ranchi; the School of Planning and Architecture (SPA), at New Delhi; the four Technical Teacher Training Institutes

(TTIs) at Bhopal, Calcutta, Chandigarh and Madras and the International Centre of Science and Technology Education (ICSTE), besides the seventeen regional Engineering Colleges (RECs). Specific programmes have been taken up in the thrust areas of technical education like creation of infrastructure in areas of emerging technologies.

5.22 A massive project for upgrading technician (polytechnic) education in capacity, quality and efficiency is being implemented in two phases with the World Bank assistance. Phase-I will cover about 280 polytechnics in the States of Bihar, Gujarat, Karnataka, Kerala, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh. This phase will be implemented in the period from 1991 to 1997. The second phase of the project will cover about 270 polytechnics in the States of Assam, Andhra Pradesh, Haryana, Himachal Pradesh, Maharashtra, Punjab, Tamil Nadu and West Bengal and in the Union Territory of Delhi. The second phase will also be implemented from 1991-92.

Health

5.23 Planned economic development since independence has been associated with an appreciable achievement in the field of health. As noted at the beginning of this chapter, the expectation of life at birth has improved significantly; the death rate has shown a remarkable decline as a consequence of control/eradication of communicable diseases such as cholera, small-pox, plague combined with reduction in the incidence of malaria, and accompanied by the provision of safe drinking water and sanitation facilities. The birth rate, however, has not declined at the commensurate as the death rate has; the rate of population growth has remained high. The infant mortality rate which is considered to be an index of sanitary conditions of the community has declined considerably from 162 per thousand live birth in 1951 to 91 today.

5.24 India, as a signatory to the Alma Ata declaration of 1978, is committed to the goal of "Health for All" by the year 2000 AD. It is with this commitment in the background that the National Health Policy was adopted by Parliament in 1983 which is a blue print for concerted action by the Government and concerned voluntary agencies.

Primary Health Care

5.25 Realising the need for establishing a comprehensive Primary Health Care and Family S/73 M of Fin./91—11

Welfare Services to reach the people at door steps, an integrated Health Care Delivery System with the maximum community participation has been developed and is being implemented. Accordingly a huge net work supported by referral institutions has been created throughout the country. During the last four decades a considerable progress has been achieved and the targets for the setting up one sub-centre for 5000 population in general and 3000 for hilly & tribal areas and a Primary Health Centre for population of 30,000 in general and 20,000 for hilly & tribal areas have almost been fully achieved. It has been planned to set up one Community Health Centre with 30 beds and minimum of 4 specialist facilities—(Medical, Surgical, Gynae and Obstetrics Pediatrics) to act as a referral centre for 4 Primary Health Centres. Fifty per cent of the target was to be achieved during the Seventh Plan.

Control of Communicable Diseases

5.26 The National Malaria Eradication Programme (NMEP) is one of the World's biggest programme against a single communicable disease. With the successful implementation of NMEP in 1958, the annual incidence of malaria was drastically reduced from 75 million to about 0.1 million in 1965. Unfortunately, due to various factors, these achievements could not be maintained and the country reported 6.4 million cases of malaria in the year 1976. The programme was modified in the context of the resurgence and escalation of malaria. The modified plan of operation was implemented from April 1, 1977. Upto the year 1988, there has been a gradual downward trend in malaria positive incidence in the country. However, thereafter the incidence of malaria is showing an increasing trend.

5.27 For the control of Filariasis, the National Filaria Control Programme was launched in 1955. Present estimates indicate that about 374 million people are living in known endemic areas. Under this programme, measures are being taken to control the disease through recurrent anti-larval and anti-parasitic measures. It is observed that 94 per cent of the towns where control measures are in operation for more than five years have shown marked reduction in micro-filariasis

5.28 Kala Azar is a disease which is endemic in the districts of Bihar and West Bengal. A Centrally Sponsored Scheme is in operation to control the disease. Under the programme, the

Central Government provides DDT and imported drugs and the State Governments provide a matching share to meet expenditure on indigenous drugs and operational costs.

5.29 The National Programme for Control of Blindness (NPCB) was launched throughout the country by the Government of India in 1976. The objective is to reduce the level of blindness prevalent in the country from 14/1000 to 3/1000 by the year 2000 AD. It is proposed to launch a special crash programme for clearance of backlog in respect of cataract cases and also to achieve the target.

5.30 Tuberculosis is a major public health problem in India. Nearly 1.5 per cent of the total population is estimated to be suffering from radiologically active tuberculosis disease of the lungs of which 0.4 per cent are sputum positive and infectious. To combat this problem of tuberculosis, a National T.B. Programme has been in operation since 1962. The programme is operating through District TB Centres by trained staff working in association with general health and medical institutions. The essential activities under the programme have been considerably expanded during the last few years. More than 16 lakh new cases are detected and treated effectively under the programme annually.

5.31 Leprosy is a major health and social problem in India. One-fifth of the total estimated 2.1 million leprosy patients are infectious while 6-10 per cent cases are with deformities. The prevalence rate is more than 5 per 1000 of population in 196 districts of the country. With a view to control the spreading of the disease, a National Leprosy Eradication Programme was launched in 1982. During the past 7-8 years, more than 5 million leprosy patients have been cured by treatment.

Medical Infrastructure

5.32 There has been considerable expansion of institutional facilities for treatment of the sick. The number of hospitals and dispensaries increased from 7,400 in 1947 to 39,026 by January, 1991. During the same period, the number of beds available went up from 80,163 to 6,37,604. By March, 1990, 1,30,876 sub-centres, 20531 Primary Health Centres and 1,852 Community Health Centres have been functioning in the country catering to the rural population.

5.33 Medical education has made rapid progress during the last 35 years. From a mere 25

medical colleges with an annual admission of 1983 medical students in the country in 1947 there were 106 medical colleges with annual admission of about 13,000 in 1978-79. At present, there are 128 medical colleges (including private colleges) with an estimated 15,000 annual admissions. There were about 3,31,630 medical graduates in 1987 registered with the medical Council of India. Besides, 9,796 Dentists were registered in 1988 with the Dental Council of India.

5.34 Consequent upon the acceptance of the goal of 'Health For All' by 2000 AD, the Government of India has initiated a plan of action for improving the information support for the management and evaluation of health development. Government of India in consultation with WHO and four participating States, namely, Gujarat, Haryana, Maharashtra and Rajasthan had designed and developed Health Management Information System which was duly field tested in the participating States and was found satisfactory. Plans are in operation for implementation of the system in various States/UTs in a phased manner.

Family Welfare Programme

5.35 One of the most crucial problems facing the nation today is the rapid growth in population. The 1981 Census counted India's population at 683 million, which was almost double the 1947 figure of 342 million. According to the provisional figures of 1991 census, India's total population is estimated to be 843.9 million as on 1-3-1991. The population in India is increasing by about 17 million every year at present.

5.36 The National Family Planning Programme was started in 1951 with a clinical approach. An extension education approach was adopted in mid sixties and since late seventies the family planning service delivery system has gradually expanded into a community oriented service network. Although reduction in the birth rate over the years has fallen short of the plan targets, the programme has made a significant impact on fertility. During the 1970's the birth rate declined from 37 per 1000 to 34 in 1979 and since then it continued to be stable around 34 till 1984. In 1985, it came down to a level of 33 and declined further to 31 per 1000 (provisional) in 1989. The average annual growth rate of population which rose from 1.25 per cent in 1940s to 1.96 per cent in the 1950s and 2.20 per cent in the 1960s reached a plateau at 2.22 per

cent during 1970s and has now declined to 2.11 per cent during 1981-1991. During the Seventh Plan, the total number of family planning acceptors has been consistently rising from year to year from a level of 18.92 million in 1985-86 to 26.04 million in 1989-90. It is estimated that an overall couple protection rate of 43.3 per cent has been achieved by March 1990.

5.37 The long term goal is to reach Net Reproduction Rate of "Unity" (NRR=1) by 2000 AD with a birth rate of 21, death rate of 9, and infant mortality rate below 60 per thousand. According to the Seventh Five Year Plan objectives, the goals to be reached by 1990 were birth rate of 29.1, death rate of 10.4, infant mortality rate of 90 per thousand live births and couple protection rate of 42 per cent.

5.38 The performance under the programme during Seventh Plan is as under :

Family Planning Method	1985-90*	
	Target (in million)	Achievement (in Percentage)
1. Sterilisation	23.74	83.7
2. Intra Uterus Device (IUD)	21.35	99.5
3. Conventional Contraceptive (CC) & Oral Pill (GP) Users (Couple year Protection)	67.57	102.3
Total acceptors	112.66	—

*Includes provisional figure for 1989-90

During the year 1990-91, based on partial performance figures available upto March, 1991, 25.15 million persons have adopted family planning methods. This shows an increase of about 5.9 per cent over the corresponding levels of the previous year.

5.39 The position regarding the network of health and family welfare infrastructural facilities created in the rural areas of the country over the plan periods is given below:

Functionary/service Centre	Norm	Position as on 31-12-1990
1	2	3
Trained Birth Attendant (Dai)	At least One for every village	5,92,923
Village Health Guide	For each village/ 1000 population	4,16,672
Sub Centre	For every 5,000 population in plain areas and for 3000 population in tribal hilly and backward areas	1,30,533

1	2	3
Primary Health Centre	Forevery 30,000 population in plain areas and 20,000 in hilly, tribal and backward areas	20,540*
Community Health	For every 30,000 to 1,20,000 population serving as a referral institution for 4 PHCs.	1,862

*Note :—At all block level PHCs (5,435 Nos.) Rural Family Welfare Centres have been established to coordinate the family welfare programme activities.

Women and Child Development

5.40 All round development of women and children is an essential prerequisite for a country's development. With this objective in view, various development programmes have been undertaken and legislations introduced to improve the well-being and status of women and children, especially from the weaker sections of society.

5.41 Following the adoption of the National Policy for Children in 1974, the Scheme of Integrated Child Development Services (ICDS) was initiated in 1975 as a Centrally Sponsored Scheme. The scheme provides for a package of services, namely, supplementary nutrition, immunisation, health check-up, health referral, pre-school non-formal education and health and nutrition education for mothers. The target group consists of children in the age group 0—6, and pregnant women and lactating mothers. The number of projects (Centrally Sponsored) sanctioned as on 1-4-91 stood at 2,341. In addition 188 projects have been approved in the State sector. The number of beneficiaries is approximately 121 lakh children and 23.5 lakh nursing/expectant mothers (supplementary nutrition). The other welfare and development programmes for children include creches for children of working and ailing mothers, early childhood education and supplementary feeding.

5.42 The Constitution of India provides for equal rights for men and women. Towards this end, the Government has been making a concerted effort to improve both the social and economic status of women in society, both through programmes of awareness, generation and advocacy and developmental programmes for increasing women's participation in productive work. Under various sectoral programmes targets have

been set for providing training, credit and assets as well as employment to women. These include DWCRA, IRDP craftsmen training in ITIs under which special effort is being made to cover a certain percentage of women belonging especially to poorer households. In addition, improvements in the access to education, health facilities and nutritional supplements for women is being given a major thrust. Programmes for employment-cum-income generation amongst women besides Development of Women and Children in Rural Areas (DWCRA) and the Integrated Rural Development Programme (IRDP) include specific schemes like Support to Training-cum-Employment Programme (STEP); Women's Development Corporations (WDCs); Condensed Course of Education and Vocational Training for Adult Women and Setting up of Employment and Income Generating-cum-Production Centres for women etc.

5.43 Inspired by the special provisions and the safeguards provided for women in the Constitution, the Government has introduced some special legislative measures to ensure equality and protection for them. They include Equal Remuneration Act, Maternity Benefit Act, Immoral Traffic (Prevention) Act, Dowry Prohibition Act, Indecent Representation of Women (Prohibition) Act, Commission of Sati (Prevention) Act Criminal Laws, and the Indian Evidence Act, Family Courts Act, etc.

5.44 Another major step initiated by the Government for ensuring adequate legal support for women was the enactment of 'The National Commission for Women Act, 1990'. The National Commission which is now in the process of being set up, shall study and monitor all matters relating to the constitutional and legal safeguards provided for women, monitor the implementation of all the legislations made to protect the rights of women, review of existing legislations concerning women and suggest amendments, whichever necessary, and look into the complaints and take suo moto notice action on the cases involving deprivation of the rights of women.

Welfare of the Weaker Sections

Welfare Programmes for Scheduled Castes

5.45 The Special Component Plan strategy for Scheduled Castes is, at present, in operation in 20 States and 4 UTs. There are 21 Scheduled Caste State Development Corporations, which aim

at tackling operational aspects involved in the implementation of economic programmes for Scheduled Castes. Programmes under these assisted 103 lakh Scheduled Castes families during Sixth Plan and 120 lakhs in the Seventh Plan. The target fixed for 1990-91 is 22.31 lakh families, and 18.8 lakhs families are reported to have been assisted upto February, 1991. In February, 1989, the National Scheduled Castes and Scheduled Tribes Finance and Development Corporation was constituted as an apex body to enhance the economic development of the Scheduled Caste and Scheduled Tribe people.

5.46 Government of India is implementing a number of centrally sponsored schemes. Some of them are post-matric scholarships, pre-matric scholarships for those engaged in unclean occupations, provision of hostels for SC and ST boys and girls, Book Banks for SC and ST students studying in medical and engineering colleges, coaching and guidance, programme for 'Liberation of scavengers', programme for implementation of Protection of Civil Right Act and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act and providing grant in aid to voluntary agencies engaged in the welfare of SC/ST.

Welfare Programme for Scheduled Tribes

5.47 The tribal Sub-Plan strategy is presently in operation in 18 States and 2 UTs and is being implemented through 198 Integrated Tribal Development Projects (ITDPs). This strategy aims at the socio-economic development of Scheduled Tribes. As in the case of scheduled castes, special central assistance is provided by Government of India to States/UTs to supplement their efforts for tribal development. For marketing of tribal produce, especially the minor forest produce, a Tribal Cooperative Marketing Development Federation (TRIFED) set up in August, 1987 is expanding its activities. During the Seventh Plan 52.89 lakh ST families were given economic assistance. For 1990-91, against the target of 8.24 lakh families, 6.56 lakh families were assisted till February, 1991. The Department is also implementing schemes relating to Girls Hostels, Grant in aid to voluntary organisations, research and training, and establishment of residential ashram schools. Eight States namely, Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Orissa and Rajasthan have declared tribal areas as

“Scheduled Areas” under the Fifth schedule of the Constitution.

Social Welfare

5.48 It is estimated that about 35 million people in the country are disabled, either physically or mentally. Government has been taking various steps to assist and rehabilitate them. These include : free aids and appliances for the poor handicapped, assistance to voluntary organisations upto the extent of 90 percent of their expenditure, scholarships to students and a number of concessions and facilities including 3 per cent reservation in service for visually, hearing and orthopaedically handicapped. Four National Institutes, each dealing with a specific disability, have been set up at Calcutta, Hyderabad, Bombay and Dehradun. District Rehabilitation Centres have been set up on pilot basis in different parts of the country to offer guidance and comprehensive rehabilitation facilities for rural disabled at the grass root level. In addition, specific schemes are also being implemented with the objectives of rehabilitation of destitute and neglected children.

5.49 To deal with the problem of drug abuse, so far 108 counselling centres, 36 deaddiction centres and 8 after-care centres have been funded by the Government of India, all over the country. In addition, there are several state level centres and those supported by voluntary organisations for dealing with the growing menace of drug abuse. In order to tackle this problem, a three-pronged strategy is being pursued: first, prevention by building awareness and educating people, second, dealing with drug addicts by counselling, motivation, treatment, follow-up and rehabilitation; and third, curbing illicit trafficking in drugs.

Housing

5.50 Despite considerable investment and efforts over successive Plan periods, the housing problem continues to be daunting. The residential housing stock increased from 745 lakhs to 887 lakh units in rural areas over 1971-81, and from 185 lakhs to 280 lakhs in urban areas over the same period. In 1981, there were about 6 lakhs absolutely homeless households and this number would have increased further by now. It is estimated that about 512 lakh persons are living in slums and squatter settlements, and about 50 per cent of the urban households are living in crowded one room tenements. It is estimated that

the backlog of housing stock of 23.3 million dwelling units in 1981 will swell to 41 million units by the turn of the century. Land, provision of basic services, finance, production and supply of adequate building materials, and trained construction workers are critical inputs to housing and appropriate and enabling legal environment and institutional framework provide the basic setting for increasing the tempo of housing activity. In each of these critical areas, a number of constraints are encountered, and for accelerating housing and building construction a number of measures have been initiated.

5.51 The draft National Housing Policy announced by the Government in May, 1989 and broadly endorsed by the State Governments recognises the vital importance of housing both as a basic human need and as a productive activity that stimulates employment and generation of savings. It also outlines the steps for dealing with various constraints to housing activity.

Housing Programmes Under the Public Sector

5.52 The scheme of allotment of house sites-cum-construction assistance for landless workers comes under the State Sector. During the Sixth and Seventh Plans 97.53 lakh house sites were allotted and construction assistance was made available to 41.46 lakh families, Indira Awas Yojna is a Central Sector Housing Scheme for families below poverty line belonging to scheduled caste and scheduled tribe, and freed bonded labourers in rural areas which is a part of the Rural Employment Programme. Under this scheme 6.60 lakh houses have been constructed over the Seventh Plan period. In addition, other schemes are being implemented by various State Governments for housing in rural areas, duly linked to rural development schemes.

5.53 There were over 41,000 housing cooperatives by March 1988 with over 30 lakh members and working capital of Rs. 1600 crores. These are supervised and assisted by apex housing finance societies/federations which have been formed in 24 States. Apart from its support to State Governments and policy holders, the LIC had disbursed by March, 1988 Rs. 1,139 crores to various cooperatives for the construction of 7 lakh houses. The cooperative housing finance Societies are entitled to refinance from National Housing Bank (NHB). Rural housing schemes are operated by cooperatives in a number of

States. About 60 per cent of the housing finance disbursed by apex cooperatives has gone to Economically Weaker Sections (EWS) and Low Income Groups (LIG). It is also part of the land allotment policy of Central and State Governments to give preference to cooperatives in the allotment of land. It has estimated that under various programmes of the public and the formal sector, on an average, 10 lakh houses are constructed and upgraded each year.

5.54 An important role is being played by Housing & Urban Development Corp'n. (HUDCO) for meeting the housing needs of the poorer sections and vulnerable groups in urban and rural areas through various State and local agencies. It has so far financed over 40 lakh dwelling units in the last 20 years including 19.4 lakhs in rural areas, of which 90 per cent units have gone to the poorer sections and vulnerable groups. HUDCO plans to expand its lending for various forms of housing activity and urban infrastructure during the eighth Plan period. It is also operating a net work of building centres for extension of appropriate housing technology and skills promotion.

5.55 For meeting the requirements of housing finance, a National Housing Bank has been established in 1988. The bank is providing assistance through a number of schemes. These include : Home Loan Account Scheme, liberalised lending by commercial banks and refinance facilities. Refinance for land development and shelter programmes of public/private agencies and cooperatives in order to increase the supply of serviced land in urban and rural areas have been undertaken. The banking sector has been involved substantially in housing finance in recent years. Revised interest rates have been fixed by the Reserve Bank of India and National Housing Bank for loans advanced by the commercial banks and housing finance institutions. It is recognised that increased supply of serviced land and housing finance for various income groups, with due regard to the needs of lower income groups and the informal sector are desiderata of larger supply of dwelling units.

Improvements of Urban Basic Services and Urban Slums

5.56 The Urban Basic Services Programme was introduced as a centrally sponsored scheme with the assistance of UNICEF. The scheme

envisages support for basic services such as water supply, low cost sanitation, health care, pre-school education and programmes designed to promote cooperative group action. The scheme aims at reducing the morbidity and mortality rates of children, improving the health of women and enhancing their ability to supplement their incomes. It also envisages improving the capacity of voluntary organisations to manage programmes for the urban poor. During the Seventh Plan period, 169 towns in 37 districts were covered in 21 States/UTs.

5.57 The Environmental Improvement of Urban Slums (EIUS) was identified as a basic need of the slum population from the commencement of the Fifth Five Year Plan. The EIUS scheme was made an integral part of the Minimum Needs Programme (MNP) and was transferred to the State Sector. The scheme aimed at ameliorating the living condition of urban slum dwellers and envisages provision of drinking water, sewerage, storm-water drains, community baths, community latrines, widening and paving of existing lanes, and street lighting.

Water Supply and Sanitation

5.58. Water supply and sanitation is a State subject. It is the responsibility of the State Govts. and Urban local bodies to plan, implement, operate and to maintain urban water supply and sanitation schemes. The rural water supply and rural sanitation schemes are implemented under the State Sector Minimum Needs Programme as well as under centrally sponsored schemes. The 1981—90 decade was designated as the 'International Drinking Water Supply and Sanitation Decade'. India, is a signatory to the Resolution thereof and has pledged its full support to the Action Plan under the International Decade Programme.

5.59 The drinking water supply problem is acute in the rural areas. The Seventh Plan target was to cover all the remaining 1,61,722 identified problem villages. Out of this 1,53,357 villages have been provided with at least one safe source of drinking water supply, leaving a balance of 8,365 hardcore 'No source' problem villages yet to be covered as on April 1, 1990. Besides, around 1.5 lakh partially covered villages have also spilled over to the Eighth Plan requiring augmentation for full coverage. The percentage of population (1981

census) with drinking water supply and sanitation facilities by the end of the Seventh Plan (tentative) vis-a-vis the position at the end of the Sixth Plan is given in Table 5.5.

TABLE 5.5
Percentage of Population with Drinking Water and Sanitation Facilities

	By the end of Sixth Plan (1980—85)	By the end of Seventh Plan (1985—90)
(i) Rural Water Supply	54	about 87
(ii) Rural Sanitation	about 1	about 3
(iii) Urban Water Supply	72	84.9
(iv) Urban Sanitation	28.40	47.9

5.60 The problem that remain to be solved in the area of water supply and sanitation are quite formidable. Extensive efforts will have to be made to overcome them.

Labour and Labour Welfare

Vocational Training

5.61 Vocational training improves employability and productivity of the labour force. At present, 2,137 Industrial Training Institutes (ITIs) with a total capacity of about 3.55 lakh seats run courses in 39 engineering and 26 non-engineering trades in accordance with standards set by the National Council of Vocational Training (NCVT). The ITI infrastructure is also utilised for the TRYSEM programme. Further, ITIs in certain States/Union Territories like Haryana, Himachal Pradesh and Delhi conduct non-formal, short-term courses for development of skills in demand. Practical training at the shop-floor is provided under the Apprentices Act, 1961 in 130 trades in 218 industries. The training capacity is about 1.28 lakhs seats for trade apprentices and 22,682 seats for graduates/technician apprentices. A small network of Advanced Training Institutes provides advanced level training in different fields to workers employed in industry for updating their skills.

5.62 A World Bank vocational training project to upgrade the quality of training in the ITIs and in the apprenticeship training programme has been initiated from 1989 in 28 States/Union Territories. The Project is to be implemented over a period of 6-7 years. The total base cost of the project is Rs. 442 crores and it includes Rs. 280 crores as cost of equipment.

Labour Welfare and Social Security

5.63 The process of identification, release and rehabilitation of bonded labour, which is the most exploited section of unorganised labour, was

initiated by Government with the passing of the Bonded Labour System (Abolition) Act, 1976. About 2.46 lakh bonded labourers had been identified upto March 1990 of whom about 2.18 lakh had been rehabilitated, about 24,000 were not available for rehabilitation and about 3,700 were awaiting rehabilitation. A target of rehabilitation of 3,596 persons has been set for the year 1990-91 and upto February 1991, 2,078 bonded labourers were rehabilitated. The real wages of workers in the unorganised sector is protected through the fixation and revision of minimum wages at regular intervals in various employments scheduled under the Minimum Wages Act, 1948. A National Commission on Rural Labour set up by Government in 1987 is currently examining all aspects of rural labour so that steps can be initiated to ameliorate their conditions. The Inter-State Migrant (Regulation of Employment and Conditions of Service) Act, 1979 seeks to ensure provision of needs like housing, clothing, medical facilities, etc. to inter-State migrant labour. A number of welfare boards set up for specific groups of workers like mines labour, port and dock labour, bidi workers, and so on implement welfare measures for the groups of workers concerned. The interests of Indian workers recruited for employment abroad is sought to be protected by the Emigration Act, 1983. Available figures show that 1.26 lakh Indian workers went abroad for employment during 1989 as against 1.70 lakhs and 1.25 lakhs during 1988 and 1987 respectively.

5.64 A number of legislative measures for the protection of women and child labour are already available, as for instance the Equal Remuneration Act, 1976 and the Child Labour (Prohibition & Regulation) Act, 1986. The latter Act prohibits child labour in employments hazardous to them and regulates employments. A National Child Labour Policy has also been formulated in 1987. The Policy envisaged, among other things, a project based plan of action aimed at suitable rehabilitation of children withdrawn from employment through provision of welfare inputs like non-formal education, vocational training, health care, nutrition, etc. to them. Special schools form a major component of the projects, through which welfare inputs would be reached to the children. Nine child labour projects have so far been set up in areas of concentration of child labour. These are at Sivakasi (Tamil Nadu), Jaipur (Rajasthan), Mandsaur (Madhya Pradesh), Markapur (Andhra

Pradesh), Mirzapur-Bhadohi (Uttar Pradesh), Ferozabad (Uttar Pradesh), Aligarh (Uttar Pradesh), Moradabad (Uttar Pradesh) and Jaggampet (Andhra Pradesh). 124 schools covering 6900 children have so far been set up.

5.65 Social security to workers is provided through a number of legislations. These provide for payments of compensation to workmen in the case of industrial accidents and occupational diseases leading to disablement or death, health insurance, provident fund, family pension, deposit linked insurance and payment of gratuity on termination of employment, superannuation, retirement, resignation, death or disablement to workers coming within their purview.

Special Employment Programmes

5.66 A number of Special Employment Programmes have over the years sought to supplement the employment generating potential of the general development process. These are briefly dealt with in this section.

5.67 Programmes for the rural poor are the Integrated Rural Development Programme (IRDP) and its two sub-programmes, Training of Rural Youth for Self Employment (TRYSEM) and Development of Women and Children in Rural Areas (DWCRA) and the wage employment programmes, the National Rural Employment Programme (NREP) and the Rural Landless Employment Guarantee Programme (RLEGP) which later merged to form the Jawahar Rojgar Yojana (JRY) during 1989-90. IRDP seeks to promote self-employment by providing productive assets and inputs to the rural poor through a mix of subsidy and bank credit. TRYSEM provides training in technical skills to poor rural youth to enable them to take up self employment or wage employment and DWCRA seeks to promote economic activities among groups of poor rural women. JRY is designed to generate additional gainful employment of the rural unemployed and underemployed by taking up works for creating productive economic assets. During the Seventh Plan period, 18.2 million families were assisted under IRDP, about a million rural youth were trained under TRYSEM and group economic activities were promoted among 28,000 groups with a membership of about 46,800 women under DWCRA; and the wage employment programmes (NREP and RLEGP) generated 3,492 million mandays of employment. During 1990-91, about 2.82 million families were assisted under IRDP, 4,25,000 rural youth were trained

under TRYSEM, 4,600 womens' groups were formed under DWCRA with a membership of 76,000 and about 684 million man-days of employment were generated under JRY.

5.68. The Self-Employment Programme for the Urban Poor (SEPUP) and the Nehru Rojgar Yojana (NRY) are programmes initiated for the urban poor. SEPUP covers all cities and towns with a population of 10,000 and above and not covered by IRDP. Under the scheme, loans upto Rs. 5,000 are provided by banks to the urban poor for taking up useful economic ventures, with the Central Government providing a capital subsidy of 25 per cent of the loan. Available provisional figures show that about a million persons received loans amounting to Rs. 368.49 crores since the inception of the scheme in September, 1986 upto the end of the Seventh Plan period. NRY launched in October, 1989 and redesigned subsequently, consists of three schemes. The first scheme seeks to provide support to the urban poor for setting up micro enterprises in all urban settlements somewhat along the lines of IRDP; the second is for wage employment through provision of basic amenities to the poor in all urban settlements with a population of less than 10 lakhs; and the third is for providing employment through shelter upgradation in urban settlements with population between one lakh and 20 lakhs. The scheme for Self-Employment for Educated Unemployed Youth (SEEUY), which has the objective of promoting self-employment among educated youth (aged 18-25 years) belonging to families with income not exceeding Rs. 10,000 per annum, covers areas other than cities with a population of more than 1 million. The Central Government provides a capital subsidy of 25 per cent of the loan provided by the banks. About 0.57 million persons have been provided with loans amounting to Rs. 1,060.25 crores under the scheme during the first four years of the Seventh Plan period.

5.69 A number of special employment programmes are also being implemented by the State Governments, as for instance, the Employment Guarantee Scheme in Maharashtra, Additional Employment Programme (AEP) and Self Employment Scheme for Registered Unemployed (SESRU) in West Bengal, Soft Loan Scheme in Madhya Pradesh and the Scheme for Employment and Training in Andhra Pradesh.