

Working Paper

14

**Indian Public
Employment Policy
for Weaker Sections:
A Case of SC/ST**

Chittaranjan Senapati
May 2013



**Sardar Patel Institute
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Social Research**
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List of Abbreviations

SCs	Scheduled Castes
STs	Scheduled Tribes
OBCs	Other Backward Classes
BCs	Backward Classes
DoPT	Department of Personnel and Training
GoI	Government of India
NEP	New Economic Policy
UTs	Union Territories

INDIAN PUBLIC EMPLOYMENT POLICY FOR WEAKER SECTIONS: A CASE OF SC/ST

Chittaranjan Senapati¹

Abstract

This paper examines the employment status of two weaker sections in central government establishments according to the Indian Constitutional provisions. The study identified gap in both legislation and implementation of policies for weaker sections in public employments. This comparative study among social groups of India highlighted the total number of employment, employment share, employment growth and quality of employment, throughout the period of fifty years from 1960 to 2010.

Although the Indian reservation policy is the oldest in world, it has improved the condition of weaker sections, but not met with the hope of founding fathers of constitution till now. A social just order cannot be built up by mere policies, promises and pious hopes. What is needed is political will to translate perspective into practice. In this juncture, attention should be given to our economic and educational systems to enhance, equality and social justice in India. It is proved that the education attainment and occupational mobility due to public sector employment has positive correlation in case of marginalised groups in India. Government and public institutions should be serious about it. The reservation is not charity granted to the marginalized groups, but to compensate individuals belonging to the disadvantaged groups for past discrimination and subsequently increase their economic prosperity, providing them justice and encouraging their participation in democratic processes. In this method the marginalized can lead betterment of their life and strive for human development.

Key words: Public Employment, Affirmative Action (Reservation), Weaker Sections, Social Justice, Constitutional Provisions and India.

JEL Classification: E24, R23, J71, J78

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1. Introduction

Scheduled Castes (SCs) and Scheduled Tribes (STs) have been identified as the two most backward groups of Indian Society. They include all such castes, races or tribes, which have been declared as SCs and STs under the public provisions of Article 341 and 342 of the Constitution of India (Bakshi, P.M, 1997). SCs generally represent those communities, which have suffered from the stigma of untouchability in one form or the other. STs are generally those who have been living in seclusion in hills and forests, more or less untouched by modern civilization and development.

According to 2011 census, SCs and STs constitute about 16.63 and 8.61 percent of the total population of the country respectively (Census, 2011). Thus, all together, SC and ST population constitute 35.24 percent of the total population of the India where as they are granted 22.5 percent reservation by the Indian constitution, which is less than actual proportionate to their total population of the country.

When India became independent, it committed itself to a socially just and equal social order. The Constitution of the country, promulgated in 1950, recognizes the SCs and the STs as the two most backward groups needing special protection. A number of provisions have been made in the Constitution with a view to abolish all forms of discrimination and put these groups at par with others. The constitution provided for protective discrimination under various Articles (15, 16, 29, 38, 46, 330, 332, 334 and 335) with a view to accelerating the process of building an egalitarian social order. Equality of opportunity and secularism would prove to be meaningless if a very large section of the society continued to remain poor and deprived of opportunities to secure political and administrative positions (Shah, G., 1986).

Reservation policy in favour of Backward Classes (BCs) in public sector jobs is not new for India. It was introduced long before Independence in a large area, comprising the Presidency areas and the Princely States south of the Vindhyas. Chhatrapati Sahuji Maharaj, Maharaja of Kolhapur in Maharashtra introduced reservation in favour of backward classes as early as 1902 to eradicate poverty amongst them and to give them their due share in the State

administration (Sharma, 1982). Subsequently, reservation policy has remained an integral part of public policy of the British India. A policy that was formulated by the British to provide representation to Indians in the administrative set up was later extended to recruitment, promotion and to educational institutions. The successive democratic governments continued to pursue this policy while effecting some changes to it now and then. Under the same spirit and concern, this policy found a place when the Constitution of India was being drafted after its independence in 1947 and its transition to a sovereign republic in 1950. Reservation policy is based on the principles of distributive justice and compensation for past disadvantages. It was the constitutionally essential to provide reservation (Beteille, 1991).

The main objective of providing reservation for SCs and STs in Government services is not only just to give jobs to some persons belonging to these communities, and thereby increase their representations in the services, but also to improve the status of these people socially and educationally so that they can take their rightful place in the mainstream of society and to bring them up to the level of wealth and welfare. The policy of reservation is a step for the liberation of the socially and economically backward people of the India known as SCs, STs and the Other Backward Classes (OBC) which is included later on. It was a mission to evolve a strong and powerful nation based on social harmony wherein every citizen of the nation, irrespective of caste, creed, religion, sex etc. could have an open, impartial and plentiful opportunity. The policy is often explained as positive or protective or compensatory discrimination in favour of the backward classes for the purpose of mitigating inequalities and ensuring justice. Compensatory justice aims at providing benefits to those individuals who have been wrongfully hurt and deprived in the past.

Generally, the policymakers around the globe often attempt to improve the economic status of disadvantaged populations by making use of direct employment incentives commonly referred to as affirmative action policies or called reservation policies in India. The policy of setting employment quotas is, in general, used by the government and other institutions to help historically disadvantaged sections of society. A primary objective of this type of policy is to compensate individuals belonging to the disadvantaged group for past discrimination

and subsequently increase their economic prosperity.

According to government of India public employment provisions, seats are reserved for SCs, STs and OBCs, 15 percent, 7.5 percent and 27 percent respectively in the case of direct recruitment on all India basis by open competition. But, otherwise than by open competition it is 16.66 percent, 7.5 percent and 25.84 percent for SCs, STs and OBCs respectively (DoPT, 2010-11). In case of direct recruitment to Group 'C' and 'D' posts normally attracting candidates from a locality or a region. In this type of recruitment, percentage of reservation for SCs/STs is generally fixed in proportion to the population of SCs and STs in the respective States/UTs and reservation for OBCs in such cases has been fixed that it is not more than 27 percent and total reservation does not exceed the limit of 50 percent (DoPT, 2010-11).

Since 1990-91 there has been a major change in the Government's macro-economic policies. The major focus of the new policy has been, among other things, to reduce the role of the Government while privatising industrial, banking and other sectors. The new industrial policy has thrown open almost half of the public industries to the private sector. Since the working of the reservation policy depends on the wide participation of social groups, the role back of the State in various forms have affected employment in government services. Policy measures such as the proposal to reduce the size of the public sector and its replacement by the private and foreign sector, cut in public expenditure (with a view to reduce the fiscal deficit), liberalisation of trade policy and privatisation of social service sectors such as transport, communication, education and health has directly reduced the base of the sector to which the provision of reservation is applicable.

If we see the situation of the pre-reform periods of Indian economy we can understand that in comparison to the private sector, public sector has rapid growth of employment during the period 1961-81. However, public sector employment had relatively slow-down during 1981-91 and further registered a declining trend during 1991-2001. For instance, public sector employment in manufacturing sector significantly increased its share in organized manufacturing employment, between 1961 and 1993-94, before declining in 1999-00

(Tendulkar, 2003). If we see the total organized public and private sectors employment, public sector accounted for 70 lakhs jobs in 1961 i.e. nearly 58 percent of the total organised sector employment. Community, social and personal services (52 percent), transport, storage and communication (24 percent) and, manufacturing (6 percent) were the major economic activities in providing employment under public sector. By 1981, the public sector employment had increased to 15.5 million, which accounted for about 68 percent of the total employment in the organized public and private sectors. However, India recorded a slowdown in the public sector employment and a marginal decrease of 0.9 percent in 2001, over 2000. On the other hand, the employment in the private sector has increased by 0.1 percent. More appropriately, there has been a transition from the public sector to the private sector. It is inevitable that the quantum of jobs under reservation has directly reduced due to this transition.

The paper is emphasising on public employment in central government employment jobs for SCs and STs. This sector not only take into account economic goals, but also consider social aspects like providing access to deprived sections to participate in the development process and there by provide justice through reservation provisions.

2. Objectives

This paper will examine the employment status among SC and ST, in central government jobs and what are the measures taken by Indian government through Constitution of India? Whether there is any gap between legislation and implementation and what are the employment trends? However, the present study proposes to examine:

1. The employment trends of SCs and STs in public services in 50 years (1960 to 2009).
2. The impact of public reservation policy measures on the employment of SCs and STs in government jobs on decadal basis. And compare them with pre and post-reform periods and also note the policy implications of the emerging trends.
3. What are the employment share of SCs and STs in comparison to non SC/ST, whether they have got their due share?

4. What are the levels of employment of SCs and STs in government jobs and employment changes over the period of 1960 to 2009?
5. What is the employment growth of SCs and STs under reservation during this period?

3. Data and Methodology

The reservation status of SCs and STs in employment under the government provisions are examined in this paper. This study is based on data available from Ministry of Personnel, Public Grievances and Pension, Government of India, related to employment situations from 1965 to 2009. For the purpose of the study three social groups are considered i.e. SCs, STs and non-SCs/STs. The employment of non-SC/ST (OBC included in non-SCs/STs) is calculated by subtracting SCs and STs from 'All', and have taken the percentage of intra and internal social groups (vertically and horizontally) of SCs, STs and non-SC/STs employment, their net percentage change in ten years and compound. Here vertical means what is their share in Group 'A', 'B', 'C', and 'D' out of total jobs within the SCs and STs (intra-groups). In other way, if they have 100 jobs with them, how many persons employed in Group 'A', 'B', 'C' and 'D'. Whereas, horizontally means what is their inter-social groups representation in total jobs in India. Besides that decadal average has calculated from absolute numbers, their percentage change (net change), and growth rate over the periods are used for SCs and STs and non- SC/ST. The paper is divided into three sections. First section, deals with total employment: composition and change; second section analyses employment composition by job categories Group 'A', 'B', 'C' and 'D'; and third section summarises findings, conclusions and recommendations.

4. Total Employment: Composition and Change, (1960-2009)

Horizontal Aggregated Data Analysis

As per latest availability of data in 2009, the total numbers of employment of SCs in central government services is 480999, where as in 1960 it was 228497 (DoPT, 2010-11). If we consider and compare with the level of employment in 1990, it was high of 590108 jobs and it has declined in 2009. If this decline we put in other way there is more than 1 lakh employment deficiency between 1990 and 2009 (Table-1). Whereas, the similar trend we can

find in case of non-SC/STs. The number of non-SC/STs in government services was 1600528 in 1960 and it has increased to 2226500 in 2009 with 4.7 lakhs employment deficiency. But in case of STs the employment trend is different in comparison to both SCs and non-SC/STs. In 1960 number of employment was 37704 for STs whereas it increased to 185245 in 1990 and reached at 202462 in 2009. That means the number of employment of STs increased gradually since 1960 to 2009. In these 50 years of history, the absolute net change from 1960 to 2009 was 252502 for SCs, 164758 for STs and 625972 for Non-SC/ST (Table-1).

Table 1
Number of Public Employments and Percentage Share of SC, ST and Non-SC/ST in Central Government

As on 1 January	SC	ST	Non-SC/STs
1960	228497	37704	1600528
1969	359943	70313	1932020
1970	291374	60325	2147584
1979	467712	120449	2504968
1980	490592	125004	2516129
1989	568600	174101	2721420
1990	590108	185245	2701700
1999	591839	218653	2733770
2000	582446	225917	2819519
2009	480999	202462	22265000

Source: Annual Report Ministry of Personnel, Public Grievances and Pension, 2010-11, GOI, New Delhi

4.1 Percentage share of SC, ST and Non-SC/STs, 1960-2009

In 2009, the share of SCs, STs and non-SC/STs, to the total employees in the government jobs was 16.5 percent, 6.9 percent and 76.5 percent respectively. Whereas, in 1960 the share of the SCs was 12.24 percent and it increased up to 16.97 percent in 1990 and again declined to 16.53 in 2009. In case of non-SC/STs, the percentage of employees was 85.9 in 1960. But it went down to 77.7 percent in 1990 and further declined to 76.58 percent 2009. But, in case of STs the percentage share in 1960 was 2 percent and it increased to 5.33 percent in 1990 and finally it gradually increased to 6.96 percent in 2009 (Table-1). So, over the period of 1990 and 2009, the percentage share of employment of SCs and non-SC/STs declined, whereas share for STs, employment increased in the same period.

The percentage change of employees in government jobs for SC in 1960s was 57.53 percent, but it drastically declined in 1990s and it became negative i.e. (-) 17 percentage for SCs in 2000-2009. In the case of STs the change was 81.49 percent in 1960s and it declined to 18 percent in 1990s and finally negative to (-) 10 in 2000s. Whereas the percentage changes of Non-SC/ST employees were 20.71 in 1960s and became 1.19 percent in 1990s and (-) 21 percent in 2000-2009.

4.2 Decadal Employment Growth-1960-2009

In these 50 years of time, the growth in government service for SCs were 110.5 percent, for STs 437 percent and for non-SC/STs it was 93.1 percent. Here in the decadal employment change (net change) in the 1960s was 131446 and it becomes low (1731) in the 1990s. Whereas, it observed negative change [(-)101447] for SCs between 2000 and 2009. In case of STs, the change was 32609 in 1960s, lowest (33408) in 1990s and become negative (-) 23455 in 2000s.

During the 1970s, the decadal average of SCs employees stood at 398286. It increased to 602486 in 1990s and declined to 526236 in 2000s, in case of STs it was 86600 in 1970s it increased to 197641 in 1990s and 207051 in 2000s (Table-2). According to this table the average decadal change during the 1960s/70s (34.48 percent) for SCs with regard to government sector employment and it declined drastically to 12.5 percent in 1980s/90s. Finally, it stood at negative (-) 12.66 percent between 1990s/2000s. As the STs are concerned the figures were 74.21 percent, 29.21 and 4.76 percent in 1960s/1970s, 1980s/1990s and 1990s/2000s respectively.

Table 2
Public Employment of SC, ST and Non-SC/ST (Decadal Average)

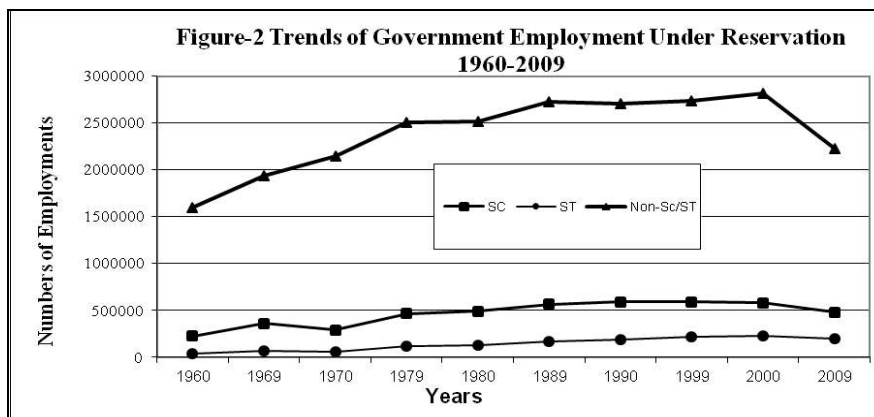
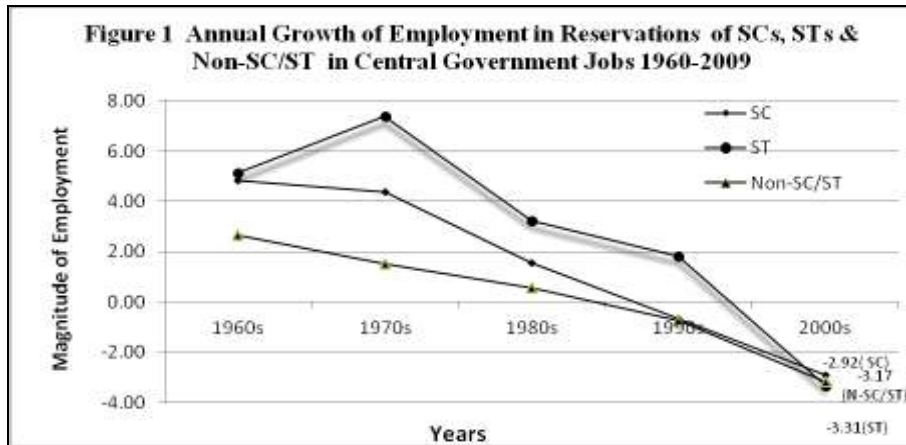
Decades	SC	ST	Non-SC/ST
1960s	296166	49710	1884395
1970s	398286	86600	2385697
1980s	535323	152957	2660717
1990s	602486	197641	2728336
2000s	526236	207051	2439519

Source: Annual Report Ministry of Personnel, Public Grievances and Pension, 1985-86, 1989/90-2006/07, 2008/09-2010-11, GOI, New Delhi

For non-SC/STs the figure stood at 26.60 percent in the 1960s and 1970s, then it came down to 2.54 percent in 1980s and 1990s and it became negative (-) 10.59 percent in 1990s and 2000s. Therefore, it shows the vertical deceleration for both SCs and non-SC/ST in government services from 1960s to 2000s.

During years 2000/09 the decadal annual compound growth of SCs, STs and non-SC/STs employees stood at negative growth which was (-) 2.92 percent for SCs, (-) 1.76 percent for STs and (-) 3.17 percent for Non-SC/STs. While in 1960s decadal annual growth of SC employees in government Services were 4.82 percent and it started declining to in 1980s 1.54 percent. It further declined and growth became negative in 1990s (-) 0.65 for SC due to advent of New Economic Policy of India (NEP). During these periods the decadal annual growth for STs was 5.14 percent in 1960s, 3.24 percent in 1980s, 1.83 percent in 1990s and (-) 1.76 in 2000s. Where as in Case of non-SC/ST there was 2.65 percent growth in decade 1960s and it down slide to 0.57 in 1980s and it became negative (-) 0.75 percent in 1990s. Here the statistics point out that the rate of reduction of government employment for SCs and STs are faster than Non-SC/STs. The situation clearly indicates the implementation of NEP had an adverse impact on employment in government jobs for SCs and STs. If we see the overall situation in 50 years of period (1960 to 2009), the growth of employment in government jobs is better for non-SC/STs than SCs and STs. The trends and employment growth can be demonstrated in the figure 1 and 2. In figure -1, it is observed that the decline of the jobs for all groups, which has recorded negative (-) 3 percent during 2000s. The overall percentage of government jobs from 1960 to 2009 has increased annually at the rate of 1.59 percent, 3.77 percent and 0.63 percent for SCs, STs and non-SC/ST respectively.

5. Employment Composition by Job Categories, 1960-2009 (Vertical Intra-Social Groups Disaggregated Analysis)



5.1 Percent share of SC, ST and Non-SC/STs 2009

The representation of SCs, STs and non-SC/STs in various categories of government jobs to the total employees in India are given in table-3. According to the provisions of Indian constitution, 15 percent of jobs in government employments are reserved for SCs. It can be emphasised that, this stipulated quota is applicable to group 'A' and 'B' jobs not for other two groups i.e. 'C' and 'D'. As C and 'D' group jobs are concerned, there was provision of 16.66 percent reservations particularly for SCs in direct recruitment in jobs like 'C' and 'D'. In this particular case of direct recruitment to Groups 'C' and 'D' posts normally attract candidates from a locality or a region.

Table 3
Percentage share of Social Groups to Total Employees in Government Jobs

Years	A			B			C			D		
	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST
1965	1.64	0.27	97.59	2.82	0.34	96.56	8.88	1.14	89.71	17.75	3.50	78.82
1968	2.11	0.59	97.30	3.11	0.41	96.48	9.22	0.13	90.65	18.32	3.61	78.08
1971	2.58	0.41	97.01	4.06	0.43	95.51	9.59	1.67	88.74	18.37	3.65	77.98
1972	2.99	0.50	96.52	4.13	0.44	95.43	9.77	1.72	88.52	18.61	3.82	77.57
1973	3.14	0.50	96.36	4.51	0.49	95.00	10.05	1.95	87.99	18.37	3.92	77.70
1974	3.25	0.57	96.18	4.59	0.49	94.92	10.33	2.13	87.54	18.53	3.84	77.64
1975	3.43	0.62	95.95	4.98	0.59	94.43	10.71	2.27	87.02	18.64	3.99	77.37
1981	5.46	1.12	93.42	8.42	1.31	90.28	12.95	3.16	83.90	19.35	5.07	75.57
1982	5.49	1.17	93.34	9.02	1.43	89.55	13.39	3.47	83.14	23.41	7.45	69.14
1984	6.92	1.70	91.38	10.36	1.77	87.87	13.98	3.79	82.23	20.20	6.04	73.77
1985	7.65	1.73	90.62	10.04	1.58	88.39	14.88	4.20	80.92	20.81	5.70	73.49
1987	8.23	2.05	89.72	10.41	1.92	87.67	14.45	4.23	81.32	20.04	5.84	74.12
1988	8.67	2.30	89.04	11.18	2.10	86.72	14.80	4.48	80.72	19.88	6.10	74.02
1989	8.51	2.24	89.25	11.65	2.00	86.35	14.85	4.52	80.63	20.41	6.46	73.13
1990	8.64	2.58	88.78	11.29	2.39	86.32	15.19	4.83	79.98	21.48	6.73	71.79
1991	9.09	2.53	88.37	11.82	2.35	85.83	15.65	4.98	79.36	21.24	6.82	71.94
1992	9.67	2.92	87.40	11.57	2.38	86.05	15.74	3.16	81.10	20.88	6.75	72.37
1993	9.80	3.06	87.13	12.17	2.35	85.48	15.91	5.43	78.66	20.73	6.87	72.39
1994	10.24	2.93	86.83	12.06	2.81	85.13	15.74	5.38	78.88	20.47	6.15	73.38
1995	10.15	2.89	86.96	12.67	2.68	84.65	16.15	5.69	78.16	20.53	6.48	72.99
1996	11.51	3.57	84.93	12.30	2.81	84.89	15.45	5.65	78.90	20.27	6.07	73.67
1997	10.74	3.23	86.03	12.90	3.04	84.05	16.20	6.16	77.65	24.06	6.73	69.21
1998	10.80	3.44	85.76	12.35	3.02	84.63	16.32	6.01	77.67	18.65	6.95	74.40
1999	11.29	3.39	85.32	12.68	3.35	83.98	15.78	6.07	78.15	20.00	7.00	73.00
2000	10.97	3.48	85.55	12.54	3.09	84.37	15.88	6.33	77.79	17.38	6.66	75.95
2001	11.42	3.58	85.00	12.82	3.70	83.48	16.25	6.46	77.29	17.89	6.81	75.30
2002	11.09	3.97	84.94	14.08	4.18	81.74	16.12	5.93	77.94	20.07	7.13	72.80
2003	11.93	4.18	83.88	14.32	4.32	81.36	16.29	6.54	77.17	17.98	6.96	75.06
2004	12.18	4.1	83.68	14.48	4.6	80.89	16.90	6.7	76.41	18.35	6.7	74.94
2005	11.85	4.3	83.87	13.71	4.5	81.83	16.39	6.5	77.14	18.31	6.9	74.78
2006	12.97	3.8	83.24	14.48	5.2	80.30	16.38	6.9	76.74	18.29	7.0	74.68
2007	12.74	2.1	83.01	14.70	2.7	79.81	16.08	3.5	76.98	18.79	3.5	74.24
2008	12.46	4.8	82.73	14.92	5.8	79.32	15.74	7.0	77.24	19.36	6.9	73.73
2009	12.55	4.8	82.62	14.94	6.0	79.10	16.18	7.3	76.54	18.57	6.5	74.90

Source: Calculated data from Annual Reports Ministry of Personnel, Public Grievances and Pension, GOI, New Delhi.

In 2009 the share of SCs representation to total employment in India by category 'A' Group jobs were 12.5 percent, 'B' Group 14.9 percent, and 'C' Group 16.2 percent and 'D' 18.6 percent. It is seen that, SCs in 2009 were underrepresented in Group 'A', 'B' and 'C' jobs and over represented in group 'D' according to their respective population (Table-3). As STs are concerned in same parlance the share of employment in 2009 is 4.8, 6.0, 7.3 and 6.5 percent in group 'A', 'B', 'C' and 'D' respectively. Here, STs are below the quota of 7.5 percent and underrepresented in all the groups of jobs 'A', 'B', 'C', and 'D', where as their percentage of population is 8.61 percent. The total share of non-SC/STs in government jobs were 82.6, 79.1, 76.5 and 74.9 in 'A', 'B', 'C', and 'D' Group respectively (Table-3).

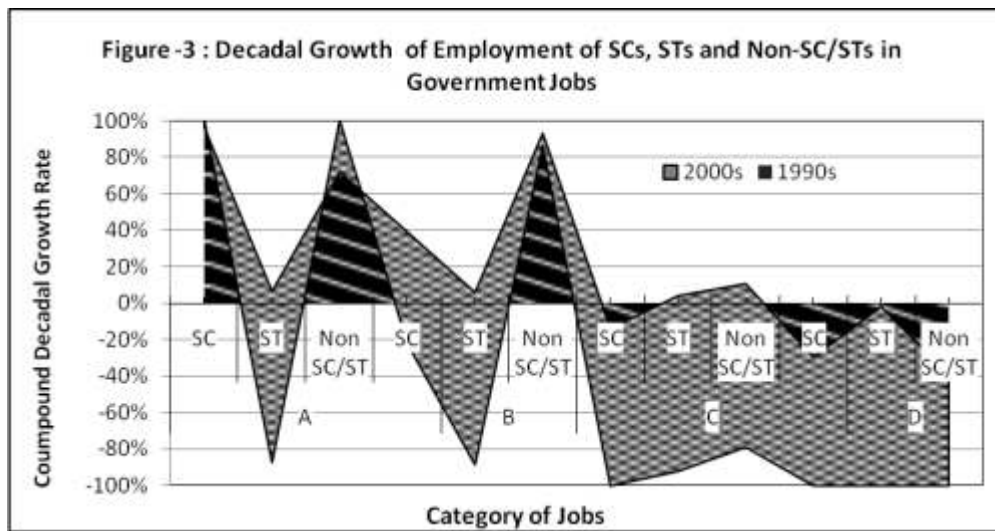
During 2000 and 2009, in the group 'A' jobs the decadal average number of employment for SCs was 11434; 'B' 21014; 'C' 339897 and 'D' 153891. In the case of STs the decadal average employment in group were 1393 in 'A', 6922 'B' 139009 in group 'C' and 57203 in group 'D'. Whereas for the non-SC/STs, the 'A' Group employees in government jobs were 89797 in 'A', 134892 in 'B', 1808363 in 'C' and 697391 in 'D' during the same period of time. So the change registered in 2000s for SCs and non-SC/STs are positive in group A, B and negative in group 'C' and 'D'. But for STs the change is positive in group 'A', 'B' and 'C' and negative in group 'D' (Table-4).

Table 4
Government Employments of SCs, STs and Non-SC/ST by
Categories(Decadal Average)

	A			B			C			'D' (Excl. Sweeper)		
	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST	SC	ST	Non-SC/ST
1971-75	975	165	30333	2170	239	46034	153441	29731	1334803	225798	46910	947519
1981-89	4112	984	51355	7338	191	63703	289553	11158	1661702	239290	7843	852652
1990/99	6953	1273	58749	12988	2907	90475	365482	123240	1822808	217063	69409	756304
2000/2009	11434	1393	89797	21014	6922	134892	339897	139009	1808363	153891	57203	697391

Source: Calculated data from Annual Reports Ministry of Personnel, Public Grievances and Pension, GOI, New Delhi.

However, the annual growths of employment in reservations during 2000s for SCs were 2.40 percent in Group 'A' (-) 0.24 for Group 'B', (-) 2.89 percent for Group 'C' and (-) 4.30 percent in Group 'D'. As STs are concerned, the growth rate was (-) 98.44 percent in group 'A', (-) 97.97 in 'B', (-) 100.41 in 'C' and (-) 102.17 in 'D' group. Whereas, for non-SC/STs it was (-) 0.11, (-)2.56, (-)2.7 and (-)4.91 percent for Group 'A', 'B', 'C', and 'D' respectively(Figure-3).



5.2 Employment share, Change and Growth in Group 'A' Jobs, 1965-2009

In 1965, only 1.64 percent of SCs were in Group 'A' and this went up to 12.5 percent in 2009, which is fall short of stipulated quota of 15 percent. In case of STs the percentage employment was 0.27 and it increased to 4.83 percent in group 'A' job in 2009. Whereas for non-SC/ST there were 97.59 percentage employments in 1965 and it has attained the pick at 88.78 percent in 1990 and declined to 82.62 percent in 2009 (Table-3).

Table 5
Public Employment of SCs, STs and Non-SC/ST Decadal point to point by Categories

On Jan I	A			B			C			D (Excluding Sweeper)		
	SC	ST	Non- SC/ST	SC	ST	Non- SC/ST	SC	ST	Non- SC/ST	SC	ST	Non- SC/ST
1960	177	26	..	569	157	..	67205	8289	..	160546	29232	..
1965	318	52	18912	864	103	29567	96114	12390	970905	201073	38444	881330
1969	593	100	..	1513	156	..	139803	26811	..	218034	43246	..
1970	593	100	..	1513	187	..	139803	22608	..	218034	37430	..
1971	741	117	27821	1794	192	42218	136259	23732	1260631	221248	43916	939279
1979	2204	435	..	4150	579	..	215762	53460	..	245596	65975	..
1980	2375	506	..	5055	763	..	235555	55334	..	247607	68401	..
1981	2883	590	49300	5298	824	56833	243028	59228	1574528	238985	62672	933359
1989	5204	1373	54599	10021	1720	74277	330330	100425	1793457	223045	70583	799087
1990	5331	1593	54762	10497	2222	80249	336880	107103	1773251	237400	74327	793438
1999	10558	3172	79790	13306	3512	88145	378115	145482	1872829	189860	66487	693006
2000	10258	3251	79976	17332	4267	116615	376189	149950	1842333	178667	68449	780595
2009	12914	4976	85030.0	21155	8430	111979	325858	146432	1541098	121072	42624	488393

Source: Annual Report Ministry of Personnel, Public Grievances and Pension, 2010-11, GOI, New Delhi

The absolute number of SC employments in group 'A' has increased from 318 in 1965 to 10258 in 2000 and further increased to 12914 in 2009. But in case of STs the figure was 52 in 1965 and it increased to 3251 in 2000 and reached at 4976 in 2009. Where as in case of non-SC/STs employment increased in number from 18912 in 1965 to 79976 in 2000 and 85030 in 2009. Then it has increased in whole period starts from 1965 to 2009 (Table-5).

The decadal employment change for SCs went up from 416 percent during 1960s to 5227 during 1990s. But during 2000s it declined to 2656 at the rate of 26 percent change. But in case of STs the change was 74 percent in 1960s and it became 1579 in 1990s and further increased to 1725 in 2000s. While the decadal employment change of non-SC/ST has increased from 21479 during 1971-1981 to 25028 during 1990s. But during 2000s the employment declined to 5054 in 6.32 percent rate.

If we consider the five year and decadal compound growth of employment for all the social groups, we will find that the annual employment growth rate was only 12.74 percent during 1971-75 and it declined to 6.10 percent in 1990s and 2.40 percent in 2000s. In the case of STs the five year growth is 16.5 percent in 1971-75 and it declined in 1990s to 6.70 percent and finally in 2000s the growth was negative (-) 98.44. Whereas for non-SC/STs during five years (1971-75), the annual growth was 5.40 percent and it declined during 1990s to 2.73 and further declined to 0.11 in 2000s (Figure 3).

5.3 Employment share, Change and Growth in Group 'B' Jobs, 1965-2009

Only 2.82 percent of SCs were absorbed in 'B' category in 1965. The ratio increased to 11.29 per cent in 1990 and to 12.54 per cent in 2000. It has further increased to 14.94 in 2009. The percentage share of STs in 1965 was 0.34. It increased to 6.0 in 2009 (Table-3). Despite a rising trend the representation of SCs and STs were less than their stipulated quota. Within the total employment of SCs the share of Group 'B' jobs increased from 864 in 1965 to 21155 in 2009. In case of STs the Group 'B' jobs were 103 in 1965 and increased to 8430 in 2009 out of their total jobs.

The decadal employment change however has increased from 2637 during 1970s to 4966 in 1980s. But in 1990s the trend has declined for SCs at 2809 with 26.76 percent rate of change and it further declined to 3823 with 22.06 percent in 2009. As STs are concerned the decadal employment change was 335 in 1970s and it increased to 867 in 1980s and further increased in 1990s and 2000s. Whereas for non-SC/ST the number of employment changed at increasing rate from 14615 during 1971-1981 to 17444 during 1981-89 for Group 'B' jobs, however in 1990s and onwards it has shown declining trend, but, for STs the number was 239

during 1971-75 and it increased to 2907 in 1990s and 6922 in 2000s (Table-4).

During 1971-75 average numbers of employment for SCs were 2170 and it increased to 12988 in 1990-99 for SC and 21014 in 2000-09 (Table-4). The percent change between the period 1960s/1970s and 1970s/1980s of SCs were more than hundred percent in Group 'B'. But the period of 1980s/1990s the change is 82.67 percent for them and it further declined 61.80 percent in 1990s/2000s. As non-SC/STs are concerned there is no availability of data to calculate like this. In case of STs the percentage change in period 1960s/70s and 1970s/80s were more than 200 percent, but 1980s/90s it was only 35.91 percent and 1990s/2000s it was 9.48 percent (Figure-3).

But the decadal annual growth of employment for SCs in Group 'B' during 1971-75 was 11.34 percent and it declined to 7.34 percent during 1981-89. It further declined at the eve of New Economic policy (1990-1999) to 3.16 percent for SCs and finally became negative (-) 0.24 in 2009. If we consider the situation of STs in same periods, the growth was 13.98 during 1971-75 and it declined to 9.87 in 1981/89 and further declined to 6.02 percent in 1990s and reached to negative growth (-) 97.97 in 2000s. While for non-SC/ST the annual growth rate has declined from 5.47 during 1971-75 to 1.63 during 1990-99 and became negative in 2000-09.

5.4 Employment share, Change and Growth in Group 'C' Jobs, 1965-2009

As mentioned before, in each Group 'C' and 'D', 16.6 percentage government jobs are reserved for SCs. In 1965, about 8.88 percent of the employees were working in group 'C' jobs. The ratio increased to 15.19 per cent in 1990, 15.88 percent in 2000 and finally 16.18 in 2009. Still it is below the stipulated quota according to the provision of government of India. As far as STs are concerned the percentage shares of STs were 1.14 percent in 1965 and it increased to 4.83 percent in 1990 and 6.33 percent in 2000 and finally it became 7.3 percent which is below the stipulated quota. In the case of non-SC/ST 89.71 percentage was in 1965 and it declined to 76.54 percent in 2009 (Table-3).

The decadal number of employment change for SCs in group 'C' has increased from 72598

during 1960s to 94775 during 1980s but it declined to 41235 with 12.24 percentage rate during 1990s and finally became negative (-) 5033 or (-) 13.38 percent during 2000s. In case of STs the declined change of employment in 1960s was 18522. It has increased to 45091 in 1980s and it started declining in 1990s to 38379 and finally became (-) 3518 in 2000s. Whereas for non-SC/ST the number of employment change was 99578 or 5.62 percent during 1990s and negative during 2000s (Table-5).

The average five years employment during 1971-75 for SCs was 153441 and it increased to 365482 during 1990-99 and declined to 339897 during 2000/09. In case of STs the five years employment during 1971/75 was 29731 and it increased to 123240 in 1990s and 139009 in 2000s (Table-4). For the non-SC/STs the average number of employment during 1971-75 was 1334803 and it was increased to 1822808 during 1990-99 and then remain almost same during 2000/09 i.e. 1808363 (Table-4). But the decadal percentage change of SCs during 1960s/1970s, and 1980s/1990s was declining from 74.06, to 28.62 percent respectively; but during 1990s/00s it became negative in the rate of (-) 7 percent. In case of STs it increased near about 200 percent in 1960s/70s and it declined to 118.59 percent in 1970s/80s and gradually declined to 55.97 percent in 1980s/90s and 12.80 percent in 1990s/2000s. But as far as the non-SC/STs are concerned data are not available. However, the annual growth rate of employment in Group 'C' was 6.27 during 1971-75, and it declined during 1990-99 to 0.34 percent and finally became negative (-) 2.89 in 2000/09 for SCs. But the annual growth of STs were 12.30 in 1971/75 and 6.30 in 1981/89 and 4.16 in 1990s and then it registered (-) 100 percent negative growths in 2000s. For non-SC/STs the annual growth rate has declined from 2.86 percent in 1971/75 and declined to (-) 0.44 in 1990s and (-) 2.71 percent in period of 2000-2009 (Figure-3).

5.5 Employment share, Change and Growth in Group 'D' Jobs, 1965-2009

In this category of jobs, throughout the analysis period, the percentage share of SCs have been well above the government quota. In 1965, 17.75 per cent of Scheduled Caste employees were engaged in this category of government jobs; but in case of STs the percent share is below the stipulated quota even till 2009 (Table-3). The ratio increased to 18.37

percent in 1971, and reached highest pick at 21.48 percent in 1990 and gradually declined and finally settled at 18.57 percent in 2009. But for the STs it was 2.65 in 1971 and increased to 6.73 in 1990s and declined to 6.5 percent in 2009. For the Non-SC/ST the percentage was 77.82 in 1965 and it slightly increased to 77.98 percent in 1971, then it declined to 71.79 in 1990 and again increased to 74.90 percent in 2009.

The employment change for SCs in Group 'D' jobs stood at 57488 (or 35.81 in percentage) during 1960. It declined to 27562 (12.64 percent) during 1970s and further to (-) 47540 (-) 20.03 during 1990s. However, during 2000-09 the declining employment has recorded as (-) 57595 (or (-) 32.24 in percent) (Table-5). If we will take the entire period of 1965-2009 the employment change is (-) 39.79 percent per year for SCs. In case of STs during 1960s the employment change was 14014 (47.94 percent) it increased to 28945 (76.26 percent) in 1970s, declined to 218 (3.19 percent) in 1980s, 1990s and 2000s, the employment changes were negative at (-)7840, (-)10.55 and (-)25825, (-)37.73 respectively, but during 1965-2009 the employment change had positive trend i.e. 10.87 percentage for STs. Whereas, for non-SC/STs the change in Group 'D' jobs registered negative trends during this period of 1965-2009 (i.e. (-) 44.58 percent).

The absolute decadal average number of employment for SC in this group was 225798 during 1971-75 and but in 1990s during New Economic Policy it started declining to 217063 and 153891 in 2000s. In the case of STs the absolute average employment was 46910 in 1971/75, it has declined to 69409 in 1990s and it further declined to 57203 in 2000s (Table-4). The percent change between average decades for SC declined from 13.9 percent during 1960s/70s to 6.70 during 1970s/80s and during 1980s/90s the trend had negative (-) 9.6 percent and it further declined to 29.10 percent in 1990s/00s. In case of STs the change in 33.30 percent during 1960s/70s and it increased to 4393 percent in 1970s/80s then it started negative trend (-)3.35 in 1980s/1990s and (-)17.59 in 1990s/2000s (Figure-3). However, the decadal annual growth of SC was 1.13 percent during 1971-75 and started declining and became negative i.e. (-) 1.46 in 1981-89, (-) 2.73 in 1990s and further declined during 2000-09 to (-) 4.30 percent for SC. In case of STs the decadal annual growth was 2.79 percent in 1971/75 and it declined to (-) 1.16 in 1980s and (-) 2.10 in 1990s and more than 100 percent

negative growth in 2000s, while, for non-SC/ST group there was a decline from 0.73 during 1971-75 to (-)0.01 during 1981/89. During new economic policy the growth rate was (-) 2.07 and became (-)4.91 during 2000-09.

5.6 Vertical Analysis (Intra Group Analysis) for SC/STS

If we consider the Scheduled Caste government employment in various groups of jobs, in 1960, we can find that, in 100 jobs they were distributed as 0.08, 0.25, 29.41 and 70.26 in group 'A', 'B', 'C', and 'D' respectively. As of now in 2009 they were 2.68, 4.40, 67.75 and 25.17 in group A, B, C and 'D' respectively. This vertical analysis reveals that in 100 SC community jobs, only 7 persons are employed in Group 'A' and 'B' and other 93 persons are in group 'C' and 'D' (Table-6) but their percentage of population is 16.63 percent. In case of STs, out of 100 jobs they were employed 0.07 in group 'A' 0.42 in group 'B', 1.98 in group 'C' and 77.53 percent in group 'D'. But now in 2009 their concentration of jobs in group 'A' is 2.46, 'B' 4.16, 'C' 72.33 and in group 'D' 21.05 percent. They are representing 6.62 percent in job groups 'A' & 'B', whereas 93.38 percent in group 'C' and 'D' (Table-6).

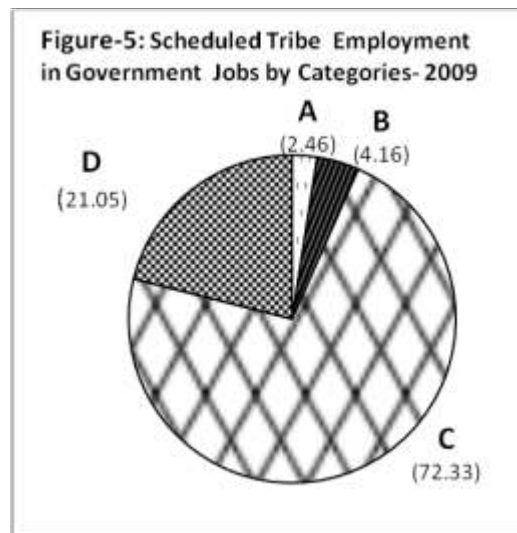
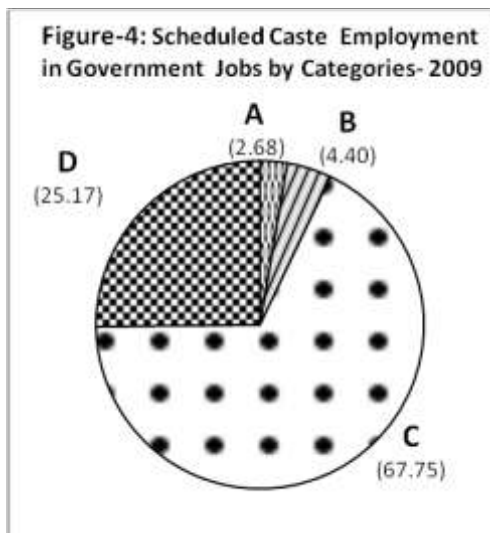
Table 6
Percentage Distributions of SC/ST Employees in Government Jobs by Categories

On Jan 1	Scheduled Castes					Scheduled Tribes				
	A	B	C	D	Total	A	B	C	D	Total
1960	0.08	0.25	29.41	70.26	100	0.07	0.42	21.98	77.53	100
1965	0.11	0.29	32.21	67.39	100	0.1	0.2	24.3	75.4	100
1969	0.16	0.42	38.84	60.57	100	0.14	0.22	38.13	61.5	100
1970	0.06	0.59	41.9	57.46	100	0.17	0.31	37.48	62.05	100
1971	0.21	0.5	37.85	61.45	100	0.17	0.28	34.92	64.62	100
1979	0.47	0.89	46.13	52.51	100	0.36	0.48	44.38	54.77	100
1980	0.48	1.03	48.01	50.47	100	0.4	0.61	44.27	54.72	100
1981	0.59	1.08	49.58	48.75	100	0.48	0.67	48.03	50.82	100
1982	0.57	1.15	49.09	49.19	100	0.42	0.63	44.38	54.57	100
1989	0.92	1.76	58.1	39.23	100	0.79	0.99	57.68	40.54	100
1990	0.9	1.78	57.09	40.23	100	0.86	1.2	57.82	40.12	100
1999	1.78	2.25	63.89	32.08	100	1.45	1.61	66.54	30.41	100
2000	1.76	2.98	64.59	30.68	100	1.44	1.89	66.37	30.3	100
2009	2.68	4.4	67.75	25.17	100	2.46	4.16	72.33	21.05	100

Source: Calculated data from Annual Reports Ministry of Personnel, Public Grievances and Pension, GOI, New Delhi.

It would be seen that from the 1960 to the 1980 more than 50 percent employees are concentrated on group 'D' jobs. Further the concentration on 'D' groups reduced since 1981 and became 25.17 in 2009. If we consider the group 'C' jobs for SCs, they were 29.41 percent in 1960 and it increased gradually and remained below 50 percent till 1981. Then it has increased since 1982 and reached at 67.75 percent in 2009. Therefore, they are revolving around the 'C' and 'D' group jobs during these fifty years in India. In case of STs in some period till 1980s the employment was 54.72 in group 'D' and other groups were 45 percent. Gradually, the employment of STs in 'D' group jobs declined and reached at 21.05 percent in 2009. As group 'C' is concerned it is absorbing more than 72 percent of ST people. This nature and quality of job 'C' is just reverse to the 'D' groups since 1960s to 2009. In 1960s the 'C' group job was 21.98 percent and 'D' group job was 77.53 percent but in 2009 the 'C' is 72.33 percent and 'D' is 21.05 percent. That means there is mobility of STs from Group 'D' to Group 'C' but they are meagre in white collar jobs like Group 'A' and Group 'B'. The group 'A' and 'B' gradually increased to 2.46 and 4.16 percent respectively in 2009, which is below the stipulated quota (Figure-5).

In general, as group 'A' and 'B' jobs are concerned, it is negligible during these fifty years of history for SCs and STs. Although the employees of SCs increasing in this fifty years, they were 0.08 and 0.25 percent in group 'A' and 'B' jobs respectively in 1960. They were 1 percent in group 'A' and 1.82 percent in group 'B' jobs in 1992, became 2.68 in 'A' group and 4.40 percent in 'B' Groups in 2009. Similarly, in the case of STs, most of them are concentrating on group 'C' jobs (72.33 percent) and group 'D' (21 percent). They are moving from unskilled to semi skilled jobs (Figure - 4).



In the other words, the reservation policy has been successful mostly in group 'D' types of jobs followed by Group 'C'. On other hand group 'A' and 'B', is severely short of the required quota. As per latest data 2009, highest share of SC/STs employment opportunities in descending order is group 'C', 'D', 'B' and 'A'.

6. Findings, Conclusions and Recommendations

Here we can note that the reduction of jobs in public sector for SC/ST is faster than non-SC/ST. The situation clearly indicates that the new economic policy of India has adverse impact on job market particularly in public employments. The share of SC/STs representation to total employment in India by category 'A', 'B' and 'C' jobs are fall short of stipulated quota. However 'D' category represents better proportion of jobs quota system of Indian government for SCs and still STs are below the stipulated quota. Only 7 percentage people from the SCs are employed in Group 'A' and 'B' and other 93 percent are in Group 'C' and 'D' in the year 2009. In case of STs only 6.82 percent people from ST community are employed in group 'A' and 'B' and other 93 percent are in group 'C' and 'D' jobs. It has been seen that from the 1960s to the 1980s more than half of the scheduled caste employees were concentrated on 'D' group of jobs and the other 40 percent on group 'C' jobs. Similarly, in case of STs 53 percent ST employees are concentrated in group 'D' jobs till 1983 and other

45 percent in group 'C'. During this 50 years, the employment of SC/STs is revolving around group 'C' and 'D' jobs. Chronologically, the highest employment concentrations of SCs/STs are on group 'C', 'D', 'B' and 'A', and in the case of Non-SC/STs, concentration on 'A', 'B', 'C' and 'D'. The percent share job of SC/STs in group 'D' is declining in increasing rate, and other 3 groups are increasing gradually from 1960-2009. But group 'A' job is increasing in sluggish, which is not satisfactory at all for both the social groups. During 1990-2009 the recruitment of non-SC/ST continued while SCs/STs recruitment have neglected. During this fifty years the employment trend of SC/STs in public sector, they are moving fast from unskilled jobs to semi skilled jobs.

When we have initiated reservation policy at the time of debate in constituent assembly, all the participants had convinced that, weaker sections suppose to be uplift in perspective years to come. Now, although we have seen increasing trend of SC/STs employment in central government jobs. They are heavily concentrated on group 'C' and 'D' jobs. In this situation we can perceive that their social and economic status is not well up. They are more concentrate on unskilled and semi skilled jobs. The state should have the prudent interest to uplift them and make effort to increase their skill to acquire white collar jobs. In this analysis we have seen occupational mobility of SC/STs from lower group jobs to higher group jobs, but mobility is more prominent from group 'D' to group 'C' jobs due to the public employment provisions in India. In absence of reservation policy it would have very difficult time to weaker section.

In spite of all the loud rhetoric on the empowerment of SCs/STs, there have not been total transformations in their lives. Although there are constitutional provisions of reservations for SCs/STs, the policy has not been fully implemented even after 65 years of the Indian independence. Though the SCs constitute more than 16.6 percent of the country's population, they have been provided with 15 per cent reservation and STs constitute more than 8.6 percent population and getting 7.5 percent reservation. Till now the implementation has been shocking in India. Therefore, they should get the reservation according to their percentage of population in India. In this respect government of India, particularly SC and ST commission should recommend Ministry of Social Justice and Empowerment to put the matter in

parliament to take action on it.

The central question is not whether reservation should continue or not but extent to which reservation alone will lead to empowerment of SCs/STs. There is no doubt, that reservation has helped SC/ST communities and its trickledown effect to affecting poverty among their communities.

This study has proved that, the occupational mobility has positively changed due to reservation policy for SCs and STs. Their educational attainment also determines to choose the low skill and high skill occupations. Definitely there is positive correlation between the educational qualification and choosing the skill and unskilled occupations. Therefore education of marginalised groups should given emphasis to improve their skills. There should be check and balance in employment process and implementation of quota.

Although there is an improvement in SCs representation in government services, there is a more than 2.5 percent gap between their quotas of 15 percent in Group 'A' and 1percent in group 'B' and 0.5 percent in group 'C' jobs in 2009. But in case of STs there are 2.67 percent gap between the quota of 7.5 percent in group 'A' jobs, 1.55 percent in group 'B', 0.23 percent in group 'C' and 0.96 percent in group 'D' jobs. So the special drive to fill the posts is to be vigorously implemented to fill these gaps. Though there is an all-round development is visible among SCs/STs, till now they are unable to reach the level of non-SC/ST.

Advertisements in all newspapers should be made available in urban as well as rural areas. Roster system should be realistic and helpful to SC/ST candidates. Backlog should be advertised and fulfilled frequently. This should be in respect of all grades of jobs individually and fulfilled according to their due share. All governmental departments must give actual information about the appointment of SCs/STs for public domain.

A social just order cannot be built by mere policies, promises and pious hopes. What is needed is political will to translate perspective into practice. It is needed that, we

should give attention to our economic and educational systems, without this equality, social justice and secularism is baseless. Government and public institutions should be serious about it. The reservation is not charity granted to the marginalised groups, but a form of distributive justice to them. Thus, the mission has started with the noble idea by the veterans of the constituent assembly. It should be accomplished for the betterment of marginalised and betterment of the country.

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Endnotes

1. Definition of Scheduled Castes and Scheduled Tribes: Article 341 and 342 of the Constitution of India define as to who would be Scheduled Castes and Scheduled Tribes with respect to any State or Union Territory.
2. The Indian constitution prohibits the use of the word untouchability. The word "untouchability" refers to their low status in the traditional Hindu caste hierarchy, which exposed them to invidious treatment, severe disabilities, and deprivation of economic, social, cultural, and political opportunities (Galanter, 1984).
3. The 1961 Census revealed that the population of SC and ST in proportion to the population of India stood at 14.64 percent and 6.80 percent respectively. Accordingly, the percentage of reservation for SC and ST was increased from 12½ percent and 5 percent to 15 and 7½ percent respectively on 25.3.1970. In view of the enhanced percentages of reservations, new rosters were prescribed on 22.4.1970
4. Specific provisions for the reservation in services, in favour of the members of the scheduled castes and scheduled tribes, have been made in the Constitution of India. They are: Article 16(4) - Equality of opportunity in matters of public employment: "Nothing in this Article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class or citizens, which, in the opinion of the State, is not adequately represented in the services under the State." Article 335: "The claims of the members of the Scheduled Castes and the Scheduled Tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration, in the making of appointments to services and posts in connection with the affairs of the Union or State." (see Bakshi, P.M. *The Constitution of India*, Universal Law Publishers, Delhi (1997) p. 25.)
5. Annual Report-2010-11, Ministry of Personnel, Public Grievances and Pension, GOI, New Delhi Page- 32: "Reservation to SCs, STs and OBCs, in case of direct recruitment, is available in all groups of posts. When direct recruitment is made on all India basis by open competition, reservation for SCs, STs and OBCs is respectively 15 percent, 7.5 percent and 27 percent; and when direct recruitment is made on all India basis otherwise than by open competition it is 16.66 percent, 7.5 percent and 25.84 percent respectively. In case of direct recruitment to Groups 'C' and 'D' posts normally attracting candidates from a locality or a region, percentage of reservation for SCs and STs is generally fixed in proportion to the population of SCs and STs in the respective States/UTs and reservation for OBCs in such cases is fixed keeping in view their proportion in the population of the State/UT and that it is not more than 27 percent and total reservation for SCs, STs and OBCs does not exceed the limit of 50 percent."
6. Fifteen percent reservation for SCs in A & B grade and 16.6 percent for C and D grade jobs.

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