

**COMMITTEE ON THE WELFARE
OF SCHEDULED CASTES AND
SCHEDULED TRIBES**

(FIFTH LOK SABHA)

ELEVENTH REPORT

**MINISTRY OF EDUCATION & SOCIAL WELFARE
(DEPARTMENT OF SOCIAL WELFARE)**

Tribal Development Blocks in Gujarat



**LOK SABHA SECRETARIAT
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Eleventh Report of the Committee on the Welfare
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(Fifth Lok Sabha)

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A

**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND
SCHEDULED TRIBES**

Sardar Buta Singh—*Chairman*

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*Elected with effect from 1st June, 1972 *vice* Shri Gulab Baibova, resigned from the Committee with effect from 23rd May, 1972.

(iv)

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Shri J. R. Kapur—*Under Secretary*

*Ceased to be member of the Committee on his retirement from Rajya Sabha with effect from 2nd April, 1972 and re-elected on 24th May, 1972.

INTRODUCTION

I, the Chairman, Committee on the Welfare of the Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Eleventh Report on the Ministry of Education and Social Welfare (Department of Social Welfare)—Tribal Development Blocks in Gujarat.

2. The Committee took the evidence of the representatives of Ministry of Education and Social Welfare (Department of Social Welfare) on the 7th April, 1972. The Committee wish to express their thanks to the Additional Secretary, Ministry of Education and Social Welfare (Department of Social Welfare) and other officers of that Department, the Director, Social Welfare, Government of Gujarat and the Assistant Development Commissioner in-charge, Tribal Blocks, Gujarat, for placing before the Committee material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered by the Committee on the 21st and 22nd July, 1972 and adopted.

4. A summary of conclusions|recommendations contained in the Report is appended (Appendix XII).

NEW DELHI;
July 25, 1972.
Sravana 3, 1894 (S).

BUTA SINGH,
Chairman,
Committee on the Welfare of
Scheduled Castes and Scheduled Tribes.

CHAPTER I

INTRODUCTORY

(i) Tribal Areas and Tribal People of Gujarat

1.1. The State of Gujarat came into being on the 1st May, 1960, following the bifurcation of the former Bombay State. The State has now 19 districts.

1.2. The total population of the Scheduled Tribes in the State is 27,54,446* which constitutes 13.35 per cent of its total population numbering 206 lakhs according to the 1961 Census.

1.3. The Scheduled Tribes are found mainly in the following districts:

District	Percentage of Scheduled Tribes population to the total population of the District
Dangs	92.55
Bolsar	52.40
Surat	47.81
Broach	41.59
Panch Mahals	34.26
Baroda	21.47
Sabarkantha	13.94
Banaskantha	5.29

1.4. In these eight districts is concentrated approximately 90 per cent of the total Scheduled Tribes population of the State.

1.5. The population of the Scheduled Tribes is the highest in Surat district (6.28 lakhs), followed by Bulsar (5.97 lakhs), Panch Mahals (5.03 lakhs), Broach (3.71 lakhs), Baroda (3.28 lakhs) and Sabarkantha (1.28 lakhs).

(ii) Scheduled Areas of Gujarat

1.6. Several areas of the State of Gujarat have been declared as Scheduled Areas (See Appendix I).

*According to the 1971 Census the total population of Scheduled Tribes in Gujarat is 37,34,422 and the total population of Gujarat State is 266,97,475.

1.7. The Scheduled Areas in the State are spread over 7,375 sq. miles in some 3,990 villages. As against the total population of 19,87,176 in the Scheduled Areas, the population of Scheduled Tribes is 13,06,621, according to the 1961 Census. In other words, the Tribal population constitutes 60.7 per cent of the total population of the Scheduled Areas.

(iii) Origin and Objective of Tribal Development Blocks

1.8. In 1955, the Ministry of Home Affairs intended to have a special programme of its own for the welfare of Scheduled Tribes superimposed on the National Extension Service Programme in areas co-terminous with National Extension Service Blocks (then called Community Development Blocks). The Ministry of Home Affairs then made a suggestion, which was agreed to by the Community Project Administration, that with a view to pay more intensive attention to the Scheduled Tribes, the average population per block should be reduced to 25,000 so that the Scheduled Tribes got, *per capita*, two-and-a-half times the funds available in a normal block.

1.9. It was, however decided in February/March, 1956 that Special Multipurpose Tribal Blocks for an intensified programme of community development might be started in the areas of tribal population, with a normal provision of Rs. 12 lakhs per block for five years from the Ministry of Community Development and a grant of Rs. 15 lakhs from the Ministry of Home Affairs. Forty-three Special Multi-purpose Tribal Blocks were thus started in the Second Five Year Plan.

1.10. In May 1959, the Ministry of Home Affairs (*vide* their resolution No. 20/170/58-SCT. III dated the 1st May, 1959) appointed a Committee under the Chairmanship of Dr. Verrier Elwin to examine the works and programmes of the Special Multipurpose Tribal Blocks. The terms of reference of that Committee were:

- (i) to study the working of the Special Multipurpose Tribal Blocks; and
- (ii) to advise the Government of India on how to implement the intensive development programme of the Blocks more effectively and give the programme a proper tribal bias.

1.11. The Elwin Committee submitted its report on the 30th March, 1960. The question of delimitation and allocation of such blocks—to be known thereafter as Tribal Development Blocks, as

recommended by that Committee—during the Third Plan in the various States and Union Territories, was considered by the Government of India in the light of the recommendations of the Committee. The decisions taken were conveyed to the State Governments|Union Territory Administrations in May, 1961 for necessary action. The Elwin Committee had recommended that the Ministry of Home Affairs' contribution should be Rs. 10 lakhs in Stage I and Rs. 5 lakhs in Stage II, instead of Rs. 15 lakhs in Stage I. This recommendation of the Committee was accepted by the Government of India and it was enforced from the beginning of the Third Five Year Plan. However, it was decided that 43 Special Multipurpose Tribal Blocks, which received Rs. 15 lakhs from the Ministry of Home Affairs would also be given another sum of Rs. 5 lakhs from the Ministry of Home Affairs for Stage II.

1.12. In October, 1961, the State Governments etc. were informed of the broad pattern for the utilisation of the funds amounting to Rs. 10.00 lakhs per block allocated from the Backward Classes Sector during Stage I. They were also requested specifically to earmark about Rs. 1.00 lakhs for cooperation from out of the total provision of Rs. 4.80 lakhs per block for economic development schemes. In February, 1962, norms, staffing pattern etc. for the Tribal Development Blocks were conveyed to the State Governments, etc.

1.13. In July, 1965, the programme was reviewed and the drawbacks noticed were pointed out to the State Governments|Union Territory Administrations and certain measures for strengthening the Tribal Development Blocks programme were suggested. As the funds placed at the disposal of the State Governments/Union Territory Administrations on welfare schemes in Tribal Development Blocks were not being utilised in full and this was attributed to the fact that the tribals were not coming forward with their contribution, it was decided in November, 1965 that the State Governments|Union Territory Administrations should exercise discretion with regard to the relaxation and in extreme cases, waiver of the public contribution depending upon the local conditions. In February, 1966, the separate provision for cooperation from out of the total allocation of Rs. 4.80 lakhs provided for economic development schemes out of the overall outlay of Rs. 10.00 lakhs in Stage I, was raised to Rs. 1.60 lakhs from Rs. 1 lakh.

1.14. In view of financial stringency, the expenditure on the Centrally-sponsored Programmes for the welfare of backward Classes was restricted during the years 1967-68 and 1969-69. Expenditure on

the existing Tribal Development Blocks in Stage I during 1967-68 was restricted to Rs. 1 lakh and during 1968-69 to Rs. 1.50 lakhs and expenditure on a Tribal Development Block in Stage II was restricted to Rs. 0.70 lakh in 1967-68 and to Rs. 0.80 lakh in 1968-69, instead of Rs. 2 lakhs and Rs. 1 lakh normally admissible during each year of stage I and Stage II Blocks, respectively. It was also decided not to open any new T. D. Blocks during those two years.

1.15. By the end of the Third Five Year Plan, 415 more Tribal Development Blocks had come into existence. During 1966-67, 31 more T. D. Blocks were opened, bringing the total number of such blocks in the country (including the Special Multipurpose Tribal Blocks) to 489.

1.16. The progress of allotment of Tribal Development Blocks from the Second Five Year Plan (1956-57 to 1960-61) to 1966-67 is shown in Appendix II.

1.17. Giving details on which the estimates of Tribal Development Blocks are based, the Department of Social Welfare in a written note has informed the Committee that the objective of the Tribal Development Programme is the intensive development of the tribal areas. Besides the provision of Rs. 12 lakhs in stage I and Rs. 5 lakhs in Stage II made by the Department of Community Development, the Department of Social Welfare provides Rs. 10 lakhs for Stage I, Rs. 5 lakhs for Stage II and Rs. 10 lakhs for Stage III from the Backward Classes Sector*. Each Stage covers a five-year period. In addition to this Department's allocation of Rs. 10 lakhs for Stage III Tribal Development Blocks, the State Governments have been requested to provide Rs. 5 lakhs per Tribal Development Block in Stage III as additional allotment from the Community Development Sector. The heads of development in respect of funds provided by the Department of Social Welfare are as follows:

(Rupees in Lakhs)

	Stage I	Stage II	Stage III
Vehicles	0.50	0.25	} 10.00
Project Office & Personnel	1.50	0.75	
Economic Development	4.80	2.40	
Communications	2.00	1.00	
Social Services	1.20	0.60	
TOTAL	10.00	5.00	10.00

*Please see para 1.19 in *frs*

1.18. In the above note it has further been stated that as conditions in tribal areas differ from area to area, any mechanical application to tribal areas of schemes did not appear reasonable. Therefore, the Department of Social Welfare is not strict about a rigid following of schematic budget. But out of the grant of Rs. 10 lakhs for Tribal Development Block Stage I it is provided that:

- (a) Not more than Rs. 0.50 lakh may be spent on purchase of vehicles and Rs. 1.50 lakhs on project office personnel; one jeep and one mobile van should be sufficient for the Tribal Development Blocks, another jeep may be allowed only if the area is large, and communication difficult.
- (b) Of the balance Rs. 8 lakhs, the percentage distribution between schemes for economic development, communications and social services may be 60, 25 and 15 i.e. Rs. 4,80,000, Rs. 2,00,000 and Rs. 1,12,000 respectively.
- (c) Out of the allocation of Rs. 4.80 lakhs under economic development programme in Stage I, an amount of Rs. 1.60 lakhs may be set apart for the schemes for cooperation such as, forest labour cooperative societies, agriculture credit and marketing societies and consumer cooperative societies.
- (d) The fact that special provision is made for T.D. Blocks should not deprive these areas of the provisions in the general sector budget of the State or the general sector of the Plan under these heads viz. development of communications and social services.
- (e) Top priority should be given to agriculture and allied subjects of irrigation, reclamation of land and soil conservation. In order that the State may have latitude in allocation of expenditure between the five heads of vehicles, personnel, economic development, communications and social services, the Government of India have decided that they might reappropriate funds between these heads subject to the following:
 - (1) At least Rs. 4,80,000 in Tribal Development Stage I should be spent on schemes of economic development;
 - (2) Money for drinking water well may be found from any head;

- (3) If any amount is spent from Community Development Tribal Development Funds on education, 90 per cent should be on Scheduled Tribes; and
- (4) Out of Community Development grants/loans also as large an amount as possible should be spent on the weaker sections of the community.

1.19. In March, 1969, the State Governments/Union Territory Administrations were informed of the decision of the Government of India that during the Fourth Five Year Plan, no new Tribal Development Blocks would be opened in areas where the concentration of tribal population is less than 66-2/3 per cent, and that the total life of a Tribal Development Block would be extended to 15 years by incorporating a new Stage III of five years' duration. There would be a special Central Sector allotment of Rs. 10.00 lakhs per block in Stage III, the entire amount would be allotted by the Department of Social Welfare from the Backward Classes Sector. It was also decided to allow far greater discretion in planning and designing of developmental programmes at the field level and not rigidly to enforce the schematic pattern in Stage III.

In April, 1969, the State Government/Union Territory Administrations were informed that in addition to this allocation of the Department of Social Welfare of Rs. 10.00 lakhs for Stage III Tribal Development Blocks, the State Governments might provide Rs. 5 lakhs per Tribal Development Block in Stage III as additional allotment from the Community Development Sector.

1.20. Clarifying the criteria which are to be followed for inclusion of a Tribal Development Block in Stage III development the representative of the State Government has informed the Committee during evidence that a Tribal Development Block enters Stage III automatically. During Stage III, there is greater concentration on economic development scheme. Establishment being a committed expenditure, nothing is spent on establishment and so the entire amount is spent on economic development and on health and housing schemes etc.

1.21. The population Scheduled Tribes in the areas covered by the Tribal Development Blocks opened upto the end of the Third Five Year Plan was 108.32 lakhs on the basis of 1951 Census and 141.84 lakhs according to 1961 Census*.

*Figures as per 1971 Census are not yet available.

1.22. After taking into account the tribal population covered by 31 Tribal Development Blocks opened during 1966-67, the total tribal population covered by the Tribal Development Blocks upto 1966-67 comes to about 149.30 lakhs as per 1961 Census.

1.23. The Tribal population not covered by Tribal Development Blocks is about 149.49 lakhs as per 1961 Census

(iv) Pattern of relations between Centre and States

1.24. The Department of Social Welfare, Government of India, has informed the Committee in a written note that the tribal development activity is basically an area development concept focussing attention on integrated development of an area having tribal concentration. The effort of the Department of Social Welfare is supplemented by contribution from the Department of Community Development. Besides, in Stage II, the scheme envisages intensive participation by all the development departments with their general sector schemes. This is in accordance with the requirements of Article 275 of the Constitution which provides for Central Government responsibility in regard to development of Scheduled Areas.

The Committee have also been informed that the Department of Social Welfare has taken up with the Community Development Department the question of revival of the Central Coordination Committee meant for reviewing periodically the progress of the Tribal Development Blocks and suggesting measures for implementation of this programme. The idea is that at least during the Third Stage, when the entire allotment is from the Backward Classes Sector, the administrative control should be vested in the Department of Social Welfare.

1.25. The Committee are of the view that where several Departments are financially assisting the State Governments etc. for developmental projects under Tribal Development Blocks programme, there should be a co-ordinating machinery which would be responsible for channeling all flow of finance to the State Sector as well as for keeping track of financial and physical progress of projects. This machinery should be set up within the Department of Social Welfare as the entire Central Government allotment is to be from the Backward Classes Sector, which is stated to be under administrative control of the Department of Social Welfare.

1.26. On the question of demarcation of the responsibility between these two Departments, the representative of the Department of Social Welfare has informed the Committee during evidence:

"The Department of Social Welfare is responsible for the allocation of funds because it is Centrally sponsored scheme. On matters relating to development blocks, the Department of Community Development is closely associated with this. For day-to-day implementation at the block level, the Department of Community Development is very much in the picture. The implementation part is very much done by the Department of Community Development and the overall control at the top is done by us."

1.27. In reply to a question regarding the criteria followed for sharing of expenditure by the Department of Community Development and the Department of Social Welfare, the representative of the latter has informed the Committee during evidence that the funds for this Central scheme are made available by this Department according to the ceilings fixed and the phasing of the scheme with a view to protecting that area against cuts which the State Governments might impose due to financial reasons. To that extent, the phasing of a tribal development block is protected, whereas the Community Development allocation is not so protected.

1.28. To a further question whether sharing of expenditure on Tribal Development Blocks by the Community Development Department would continue during the years from 1966-67 to 1968-69 and also during the Fourth Five Year Plan, it has been stated by the Department of Community Development in a written note that funds were provided to the States for the programme of Community Development and special programmes such as rural manpower and local development works, keeping in view the number of blocks in a State, their stages and the total funds available to the Department. The distribution of these funds between the various blocks, including Tribal Development Blocks in a State was made by the respective State Governments. The Community Development Department did not directly allocate funds to any particular block.

1.29. The Community Development Department has also informed the Committee that the programme of Community Development has been transferred to the State Sector in the Fourth Five Year Plan on the recommendation of the National Development Council. Financial assistance for the programme to the Tribal Development Blocks in the Fourth Five Year Plan has, therefore, now been

provided by the State Governments themselves form the Plan resources in accordance with the priorities fixed by them. The Department of Community Development does not render any financial assistance for this purpose

1.30. In reply to a question whether any fresh look on the whole programme has been given in the context of transfer of Community Development programme to the State Sector in the Fourth Five Year Plan on the recommendation of the National Development Council, the representative of the Department of Social Welfare has informed the Committee that the real position is that the State Governments have been honouring their commitments so far as the Tribal Development Blocks are concerned and the Centre is giving funds. The Tribal Development Programme has been extended for five years more and a sum of Rs. 10 lakhs has been earmarked by the Central Government. The State Governments also earmark another sum of Rs. 5 lakhs per Tribal Development Block. The State Governments are doing all that is expected of them in the tribal block development and what the Central Government are giving for the programme is being supplemented by the State Governments.

1.31. The Committee would urge that as much leeway has to be made in order to bring the Scheduled Tribes who are predominantly residents of the Tribal Development Block areas, at par with the rest of the people in the country in social and economic upliftment, there should not be any cuts in the Centre's contribution to the development of Tribal Development Block. On the contrary more funds should be made available for these projects. The Central Government should ensure at the same time that the State Governments also do not fail to honour their commitments in this regard.

(v) Organisation at the Centre.

1.32. The Tribal Development Block Programme is, it has been stated by the Department of Social Welfare, one of the most important Centrally-sponsored programmes and is administered at the Centre by the Department of Social Welfare in the Ministry of Education and Social Welfare. The Department of Social Welfare discusses with the State Governments annually, at the time of Annual Plan discussions, the requirement of funds for each State and also reviews the working of the programme in each State. Keeping in view the overall ceiling for the programme as approved by the Planning Commission and the schematic pattern the Department of Social Welfare issues administrative sanctions for the programme on the basis of the discussions held. The implementation of the programme is the sole responsibility of the State Governments.

1.33. The State of Gujarat comes in the Western Zone (with its headquarters at Ahmedabad) of the organisation of the Director General, Backward Classes Welfare. Department of Social Welfare, Government of India, The Zonal Director of the Directorate General of Backward Classes Welfare functions as the liaison officer by maintaining personal contact at the State level with the various State Officials and non-officials etc.

1.34. The Zonal Director submits monthly reports on the work done, progress made and the impact of important development schemes in terms of physical and financial targets achieved and such other matters as may be prescribed.

1.35. The Committee recommend that copies of periodic reports of the Zonal Director (Backward Classes Welfare) on the work done, progress made and the impact of important development schemes in terms of physical and financial targets achieved should simultaneously be made available to the Commissioner for Scheduled Castes and Scheduled Tribes and also to the Committee on the Welfare of Scheduled Castes and Scheduled Tribes. The Committee hope that the Commissioner for Scheduled Castes and Scheduled Tribes would be able to utilise the information contained in these reports of the Zonal Director for his Annual Reports to the President.

1.36. The Committee would also recommend that a section on progress of Tribal Development Blocks programme should also be included in the Annual Reports of the Department of Social Welfare of the Ministry of Education and Social Welfare.

(vi) Tribal Development Blocks in Gujarat

1.37. Out of the 53 Tribal Development Blocks set up in Gujarat, three were set up during the Second Five Year Plan and 50 during the Third Five Year Plan. The names and locations of these Tribal Development Blocks are shown in Appedix III. No new Tribal Development Blocks were opened in Gujarat during the period from 1966-67 to 1969-70.

1.38. During evidence, the representative of the Department of Social Welfare has informed the Committee that according to 1961 *Census, the total tribal population of Gujarat was 27 lakhs and these 53 Tribal Development Blocks cover nearly 60 per cent of the total tribal population of the State. When the first Block was started in 1956, the 1951 Census figures were taken as one of the basic criteria, the other criterion being 150 square miles of area. Now 1971 Census figures* are different and taking those figures, into

*According to 1971 Census, the tribal population of Gujarat is 37.34 lakhs.

account, probably a few more areas may be entitled to be covered under the Tribal Development Blocks programme on the basis of two-thirds of tribal population. This problem has not been rationalised yet because no more funds are available to implement it.

1.39. The representative of the Department of Social Welfare has also informed the Committee that if the criterion of tribal population is reduced to 60 per cent, they will have eight more blocks to be developed as Tribal Development Blocks. That proposal has been pending with the State Government.

1.40. Explaining the development schemes being executed in the eight areas where the tribal population is between 60 per cent to 66 per cent of the total population of the area, the representative of the State Government of Gujarat has informed the Committee that they have schemes for backward areas in the State and have given priority to those eight compact areas. Every year a sum of rupees one lakh is being spent on each of these compact areas and the Panchayats have been instructed to spend this amount on the areas which have not yet been developed.

1.41. It has also been stated by the representative of the State Government that they have proposed that areas with 50 per cent or more of tribal population should also be included in the Tribal Development Blocks and, if agreed to, such Blocks in Gujarat State will nearly be 21. These 21 more areas are over and above the eight blocks already mentioned above which have not so far been accepted as Tribal Development Blocks.

1.42. The Committee note that only 60 per cent of the total tribal population of the State are covered by 53 Tribal Development Blocks in Gujarat and that about 40 per cent of the total tribal population of the State have yet to be covered by these developmental projects. The Committee also observe that if the population criterion for inclusion of an area into the Tribal Development Blocks is brought down to 50 per cent from the present population criterion of 66-2/3 per cent 29 more areas will have to be added to the list of Tribal Development Blocks of the State and that lack of resources is the only hindrance which is standing in the way of Government's taking such a decision.

1.43. The Committee would urge that as nearly 40 per cent of the tribal population of the State are yet left to be covered by the intensive development schemes under Tribal Development Blocks programme, an early governmental decision should be taken for bringing

29 more compact tribal areas with 50 per cent of tribal population under Tribal Development Blocks programme.

(vii) Organisational set-up at State Level

1.44. In written note, the Department of Social Welfare has informed the Committee that the Tribal Development Blocks in Gujarat are administered by a Development Commissioner under the Panchayats and Health Department, through the Panchayati Raj institutions. For supervision of the working of the Tribal Development Blocks, one Assistant Development Commissioner has been appointed under the Development Commissioner. At the district level the District Development Officer acts as the administrative head of the Tribal Development Block Officers.

1.45. In Gujarat, a taluka has been recognised as an administrative unit since the inception of the Community Development Programme and the Tribal Development Block has been superimposed on it. In the case of a Community Development Block, a taluka is taken as a unit with a Block Development Officer as its executive head. But in the case of a Tribal Development Block a taluka may have two or three Tribal Development Blocks with a Project Officer at the taluka level in addition to one Tribal Development Officer for each Tribal Development Block other than the one which has its headquarters at the headquarters of the taluka. For instance, if there are three Tribal Development Blocks within a taluka, there is one Project Officer (who also works as Tribal Development Officer of the Tribal Development Block at taluka headquarters) two Tribal Development Officers and extension staff for the three Blocks on the Community Development pattern.

1.46. The Committee have been informed that in order to co-ordinate the implementation of tribal welfare schemes, quarterly meetings of all the Heads of Departments implementing the tribal welfare schemes were held under the Chairmanship of the Minister in charge of Social Welfare in the State. At these meetings, the progress made was reviewed and necessary steps taken to remove any difficulties standing in the way of satisfactory implementation of the scheme.

1.47. It has been further stated that in order to give guidance in the matter of solution of tribal problems in tribal blocks, there is a tribal advisory committee in each Block. This is not a statutory committee but only an advisory committee. The Taluka Development Officer performs the duties of Member-Secretary of the Committee.

1.48. The Committee note that in order to co-ordinate the implementation of Tribal welfare schemes, quarterly meetings of all the Heads of Departments implementing the tribal welfare schemes were being held under the chairmanship of the Minister in charge of Social Welfare in the State. The Committee are of the view that this is a healthy practice and should be consistently followed so that progress made in each branch of development can be reviewed and difficulties, if any, standing in the way of satisfactory implementation of the scheme can be removed with expedition.

(viii) Tribes Advisory Council

1.49. It has been stated by the Department of Social Welfare that there was a Tribal Advisory Council at the State level. This Tribes Advisory Council was constituted as provided for in the Fifth Schedule to the Constitution. The main feature of the Tribes Advisory Council was that the Minister in charge of Social Welfare was the Chairman of the Council. Among the members were the Chief Secretary to the Government and two members nominated by the State Government from among the Scheduled Tribe MLA's. The Director of Social Welfare acted as the Member-Secretary of the Council.

1.50. During evidence, the representative of the State Government of Gujarat has informed the Committee that the Tribes Advisory Council of Gujarat was constituted with two-thirds of the members elected by the State Legislative Assembly and one-third of the members nominated by the State Government.

1.51. The main functions of the Tribes Advisory Council were to review, and to advise the State Government on the Tribal Development programmes and such other matters as might be referred to it by the State Government. After discussion of the Tribal problems, the Council passed resolutions which were forwarded to the Departments concerned for necessary action.

1.52. The subjects discussed by the Tribes Advisory Council of Gujarat during the recent years had been *inter alia*:

- (i) exploitation of tribals by money-lenders;
- (ii) grant of waste land to tribals;
- (iii) review of progress of plan schemes;
- (iv) reservation of posts for tribals in Government services;
- (v) development of co-operative societies;

(vi) development of communications in tribal areas from the general funds; and

(vii) constitution of the Tribal Development Block Advisory Committee, etc.

1.53. In reply to a question regarding the procedure of work of the Tribes Advisory Council, the representative of the State Government of Gujarat has stated during evidence that the State Government requested all members of the Council to send their suggestions, if any, for consideration of the Council. In addition to this, every year a report about the Tribal Development Blocks, prepared by the Development Commissioner, was presented to, and discussed at the sittings of the Council.

1.54. On being asked whether Scheduled Tribe Members of Parliament from Gujarat State can be invited to attend the meetings of the State Tribes Advisory Council, the representative of the State Government has stated that the suggestion will be considered.

1.55. In a written note, the Department of Social Welfare has informed the Committee that, with a view to examine closely the progress of the programme of Tribal Development Blocks, the Tribes Advisory Council of Gujarat had constituted a State Tribal Block Advisory Committee which met once in a quarter.

1.56. Clarifying further, the representative of the State Government has informed the Committee during evidence:

"In 1964, the Tribes Advisory Council appointed one sub-Committee to assess the performance of tribal blocks. The sub-Committee tours all the tribal blocks and submits reports also. We also publish every year reports about the assessment on tribal blocks. All these things are discussed in the Tribes Advisory Council every time."

He has further added:

"The Tribal Block Advisory Committee is a sub-Committee of the Tribes Advisory Council at the State level.

This Tribal Block Advisory Committee meets twice in a year and they review the performance of tribal blocks and if necessary, they give advice to the State Government as to what should be done."

1.57. In another written note, the Department of Social Welfare has informed the Committee that no further details about the working of this sub-Committee are available with it. The main recom-

recommendations of this Tribal Block Advisory Committee, as furnished by the Social Welfare Department, are, however given in Appendix IV.

1.58. The Committee feel that if Scheduled Tribe M.Ps. from Gujarat are associated with the State's Tribes Advisory Council, it would make the Council more broadbased. They would therefore suggest that the feasibility of inviting such Members of Parliament from Gujarat State to attend the meetings of the Tribes Advisory Council of Gujarat might be examined.

1.59. The Committee would also urge that details about the number of meetings held by the Tribes Advisory Council of Gujarat, summaries of discussions held and resolutions passed and the extent to which the resolutions passed by the Council have been acted upon by the Government of Gujarat should be included in the Annual Reports of the Panchayat and Health Department of the State Government, which is in charge of Tribal Development Blocks Project.

CHAPTER II

BUDGET AND FINANCE

Budget and Finance

2.1. In a written note, the Department of Social Welfare has informed the Committee that the amounts allocated by the Ministry of Home Affairs (and subsequently by the Department of Social Welfare) for Tribal Development Block programmes in Gujarat and the expenditure incurred thereon are as follows:

(Rs. in Lakhs)

Period	Amount Allocated	Amount actually provided	Expendi- ture incurred
Second Five Year Plan	32.44*	32.41	32.41
Third Five Year Plan	223.00	206.00	168.28
1966-67	103.00	103.00	99.10
1967-68	54.60	54.60	57.45
1968-69	66.70	66.70	65.70
1969-70	70.00	73.98	74.40

*The amount shown is the assumed share of Gujarat State out of the total amount allocated to the then composite State of Bombay.

2.2. The following schemes were taken up and executed during the above periods:

(1) *Economic Development*

- (a) Agriculture and Animal Husbandry
- (b) Minor Irrigation
- (c) Co-operation
- (d) Rural arts, crafts and industries

(2) *Communications* (construction of roads)

(3) *Social Services*

- (a) Primary Health Centres
- (b) Drinking water wells
- (c) Expansion of educational institutions

(4) *Other Programmes*

- (a) Mid-day meals in primary schools
- (b) Special nutrition programme
- (c) Applied nutrition programme
- (d) Crash scheme for rural employment.

2.3. Clarifying the nature of cooperation, liaison and control of the Government of India in the field where the programme is being executed, the Department of Social Welfare has stated that all activities under the Centrally-sponsored programmes are formulated and financed by the Central Government, but executed by the State Government. The Zonal Director under the Director General (Backward Classes Welfare) of the Department of Social Welfare exercises control and liaison with the executive agencies in the State Government in the field.

- (i) *Broad details on which the estimates on Tribal Development Blocks are based, and*
- (ii) *the actual expenditure under each sub-head during each of the preceding three years*

2.4. In a written note, the Department of Social Welfare has stated that the structure of schematic budget is not to be considered as rigid, and necessary changes may be made according to the local conditions. The expenditure incurred during 1961-62 to 1969-70 under the various sectors has been stated to be as follows:

Sl. No.	Head of Expenditure	(Rs. in lakhs)	
		From 1961-62 to	1969-70
		Community Development	Department of Social Welfare
(1) Project Headquarters.		42.17 (19.39%)	88.50 (19.04%)
(2) Economic Development		85.30 (39.22%)	194.60 (41.80%)
(3) Social Services		73.50 (33.79%)	132.30 (28.40%)
(4) Roads		16.54 (7.60%)	49.50 (10.64%)
TOTAL EXPENDITURE		217.51	464.90

2.5. It has been stated that the Social Services were more attended to than roads because intensive programmes for Ashram schools, primary health centres, drinking water wells etc. were implemented.

2.6. The actual expenditure incurred under each sub-head during the last four years is as follows:

Sl. No.	Head of Expenditure	From 1967-68 to 1970-71	
		Community Development (Rs. in lakhs)	Department of Social Welfare (Rs. in lakhs)
(1)	Project Headquarters	12·13	22·8
(2)	Economic Development	39·06	122·69
(3)	Social Services	32·04	66·67
(4)	Roads	10·14	35·60
		93·38	247·24

2.7. In addition to the above figures, no other information has been furnished by the Department about a review of financial and physical performance against Plan provisions and targets during the Second and Third Five Year Plan periods and for the period from 1966-67 to 1969-70.

For the Fourth Five Year Plan period, a provision of Rs. 325 lakhs has been earmarked.

2.8. Detailed information in regard to the physical achievements under sub-heads—economic development, social services, roads, etc. as furnished by the Department of Social Welfare is appended (See Appendix V).

2.9. The Committee desired to have the details of allocations made by the Ministry of Agriculture (Department of Community Development) since the Second Five Year Plan period and upto 1969-70 in respect of the schemes connected with Tribal Development Blocks in Gujarat. In a written note the Department of Social Welfare has informed the Committee that complete information on the point is not readily available except the figures of expenditure from the Community Development funds during the period 1961-62 to 1969-70, as quoted earlier.

2.10. The Committee note that during the period from 1961-62 to 1969-70, there has been an expenditure of Rs. 464.90 lakhs and Rs. 217.51 lakhs from the funds allocated by the Department of Social

Welfare and the Department of Community Development, respectively. Expenditure on economic development amounted to 41.80 per cent in respect of Department of Social Welfare funds and 39.22 per cent in respect of C. D. Budget. In the absence of information as to the details of budget estimates in respect of the main Heads of expenditure, the Committee are not in a position to state if there has been any excess or saving in expenditure under each Head.

2.11. The Committee would stress the need for maintaining proper statistics in regard to estimates made annually against each Head and the financial and physical progress achieved against the set targets.

CHAPTER III

EVALUATION

(i) Tribal Development Block Administration and Personnel

3.1. In reply to a question on the programme of imparting training to personnel selected for work in the Tribal Development Blocks in Gujarat, the Department of Social Welfare has informed the Committee in a written note that the Tribal Research and Training Institute, Gujarat Vidyapith, Ahmedabad, imparts training to Extension Officers working in the Tribal Development Blocks. These Extension Officers include Tribal Development Officers, Gramsevak, Co-operative Officers, Hostel Superintendents, Circle Inspectors, Panchayat Secretaries, etc. The duration of the courses varies from two weeks to three months, depending upon the category of the trainees. The training includes lectures on various aspects of tribal life, group discussions and socio-economic studies. That Institute has already conducted training classes for 329 Officers deputed by the State Government. The number and categories of the Officers trained are given below:

Number and categories of Officers trained by the Tribal Research and Training Institute, Gujarat Vidyapith, Ahmedabad upto 8-2-1970

S.No.	Category of Officers trained	Number trained
(1)	Block Development Officers	40
(2)	Extension Officers (Agriculture, Co-operation, Panchayats, Rural Engineering and Education)	168
(3)	Mukhiya Sevika	2
(4)	Gram Sevak	113
(5)	Panchayat Statistical Assistants	6
	TOTAL	329

A scheme for imparting instructions in tribal dialects to the primary school teachers has also been prepared.

3.2. With regard to the appointment of tribals on the staff of the Tribal Development Blocks, the Verrier Elwin Committee in its Report (1960) observed that the position was very unsatisfactory. At that time, the Committee observed that there were few tribals in

any kind of employment except as Grade IV servants. The solution suggested by that Committee was to have a sort of aptitude survey of boys in the school. Whenever, any boy of exceptional character and intelligence was discovered, he should be given special attention and helped from primary to the middle school period and be given every opportunity to develop according to his capacity either as village level worker or a school teacher or as an administrator or technician.

3.3. In reply to a question regarding break-up of the sanctioned personnel of a Tribal Development Block in Gujarat, reservations made for Scheduled Tribes and the actual number of Scheduled Tribes holding the sanctioned posts, the Department of Social Welfare has stated in a written note that the following staff is sanctioned for each Tribal Development Block in Gujarat:

-
- | | |
|---|--|
| (1) Taluka Development Officer <i>cum</i> P.O. Class I | A post of Class I or Class II, whichever is vacant at present at taluka headquarters, shall be continued. No new Class I post is to be created. Thus there shall be only one officer in charge of all the blocks which have their headquarters at Taluka places. |
| OR | |
| Taluka Development Officer Class II | |
| (2) Asstt. Taluka Officer (in the grade and pay scale of Special Officer in Revenue Deptt.) | If there are more than one Tribal Block and the headquarters of all the Officers are situated at taluka level. |
| (3) Extension Officer (Agriculture) | As per the pattern of Community Project Administration units in the talukas of prestige Tribal Blocks, one post upto 1 1/2 Units and two posts in all subsequent additional units. |
| (4) Extension Officer (Co-operation) | Do. |
| (5) Extension Officer (Rural Engineering) | Do. |
| (6) Extension Officer (Panchayats) | One post in the Taluka. |
| (7) Gram Sevaks | 8 posts for Tribal Block. The headquarters of the Gramsevakas shall be kept only at the places where they are fixed. |
| (8) Stockmen | Two per Tribal Block up to the first stage of Tribal Blocks at places in the Block area where the headquarters are located. |
| (9) Stockman Attendant | Equal number of stockmen as men ioned above. |
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(10) Other Administrative Staff . . .	Upto $\frac{1}{2}$ C.D.A.	Talukas having more than 1 1/2 units
Senior Accountant Clerk . . .	1	2
Statistical Assistant . . .	1	1
Clerks	2	3
Typist	1	1
Driver	1	1
According to the number of jeeps in the Talukas, subject to the maximum of two.		
Peons (for office and Principal Officers) . . .	2	2
Other additional Peons (for Extension Officers)	2	3

Establishment in the Tribal Blocks, where the headquarters are at the places away from Talukas

(1) Extension Officer (Agriculture)	1
(2) Extension Officer (Cooperation) . . .	1
(3) Gram Sevaks	3
(4) Clerks	1
(5) Peons	1
(6) Driver (with Jeep)	1

The Block in which the posts of Taluka Development Officers Class II are separate at present, will be continued and the headquarters of the Officers shall be the headquarters of those blocks. Where such posts are abolished or held in abeyance, the same shall not be filled up.

The Education and Labour Department of the Government of Gujarat have already issued instructions to all the Departments for reservation of posts for the Scheduled Castes and Scheduled Tribes in the Government services.

The percentage of reservation of posts for the Scheduled Tribes is as under:

State Level		Classes III & IV	
Classes I & II		14 %	
District Level			
Districts		Class III	Class IV
(1) Dangs		35%	50%
(2) Bulsar		30%	40%
(3) Surat		30%	0%
(4) Broach		30%	35%
(5) Panchmahals		25%	30%
(6) Baroda		25%	23%
(7) Others		1 %	14%

At the time of recruitment if the candidates from the Scheduled Tribes are not available in the prescribed percentage the posts are to be filled up from the non-Scheduled Tribe candidates.

In the Tribal Blocks, the actual position of Scheduled Tribe personnel is as under:

	Post sanctioned	Actually filled	
		Tribal	Others
Class I	12	2	10
Class II	13	..	13
Class III	1,101	300	761
Class IV	187	108	74
TOTAL	1,313	410	858

3.4. It was pointed out to the Department of Social Welfare that out of the total posts of 1313 sanctioned for Tribal Development Blocks in Gujarat in Class I to Class IV services, 410 posts are actually filled by tribals, and 858 by others, leaving 45 posts as unaccounted for.

The Department of Social Welfare has informed the Committee in a written note that so far as Scheduled Tribes are concerned the class-wise break-up has been given as quoted above and that of Scheduled Castes is not readily available but it is included in the column of "others" of the above statement. General percentage fixed for Scheduled Castes in the tribal districts is as under:

Classes I and II	5%
Class III	7%
Class IV	7%

The population of Scheduled Castes is not much in the tribal districts.

3.5. On the question of share of Tribal Development Block provision being consumed by administration, the representative of the Department of Social Welfare has informed the Committee during evidence that in Stage III, it has been laid down very clearly that all establishment/administrative charges should stand committed to the States' non-Plan budget and that not more than five per cent can be spent on giving special pay and allowances to the staff, recruitment of extra staff necessary etc.

3.6. The representative of the Planning Commission has also informed the Committee that on the Tribal Development Blocks, money is primarily meant to be spent on development activities. The staff expenditure is a committed expenditure and it has to come from the non-Plan side.

3.7. The Department of Social Welfare in its written note has informed the Committee that in Gujarat 19.39 per cent of Community Development expenditure and 19.04 per cent of Social Welfare Department expenditure during 1961-62 to 1969-70 were on project headquarters.

3.8. On being asked to indicate the reasons for the high rate of expenditure which was incurred on project headquarters out of the total expenditure on Tribal Development Blocks programme, the representative of the Government of Gujarat has informed the Committee during evidence that in the beginning this expenditure on project headquarters was 19 per cent because of the construction of the office buildings etc., but now it has come down to 9 per cent. He has further informed the Committee that this expenditure on project headquarters is a committed expenditure and is to come from the non-Plan side.

3.9. Clarifying the point whether incentives are given to induce the personnel to come forward for service in the tribal areas, the representative of the State Government has informed the Committee during evidence that the position has improved except for Dharampur district. For doctors, they have made it compulsory that they should go to tribal areas for one year after MBBS. They are also sending adequate trained persons to the tribal areas.

3.10. From the statement of actual position of Scheduled Tribe personnel engaged in Tribal Development Blocks, the Committee observe that the personnel belonging to Scheduled Tribes is slightly better represented in Class IV services, and that their position in Class I services is also a little better. The Committee, however, observe that there is no representation of such candidates in Class II services. The Committee feel that if the policy of locating, training and inducting the Scheduled Tribe personnel into the services of Tribal Development Blocks, as envisaged by the Verrier Elwin Committee as early as 1960, had been implemented with sincerity, the position of representation of Scheduled Tribes would not have been as dismal as it is today. The Committee recommend that this should engage early attention of the authorities concerned and the position should be rectified in near future.

3.11. The Committee note that the position of availability of personnel to work in Dharampur District is unsatisfactory. The Committee are of the view that this problem can be tackled by inculcating a spirit of service and dedication into the officers manning the Tribal Development Blocks and also offering them some special allowance for working in tribal areas, wherever necessary.

(ii) *Land and Agriculture*

3.12. The Renuka Ray Study Team (July 1959) was of the view that 'the extension of the rule of law in the field of land rights has resulted in the progressive extinction of the original rights of the tribals which were theirs, at least by virtue of occupation, even if it is not possible to reverse this process there should be no doubt or difficulty about arresting it and in restating the rights of tribal communities in land in unambiguous terms'.

3.13. The Verrier Elwin Committee (1960) was also in complete agreement with the above observation of the Renuka Ray Study Team.

The Shilu Ao Study Team in its All India Report (1969) has observed that the key to the economic improvement of the tribal lies in improving his creditworthiness and there is no better short-term measure calculated to achieve this object than the conferment on him of the rights of ownership on land. The State Governments should, therefore, see that the survey and settlement of tribal areas are completed at an early date and that *pattas* are granted to the tribals without delay.

(iii) *Land Alienation*

3.14. A Study of the Committee which visited the Tribal Development Block at Naswadi in Gujarat in September, 1971 were informed by the local non-officials that 50 per cent of the tribals owning land in the area had mortgaged their land to moneylenders and others. A case of a merchant in Satwadiya village was cited who was reported to have occupied the land of several tribals in return for corn and other daily necessities.

3.15. Clarifying the position in regard to the problem of alienation of land belonging to Scheduled Tribes in Tribal Development Block areas and preventive measures taken in Gujarat, the Department of Social Welfare has informed the Committee in a written note that, broadly speaking, the land holdings of tribals are small and scattered. According to a 20 per cent sample survey of tribal

households conducted during the 1961 Census, 83 per cent of the households owned or held land from Government, 7.6 per cent held from private persons or institutions on payment of rent in cash or kind and 9.4 per cent held land partly from Government and partly from private persons. Among the cultivating households, 21.28 per cent had holdings ranging from one acre to 2.4 acres and 25.98 per cent from 2.5 acres to 4.9 acres.

3.16. For prevention of transfer of lands from tribals to non-tribals, Government has issued orders that without the prior permission of the Collector, the land belonging to a tribal cannot be transferred to a non-tribal in the Scheduled Areas.

3.17. Further, the Bombay Tenancy and Agricultural Lands Act, 1948 provides security of tenure to all tenants, including the Scheduled Tribes, and enables a tenant to purchase land cultivated by him. The Act also prohibits transfer of agricultural land to non-agriculturists. Under the relevant rules framed by the State Government in 1961, Government lands allotted to the Scheduled Tribes cannot be transferred without the previous permission of the competent authority.

3.18. A notification was issued by the State Government in 1961, under the Bombay Land Revenue Code, 1879, which is applicable to the Scheduled Tribes in all those villages in the Scheduled Areas of the State in which survey settlement under the said Code has not been introduced. According to this notification, transfer of land from tribals to non-tribals without the permission of the Collector is prohibited.

3.19. The Government of Gujarat in Revenue Department has issued instructions to all the Collectors to ask their subordinate Officers not to certify the transfer entries transferring agricultural lands belonging to Scheduled Tribes in favour of non-Scheduled Tribe persons.

The Government has also instructed them to take necessary action to regrant the alienated lands to the Scheduled Tribes where the alienation is found to be illegal.

3.20. The Shilu Ao Study Team in its Report on Tribal Development Programme has made the following observations in regard to the alienation of land:

"Most State Governments with a sizeable tribal population have enacted legislation to protect the rights of the tribals in land. However, it was brought to the notice of the Team that tribal lands had, in many cases passed into

the hands of non-tribals, the legal prohibition against such transfers notwithstanding. Sample studies conducted in Andhra Pradesh, Orissa and some other States have shown that transfers have taken place on a large scale without the permission of the Collector or other competent authority as required by law. Attempts by the State Governments to plug the loopholes in legislation have met with little success and moneylenders continue to circumvent the legal provisions by entering into *benami* or other clandestine transactions with the unsophisticated tribals. Quite apart from the fear of antagonising the money-lender the innate sense of honesty of the tribal will not allow him to question the deal, however, unfavourable and one-sided the deal may be. The impotency of legislation to arrest this growing menace to the economic advancement of the tribal in such a situation is thus obvious. The Team, after careful consideration of the question, has come to the conclusion that the only effective deterrent against the alienation of tribal land to non-tribals is for the authorities concerned to take action *sou motu* to resume, without payment of compensation, land which to their knowledge has been transferred to or is otherwise under the illegal occupation of a non-tribal. The Team recommends that for this purpose special officers may be appointed to make a summary enquiry into the ownership of lands under the occupation of the non-tribals and restore to the original owners, where they can be traced, lands from which they were illegally dispossessed or reserve them for assignment to the landless tribals where the original owners cannot be traced or do not come forward to claim them. As in a large number of cases lands have been in the possession of the non-tribals for years, the Team further recommends that the Governors may, in the exercise of their powers under the Fifth Schedule to the Constitution, suspend the operation of the Limitation Act, with retrospective effect. If retrospective effect cannot be given otherwise than by a special enactment, legislation for the purpose may be undertaken."

(iv) Bonded Labour

3.21. The system of bonded labour obtains among Halpatis of the Surat District of Gujarat State. The Halpatis are landless agricul-

tural workers and live in huts built on sites owned by their landlords. As a result, they are tied down to their landlords and live under constant fear of eviction.

3.22. The Department of Social Welfare has informed the Committee in a written note that the State Government has also sanctioned construction of tenements for Halpatis staying in areas outside the blocks, in Surat, Bulsar, and Broach districts. Year-wise amounts have been sanctioned as follows:

Ruppes in lakhs

Year	District	Amount	Tenements for Halpatis of the following talukas
1967-68	Surat	1.00	Palsana
	Bulsar	1.00	Gandri
1968-69	Surat	1.50	Bardoli
	Bulsar	1.50	Navsari
	Broach	1.50	Hansot
1969-70	Surat	1.50	Palsana
	Bulsar	1.50	Navsari-Gandevi
	Broach	1.50	Ankleshwar

3.23. Further, there is also a District Equalisation Fund under the Gujarat Panchayats Act to extend special help to economically and socially backward panchayats in seven districts.

3.24. Explaining the present state of affairs of bonded labour as prevalent in Surat and other Districts of Gujarat and the steps taken by the State Governments for their rehabilitation, the representative of the Government of Gujarat has informed the Committee during evidence:

"In Surat District this system was prevalent since so many decades but the Gujarat Government have started special schemes to bring the Halpatis out of the clutches of the landlords. The scheme was started in 1960. We have got about 54,000 tribal families and our programme is to give them house-sites so that they can come out of the clutches of the landlords. Out of 54,000 families, we have provided house-sites to about 43,000 families, and I think the remaining families will also be provided with house-sites. Now the difficulty is that there is no waste

land for these families. The second problem is that of construction of houses. That also we are taking up from this year.

We give house-sites free of cost. We have given financial help for construction of houses to some 10,000 families; and nearly 10,000 families have constructed houses of their own."

3.25. The representative of the State Government has also informed the Committee that two *guntas* of land is offered to each Halpati family, a *gunta* being 1/20th of an acre. As regards livelihood of these people, Government have special schemes of artisan-training for Halpatis. Loans for starting small scale industries are also generally given to them. No land for cultivation is, however, available with Government and, therefore, no land can be given to these families.

3.26. Regarding the possibility of these people again coming under the control of the big landlords, the representative of the State Government has expressed the view that it is not probable. An organisation has been started during the last two years to see that a tribal who once comes out of the clutches of the landlord is free ever afterwards. The wages prevalent in the area are very high these days and anybody can go anywhere to earn his livelihood. In Surat District alone, the wages are more than Rs. 5 per day. So, there is no reason why the bonded labour once set free should go to the landlords again. The work of construction of houses is being taken up by the District Panchayats. They buy timber from various cooperative societies and the labour is given by the families themselves. The material is given by the District Panchayats and it is with the combination of the cooperative societies and the District Panchayats and the Halpati families, that houses are being constructed. These houses are much cheaper, the construction cost of each house coming to Rs. 1200 only.

3.27. In reply to a further question whether Government purpose to finance Adivasi Housing Societies, the representative of the State Government has informed the Committee during evidence that Government have accepted the liability of the societies which have been registered prior to the 31st March, 1962. There are about 600 such societies and they have a liability of Rs. 4 crores. Some funds are allocated to them every year. Government are now setting up a Rural Housing Society for the people who have no houses and a Bill for the purpose is likely to come up in the State Legislature

very shortly. That scheme is not limited to Halpati families alone, but it is for all rural people in general.

(v) *Agricultural Practices*

3.28. The Department of Social Welfare has informed the Committee in a written note that improved methods of agriculture are widely adopted by the Tribal Development Blocks. Various improved seeds of crops are used by the cultivators living in the most interior parts of the tribal areas. Consumption of fertilisers is increasing. The cultivators are increasingly adopting the improved tools. Agricultural demonstrations are organised at each village of the Tribal Development Block systematically.

3.29. Details of distribution of improved seeds (average per Tribal Development Block) and of fertilisers (average per Tribal Development Block) from 1965-66 to 1969-70 are given in Appendix V.

3.30. A sample study of the impact of Tribal Development Blocks programme on the Tribal population of Zoz Tribal Development Block was conducted by the Zonal Office (Backward Classes Welfare), Ahmedabad, in 1970. The following is quoted from the study note of the above sample survey, as furnished by the Department of Social Welfare:

"An attempt was made to find out the incidence of acceptance of the various programmes by the beneficiaries. It gave very interesting results. Out of a sample of 118 families surveyed, it was found that only 45 of them used improved seeds which were supplied to them by Gram Sevaks. As many as 635 compost pits are made in the Block area. Out of the sample of 188 families only 62 prepared compost pits. It is reported that 605 quintals of chemicals fertilisers were distributed among the farmers. In the sample families, only 15% were reported to be using chemical fertilisers. In all 159 improved type of implements were supplied in the Block till 1970. Only 6 out of 118 sample families are reported to have used them. Use of pesticides is very sparingly reported. In none of the villages surveyed, the farms have adopted Japanese method of paddy cultivation. A total of 216 agricultural demonstration centres were set up till the end of 1970".

3.31. The Committee consider that alienation of land from tribals to non-tribals is one of the basic maladies which pervade the tribal life not only in Gujarat but in other States also

While no statistics have been furnished to the Committee as to the extent of land belonging to tribals which has passed to non-tribals on account of the activities of unscrupulous persons or money lenders, the Committee have reasons to believe, on the basis of reports from non-officials, that large-scale transfers of land have taken place from tribals to non-tribals.

The Committee are in agreement with the views of the Shilu Ao Study Team that the only effective deterrent against the alienation of tribal lands to the non-tribals is for the concerned authorities to take suo motu action to resume, without payment of compensation, land which, to their knowledge or otherwise brought to their knowledge, has been transferred to, or is otherwise under the illegal occupation of a non-tribal, and to restore its possession to the rightful tribal owner.

The Committee note that for prevention of transfer of land from tribals to non-tribals, the State Government have issued orders that without the prior permission of the Collector, the land belonging to a tribal cannot be transferred to a non-tribal in the Scheduled Areas.

The Committee note that even with such legislation prohibiting transfer of tribal lands to non-tribals much headway has not been done in this regard. The Committee recommend that there should be total prohibition of alienation of land from the tribals to non-tribals. The Committee would urge that transfer of land from tribals to non-tribals should be forbidden not only in the Scheduled Areas but also in the other areas of the State and the Collector should be made responsible to see that no such transfer takes place. Where transfers have taken place illegally, the Collector should suo motu take prompt steps for the restoration of the land to the original tribal owners, without involving the tribals in litigation, where they can be traced or in other cases of illegal transfer, the land should vest in the State for distribution to landless tribals. The Committee further recommend that such cases of illegal transfers or occupation be deemed to be a cognizable offence.

3.32. The Committee recommend that a survey should immediately be conducted to assess the extent of alienation of tribal land and also of the measure of success achieved in the restoration of tribal land to the tribals.

3.33. The Committee observe that Government have initiated steps for rehabilitation of bonded labour in Gujarat and the work is still in progress.

3.34. The Committee would urge that energetic steps should be taken to find house-sites for all the remaining families of bonded labour and make suitable provision for their economic resettlement.

(vi) *Irrigation*

3.35. In a written note, the Department of Social Welfare has informed the Committee that the use of *pucca* wells, electric motors or pumping sets are increasing constantly in the Tribal Development Blocks. It may be added that special concession of 50 per cent is granted to tribals for having such irrigation sources. Priority is given to a person having land less than five acres. The following table shows the position of sources of irrigation and area under irrigation at the beginning of the Tribal Development Blocks programme and at the end of 1969-70 and gives an idea of progress made in the field of irrigation in tribal blocks in Gujarat:

Sl. No.	Item	Position			
		At the beginning of T.D. Blocks programmes		At the end of 1969-70	
		No.	Hectares	No.	Hectares
1	2	3	4	5	6
1	<i>Kucha</i> wells and estimated area under irrigation	11,106	7,314	15,849	15,941
2	<i>Pucca</i> wells and estimated area under irrigation	6,046	5,137	13,284	16,661
3	Diesel and oil engine pumpsets and estimated area under irrigation	1,445	2,019	4,414	10,263
4	Electric motors installed and estimated area under irrigation	68	164	743	1,792
5	Tube wells and estimated area under irrigation			5	400
6	Number of canals and estimated area under irrigation	43	8,485	47	11,952

3.36. In a sample study made by the Zonal Office (Backward Classes Welfare), Ahmedabad, in Zoz Tribal Development Block in 1970 referred to in an earlier paragraph, it has been stated.

“The area under irrigation was 30 acres in the beginning of the Tribal Development Block. By 1969-70, it was raised to 575 acres. A total of 132 *pucca* wells and 55 *kucha* wells were dug for irrigation purposes. However, only a

handful of tribal families availed of this benefit. 22 engine pumps were distributed for irrigation purposes, of them none is owned by the tribals. In the field of soil conservation contour bunding was effected in 3450 acres."

3.37. In the progress report showing physical achievements furnished by the Department of Social Welfare, the following progress of villages covered under electrification from 1965-66 to 1969-70 has been indicated:

Physical Achievement in some important items in Tribal Development Blocks

Item	Reference	Unit	1965- 66	1966- 67	1967- 68	1968- 69	1969- 70
Villages covered under electrification	Annual Progress	Number	42	69	23	44	38

No details, however, have been furnished about the number of tribal and non-tribal households, separately, which are utilising the electric supply in these villages.

3.38. During evidence, the representative of the State Government has informed the Committee that 200 villages have been electrified in Gujarat during the Gandhi Centenary year. Instructions have been issued that where there is mixed population of tribals and non-tribals, estimates for rural electrification should not be approved, if the localities of tribals are not included in the plan. Funds for this scheme are not given by the Centre to the State Government but are found from the State resources.

3.39. The Committee observe that steps have been taken to boost irrigational facilities in Tribal Development Block areas by providing Kucha wells, pucca wells, diesel and oil engine pumps, etc. From the material made available, the Committee are, however, unable to come to a conclusion as to how far the irrigation facilities have actually flown to the Scheduled Tribes in Tribal Development Blocks. The Committee observe that at least in one Tribal Development Block surveyed by the Zonal Director's Office, only a handful of tribal families availed of this facility.

3.40. The Committee would urge that a proper survey about the actual flow of the benefits from irrigation schemes to Scheduled Tribes in Tribal Development Block areas should be conducted and necessary steps to rectify the imbalance, if any, in the matter of sharing of benefits by tribals and non-tribals in the Tribal Development Block areas should be taken.

(vii) *Animal husbandry and poultry development*

3.41. The Committee have desired information in regard to details of schemes for development of animal husbandry in Tribal Development Block areas in Gujarat and an assessment of the progress till the end of 1969-70. In reply, the Department of Social Welfare has stated in a written note that the details of the schemes have been called for from the State Government, which are awaited.

3.42. The following table shows the progress achieved in the supply of animals and birds:

Year	Animals supplied	Birds supplied
1966-67	735	4842
1967-68	123	1943
1968-69	129	6148
1969-70	271	1364

3.43. Improved birds are supplied to the tribal people in the Tribal Development Blocks. A subsidy of Rs. 200 to Rs. 250 is paid towards poultry house and equipment. Provision also exists for payment of interest-free loans to the tune of Rs. 100 to Rs. 150 through cooperatives for establishment of poultry farms.

3.44. In a sample study made by the Zonal Office (Backward Classes Welfare), Ahmedabad, in Zoz Tribal Development Block in 1970 referred to in an earlier paragraph, it has been stated:

"In the field of animal husbandry, it is reported that there is no veterinary hospital in the Block. The nearest available dispensary is at the taluka headquarters. However, in the year 1965-66, 4 medical chests for veterinary aid were supplied. Castration facilities and inoculation facilities have been available on a very modest scale. In the eight villages surveyed, no improvement in poultry rearing by the tribals was seen. In the field of dairy development, no specific efforts seem to have been made."

3.45. The Committee observe that a sample survey conducted by the Zonal Director's Office in one block has shown that there was no noticeable improvement in poultry rearing by tribals. That survey has also shown that no specific efforts had been made in the field

of dairy development. The Committee are, therefore, not in a position to come to any conclusion about the success achieved in the field of animal husbandry, poultry development or dairy development in the Tribal Development Blocks of Gujarat through the years.

3.46. The Committee would urge that the progress achieved by Tribal Development Blocks programme in reaching benefits to the Scheduled Tribes in the field of animal husbandry, poultry development and dairy development should also form an item for economic investigation which the Government may undertake in future.

(viii) *Indebtedness*

3.47. The Shilu Ao Study Team in its Report on Gujarat has observed:

“The Reserve Bank of India carried out an All-India Rural Debt and Investment Survey in the tribal areas of Gujarat in 1961-62. The survey showed that 72 per cent of the tribal families were in debt and that the average debt per indebted family amounted to Rs. 512. As, according to 1961 Census, there were about 5 lakh tribal families in Gujarat, the size of the total debt of tribal families would be of the order of Rs. 18.5 crores.”

3.48. On being asked to comment on the above observation, the representative of the Department of Social Welfare has informed the Committee during evidence that it is not known which villages were selected by the Reserve Bank of India for study of rural indebtedness. A benchmark survey of 2545 tribal households in 15 Tribal Development Blocks was, however, carried out in 1966 to 1968 by the Economic Bureau of Statistics, Gujarat State. According to this survey, 38 per cent of the tribal households were in debt and the average debt came to Rs. 477.

3.49. In a written note, the Department of Social Welfare has further stated that current expenditure on agriculture and capital expenditure on agriculture respectively accounted for 46.5 and 19.3 per cent of total debt; 26.3 per cent was spent on household expenditure, whereas 4.2 per cent and 3.7 per cent respectively were spent on social ceremonies and other expenditure. A short note on ‘indebtedness’ in fifteen Tribal Development Blocks of the Gujarat State as revealed in this Sample Survey and as furnished by the Department is appended (See Appendix VI).

3.50. Explaining the corrective steps which have been taken by the Government of Gujarat, the representative of that Government

has informed the Committee that, firstly, they have appointed 15 more Inspectors in tribal areas to check money lending business. Secondly, the money-lender licensee is not made a member of the cooperative societies. Thirdly, the State Government have started a revolving fund in the Tribal Development Blocks so that the Tribal Development Block authorities can give loans to the weaker sections in the area. Fourthly, the State Government stands guarantee when these persons receive loans from the Development Banks so that they will not have to go to the money-lenders.

3.51. In reply to a question whether any steps have been taken to write off debts of the tribals which are more than three years old and to scale down debts of less than three years' duration, as recommended by the Central Advisory Board on Tribal Welfare in October, 1957, the representative of the State Government has informed the Committee during evidence that there was a resolution to that effect adopted by the Tribal Advisory Council in pursuance of which the State Government appointed a Committee. The Report of this Committee has come only a few months back and the State Government are thinking of taking legislative measures in this regard.

3.52. On being asked to comment on the high rate of interest which is being charged by money-lenders, the representative of the State Government has stated during evidence that 12 per cent is the usual rate of interest now. Money-lenders were charging much more than this rate previously.

3.53. The Committee observe that even in 1968, according to a survey conducted by a State Government agency, 38 per cent of the tribal house-holds in 15 Tribal Development Blocks were in debt. The Committee also note that even if the greater portion of this debt was for purposes of economic activity, about one-third was for household and social and ceremonial expenses.

This underlines the need for gearing up the administrative machinery so that there is no exploitation of the tribals by the money-lenders.

3.54. The legislative measures for writing off debts of the tribals which are more than three years old and scaling down of the other debts of the tribals should be expedited.

(ix) *Co-operative movement.*

3.55. The Department of Social Welfare has informed the Committee in a written note that, besides the Tribal Development Block scheme, one other of the six major Centrally-sponsored schemes for

the welfare of the Scheduled Tribes, undertaken by that Department, is 'Co-operation'.

3.56. An allocation of Rs. 297.50 lakhs was made during the Third Five Year Plan mainly for 'co-operation' programmes outside the Tribal Development Block areas. The expenditure on 'Co-operation' schemes in the Tribal Development Block areas was required to be made from the funds of the respective Tribal Development Blocks.

3.57. In the schematic budget, a sum of Rs. 4.80 lakhs was provided by the Department of Social Welfare under the head "economic development" in a Tribal Development Block in Stage I. In October, 1961, it was laid down in a communication to the State Governments that out of the above-mentioned sum of Rs. 4.80 lakhs, an amount of Rs. 1.00 lakh might be set apart for the schemes of Co-operation, such as, forest labour co-operatives, labour contract co-operative societies, agricultural credit and marketing co-operative societies and consumer co-operative societies in a Tribal Development Block in the Backward Classes Sector.

3.58. In a written note, the Department of Social Welfare has informed the Committee that the Government's follow-up action in the field of Co-operation has been based mainly on the recommendations contained in the Report of the Special Working Group on Co-operation for Backward Classes (Bhargava Working Group Report). This Bhargava Working Group *inter-alia* reported that financial assistance to a co-operative society should be related to its programme of work and performance. While an element of subsidy might be essential, the aid should, by and large, be in the shape of loan. From the very beginning, every society should direct its effort to become self-supporting at the earliest.

3.59. In the course of their follow-up action, the Department of Social Welfare informed the State Government in 1962 that in view of the increasing importance of the Co-operation Schemes for the benefit of tribals, it had been decided that the provision of Rs. 1.00 lakh earmarked for the Scheme of Co-operation, from out of the sum of Rs. 4.80 lakhs provided under the head "economic development" in each Tribal Development Block in Stage I, might be increased to Rs. 1.60 lakhs.

3.60. In a written note, the Department of Social Welfare has informed the Committee that the average number of Primary Agricultural Societies per block in Gujarat comes to 21. The number of members in the Societies has reached 63 per 100 farmers. Accordingly, share capital as well as credits have also increased. The co-

operative godowns which were 167 at the end of 1965-66 have increased to 390 at the end of 1969-70. The details of the various co-operative schemes undertaken from the Tribal Development Block funds, as given by the Department of Social Welfare, are appended (See Appendix VII).

3.61. It has further been stated that a 'Revolving Loan Fund' has been set-up, so that tribals in talukas having tribal blocks may get loan easily with less interest and nominal security. It has been stated that this fund should not exceed Rs. one lakh per taluka and is to be raised at the rate of 1/10th of the total amount allocated to a tribal block every year. The rate of interest is kept at two per cent and the security is on a matching basis with the amount of the loan. This security includes the cost of the implements to be purchased or improvements proposed to be made. This fund will increase progressively due to process of recovery credit and Taluka Panchayat is assured of permanent type of facility of loan assistance to the tribals for small items by giving them small loans. Government have also given a marginal guarantee for certain amount so that the small farmers who have insufficient security, may get loan from the Land Development Bank in the talukas of Tribal Development Blocks with irrigation potential.

3.62. Giving details of forest labour co-operatives in Gujarat, the Department of Social Welfare has stated in a written note that there are 142 forest labour co-operative societies. About 70 per cent forest coupes are being exploited through the co-operative societies. Consequently, the tribal forest labourers get adequate wages. Due to association of seasoned, sincere and honest social workers, the forest labourers co-operatives have been benefited in terms of organisational capacity and honest working of these institutions towards welfare of tribals.

3.63. Figures of total investment, assets and liabilities of these societies are as under:

Assets	Rs. 625.59 lakhs
Liabilities	Rs. 543.09 lakhs
Investment	Rs. 31.22 lakhs
Government's quantum	Rs. 351.34 lakhs
Government subsidy	Rs. 0.29 lakh

3.64. On being asked to state whether any survey has been conducted to assess the success or failure of the forest labourers co-operative in the Tribal Development Blocks in Gujarat, the Depart-

ment of Social Welfare has informed the Committee in a written note that an evaluation of the forest labourers co-operatives was made by the State Director of Evaluation in 1969. The major findings of the survey and action taken by the State Government, as furnished by the Department of Social Welfare, are appended (See Appendix VIII).

3.65. The Committee note that there has been an increase in the number of primary agricultural co-operative societies per block and also of co-operative godowns, etc. in Tribal Development Block areas of Gujarat. In the field of forest labour co-operatives also, developmental activities have increased. From the information available, the Committee are not in a position to comment how far the co-operative societies have become self-supporting economic units. The Committee would urge that a survey on achievement of Tribal Development Block programmes should include a study of co-operative institutions functioning under the Tribal Development Block programmes.

(x) *Forestry.*

3.66. The tribals who have lived for hundreds of years in the forest areas and have enjoyed in the past considerable freedom to use the wood, exploit minor forest produce and hunt the animals, have an ineradicable conviction that the forest is theirs.

3.67. The Elwin Committee (March, 1960) has *inter alia* recommended that forests should be managed essentially in the interests of the tribals who inhabit the areas, subject to minimum safety precautions in regard to erosion and the national interest which must of course take priority.

3.68. Shilu Ao Study Team, in its All India Report (1969), has observed that the traditional rights enjoyed by the tribals in forests were withdrawn in the Union Government's Forest Policy Resolution of 1952, and simple concessions such as free grazing, removal of timber for bona fide domestic use, collection of minor forest produce etc. were hedged round in many States by restrictions.

3.69. On being asked to comment on the above, the Ministry of Agriculture (Department of Agriculture) in a written note has informed the Committee that the Forest Policy Resolution of 1952 has already been oriented keeping in view the difficulties of the tribal people. In para 32 of the above Forest Policy Resolution, it has been stated:

"No forest policy, however, well intentioned and meticulously drawn up, has the slightest chance of success without the

willing support and co-operation of the people. The recognition of their rights to forest produce at concession rate or, free of royalty, is not by itself enough. What is necessary is to instal in the people a direct interest in the utilisation of forests. Intermediaries who exploit both the forests and local labour for their own benefit may with advantage be supplemented gradually by Forest Labour Co-operative Societies which may be formed to suit local conditions. Once the local population learns to look upon the forest as a means of its livelihood, a great step forward will have been taken."

3.70. Commenting on the action initiated at governmental level to protect the rights of the tribals, it has further been stated in the above written note that in order to protect the tribals from exploitation by the contractors and other agencies, a number of States like Maharashtra, Gujarat and Andhra etc. have set up co-operative societies for collection of forest produce.

3.71. In a written note furnished by the Department of Social Welfare it has been stated that in Gujarat 124 Forest Labour Co-operative Societies are functioning with a tribal membership of 38,690. Most if the forest extraction work is entrusted to these co-operative societies and they have been able to establish fairly well.

3.72. In a further note on the question of the extent to which the services of tribals in the Tribal Development Block areas of Gujarat have been utilised in conservation of forests and also in utilisation of their services in industries dependent on collection of forest resources, the Department of Social Welfare has informed the Committee that the Forest Labourers Co-operative Societies utilise the services of tribal members in conservation of forests. The co-operatives societies arrange training classes for the members. Collection of forest produce is mainly done by the tribals through the co-operative societies and the private agencies depend upon the tribals for such collection. The State Government are very particular to see that the services of tribals are adequately utilised in the tribal areas. Government have made a rule that the co-operative society or private contractors must make use of tribal carts in transporting the timber from the coupe to the depot. Even in the pulp mill in Surat district, Government have persuaded the industry to employ the tribal youths for other unskilled and semi-skilled operations. Even the plantation operations by the Department are solely done by the tribals of the concerned areas and the State Government are now

seriously considering association of tribals in growth and preservation of forests.

3.73. The Committee have noted various measures e.g. formation of forest labourers co-operatives, auction of forest produce mainly by tribals through the co-operative societies, etc. taken to utilise the services of the tribals in the Tribal Development Blocks of Gujarat in conservation of forests and utilisation of their services in industries dependent on collection of forest resources.

3.74. The Committee are of the view that this is a step in the right direction. The Committee would recommend that the services of the Scheduled Tribes living in Tribal Development Block areas should be so utilised that they should feel that they are equal partners in national development of forest resources and also in the conservation of forest as a national wealth.

(xi) Education

3.75. According to the 1961 Census, the literacy rate of tribals was 8.5 percent as against 24 per cent for the entire country while the rate among the tribal women was as low as 3.2 per cent. Barring a few tribes in Assam and Meghalaya, the tribals in all the States and the Union Territories are far behind the general population in the matter of education.

3.76. In 1959, the Renuka Ray Study Team in its report recommended that—

“The general pattern of education prevalent in the country should be extended to tribals so as to evolve one common pattern of education in the country,

the tribal students should not be alienated from their cultural milieu, and

tribal education should primarily be dealt with in Education Departments of the State Governments in collaboration with the representatives of the Departments of Tribal Welfare.”

3.77. While agreeing with the above recommendations of the Renuka Ray Study Team, the Verrier Elwin Committee, in its report (1960), also recommended that tribal education should be left to the

Education Departments, for there seemed little point in introducing yet one more agency to deal with this subject.

3.78. The Dhebar Commission in its report (1960-61) also recommended that education of the tribal children should be the concern of the Education Ministry to the same extent as the education of the non-tribals, and that the Ministry of Home Affairs (now it is the charge of the Department of Social Welfare) should be associated at the thinking level.

3.79. More recently, the Shilu Ao Study Team, in its All India Report (1969), has recommended that—

“primary schools within one or two miles of the home of every child should be set up;

attendance allowance to teachers on the basis of enrolment and attendance of tribal children should be granted;

free books and writing material to all tribal children, and also free mid-day meals should be given;

gifted students should be spotted and assisted;

Ashram type schools for tribal girls should be set up;

scope of scholarships should be enlarged so as to cover trades and courses like telegraphy, book-keeping, shorthand and typewriting etc.;

separate cells in Tribal Welfare Departments should be set up to assist tribals with technical or higher education to find jobs.”

3.80. This Study Team has also observed that the fact that even after twenty years of Independence, the tribal areas in the States, barring Assam (and Meghalaya), have not produced even a handful of graduates shows that all is not well with the system of education that is being followed at present.

3.81. Giving particulars regarding the number of schools of various types existing in the Tribal Development Block areas in Gujarat at the beginning of the Second Five Year Plan and the number of schools started till the end of the year 1969-70, the Department of Social Welfare has informed the Committee in a written note that due to the typical condition of the tribal areas in Gujarat, the policy of establishing a minimum of one Ashram school in a tribal block

was adopted. Progress achieved by educational institutions can be seen from the following figures:

Sl. No.	Subject	Position prevailing at the beginning of Tribal Development Blocks	Position at the end of the year 1969-70 (Provisional figures)
1	2	3	4
1	Primary schools	2,337	3,492
1a	Students of primary schools	1,86,778	2,68,918
2	Ashram schools	46	87
2a	Students	3,884	8,947
3	Hostels	57	128
3a	Hostel students	3,643	7,869
4	Secondary schools	71	135
4a	Students	18,383	33,955
5	Pucca rooms for schools	2,092	3,593

3.82. On being asked to furnish the numbers of matriculates, higher secondary passed, graduates and post-graduates and technically qualified among the Scheduled Tribes in Tribal Development Block areas turned out during the period from the Second Five Year Plan till the end of 1969-70, the Department of Social Welfare has informed the Committee that the requisite information is not readily available.

3.83. On being asked to furnish the total number of Scheduled Tribe students from Tribal Development Block areas in Gujarat who were availing of post-Matric scholarships at the beginning of the Second Five Year Plan and the number of such students as on 31st March, 1970, the Department of Social Welfare, in a written note, has informed the Committee that the number of Scheduled Tribe students from the Tribal Development Block areas in Gujarat availing of post-Matric scholarships has been called for from the State Government, which till the time of reporting has not been received. According to the information with the Department, 2,673 Scheduled Tribe students in the State received post-Matric scholarships during the year 1969-70.

3.84. More specifically, the Committee have desired to know whether it is a fact that there is no progress in education in the tribal areas of Gujarat and that tribals are lagging far behind the general population and very few tribal students go to colleges for post-Matric education. In reply, the representative of the Government of Gujarat has informed the Committee during evidence:

“Generally, in Gujarat, we have a school in a village where the population is 500; but for the tribal areas even if the population is 250, we have a village school, we are very keen to have Ashramshalas, one for every 10,000 of tribal population. We have accepted this recommendation and it is being done in a phased programme.”

3.85. On a suggestion being made that the village schools should be done away with and instead Ashram schools should be started for every 10,000 population, the representative of the State Government has stated during evidence that this was the recommendation of the Tribal Advisory Council. In four to five districts, this target has been achieved. The State Government is keen on Ashram schools and more and more such schools are being set up by the Government.

3.86. In reply to a further question, the representative of the State Government has stated that there are 105 Ashramshalas in Gujarat. All these Ashramshalas and high schools are managed by voluntary agencies. There are 84 voluntary agencies working in tribal areas in Gujarat. The State Government are satisfied with their working.

3.87. On being asked to indicate whether Government, instead of opening schools of their own, propose that schools should be opened only by voluntary social organisations, the representative of the State Government has stated that primary schools are managed by District Panchayats. Only the Ashram schools are opened by these voluntary organisations, and Government give them grants-in-aid amounting nearly to 94 per cent of the total expenditure.

3.88. On being asked whether the voluntary organisations have also to collect donations for running these Ashram schools, the representative of the State Government has stated that it is so. The Government, in addition, give them land. The voluntary organisations have to collect some donations to supplement the Government's grants-in-aid.

3.89. In reply to a further question, if there is any Central scheme to open Ashram schools or other Central schools, the representative of the State Government has stated that there is no such scheme.

3.90. On his attention being invited to the Shilu Ao Study Team's recommendation regarding ensuring educational facilities for talented children of tribals, whenever they are spotted, and assisting them in every way to prosecute their studies in schools which are manned by competent teachers, the representative of the Department of Social Welfare has informed the Committee during evidence:

"This would mean starting a new Centrally-sponsored scheme and we have got our restriction in the matter of new Centrally-sponsored schemes because the National Development Council have decided that only certain items of work will be Centrally-sponsored. Of course, we can allot for this when the Fifth Plan comes, but until then we cannot do anything about this."

3.91. The witness has added that although the Government of India have a scheme for giving grants for construction of hostels for schools in tribal areas, no grants are given for setting up of Ashram schools.

3.92. On being asked to indicate the ratio of the total funds allotted for tribal development programmes, which was being spent on education of tribal children in Tribal Development Blocks, the representative of the State Government has informed the Committee during evidence that 'Education' falls in the general sector; so, whatever expenditure is incurred is from the general sector of the State Government finances. It is not necessary to spend any amount on education out of the amount set apart for Tribal Development Blocks. Funds for education are coming from the normal funds. There is no provision for a tribal fund as such. No funds from out of the amount set apart for Tribal Development Blocks are spent on education, except on Ashramshalas. Tribal Development Block funds are used for developmental works like roads, water-works, public schemes and agricultural development etc. Sometimes money was spent from the Tribal Development funds on education for about two years, but afterwards it is the committed liability of the Education Department or of the Social Welfare Department of the State Government.

3.93. Explaining further the point in regard to steps taken for spotting and assisting talented tribal children, the representative of the State Government has stated:

“No special measures were taken to ensure that the children of tribals are encouraged but they have been aiding the agencies to run Ashramshalas to see that these children are sent to the upper high schools where hostels are there. The State Government is not directly involved in this; they are run by the voluntary agencies. But as far as further studies are concerned the Central Government has started a major scholarship scheme.

Directly we are helping these children by two schemes. We have got schemes for hostels, we have got 400 hostels for the higher schools. So the children who are brilliant in the primary schools can be sent to these hostels for secondary education. They give scholarships from out of the State funds to students who acquire more than 40 per cent and we give annual scholarships to cover their costs.”

3.94. In a written note, the Department of Social Welfare has informed the Committee that in Gujarat no Central school has been established in tribal areas. But voluntary agencies have established well-equipped schools manned by competent teachers with missionary zeal. A net work of such school's has been set up by well-known agencies like the Bhil Seva Mandal, the Bani Paraj Seva Samiti and the Gujarat Vidyapith, etc.

3.95. The Committee regret to observe that the Government have not been able to furnish the numbers of Scheduled Tribe students from the Tribal Development Block areas of Gujarat who have passed the Secondary School examination during the past few years or of those who took up higher education.

3.96. In the absence of any evidence to the contrary, the Committee are constrained to accept the fact that in education, the tribals are lagging far behind the general population and that very few Scheduled Tribe students from Tribal Development Block areas have gone to college for post-Matric education.

3.97. The Committee feel that far more energetic steps would be needed to be taken than has been done hitherto to remedy this lack of progress among the Scheduled Tribe students, especially those coming from Tribal Development Block areas of Gujarat, in the field of education.

(xii) *Public health problems and drinking water supply facilities*

3.98. The Verrier Elwin Committee in its report (March, 1960) recommended that the cause of public health and sanitation problems in tribal areas would be better served in construction of drinking water wells on a priority basis and health education should be an important item of every basic health service. The Committee also observed that with a view to meet the serious shortage of medical staff, there should be certain period of service in tribal areas for all doctors as a condition for promotion etc.

3.99. The Dhebar Commission in its report (1960-61) recommended that the question of shortage of medical personnel for service in tribal areas should be tackled with sympathy towards the personnel posted in the tribal areas, but the urgency of the problem should not also be lost sight of.

3.100. The Shilu Ao Study Team in its All-India report (1969) has observed that extending medical facilities to such areas does not admit of any delay.

3.101. The Shilu Ao Study Team has also observed that the efforts so far made for supplying uncontaminated water for drinking purposes in the tribal areas have fallen short of requirement and the leeway to be made up is considerable.

3.102. Explaining the public health problems faced in the Tribal Development Block areas of Gujarat at the initial stages of launching of Tribal Development Blocks programme and steps taken for extending medical facilities to those areas, the Department of Social Welfare, in a written note, has stated that the difficulties encountered in the Tribal Blocks in the sphere of public health were:

Lack of communications,
scattered habitation, and
paucity of residential facilities for staff.

The Development of roads has been speeded up. The shortage of accommodation has been met by the construction of staff quarters in the primary health centres and sub-centres in the Tribal Blocks. Intensive house to house small pox vaccination scheme has been undertaken. For every 20,000 population, there is one vaccinator and one vaccination supervisor supervises the work of four vaccinators. For leprosy eradication programme, service units have been established, having one unit for every 50,000 population. In malaria eradication programme, spraying is carried out twice a year, and at the same time surveillance staff has been activated for the purpose.

In Banaskantha District, Danta Tribal Development Block is covered with the eye-treatment campaign.

3.103. On being asked to indicate the number of Tribal Development Blocks in Gujarat covered by the Applied Nutrition Programme, the Department of Social Welfare has informed the Committee in a written note that the Scheme of Applied Nutrition Programme is implemented in Gujarat with the assistance of UNICEF, WHO, FAO and the Government of India. At present, the programme is implemented in seven Tribal Development Blocks viz. Dangs, Jhalod, Danta, Nandod, Valiya, Valod and Dharampur.

3.104. The Committee observe that the achievements made by Government in the field of public health and provision of drinking water facilities in the Tribal Development Block Areas of Gujarat are inadequate and a great leeway has to be made in this field.

3.105. The Committee would recommend that urgent steps should be taken to improve the medical and uncontaminated drinking water facilities in the Tribal Development Blocks in Gujarat.

(xiii) Road communications

3.106. The Verrier Elwin Committee in its report (1960) observed that opening up of the tribal areas by a carefully planned system of communications is the basis of all development.

3.107. The Commissioner for Scheduled Castes and Scheduled Tribes in his 15th Report (1965-66) observed that no less than 12 Tribal Development Blocks situated in the districts of Broach, Surat, Panchmahals, Bulsar, Sabarkantha and Banaskantha have their headquarters outside block areas. Generally, the location of the Block staff outside the Block areas creates an adverse effect on their efficiency.

3.108. In order to enable the Block staff to function more effectively, the Commissioner for Scheduled Castes and Scheduled Tribes has observed that the headquarters of the Tribal Development Blocks should be located at suitable places inside the Blocks.

3.109. On being asked to furnish the number of Tribal Development Blocks in Gujarat, which have their headquarters within the block areas themselves, and also of those whose headquarters are connected with motorable/jeepable roads, the Department of Social Welfare has informed the Committee in a written note that the headquarters of all the Blocks in Gujarat are now located in the

Block areas and all the headquarters are connected with motorable/jeepable roads.

3.110. The Shilu Ao Study Team in its All-India report has observed that half the population of the Surat District is tribal and that several villages in this district are inaccessible during the monsoon. Also, in Dharampur taluka of Bulsar district, out of 240 villages, only 25 villages are accessible during the monsoon.

3.111. On being asked to indicate what progress has been made in linking the above-mentioned areas by all weather roads, the representative of the State Government has informed the Committee during evidence that *kucha* roads are there and the programme for weather-proof roads has already been taken up by the State Government for execution.

3.112. On the question of progress made in major road communication system, the representative of the State Government has informed the Committee that in most of the tribal villages, approach roads have been put up. In two or three talukas in Gujarat, where irrigation projects are coming up, these approach roads have not been taken up. As soon as the irrigation projects are completed, or their alignment is clearly known, Government would definitely take up this programme of approach road construction.

3.113. The Committee note that the headquarters of all the Blocks in Gujarat are now located in the Block areas. The Committee recommend that the work of linking the headquarters of all the Tribal Development Blocks in Gujarat by all-weather roads, which work is stated to be in progress, should be completed with expedition so as to add fillip to all developmental activities in the Tribal Development Block areas.

(xiv) Industrial training and employment

3.114. The Bhebar Commission in its report (1960-61) has observed that 'poverty in the midst of considerable unused human and material resources and undeveloped creating faculties is the phenomenon that faces us in the tribal areas'. In the opinion of that Commission, 'if the problem of destitution or the sub-normal standards of living in the tribal areas is to be tackled, it can only be through development of village and cottage industries'.

3.115. The Verrier Elwin Committee in its report (March, 1960) observed that 'the real progress of arts and craft cannot be estimated in terms of finance, for a Block may put up a very good report on

money spent which has actually been used on expensive and unsuitable buildings, non-tribal trainees or unproductive crafts'.

3.116. The Shilu Ao Study Team in its All-India Report has observed that where training is not linked to job opportunities, the money spent on such training is a sheer waste of public funds and that, where industrial, mining and other projects are located in or near tribal areas, the skills imparted should be related to the requirements of those industries.

3.117. Regarding the Industrial Training Institutes, Polytechnics, etc. which have been set up in Tribal Development Block areas in Gujarat and the assessment made of the benefits derived by the tribals from the Tribal Development Block areas, the Department of Social Welfare has informed the Committee in a written note that according to the information available, there are 18 Industrial Training Institutes in the State run by the Director General, Employment and Training. In these Institutes, 181 tribal candidates are receiving training in various trades under the Craftsmen Training Scheme.

3.118. The following technical institutions are located in the tribal areas of Gujarat:

- (i) Government Polytechnic, Dohad (Panch Mahals);
- (ii) Industrial Training Institute, Dohad (Panch Mahals);
- (iii) Government Technical High School, Dohad (Panch Mahals);
- (iv) Weir Industrial Institute, Dharampur (Bulsar).

3.119. The State Government have reserved 5 per cent of seats for Scheduled Tribe candidates for craftsmanship training in Industrial Training Institutes. The upper age limit has been relaxed in their case by three years. The question of increasing the existing 5 per cent of reservation of seats for Scheduled Tribes has been under consideration of the State Government, and it has now been increased from 5 per cent to 12½ per cent in Banaskantha, Sabarkantha, Panch Mahals, Baroda and Broach districts and to 20 per cent in Surat and Bulsar districts. For the remaining districts, the earlier provision of 5 per cent reservation is continued.

3.120. During the Third Five Year Plan period, 321 trainees belonging to Scheduled Tribes were trained in the four Training-cum-Production Centres. The training in various fields enables the

Scheduled Tribe trainees to get employment in various trades and crafts.

3.121. Another useful scheme taken up by the State Government aims at providing training facilities to Scheduled Tribes through local artisans. In villages, there are carpenters, masons, tailors etc., and occasionally small factories whose owners can be persuaded to impart training in various crafts to the local tribals. The State Government gives Rs. 30 per month to the trainee as subsistence allowance and Rs. 10 per month to the artisan or factory owner for imparting training. During the last three years, about 400 tribal boys have been trained under this scheme.

3.122. On being asked to indicate the reasons why in some districts, even though tribal population is higher, no industrial training institutes have been set up, the representative of the State Government has informed the Committee during evidence that Dangs district, where tribal population is more than 90 per cent, is a reserved forest. Dangs youth lives upon the forest based industries or they work in the forest areas. The population is 71,000 and it is also not a whole district. So there is only one school attached to the Industrial Training Institute. The minimum qualification for admission into that school, which has four courses, is S.S.L.C. After two or three years, when the number of S.S.L.C.—passed tribal students increases, another training school can be started.

3.123. The Shilu Ao Study Team in its All-India Report has observed that 'The figures of enrolment in these (industrial training) institutes show that in almost all the institutions the enrolment of tribal students is very low. The failure to take advantage of the facilities offered by the institutes is not due to any reluctance on the part of tribal students to go in for technical training but is attributable to the initial handicap that science and mathematics, a knowledge which is essential for technical courses, are not taught in tribal schools'.

3.124. On being asked to clarify what special measures have been taken for teaching science and mathematics to tribal students, the representative of the State Government has informed the Committee during evidence:

"We have taken some measures on this during the last two years. We have started a scheme of having classes for these Secondary Schools in tribal areas where the subjects of English and Mathematics etc. are taught and this year we have got 80 such classes in such tribal areas where

special subjects are taught and special facilities are given to them so that they could get admission in the Industrial Training Institutes. Apart from this, since last one year, we have directed our Director of Industrial Training Institutes that this should not be so. He can have marks when the tests are taken. But we have advised them that this reservation should be filled in even though they get less marks."

3.125. Giving further details about the four training institutes located in the Tribal Development Areas in Gujarat, the Department of Social Welfare, in a written note, has informed the Committee that there is only one Industrial Training Institute located at Dohad in Panchmahals district in the Block area. The other institutes are not Industrial Training Institutes. They are Polytechnics and Technical High School institutions. At present in Industrial Training Institute at Dohad, sanctioned strength of the students is 144 while actual trainees on roll are 122, out of whom 43 are Scheduled Tribes and three Scheduled Castes.

3.126. In the same note, the Department of Social Welfare has further intimated that the figures of tribal and non-tribal trainees trained in the remaining Institutes during the Third Five Year Plan and during 1965-66 to 1969-70 are not readily available. This information has not been collected from the State Government and furnished to the Committee till the time of reporting.

3.127. The Department has also informed the Committee that no survey has been made about the placement in suitable employment of trained tribals coming out of the Industrial Training Institutes in the State since the beginning of the Third Five Year Plan till the end of 1969-70.

3.128. The Committee desired to have information about the rural industrial units which have been set up in Tribal Development Block areas in Gujarat till the end of 1969-70 and the number among them which are running as commercially viable units and the measure of success achieved by these units in relieving unemployment in the tribal areas. In reply, the Department of Social Welfare has informed the Committee in a written note that complete information on these points is awaited from the State Government. It has, however, been mentioned that no industrial unit has been set up in the Tribal Development Block areas under the Tribal Development Blocks programme. But, the Gujarat Industrial Development Corporation has established industrial estates at Velod and Rajpipla in

Tribal Development Block areas to encourage small industrialists to establish industries from the financial assistance offered at reduced interest rates. The Corporation also provides sheds in the Estate on rental basis as well as on hire purchase system.

3.129. The Shilu Ao Study Team in its All-India Report has observed that in various States no information was available regarding the career of the post-Matric scholars after they had completed their studies and a suggestion was made that separate Cells should be set up in the Tribal Welfare Departments to follow up the career of tribal students who have received technical or higher education and to assist them in finding jobs appropriate to their qualifications and attainments.

3.130. On being asked to indicate if any such Cell has been set up in Gujarat State, the representative of the State Government has informed the Committee during evidence that they have no such Cell at present. But, recently, the State Government has started a small Cell. On a suggestion being made about the necessity of having such a sort of special Cell to assist these tribal boys, the representative of the State Government has informed the Committee that the proposal would be considered by the State Government.

3.131. On being asked whether the Tribal Welfare Officer or the District Welfare Officer can be entrusted with the implementation of the scheme, the representative of the State Government has stated that at the District level, their District Social Welfare Officer is maintaining some registers, apart from the registers being maintained by the Employment Exchange Officer for all general candidates. This District Welfare Officer is also in touch with the tribals and eligible students seeking employment. But there is no special Cell of the type suggested, at the State level.

3.132. On being asked to indicate if any assessment of the number of the unemployed Scheduled Tribe matriculates in the State of Gujarat was available, the representative of the State Government has informed the Committee that the number of tribal youths who have registered their names with the Employment Exchanges are available and that assessment is there. But the number of those who have not registered is not available. The number of tribal youths who have registered their names with the employment exchanges has not, however, been given to the Committee.

3.133. The Committee have desired information if there has been any reorientation of the training programmes of the Industrial Training Institutes, in view of the actual requirements of trained person-

nel in the area. In reply, the representative of the State Government has informed the Committee during evidence:

"In the Industrial Training institutes—we have got 18 Industrial Training Institutes in Gujarat State—We have made 20 per cent reservation for the tribal areas. We have also some courses in the Industrial Training institutes, and we have increased the stipend from Rs. 25 to Rs. 45. Apart from the Industrial Training Institutes, we have started various courses like electric fitting and turning etc. and there we give Rs. 55 per month per boy. Over and above that, we have got a special scheme. The problem is that the tribal youths would not like to go to district headquarters where the Industrial Training Institutes are there and where they are in the big towns. That is the general tendency among the tribal youths. Though there is minimum educational qualification as prescribed for getting admission in the Industrial Training Institutes, so far as this special scheme of assisting the tribal youths is concerned, he can get. We have started the scheme since the last three years and it is a successful scheme. There is heavy demand for more allocation of funds for this scheme."

3.134. On the question of coordination with the tribal students, who are in search of employment, and the Government agencies, the representative of the State Government has informed the Committee that recently the State Government have set up an Office of the Director of Tribal Employment in Gujarat who has started working on the problem and has taken up all tribal matters.

3.135. During the course of its on-the-spot study visit, a Study Group of the Committee has been informed that at the end of December, 1970, there were 820 Scheduled Tribe applicants on the live register of the Employment Exchange at Broach. On being asked to indicate if any estimate has been made of the number of educated unemployed among Scheduled Tribes in the Tribal Development Block areas of Gujarat, the Department of Social Welfare has, in a written note, replied in the negative.

3.136. The Department has also informed the Committee that no separate employment statistics for educated unemployed tribals are available for the last five years. This kind of separate classification

has been introduced in the Employment Exchanges only from 1969. The figures are as follows:

1969	423
1970	549
1971	475.

3.137. In reply to a question about the steps which have been taken to provide employment to educated unemployed among tribals in the Tribal Development Block areas, the Department of Social Welfare has informed the Committee in a written note that steps taken to provide employment to educated unemployed tribals in the Tribal Development Block areas include their submission both against reserved and non-reserved vacancies.

3.138. The Committee would recommend that a special Cell should be set up at the State level to follow up the career of tribal students who have received technical or higher education and to assist them in finding employment appropriate to their qualifications and attainment. This Cell should compile information about the various categories of tribal youths who are in search of employment and also of those who are placed in suitable employment through the years.

(xv) Voluntary organisations

3.139. In a written note, the Department of Social Welfare has informed the Committee that there are 15 voluntary organisations, as given below, recognised by Government in Gujarat. The Taluka Panchayats remain in close contact with these voluntary organisations for the implementation of Tribal Blocks programme.

- (1) Bhil Seva Mandal, Dahod;
- (2) Raniparaj Seva Sabha, Vedechni;
- (3) Broach District Adivasi Seva Sanga, Rajpipla;
- (4) Baroda District Backward Classes Seva Mandal, Baroda;
- (5) Dang Sarvodaya Ashram, Ahwa;
- (6) Adivasi Seva Samiti, Shamlaji;
- (7) Palpatta Adivasi Seva Sangh, Pal;
- (8) Himatnagar Taluka Backward Class Education Mandal, Himatnagar;
- (9) Sarvodaya Ashram Samiti, Sanali;

- (10) Adivasi Education Development Mandal, Vapi;
- (11) Bulsar Vibhag, Lok Sevak Sangh, Bulsar;
- (12) Kasturba Seva Ashram, Balvoda;
- (13) Sarvajanic Sanskar Sabha, Balvada;
- (14) Advasi Sarvodaya Mandal, Khergam; and
- (15) Gram Seva Sabha, Dharampur.

3.140. Regarding the role of the voluntary organisations in Tribal Development Blocks in Gujarat, the Department of Social Welfare has informed the Committee in a written note that full information on the matter is awaited from the State Government. It has, however, been stated that the Government of Gujarat have instructed the Taluka Panchayats to take the above-mentioned fifteen voluntary organisations in confidence while implementing the programmes in Tribal Development Blocks.

3.141. The details of grants/loans issued to each of the above-mentioned voluntary organisations during the Second and Third Five Year Plan periods and during 1966-67 to 1969-70 and the schemes covered by such grants/loans have not been furnished to the Committee till the time of reporting.

3.142. The Committee note that voluntary organisations have been given a prominent place in the execution of various schemes under the Tribal Development Blocks programme but the quantum of grants/loans given to these organisations and an assessment of their activities were not available with Government. This is most regrettable. The Committee would urge that a proper evaluation of the activities of these voluntary organisations in its entirety, including their actual impact on the improvement of the conditions of the Tribals, be made and results intimated to the Committee.

(xvi) *Research and training*

3.143. The Verrier Elwin Committee in its Report (1960) has observed that there is a very general agreement about the importance of research to provide a sound basis for programmes in the tribal areas. The Committee has also observed that research in tribal areas should not be confined to conducting anthropological surveys and collecting serological data for the purpose of tracing the history of tribals etc. In a number of blocks where the people are comparatively advanced, the need is for sociological, rather than anthropological, research. One of the most important subjects, which is greatly neglected is research in economics.

3.144. The Shilu Ao Study Team in its All India Report (1969) has appreciated the work done by the Tribal Research Institutes in the various States. The Team has also observed that the Institutes should be fed by the Tribal Welfare Departments with problems as and when they arise and should profit by their findings.

3.145. The Department of Social Welfare has informed the Committee in a written note that the Tribal Development Blocks scheme is one of the six major Centrally-sponsored schemes, one other scheme being 'research, training and special projects'. 'Research, training and special projects', is thus a separate scheme meant for the benefit of all the Scheduled Tribes whether they live in the Tribal Development Block areas or not.

3.146. The Department of Social Welfare has further stated that the scheme for promoting research into tribal problems, and training personnel to work in tribal areas is based on recognition of the importance of proper formulation and correct evaluation of policies and programmes for the welfare of the tribes. Tribal Research Institutes are now functioning in Andhra Pradesh, Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and West Bengal. Recently, the Planning Commission has appointed a Study Team headed by Shri L. M. Shrikant to examine the working of these Institutes.

3.147. In a further note, the Department of Social Welfare has furnished a list of studies undertaken by the Tribal Research and Training Institute, Gujarat Vidyapith, Ahmedabad, for the information of the Committee (See Appendix IX).

3.148. The Committee are in agreement with the views expressed by the Verrier Elwin Committee some twelve years ago that in studies conducted by the Tribal Research Institutes, sociological researches should have priority over anthropological surveys and collection of serological data for the purpose of tracing the history of tribals, etc. The Committee feel that there is an urgent need for research in the economics of the living and working conditions of the tribals and the expeditious steps necessary for improvement of their conditions. The entire programme of research and training should be re-oriented, keeping in view the improvement of the economic conditions of the tribals as the first priority.

(xvii) *Area development approach*

3.149. The Shilu Ao Study Team in its All-India Report (1969) has observed that another weakness in the present programme of

Tribal Development Blocks is that average block with a population of about 25,000 is much too small for providing several of the services which are essential for the fuller development of the tribal people. Programmes like communications, irrigation, forestry, processing industries and vocational and secondary education could gain greatly from being planned in terms of somewhat larger areas. In many parts of the country, tribal economic problem land themselves readily to an area or regional approach.

3.150. The concept of area approach of Tribal Development was first placed before the National Development Council Committee in February, 1965 and it was discussed by the Panels set up by the Planning Commission on Backward Classes in the same year. In July, 1965, the Annual Conference on Community Development and Panchayati Raj considered the matter further and recommended that adoption of the Area Approach according to which 5 or 6 contiguous Tribal Development Blocks and even small pockets having a concentration of tribal population were to be grouped to form what could be called a Tribal Development Area.

3.151. In a written note, the Department of Social Welfare has informed the Committee that this idea of 'area development approach' was put forth before all the State Governments|Union Territory Administrations by the (then) Department of Social Security of the Government of India in a communication dated 14th July, 1965 (See Appendix X), seeking their views in the matter. The proposal was that during 1965-66 ten suitable areas in the following districts may be chosen for development under the area development approach in operational terms and on pilot basis:

- (1) Mandla District, Madhya Pradesh,
- (2) Santhal Parganas District, Bihar,
- (3) Jhargram Sub-Division, Midnapore, District, West Bengal,
- (4) Raygada Sub-Division, Koraput District, Orissa,
- (5) Manipur,
- (6) Dangs District, Gujarat,
- (7) Four areas in other States having sizeable tribal population.

3.152. One of the factors contributing to the proposal of area development approach, as pointed out in the above-mentioned communication of the then Department of Social Security to State Governments, etc. was that given the larger planning area and a more

systematic approach to development, it should be possible for other sectors to contribute fully and directly, than in the past, to the development of tribal areas. In this way, the tribal areas might be enabled to obtain their due share of the general programmes of development.

3.153. In a written note, the Department of Social Welfare has also informed the Committee that this proposal met with serious opposition from the Community Development Department. This issue had, therefore, to be shelved notwithstanding the fact that the Planning Commission's panel on Backward Classes Welfare had also endorsed the idea.

3.154. On being asked to clarify whether this area approach has been adopted in formulating the economic development programmes such as communications, irrigation, forestry, processing industries, vocational and secondary education, etc. in the Tribal areas of Gujarat State, the representative of that Government has informed the Committee during evidence:

"The Gujarat Government had issued instructions in 1966 to adopt the area approach. We have taken action with regard to the primary health centres, special centres, mobile health centres, industrial training centres, construction of district level roads, Ashram type schools, visual aid programmes, heavy equipment for projects of agricultural production like tractors etc."

3.155. In a written note the Department of Social Welfare has informed the Committee that for the effective implementation of certain schemes benefiting more than one block 'Area Approach' is also adopted, e.g. health schemes, road construction, educational schemes, forest betterment works etc.

3.156. It has further been stated, in order to intensify development of the tribal district of Dangs, the State Government constituted a Dangs Development Council. The Council, which was constituted in 1962, was reconstituted in July, 1967 with the Chief Minister as Chairman and one tribal M.L.A. as Vice-Chairman. The members of the Council include Secretary, Panchayat and Health Department, Secretary, Education and Labour Department, President, District Local Board, Hony. Secretary, Dangs District Local Board, Deputy Secretary, Finance Department, Chief Conservator of Forests, Collector of Dangs, Prant-cum-Resident Deputy Collector, Dangs, Planning Officer and Director of Harijan and Adivasi Welfare. The Director of Harijan and Adivasi Welfare and the Collector

of Dangs Work as Secretary and Chief Executive Officer of the Council, respectively. The tenure of the Council is two years.

The main function of the Council is to advise the State Government regarding the special requirements of tribal population of Dangs. The Council meets four times in a year to consider the programme for the development of the district. So far, the Council has given top priority to the following programmes:

- (1) Development of roads,
- (2) Construction of primary schools,
- (3) Advancement of education,
- (4) Economic Uplift,
- (5) Construction of drinking water wells.

The Council has since been reconstituted and its first meeting was held on the 3rd August, 1971 under the Chairmanship of the Chief Secretary to the Government of Gujarat. The Governor of Gujarat inaugurated the first meeting of the reconstituted Council.

3.157. The Committee are in agreement with the view of the Shilu Ao Study Team that the programmes like communications, irrigation, forestry, processing industries and vocational, secondary and higher education can gain greatly by being planned in terms of somewhat larger area and by being financed by their due share out of the general development programmes. The Committee would urge that no money should be spent from the funds provided for the welfare of backward Classes by the Central or State Government for the construction of such facilities as roads, irrigation works, forestry, etc. The money on these heads should be provided from the funds allotted for general development programme. The Committee would, however, recommend that while formulating the programmes on the basis of area development approach for the tribal areas care should be taken to ensure that schemes like the primary health centres and Ashram Schools etc. do not suffer.

(xviii) Evaluation

3.158. Since the start of the Tribal Development Blocks programme in 1956, a number of Committees|Commissions have gone into the working of this programme and one of the foremost difficulties all these Committees|Commissions had to face was lack of reliable data which had stood in their way in assessing with any degree of accuracy the success achieved in the implementation of the measures formulated for the social and economic advancement of the tribals.

3.159. The Renuka Ray Study Team (which submitted its Report in July, 1959), faced with the problem of lack of comprehensive and reliable data of social problems and welfare services, had to base its opinions|recommendations on intensive sample studies in the field and investigations and discussions with various State Government authorities etc.

3.160. One observation of the Renuka Ray Study Team, which demands special attention is that the results of all development schemes should be judged, not by statistics or the amount of money spent but the quality of human character that is evolved'.

3.161. The Verrier Elwin Committee (which submitted its Report in March, 1960) at the time of its study had statistics which were in any case a little uncertain, and which were not likely to give an altogether fair picture of the success or failure of the Tribal Development Blocks.

3.162. To the Dhebar Commission (which submitted its report in 1960-61) the data available for the purpose of assessing the achievement were very inadequate. In spite of this, the Commission came to the general conclusion that in the field of land, forest and indebtedness, the protection of tribal interests has been very limited and the achievements in the postive field of development had also been limited.

3.163. Explaining the contribution of the Zonal Director of Backward Classes Welfare, in the discharge of his functions 'to undertake evaluation studies of major schemes, particularly, post-Matric scholarships, Tribal Development Blocks Tribal Cooperatives from time to time according to the programme fixed annually', the representative of the Department of Social Welfare has stated that one of the functions of the Zonal Director is to undertake the evaluation studies of major schemes. Here, the studies undertaken are fairly comprehensive and the Department has got a long list of those schemes which material can be made available to the Committee.

3.164. It has also been stated by that Department that apart from the normal liaison work and supervision of the work which is going on in the State, the Zonal Director is also expected to look around and evaluate some of these things and he is doing the job well.

3.165. In reply to a question about a review of financial and physical performance against Plan provisions and targets achieved during the Second and Third Five Year Plan periods, and for the period from 1966-67 to 1969-70 as well as a forecast for the Fourth Five Year Plan, the Department of Social Welfare has furnished a statement giving salient features of physical achievements which is appended to this Report (See Appendix V).

3.166. In a written note, the Department of Social Welfare has further stated that the Zonal Director, Western Zone, had undertaken on a sample basis the evaluation of Zone Tribal Development Block. A summary of the study and its salient findings are appended. (See Appendix XI).

3.167. Now, in regard to the set-up at the State level, the Shilu Ao Study Team in its All-India Report (1969) was of the opinion that in the absence of an evaluation machinery, the States had not been able to assist the Team with their own assessment of the impact of the development programmes on the welfare of Tribals and for this reason the Team was unable to give a clear verdict as to whether the progress was appreciable or only marginal.

3.168. This Team was of the view that the progress, evaluation and coordination Cells, where constituted in the States, were mainly agencies for collection of statistics and were totally ill-equipped to perform evaluation functions which involved field studies by groups of persons well-versed in the various disciplines. The Cell should be in charge of a Senior Officer, preferably the Director of Tribal Welfare and should work in close conjunction with the Tribal Research Institutes, wherever they existed.

3.169. Clarifying the position in this regard as obtaining in Gujarat the representative of the State Government has informed the Committee during evidence that they have Special Cells which prepare reports and submit them to the (Development) Commissioner. They also have Research Officers to work on the job.

3.170. In a further written note, the Department of Social Welfare has informed the Committee that the assessment of *per capita* income and indebtedness among the tribal communities is a difficult task mainly because there is no organised money economy in many tribal areas. The *per capita* income and indebtedness will have to

be computed by adopting suitable methods. The Department of Social Welfare, with a small research staff, is not in a position to undertake this stupendous work.

3.171. The Government of Gujarat have taken very effective measures to check the illegal transactions of money-lenders and have tightened the machinery for the implementation of the provisions of the Money Lenders Act by specially appointing 15 more money-lenders Inspectors in the tribal areas after consulting the Tribal Advisory Council. The State Land Development Bank and the District Co-operative Banks have also liberalised their rules for advancing loans in the tribal areas. The small land holders who cannot furnish adequate security to the banks are helped by the State Government who stand surety for them. Priority is given to the small land holders for getting loans and subsidies from the Government departments and the tribal blocks. The licensed money-lenders are prohibited from becoming members of the Co-operative Societies. Lastly, the State Government have decided to form a Tribal Finance Corporation as a further measure to stop the exploitation of tribals, both by the money-lenders and the traders.

3.172. From the foregoing, the Committee are of the view that the present administrative set up available, both at the Central and the State levels, is not adequately equipped to furnish ready information about the number of students coming from Tribal Development Block areas who have passed out of secondary schools, colleges, polytechnics, and industrial training institutes, the number of those who are in search of employment and of those who have been provided with employment, the rise in per capita income of Scheduled Tribe people in Tribal Development Blocks of Gujarat, as compared to non-tribal residents of those Blocks, over the years and this situation is obtaining even in spite of the Zonal Director (Backward Classes Welfare) with his field organisation 'doing the evaluation job well' and the Special Cells at the State Government level being engaged on the job with research officers, etc.

3.173. The Committee are in agreement with the views of the Renuka Ray Study Team that, due to lack of specific information called for, the progress of evolution of human character of the Scheduled Tribe people in the Tribal Development Blocks through the execution of development schemes during the last sixteen years can hardly be judged.

3.174. In the opinion of the Committee, there should be a rethinking on the whole approach to these Tribal Development Blocks so that the results accruing from the fusion of resources from the general sector as well from the Backward Classes Sector in these Tribal Development Blocks can be measured in comprehensive terms so as to enable the planners and social scientists to prepare a long-term comprehensive plan for the economic development of the tribal areas.

NEW DELHI;
 July 25, 1972.
Śravaṇa 3, 1894 (Saka)

BUTA SINGH,
 Chairman,
*Committee on the Welfare of
 Scheduled Castes and Scheduled Tribes.*

APPENDIX I

(Vide para 1.6 of Report)

Scheduled Areas in Gujarat State

Sl. No.	Districts	Scheduled areas (Mahal or Taluka)	Total population	Population of Sch. Tribes
1	Dangs	Dangs	71,567	66,233
2	Surat	(1) Uchhal Mahal	31,535	30,329
		(2) Vyara	1,19,100	1,04,041
		(3) Vankal Toppa and Nanchhal Areas of Mangrol Taluka	44,695	42,092
		(4) Songadh Taluka	76,870	71,394
		(5) Part of Mizar Mahal	4,295	3,311
3	Bulsar	(1) Umbergaon	95,973	51,153
		(2) Dharampur Taluka	1,42,669	1,36,534
		(3) Bansda Taluka	92,352	81,909
4	Broach	(1) Nandod	1,21,396	77,893
		(2) Jhagadia	97,928	59,087
		(3) Dediapada	44,874	42,464
		(4) Valia Mahal	64,357	46,610
		(5) Sagbara Mahal	41,532	37,044
5	Baroda	(1) Village of Gad Boriad Estate in Naswadia Taluka	28,146	19,289
		(2) Chhotaudepur	1,45,143	83,247
6	Panchmahals	(1) Deogadh Baria	1,74,706	35,680
		(2) Limkheda	1,26,802	37,280
		(3) Santrampur	1,88,734	1,10,000
		(4) Villages in Old Sanjeli State (included in Jhalod Taluka)	18,858	15,486
7	Sabarkantha	(1) Vijayanagar	30,111	22,945
		(2) Khedbrahma	74,475	39,596
		(3) Bhiloda	90,766	
		(4) Meghraj	50,291	57,010

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APPENDIX II

(Vide para 1.16 of Report)

Progress of Allotment of T.D. Blocks

State	S.M.P.T. Blocks allotted during II Plan (No.)	Number of T.D. Blocks actually taken up during III Plan					Total	T.D. Blocks taken up during 1966-67	Total No. of TD Blocks including SMPT (No.)
		1961-62	1962-63	1963-64	1964-65	1965-66			
I	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh	4	2	..	5	6	7	20	..	24
2. Assam . .	7	4	4	8	10	14	40	2	49
3. Bihar . .	8	5	5	11	13	17	51	4	63
4. Gujarat . .	3	4	4	11	13	18	50	..	53
5. Kerala . .	..	..	1	..	..	..	1	..	1
6. Madhya Pradesh	10	..	14	26	30	36	106	10	126
7. Maharashtra .	4	2	1	13	14	10	40	..	44
8. Nagaland .	..	..	3	1	3	2	9	2	11
9. Orissa . .	4	6	6	13	16	21	62	9	75
10. Rajasthan .	1		3	3	3	4	13	4	18
11. Tamil Nadu .				2		..	2	..	2
12. Dadra and Nagar Haveli . .		..		2		.	2	.	2
13. Himachal Pradesh	..	2	1	3	..	1	7	..	7
14. Manipur . .	1	1	1	1	2	2	7	..	8
15. Tripura . .	1	1	..	1	2	..	4	..	5
ALL-INDIA .	43	27	43	100	112	132	414	31	488

APPENDIX III

(Vide para 1.37 of Report)

List giving names of T.D. Blocks, District-wise opened during Second and Third Five Year Plan and upto 1966-67*

T.D. Blocks, opened during 2nd Five Year Plan	T.D. Blocks opened during 3rd Five Year Plan	T.D. Blocks opened during the year 1966-67
1	2	3
BULSAR DISTRICT		
1. Nanaponda	1. Nanivahiyal	
	2. Amba Jungle	
	3. Dharampur	
	4. Bansda I	
	5. Paria	
	6. Ramla	
	7. Rankhwa	
	8. Khergam	
	9. Banswada II	
SABARKANTHA DISTRICT		
2. Khedbrahma	10. Meghraj Bhiloda	
	11. Vijayanagar	
PANCHMAHALS DISTRICT		
3. Sukhsar	12. Sanjali	
	13. Dudhia	
	14. Kathala	
	15. Bhatiwadi	
	16. Gothib	
	17. Dhanpur	
	18. Jhalod (Pethapur)	
	19. Limbdi	
	20. Palla	
	21. Garbade	
	22. Kadana	
	23. Bamroli	

1

2

3

BARODA DISTRICT

- 24. Naswadi
- 25. Tilak Wada
- 26. Zoz
- 27. Chhota Udaipur
- 28. Kawant.

BROACH DISTRICT

- 29. Dodiapade
- 30. Sagbara
- 31. Chaswad
- 32. Nandod (Western) I
- 33. Moriyana
- 34. Valia II
- 35. Nandod (Eastern)

DANGS DISTRICT

- 36. Dangs I
- 37. Dangs II

SURAT DISTRICT

- 38. Panchol
- 39. Nizar
- 40. Uchal
- 41. Balpur
- 42. Fort Songadh
- 43. Jamkhadi
- 44. Umarpada
- 45. Vyara
- 46. Mahuva
- 47. Valod
- 48. Mandvi I
- 49. Mandvi II

BANASKANTHA DISTRICT

- 50. Danta
-

* No new T.D. Blocks were opened during the period 1966-67 to 1969-70.

APPENDIX IV

(Vide para 1.57 of Report)

The main recommendations of the Sub-Committee are as below:

- (i) The areas having 50 per cent of tribal population should be allotted tribal blocks.
- (ii) Benchmark surveys should be undertaken by the Tribal Development Block who are in stage II and III.
- (iii) Every tribal Development Block must get Rs. 2.00 lakhs per annum. This should be the minimum allocation.
- (iv) The staff in Tribal Development Blocks generally should not be transferred till they complete three years' tenure.
- (v) Buildings and Schools buildings in project headquarters in Tribal Development Blocks should be constructed keeping in view the local conditions and use of local materials should be made.
- (vi) The training of the Gram Sevaks should be arranged at district level.
- (vii) The vacancies in Tribal Development Blocks should be immediately filled in by the Government.
- (viii) In public health centres there are many vacancies of Medical Officers and technical staff. Government should give more incentives to attract medical men to serve in the tribal areas. Government should also make it compulsory for every medical graduate to serve for one year in Tribal Blocks before they get degree.
- (ix) More quarters for school teachers and more school buildings should be constructed in tribal areas.
- (x) There should be one *ashramshala* for 10,000 tribal population.
- (xi) The Director of Social Welfare should be associated in running the *ashramshalas*.
- (xii) Post-basic *ashramshalas* should be started in the areas where there are 7 or more primary *ashramshalas*.

- (xiii) The Gram Sevak should be compelled to stay in Headquarters.
- (xiv) The Gram Sevika should be entrusted special assignments like formation of Mahila Mandals, Youth Mandals, etc.
- (xv) The rate of popular contribution for construction of school buildings should be reduced to 15 per cent in Tribal Blocks.
- (xvi) Tribals having less than 5 acres of land should be given loans irrespective of adequate securities.
- (xvii) Special attention and care should be taken for the Halpatis in Surat and Bulsar districts.
- (xviii) Minor irrigation survey of all the tribal block areas should be undertaken.
- (xix) Drinking water facilities should be made available in all the tribal areas.
- (xx) Special care should be taken for the tribals who are shifted due to construction of irrigation project dams like Ukai.
- (xxi) Tribals should be given free timber for construction of their new huts over and above for repair of huts.
- (xxii) The revenue derived from huts should be utilised for the tribals only.
- (xxiii) Tribals should be made partners in conservation of forests.
- (xxiv) Tribals who are cultivating land in the forests should be permanently allotted that land and their cases may be regularised.

Actions on most of the above recommendations have already been taken.

APPENDIX V

(Vide Paras 2·8, 3·29 and 3·165 of Report)

Physical achievement in some important items in Tribal Blocks.

Sl. No.	Item	Reference	Unit	Year 65-66	Year 66-67	Year 67-68	Year 68-69	Year 69-70
1	2	3	4	5	6	7	8	9
I. Economic Development								
1·1	Distribution of improved seeds (Average per Block)	Annual distribution	Quintal	51338 (969)	39870 (725)	58389 (1168)	59476 (1189)	48119 (908)
1·2	Distribution of Fertilisers (Average per Block)	"	"	86965 (1641)	102789 (1939)	87412 (1748)	106800 (2136)	94307 (1779)
1·3	Veterinary Clinics and Dispensaries (In Block areas)							
	A. Dispensaries	Cumulative increase	No.	19	19	19	19	21
B. Stockmen Centres								
1·4	Construction of Pucca wells (Average per Block)	Annual increase	No.	36	101	97	100	96
				1210 (22)	1679 (32)	1636 (33)	1768 (35)	1660 (31)
1·5	Installation of Diesel and Elec-Motors (Average per Block)	"	"	809 (15)	909 (17)	1158 (23)	996 (20)	1311 (25)
1·6	Villages covered under Electrification	Annual progress	"	42	69	23	44	38
1·7	Membership of Societies (Average per 100 land holder farmers)	"	In thousand	161 (51)	175 (55)	193 (60)	200 (63)	208 (68)
1·8	Share capital of the above Societies (Average per 100 account land holders)	"	Rs. in thousands	8530 (2690)	10410 (3283)	9830 (3101)	10336 (3260)	13792 (5486)

1	2	3	4	5	6	7	8	9
1.9	Advance made by the above Societies (Average advance per member of Society)	Annual progress	(Rs. in thousands)	24830 (154)	22900 (131)	22020 (150)	33874 (169)	55712 (270)
1.10	Godown/constructed through Agricul- tural Credit Societies	Cumulative increase	No.	167	248	296	352	390
(2) Social Services								
2.1	Ashram Schools	Cumulative increase	No.	56	71	73	76	90
2.2	Number of Hostels	"	"	82	94	98	101	128
2.3	Number of Primary Schools	"	"	3114	3307	3348	3388	3837
2.4	Number of Secondary Schools	"	"	83	92	97	100	136
2.5	Construction of Pucca School Buildings	Annual progress	"	213	85	56	77	118
2.6	Number of Primary Health Centres	Cumulative increase	"	33	44	53	53	53
(3) Roads								
3.1	Construction of Surface roads (Aver- age per Block)	Annual progress	K.M.	199 (2.2)	77 (1.4)	14 (0.3)	38 (0.8)	31 (0.4)
3.2	Repairs to Surface Roads	"	"	90 (1.7)	63 (1.2)	144 (2.9)	20 (2.4)	231 (4.3)
3.3	Construction of Culverts (Average per block)	"	"	72 (1)	144 (3)	181 (4)	90 (2)	70 (1)

Foot Note :— 1. Only information regarding Ammonia Sulphate and Surat Phosphate is given. Information of other fertilisers is not available.
2. The figures of year-wise data given against item No. 2.1, 2.2, 2.3 and 2.4 are provisional.

APPENDIX VI

(Vide para 3.49 of Report)

INDEBTEDNESS IN TRIBAL AREAS

Source: Bureau of Economics and Statistics, Ahmedabad

A short note on indebtedness in 15 Tribal Development Blocks of the Gujarat State as revealed in sample survey

A Benchmark Survey eliciting information on socio-economic pattern of life of Scheduled Tribes in 15 Tribal Development Blocks in Gujarat State was carried out in the year 1968-69. The reference year for the survey was 1967-68. However, the information for indebtedness was collected as on 31-10-1967. The surveys together covered 2545 Scheduled Tribes house-holds in these 15 Blocks. A sample was drawn from each Block separately and aggregation of the results attempted in this note suffer limitations on that ground. The results could at best be considered indicative of the average situation prevailing in the selected 15 blocks.

Two statements based on the estimates drawn from the above sample showing the details regarding indebtedness in the 15 Blocks are enclosed. It will be seen that nearly 38 per cent of the estimated tribal households were in debt. The average debt per indebted tribal family comes to Rs. 4770. The highest average debt per indebted family was found in Nandod (East) Tribal Development Block (Broach District) followed by Khergam Tribal Development Block (Bulsar District). The lowest average debt per indebted family was found in Mandvi-I-Tribal Development Block (Surat District).

It is seen from classification of debt according to purposes that current expenditure on agriculture and capital expenditure on agriculture respectively accounted for 46.5 and 19.3 per cent of total debt; 26.3 per cent was spent on household expenditure, whereas 4.2 per cent and 3.7 per cent respectively were spent on social ceremonies and other expenditure.

APPENDIX VII

(Vide para 3.60 of Report)

Details of Co-operative schemes undertaken from the Tribal Development Block funds in Gujarat

Scheme of credit for the share capital

Many poor land holders having land less than five acres who desire to become the members of the service co-operative societies but cannot afford to pay the amount of share are given subsidy for share capital to such co-operatives. The society collects one rupee as membership fee from such land-holders and advances a loan of Rs. 30 to him and issues shares worth Rs. 30 to the said landholders. The Society recovers Rs. 30 from the member in five annual instalments. The society utilises subsidy to increase the membership of the society to 90 per cent. After five years the amount of this subsidy is credited to the Reserve Fund of the society.

Scheme for financial assistance to Cooperative Societies

Financial assistance on account of expenditure on schemes for instruments and tools, construction of godowns, etc., is given to co-operative societies in tribal areas. 50 per cent assistance is granted if tribal members in such a society are more than 50 per cent but upto 75 per cent, but if there are more than 75 per cent tribal members, 75 per cent assistance is granted.

Scheme of subsidy to marketing co-operative societies

Marketing Unions at Taluka level in tribal areas assist their members for sale of their agricultural produce and for purchase of essential commodities at reasonable rates. Subsidy to such societies is given at the following rate:

- A. Subsidy upto Rs. 10,000 for increase in the price of essential commodities (Rs. 5,000 from each block).
- B. Subsidy upto Rs. 15,000 for Godown (Rs. 7,500 from each block).
- C. Subsidy upto Rs. 12,000 for administrative expenses (Rs. 6,000 from each block at the rate of Rs. 3,000 per annum).
- D. Rs. 8,000 for the purchase of motor truck.

APPENDIX VIII

(Vide para 3.64 of Report)

Measures taken on the recommendations of Evaluation Study on Forest Labour Cooperative Societies.

1. Every society can be given work if the jurisdiction of the societies is fixed according to the felling series but the registration and the amendment of by-laws are with the District Panchayats which should make any change in the bye-laws in consultation with the local Cooperative Officer, District Forest Officer and existing F.L.Cs.

2. Cost of production and ratio of cost of labour

The ratio of cost of labour is always higher to that of production in these economically backward areas. This can be minimised by using modern logging techniques and instruments. The F. L. Cs. were requested to send their representatives to Dehra Dun and such other places for training but they have not shown any interest in this regard.

3. Economy in transport costs

Mechanised transport should be encouraged but the Government policy is to encourage the transportation in the carts of Adivasi labourers with a view to allow them good wages. The Depots should be established near the railway stations so that effective use can be made of allotted wages. Besides, if the Depots are kept far away from the marketing centres the societies would incur loss by way of increasing transport costs. Thus economy in transport costs will be offset by the losses.

4. Economy in administrative expenditure

The societies will not agree to effective economy in administrative expenditure though study can be undertaken to effect economy in administrative expenditure after getting details.

5. That certain societies undertake more coupes than they can manage and it is a fact that they leave behind great bulk of timber due to lack of good administration. The argument that this left

over is only useful as fire wood is not correct. This can be ascertained on examination of the coupes in Ukai area. This difficulty can be overcome by making a condition with these societies that Government can take out these leftover at the expense of the co-operatives.

6. It was suggested by a special sub-committee under the Chairmanship of Dahya Bhai Nayak that a Federation of F.L.Cs. should be constituted for socio-economic upliftment of Adivasis.

7. The suggestion of the Chief Conservator of the Forests that the basis of the profits of the societies should be made on the amount of wages earned by them is under the active consideration of the Government.

8. Another suggestion made by the Chief Conservator of Forests that the procedure of intermediaries should be stopped is also under the active consideration of the Government.

9. It is desirable that F.L.Cs., should undertake tertiary activities. This creates complication in maintaining accounts. It is better that separate societies be formed for processing of the different agricultural projects. This is also under the active consideration of the Government.

10. Despite the provision that the field of collecting forest produce are distributed, however, the societies do not come forward to undertake the minor forest produce thinking that it is not profitable to do so.

APPENDIX IX

(Vide para 3.147 of Report)

Statement showing the research projects undertaken by the Tribal Research and Training Institute, Gujarat Vidyapeeth, Ahmedabad.

Serial No.	Title of Project
<hr/>	
1.	Evaluation of Special Multipurpose Development Block in Gujarat State.
2.	Wastage and stagnation in Primary Education in Tribal Area of Gujarat State.
3.	Leadership in Panchayat and Traditional Panchayat in two Tribal Areas.
4.	Lexical Form of Bhili Dialect.
5.	Bhili—Gujarati Conversational Guide.
6.	A Study of the problem of Tribal Students receiving higher education.
7.	A follow-up Inquiry of the Trainee Officers who received training at this Institute during 1962—65.
8.	An Evaluation of Health Programme in a T.D. Block.
9.	An evaluation of Well Irrigation Programme in T.D. Block.
10.	Laxical Form of Chaudhari dialect.
11.	A study of Political consciousness among Tribals of Gujarat.
12.	A Study of Change in Agricultural Practices of tribals of Khedbrahma taluka.
13.	A Study of Economic Organisation of a tribal village in Baroda District.
14.	Political upheavals in North Gujarat with particular reference to the life of Sri Moti Lal Tejwat.
15.	A Study of Change in Agricultural Practices of Tribals of Nani Vahiya T.D. Block.

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16. Ethnographic Study of Bhil tribe.
 17. Mahatma Gandhi's writing on tribals.
 18. A Study of Agricultural Change in a T.D. Block of Panchmahal district.
 19. A Survey of Health and Sanitation conditions among tribals of Sagtala T.D. Block.
 20. Impact of Tribal Development Programme on Tribal of Dang district.
 21. Study of the impact of industrialisation of tribal society.
 22. Study of tribal art and craft in South Gujarat.
 23. Study of tribal music.
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APPENDIX X

(Vide para 3.151 of Report)

Copy of letter No. 11/3/65-SCT.III(A), dated 14-7-1965, from the Office on Special Duty, Department of Social Security addressed to all State Governments/Union Territory Administrations.

SUB—Measures for strengthening Tribal Development Programmes.

As you are aware, the Tribal Development Blocks constitute the principal comprehensive programme for the welfare of Scheduled Tribes. A review of their working has shown certain drawbacks as indicated below:

- (i) Lack of coordination between the Development Department of Tribal Welfare at the State level;
- (ii) Inadequate administrative machinery at the State and District level;
- (iii) Short term assignments to Officers in tribal areas; and
- (iv) Lack of Socio-economic surveys.

2. Besides the defects pointed out above, it has generally been observed that the employment aspects of development in a Tribal Development Block are not being given proper attention. Benefits of agricultural and irrigation schemes have largely gone to non-tribals. Though the benefit accruing to tribals from the animal husbandry programme has been better, these programmes are not being designed as units for full time family operations. It is also generally alleged that about 60 per cent to 70 per cent of the T. D. Block budget gets spent on "brick and motor schemes" and the executive agencies for the construction works are predominantly non-tribals.

Further, the unit of T.D. Block has proved to be too small to carry to the tribal areas all the services essential for their complete development. This has given rise to the idea of "Area development approach", as recommended by the panel on Backward Classes constituted by the Planning Commission. In this connection a copy of the relevant extracts from the paper prepared by the Planning Commission for the meeting of the N.D.C. Committee on Social Services held on 17th & 18th April, 1965 is enclosed for the perusal of the state Government, (Annexure).

3. A meeting between the Minister for Law and Social Security and the Minister for Community Development and Cooperation was held on 20th May, 1965 to consider measures for strengthening Tribal Development Programmes in the light of the defects pointed out above. The decisions arrived thereat are contained in the minutes of that meeting, a copy of which is forwarded herewith for information and necessary action. The State Government are requested to furnish to this Department their views on each of the points discussed at the meeting on which action is to be initiated by them. The State Government are requested to give this their utmost consideration and to communicate their views in the matter to this Department as early as possible.

(Annexure to letter No. 11/3/65-SCT-III(A), dated the 14th July, 1965)

EXTRACTS TAKEN FROM THE PAPERS FOR THE MEETING OF THE NDC COMMITTEE ON SOCIAL SERVICES HELD ON 17TH AND 18TH APRIL, 1965.

* * * *

Area approached to Tribal Development:

The concept of Tribal Development Area was briefly placed before the N.D.C. Committee at its meeting held on 26th and 27th February, 1965. The idea has since assumed the following shape:

- (i) A Tribal Development Area should comprise a manageable number of contiguous Tribal Development Blocks, including within its compass intervening or adjoining pockets which may have even less than 50 per cent tribal concentration. Even with the adoption of the criterion of 50 per cent tribal concentration for delimiting Tribal Development Blocks, the thousand Blocks thus constituted would together cover only 70 to 75 per cent of the total tribal population in the country. Under the Area Development Approach, however, it would be possible to extend this coverage to a much larger tribal population.
- (ii) The Socio-economic conditions of the area should be studied, with reference to the specific needs and problems of the tribal groups inhabiting the area, by a team of officials and non-officials drawn from the concerned Department of the State Government, Panchayati Raj institutions functioning in the area, voluntary organisations working among tribes, and tribal research institutes and university departments of anthropology|sociology in touch with the area.

- (iii) In the light of the appraisal of progress and future needs, the same composite group could then formulate programmes suited to the area; in this process a considerable degree of flexibility should be allowed to them.
- (iv) The additional sums allowed at the rate of Rs. 10 lakhs for each Tribal Development Block should be regarded as a pool, part of which should be made available to supplement the expenditure at the Block level and part for schemes which could more appropriately be undertaken at the area level, e.g., communications, forestry, agro-industrial processing, irrigation and the like.
- (v) Given the larger planning area and a more systematic approach to development, it should be possible for other sectors to contribute fully and directly, than in the past, to the development of tribal areas. In this way, the tribal areas may be enabled to obtain their due share of the general programmes of development.
- (vi) Apart from an assessment of physical and natural resources of the area, special attention could be given to such aspects as the stage of preparedness of the tribal groups residing in the area, and steps could be taken to encourage tribal institutions and leadership to play a more significant role in future development.
- (vii) In this approach it should be possible both to achieve the concentration of effort contemplated in the scheme of tribal development blocks and to provide a wider and more integrated perspective in terms of a larger operational area.
- (viii) After mapping out the tribal areas that would lend themselves to this approach, there would be some pockets of smaller tribal concentration still left out. Specific programmes on the lines of miniature blocks could be undertaken for them.
- (ix) In consultation with some officials from States and tribal specialists, it is proposed that during 1965-66 ten suitable areas in the following districts may be chosen for developing the approach of Tribal Development Areas in operational terms and pilot basis:

1. Mandla District, Madhya Pradesh.

2. Santhal Parganas District, Bihar.
3. Jhargram Sub-Division, Midnapore District, West Bengal.
4. Raygada Sub-Division, Koraput District, Orissa.
5. Manipur.
6. Dangs District, Gujarat.
7. Four areas in other States having sizeable tribal populations.

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APPENDIX XI

(Vide para 3.166 of Report)

*Impact of Zoz Tribal Development Block Programme on the Tribal population**

Scope of the Study:

The study is aimed at to assess the impact of Tribal Development Programme on the local tribal population.

Area of Study:

Zoz Tribal Development Block in the Chhotaudepur taluka of Baroda district in Gujarat State.

Methodology:

- (i) Interview and discussion with officials|non-officials and beneficiaries, with the help of a structured schedule.
- (ii) Field observations including functioning of the schemes.
- (iii) Detailed study of eight randomly selected villages out of the total of 110 villages. For this purpose, 10—20 per cent families of each village were interviewed.

Summary of the Study:

The present Zoz T. D. Block was carved out of the Chhotaudepur C.D. Block in 1958. On the north-east, east and south-east of the Block is the Alirajpur area of Jhabua district of Madhya Pradesh and on the north-west lies the Panchmahals district of Gujarat. The topography of the Block is uneven inter-spersed with hills, valleys, rivulets and streams. The soil is either black or sandy lome. Average rainfall in the area is between 35"-40" per annum. According to 1961 Census the Block had a population of 47,338 of which 26,737 (56.48 per cent) belong to the Scheduled Tribes. Rathawa, Tadvī and Bhils are the most numerous tribes of the area.

The total area of the Block is 1,40,607.13 acres, of which the area under crop is only 50,407.32 acres. Roughly 25 per cent of the total area is under forest, 5 per cent fall under permanent grass lands

*Study made by the Zonal Office (BCW), Ahmedabad, in 1970.

whereas 7 per cent is uncultivable waste and 20 per cent from cultivable waste land. In other words, only 43 per cent of the total land of the block area is under cultivation. Majority of the land is held by tribals, which accounts for 49,116 acres. 3,898 acres are held by non-resident land holders. The per capita holding works out to 8 acres in the case of tribals and 20 acres in the case of non-tribals.

Of the total workers 24,482,75 per cent are engaged in cultivation and 16 per cent work as agricultural labourers. Total workers engaged in primary occupations work out to 92 per cent as against 5 per cent engaged in secondary occupations and 3 per cent in tertiary occupations.

The Zoz T. D. Block came into being on the 1st April, 1964. According to a survey report of the Zoz C. D. Block impressive physical achievements were made by 1964 which include construction of 6,883 composite pits, distribution of chemicals and other fertilisers to 958 agriculturists, distribution of improved seeds to 367 cultivators etc.

The present study covers the period from 1964 to 1970 which forms the First T. D. Stage. During this period the Block could not achieve the approved financial targets.

An analysis of the expenditure shows that only 58 per cent expenditure could be met by the Block from the T. D. funds and 50 per cent from the C.D. funds. The short-fall is perceptible in almost all the heads.

At present, the Block is controlled by the Taluka Panchayat and its headquarter is situated at the Taluka headquarters.

An attempt was made to find out the incidence of acceptance of the various programmes by the beneficiaries. It gave very interesting results. Out of a sample of 118 families surveyed, it was found that only 45 of them used improved seeds which were supplied to them by the Gram Sevaks. As many as 635 compost pits are made in the Block area. Out of the sample of 118 families only 62 prepared compost pits. It is reported that 605 quintals of chemical fertilisers were distributed among the farmers. In the sample families, only 15 were reported to be using chemical fertilisers. In all 159 improved type of implements were supplied in the Block till 1970. Only 6 out of 118 sample families are reported to have used them. Use of pesticides is very sparingly reported. In none of the villages surveyed, the farms have adopted Japanese method of paddy cultivation. A total of 216 agricultural demonstration centres were set up till the end of 1970.

In the field of Animal Husbandry, it is reported that there is no Veterinary hospital in the Block. The nearest available dispensary is at the taluka headquarter. However, in the year 1965-66, 4 medical chests for veterinary aid were supplied. Castration facilities and inoculation facilities have been available on a very modest scale. In the 8 villages surveyed, no improvement in poultry rearing by the tribals was seen. In the field of Dairy development, no specific efforts seem to have been made.

The area under irrigation was 30 acres in the beginning of the T. D. Block. By 1969-70, it was raised to 575 acres. A total of 132 pucca wells and 55 kucha wells were dug for irrigation purposes. However, only a handful of tribal families availed of this benefit. 22 engine pumps were distributed for irrigation purposes, of them none is owned by the tribals. In the field of soil conservation contour bunding was effected in 3,450 acres.

In the field of cooperation only one-third of the amount earmarked for the purpose could be spent. In the 8 villages surveyed there are 508 tribal members in the different cooperative societies. As against 11 multipurpose cooperative societies working in the Block before it was converted into T. D. Block, by the end of 1969-70, the number rose to 22 with a membership of 3,037 and share capital of Rs. 48,100. There are four forest labour cooperative societies working in the Block area.

The expenditure on development of cottage industries as in other heads, could not achieve the targets. Only 75 per cent of the T. D. funds and 50 per cent of the C.D. funds earmarked for the purpose could be spent.

In 1965, a cluster type Industrial Training Centre has been started pooling up the resources from 3 T. D. Blocks in the Taluka to provide training to 80 per cent students in four different trades.

The Block is very backward as far as literacy is concerned. The literacy percentage is as low as 3 per cent. There were 949 students on the rolls in the 26 schools in the Block during 1969-70. In the 8 villages surveyed, out of 880 members belonging to 118 families only 17 were found to be literate, and 42 children attended schools. There are three Ashram schools in the Block area.

In the field of medical and public health, when compared to other heads, the expenditure was satisfactory. A primary health centre was started in 1967 utilising the Block funds with three sub-centres at different places. For family planning work, 3 centres are established.

In the field of providing potable water, 57 drinking water wells have been dug. Now all the villages of the Zoz Block area have drinking water facilities.

Almost the whole amount provided for communications has been spent.

Salient Findings:

- (i) The popularity of improved seeds is at a very low ebb. The use of fertilisers is yet to gain ground, for, the tribal agriculturists are yet to be convinced of its gain. Where the tribal agriculturists are a little advanced and where irrigation facilities are available the use of chemical fertilisers is on the increase. There is a growing awareness of the efficacy of improved agricultural implements and more and more people demand the same.
- (ii) There is further scope to increase irrigation facilities and extension of electricity to the villages will further enhance this possibility.
- (iii) Contour bunding and other soil conservation methods should be expanded.
- (iv) The cooperative societies have had an uneven growth. The functioning of the cooperative societies should be streamlined and their functions enlarged so as to meet all the felt needs of the local population. The forest labour cooperative societies have not been able to make any real impact, so far.
- (v) In the field of education, wastage and stagnation is quite large in the primary classes. The Ashram schools need much improvement. Absenteeism, low enrolment of students and lack of effective supervision have stood in the way of progress in education.
- (vi) A detailed study of the primary health centres reveals that the modern methods of medical attendance is yet to gain popularity among the tribal people.
- (vii) Although every village has now drinking water wells, in certain areas the tribal people are accustomed to take water from streams and rivulets. To this extent it may be stated that there is, perhaps, a need to educate the people on the necessity of using hygienic water.

- (viii) Although the targets of expenditure on communications could be fully met, there is much scope to cover as many villages of the Block as possible by a net-work of village roads.
- (ix) Full utilisation of the cluster type training centres has not been made. Follow up programme of persons trained in different trades has not been attempted. The tribal boys do not appear to be keen to take advantage of the training centres.
- (x) As the office of the Block is functioning at the taluka headquarters, the buildings meant for the purpose could be put to alternative use.
- (xi) In two-third of the house-holds studied the expenditure was found to be higher than the income.
- (xii) Programmes for social education have been implemented satisfactorily.
- (xiii) Tribal people take much interest in the animal husbandry facilities provided.
- (xiv) In drawing up programmes for T. D. Block, cooperation of the local population should be enlisted in a large measure.

APPENDIX XII

(Vide para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

Sl. No.	Reference to para number of the Report Summary of Conclusions/Recommendations	
1	2	3
1	1.25	The Committee are of the view that where several Departments are financially assisting the State Governments etc. for developmental projects under Tribal Development Block programme, there should be a co-ordinating machinery which would be responsible for channelling all flow of finance to the State Sector as well as for keeping track of financial and physical progress of projects. This machinery should be set up within the Department of Social Welfare as the entire Central Government allotment is to be from the Backward Classes Sector, which is stated to be under administrative control of the Department of Social Welfare.
2	1.31	The Committee would urge that as much leeway has to be made in order to bring the Scheduled Tribes who are predominantly residents of the Tribal Development Block areas, at part with the rest of the people in the country in social and economic upliftment, there should not be any cuts in the Centre's contribution to the development of Tribal Development Blocks on the contrary more funds should be made available for these projects. The Central Government should ensure at the same time that the State Governments also do not fail to honour their commitments in this regard.
3	1.35	The Committee recommend that copies of periodic reports of the Zonal Director (Backward

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Classes Welfare) on the work done, progress made and the impact of important development schemes in terms of physical and financial targets achieved should simultaneously be made available to the Commissioner for Scheduled Castes and Scheduled Tribes and also to the Committee on the Welfare of Scheduled Castes and Scheduled Tribes. The Committee hope that the Commissioner for Scheduled Castes and Scheduled Tribes would be able to utilise the information contained in these reports of the Zonal Director for his Annual Reports to the President.

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The Committee would also recommend that a section on progress of Tribal Development Blocks programme should also be included in the Annual Reports of the Department of Social Welfare of the Ministry of Education and Social Welfare.

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1.42

The Committee note that only 60 per cent of the total tribal population of the State are covered by 53 Tribal Development Blocks in Gujarat and that about 40 per cent of the total tribal population of the State have yet to be covered by these developmental projects. The Committee also observe that if the population criterion for inclusion of an area into the Tribal Development Blocks is brought down to 50 per cent from the present population criterion of 66-2/3 per cent, 29 more areas will have to be added to the list of Tribal Development Blocks of the State and that lack of resources is the only hindrance which is standing in the way of Government's taking such a decision.

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The Committee would urge that as nearly 40 per cent of the tribal population of the State are yet left to be covered by the intensive development schemes under Tribal Development

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Blocks programme, an early governmental decision should be taken for bringing 29 more compact tribal areas with 50 per cent of tribal population under Tribal Development Blocks programme.

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The Committee note that in order to coordinate the implementation of Tribal welfare schemes, quarterly meetings of all the Heads of Departments implementing the tribal welfare schemes were being held under the chairmanship of the Minister in charge of social welfare in the State. The Committee are of the view that this is a healthy practice and should be consistently followed so that progress made in each branch of development can be reviewed and difficulties, if any, standing in the way of satisfactory implementation of the scheme can be removed with expedition.

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1.58

The Committee feel that if Scheduled Tribes M.Ps. from Gujarat are associated with the State's Tribes Advisory Council, it would make the Council more broadbased. They would therefore suggest that the feasibility of inviting such Members of Parliament from Gujarat State to attend the meetings of the Tribes Advisory Council of Gujarat might be examined.

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1.59

The Committee would also urge that details about the number of meetings held by the Tribes Advisory Council of Gujarat, summaries of discussions held and resolutions passed and the extent to which the resolutions passed by the Council have been acted upon by the Government of Gujarat should be included in the Annual Reports of the Panchayat and Health Department of the State Government, which is in charge of Tribal Development Blocks Project.

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10	2.10	<p>The Committee note that during the period from 1961-62 to 1969-70, there has been an expenditure of Rs. 464.90 lakhs and Rs. 217.51 lakhs from the funds allocated by the Department of Social Welfare and the Department of Community Development, respectively. Expenditure on economic development amounted to 41.80 per cent in respect of Department of Social Welfare funds and 39.22 per cent in respect of C. D. Budget. In the absence of information as to the details of budget estimates in respect of the main Heads of expenditure, the Committee are not in a position to state if there has been any excess or saving in expenditure under each Head.</p>
11	2.11	<p>The Committee would stress the need for maintaining proper statistics in regard to estimates made annually against each Head and the financial and physical progress achieved against the set targets.</p>
12	3.10	<p>From the statement of actual position of Scheduled Tribe personnel engaged in Tribal Development Blocks, the Committee observe that the personnel belonging to Scheduled Tribes is slightly better represented in Class IV services, and that their position in Class I services is also a little better. The Committee, however, observe that there is no representation of such candidates in Class II services. The Committee feel that if the policy of locating, training and inducting the Scheduled Tribe personnel into the services of Tribal Development Blocks, as envisaged by the Verrier Elwin Committee as early as 1960, had been implemented with sincerity, the position of representation of Scheduled Tribes would not have been as dismal as it is today. The Committee recommend that this should engage early attention of the authorities concerned and the position should be rectified in near future.</p>

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13 3.11 The Committee note that the position of availability of personnel to work in Dharampur District is unsatisfactory. The Committee are of the view that this problem can be tackled by inculcating a spirit of service and dedication into the officers manning the Tribal Development Blocks and also offering them some special allowance for working in tribal areas, wherever necessary.

14 3.31 The Committee consider that alienation of land from tribals to non-tribals is one of the basic maladies which pervade the tribal life not only in Gujarat but in other States also.

While no statistics have been furnished to the Committee as to the extent of land belonging to tribals which has passed to non-tribals on account of the activities of unscrupulous persons or moneylenders, the Committee have reasons to believe, on the basis of reports from non-officials, that large-scale transfers of land have taken place from tribals to non-tribals.

The Committee are in agreement with the views of the Shilu Ao Study Team that the only effective deterrent against the alienation of tribal lands to the non-tribals is for the concerned authorities to take *suo motu* action to resume, without payment of compensation, land which, to their knowledge, or otherwise brought to their knowledge, has been transferred to, or is otherwise under the illegal occupation of a non-tribal, and to restore its possession to the rightful tribal owner.

The Committee note that for prevention of transfer of land from tribals to non-tribals, the State Government have issued orders that without the prior permission of the Collector, the land belonging to a tribal cannot be transferred to a non-tribal in the Scheduled Areas.

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The Committee note that even with such legislation prohibiting transfer of tribal lands to non-tribals much headway has not been done in this regard. The Committee recommend that there should be total prohibition of alienation of land from the tribals to non-tribals. The Committee would urge that transfer of land from tribals to non-tribals should be forbidden not only in the Scheduled Areas but also in the other areas of the State and the Collector should be made responsible to see that no such transfer takes place. Where transfers have taken place illegally, the Collector should *suo motu* take prompt steps for the restoration of the land to the original—tribal owners, without involving the tribals in litigation, where they can be traced or in other cases of illegal transfer, the land should vest in the State for distribution to landless tribals. The Committee further recommend that such cases of illegal transfers or occupation be deemed to be a cognizable offence.

15 3.32

The Committee recommend that a survey should immediately be conducted to assess the extent of alienation of tribal land and also of the measure of success achieved in the restoration of tribal land to the tribals.

16 3.33

The Committee observe that Government have initiated steps for rehabilitation of bonded labour in Gujarat and the work is still in progress.

17 3.34

The Committee would urge that energetic steps should be taken to find house-sites for all the remaining families of bonded labour and make suitable provision for their economic re-settlement.

18 3.39

The Committee observe that steps have been taken to boost irrigational facilities in Tribal Development Block areas by providing *Kucha*

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wells, *pucca* wells, diesel and oil engine pumps, etc. From the material made available, the Committee are, however, unable to come to a conclusion as to how far the irrigation facilities have actually flown to the Scheduled Tribes in Tribal Development Blocks. The Committee observe that at least in one Tribal Development Block surveyed by the Zonal Director's Office, only a handful of tribal families availed of this facility.

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3.40

The Committee would urge that a proper survey about the actual flow of the benefits from irrigation schemes to Scheduled Tribes in Tribal Development Block areas should be conducted and necessary steps to rectify the imbalance, if any, in the matter of sharing of benefits by tribals and non-tribals in the Tribal Development Block areas should be taken.

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3.45

The Committee observe that a sample survey conducted by the Zonal Director's Office in one block has shown that there was no noticeable improvement in poultry rearing by tribals. That survey has also shown that no specific efforts had been made in the field of dairy development. The Committee are, therefore, not in a position to come to any conclusion about the success achieved in the field of animal husbandry, poultry development or dairy development in the Tribal Development Blocks of Gujarat through the years.

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3.46

The Committee would urge that the progress achieved by Tribal Development Blocks programme in reaching benefits to the Scheduled Tribes in the field of animal husbandry, poultry development and dairy development should also form an item for economic investigation which the Government may undertake in future.

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22	3.53	<p>The Committee observe that even in 1968, according to a survey conducted by a State Government agency, 38 per cent of the tribal households in 15 Tribal Development Blocks were in debt. The Committee also note that even if the greater portion of this debt was for purposes of economic activity, about one-third was for household and social and ceremonial expenses.</p> <p>This underlines the need for gearing up the administrative machinery so that there is no exploitation of the tribals by the money-lenders.</p>
23	3.54	<p>The legislative measures for writing off debts of the tribals which are more than three years old and scaling down of the other debts of the tribals should be expedited.</p>
24	3.65	<p>The Committee note that there has been an increase in the number of primary agricultural co-operative societies per block and also of co-operative godowns, etc. in Tribal Development Block areas of Gujarat. In the field of forest labour co-operatives also, developmental activities have increased. From the information available, the Committee are not in a position to comment how far the co-operative societies have become self-supporting economic units. The Committee would urge that a survey on achievement of Tribal Development Block programmes should include a study of co-operative institutions functioning under the Tribal Development Block programmes.</p>
25	3.73	<p>The Committee have noted the various measures e.g. formation of forest labourers co-operatives, auction of forest produce mainly by tribals through the co-operative societies, etc. taken to utilise the services of the tribals in the Tribal Development Blocks of Gujarat in conservation of forests and utilisation of their services in industries dependent on collection of forest resources.</p>

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26	3.74	The Committee are of the view that this is a step in the right direction. The Committee would recommend that the services of the Scheduled Tribes living in Tribal Development Block areas should be so utilised that they should feel that they are equal partners in national development of forest resources and also in the conservation of forest as a national wealth.
27	3.95	The Committee regret to observe that the Government have not been able to furnish the numbers of Scheduled Tribe students from the Tribal Development Block areas of Gujarat who have passed the Secondary School examination during the past few years or of those who took up higher education.
28	3.96	In the absence of any evidence to the contrary, the Committee are constrained to accept the fact that in education, the tribals are lagging far behind the general population and that very few Scheduled Tribe students from Tribal Development Block areas have gone to college for post-Matric education.
29	3.97	The Committee feel that far more energetic steps would be needed to be taken than has been done hitherto to remedy this lack of progress among the Scheduled Tribe students, especially those coming from Tribal Development Block areas of Gujarat, in the field of education.
30	3.104	The Committee observe that the achievements made by Government in the field of public health and provision of drinking water facilities in the Tribal Development Block Areas of Gujarat are inadequate and a great leeway has to be made in this field.
31	3.105	The Committee would recommend that urgent steps should be taken to improve the

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medical and uncontaminated drinking water facilities in the Tribal Development Blocks in Gujarat.

32. 3.113 The Committee note that the headquarters of all the Blocks in Gujarat are now located in the Block areas. The Committee recommend that the work of linking the headquarters of all the Tribal Development Blocks in Gujarat by all-weather roads, which work is stated to be in progress, should be completed with expedition so as to add fillip to all developmental activities in the Tribal Development Block areas.
33. 3.138 The Committee would recommend that a special Cell should be set up at the State level to follow up the career of tribal students who have received technical or higher education and to assist them in finding employment appropriate to their qualifications and attainment. This Cell should compile information about the various categories of tribal youths who are in search of employment and also of those who are placed in suitable employment through the years.
34. 3.142 The Committee note that voluntary organisations have been given a prominent place in the execution of various schemes under the Tribal Development Blocks programme but the quantum of grants/loans given to these organisations and an assessment of their activities were not available with Government. This is most regrettable. The Committee would urge that a proper evaluation of the activities of these voluntary organisations in its entirety, including their actual impact on the improvement of the conditions of the Tribals, be made and results intimated to the Committee.
35. 3.148 The Committee are in agreement with the views expressed by the Verrier Elwin Committee some twelve years ago that in studies con-

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ducted by the Tribal Research Institutes, sociological researches should have priority over anthropological surveys and collection of serological data for the purpose of tracing the history of tribals, etc. The Committee feel that there is an urgent need for research in the economics of the living and working conditions of the tribals and the expeditious steps necessary for improvement of their conditions. The entire programme of research and training should be re-oriented, keeping in view the improvement of the economic conditions of the tribals as the first priority.

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3.157

The Committee are in agreement with the view of the Shilu Ao Study Team that the programmes like communications, irrigation, forestry, processing industries and vocational, secondary and higher education can gain greatly by being planned in terms of somewhat larger area and by being financed by their due share out of the general development programmes. The Committee would urge that no money should be spent from the funds provided for the welfare of Backward Classes by the Central or State Government for the construction of such facilities as roads, irrigation works, forestry etc. The money on these heads should be provided from the funds allotted for general development programme. The Committee would, however, recommend that while formulating the programmes on the basis of area development approach for the tribal areas, care should be taken to ensure that schemes like the primary health centres and Ashram Schools etc. do not suffer.

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3.172

From the foregoing, the Committee are of the view that the present administrative set-up available, both at the Central and the State levels, is not adequately equipped to furnish ready information about the number of students coming

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		<p>from Tribal Development Block areas who have passed out of secondary schools, colleges, polytechnics, and industrial training institutes, the number of those who are in search of employment and of those who have been provided with employment, the rise in <i>per capita</i> income of Scheduled Tribe people in Tribal Development Blocks of Gujarat, as compared to non-tribal residents of those Blocks, over the years and this situation is obtaining even in spite of the Zonal Director (Backward Classes Welfare) with his field organisation 'doing the evaluation job well' and the Special Cells at the State Government level being engaged on the job with research officers, etc.</p>
38.	3.173	<p>The Committee are in agreement with the views of the Renuka Ray Study Team that due to lack of specific information called for, the progress of evolution of human character of the Scheduled Tribe people in the Tribal Development Blocks through the execution of development schemes during the last sixteen years can hardly be judged.</p>
29.	3.174	<p>In the opinion of the Committee there should be a rethinking on the whole approach to these Tribal Development Blocks so that the results accruing from the fusion of resources from the general sector as well from the Backward Classes Sector in these Tribal Development Blocks can be measured in comprehensive terms so as to enable the planners and social scientists to prepare a long-term comprehensive plan for the economic development of the tribal areas.</p>